PINELLAS GATEWAY / MID-COUNTY AREA
MASTER PLAN
SEPTEMBER 18, 2020
ACKNOWLEDGMENTS

STUDY MANAGEMENT TEAM (SMT)

Forward Pinellas
Pinellas County
Florida Department of Transportation FDOT
City of St. Petersburg
City of Pinellas Park
City of Largo
Pinellas Suncoast Transit Authority (PSTA)

KEY STAKEHOLDERS

Pinellas County Economic Development (PCED)
St. Pete-Clearwater Int’l Airport (PIE)
Tampa Bay Area Regional Transit Authority (TBARTA)
Hillsborough Area Rapid Transit (HART)
Tampa Bay Regional Planning Council
Hillsborough Metropolitan Planning Organization (MPO)
Property Owners and Employers; Various Area Chambers of Commerce Representatives, Resident Representatives

PUBLIC

Thank you to all the participants who took time to provide their input via public workshops and online forums via the https://gatewaymasterplan.org/ website.

Special thanks to the dozens of employers and property owners who participated in stakeholder interviews.

CONSULTANT TEAM

WRT | Planning Team Lead, Urban Design, Landscape Architecture, Graphics & Branding

WITH SUPPORT FROM:

SB Friedman Development Advisors | Market Analysis/Economic Impact
Atelier Ten | Sustainability & Resiliency
Kimley-Horn | Transportation and Infrastructure
Vrana Consulting, Inc | Outreach and Engagement
Calvin, Giordano & Associates, Inc. | Regulatory Framework
# Table of Contents

## Executive Summary

## Chapter I: Repositioning the Gateway

1. **Introduction**
2. **Planning Process and Engagement**
3. **Understanding the Gateway: Planning Context**
4. **Strategic Priorities and Collaborative Planning**
5. **Gateway Master Plan Transformative Ideas and 25 Year Vision**
6. **Planning and Design Principles**

## Chapter II: The Master Plan

1. **Master Plan Framework**
2. **Triple Bottom Line Resiliency + Resilient Infrastructure**
3. **Land Use and Development**
4. **Open Space, Placemaking and Public Realm**
5. **Multi-Modal Transportation, Circulation and Movement**

## Chapter III: Development Concepts

1. **Selecting Focus Areas for Detailed Planning and Design**
2. **ECO-Industrial Park** (ECO-INDUSTRIAL PARK @ AIRCO; ECO-INDUSTRIAL PARK @126TH AVENUE)
3. **Mixed-Use Employment Districts** (AIRPORT BUSINESS PARK; BAY VISTA; ICOT CENTER; CARILLON)
4. **Live/Work Districts** (U.S. 19 LIVE/WORK DISTRICT; “HIGH POINT VILLAGE“)
5. **Commercial Corridors** (PARK BOULEVARD)

## Chapter IV: Toolkits + Strategies

1. **Triple Bottom Line Resiliency Toolkit**
2. **Land Use Toolkit**
3. **Open Space, Placemaking and Public Realm Toolkit**
4. **Multi-Modal Transit Toolkit**
5. **Sustainable Infrastructure Toolkit**
CHAPTER V: IMPLEMENTATION & MEASURING SUCCESS

1. DEVELOPMENT STRATEGY CONSIDERATIONS
2. MULTIMODAL STRATEGY CONSIDERATIONS
3. ECONOMIC DEVELOPMENT TOOLKIT
4. REGULATORY FRAMEWORK FOR IMPLEMENTATION
5. PRIORITIZATION
6. MONITORING AND MEASURING SUCCESS

APPENDICES (BOUND SEPARATELY)

APPENDIX A – EXISTING CONDITIONS SUMMARY
APPENDIX B – STAKEHOLDER INPUT SUMMARY
APPENDIX C – MAPS
EXECUTIVE SUMMARY

FOREWORD

Pinellas County is growing and evolving. The quiet, suburban retirement towns, historic commercial fishing villages, and beach towns of the past have grown and melded together into a single interconnected community, with thriving high-tech industries, arts communities, and nightlife. The county’s population is younger and growing more diverse, and more urban.

Like the rest of the country, much of Pinellas County contains spread-out development, large parking lots, and wide, busy roadways. This “suburban” development pattern makes walking and bicycling difficult, and essentially requires most of us to use automobiles for everyday travel. That, in turn, encourages still more auto-oriented development.

Many people are perfectly happy with this car-dependent lifestyle. But there is a need for alternatives to make more efficient use of resources, create jobs, attract a young skilled workforce and help grow the economy. And there is an alternative: in appropriate places, compact development, mixed uses, and interconnected streets can allow convenient walking, bicycling, and transit use. These places can provide a range of options for living, working, playing, and getting around—and at the same time, not taking anything away from our stable neighborhoods.

As the most densely developed county in the state, we need to better plan for the future in a way that supports the qualities that residents already enjoy – quiet neighborhoods, a thriving tourism destination, and the robust economy as one of Florida’s leaders in manufacturing and technology jobs.

As the land use and transportation planning agency for Pinellas County, Forward Pinellas guides land use decisions and programs transportation improvements as one dynamic system to improve Pinellas County’s quality of life and support our economic competitiveness. Over the last three years we have been working diligently with several committed partners to focus on
an area of the county where a comprehensive vision and land use strategy is urgently needed to help prioritize actions and lead to complementary investments today that will continue to support the things that make this area special tomorrow.

Being a fully urban county with little vacant land and over 588 miles of coastline, vulnerable to sea level rise, flooding and storms, we recognize that comprehensive planning is needed to guide growth, sustain our diverse economy and strengthen our communities. The Gateway Master Plan was identified as one of the three Forward Pinellas Strategic Planning and Operations Topics (SPOTlight) initiative priority areas of focus by the Forward Pinellas Board, along with creating a vision for the US 19 corridor and enhancing beach community access.

The Gateway Master Plan focuses on the true “gateway” and economic engine of the Pinellas County. The 30-square mile area is the landing and entryway to the county from the air via the St. Pete – Clearwater International Airport, I-275/Howard Frankland Bridge, the Gandy Bridge and Bayside Bridge. The Master Plan for the Gateway area builds on partnerships to guide development of necessary infrastructure, create a well-connected, multimodal transportation network and provide strategies to encourage and incentivize appropriate infill redevelopment to support quality economic growth for Pinellas County and the Tampa Bay region.

Through an engaging stakeholder and community planning process, the Master Plan encompasses a new and transformative vision for the area of dense mixed-use centers illustrated throughout the Plan that are linked to transit, with safe walkable and bikeable streets and trails connected to existing residential neighborhoods and employment centers.

The Master Plan will provide a development framework to create an identity for the area that contributes to a positive first impression for out-of-town businesses and tourists, while also supporting quality of life improvements for existing residents and employees. While the Gateway Master Plan represents the culmination of an in-depth engagement process, it is a 25-year vision for the area that touches on many systems (land use, transportation, infrastructure, open space, economics); and therefore, it will require coordination and collaboration amongst agencies and jurisdictions at the federal, state, regional and local level to budget for future project development and construction activities. To achieve this vision will require energy, commitment, and action on the part of the public and private sector. The big ideas in this Plan will need to be fleshed out at the subarea and site-specific level and effective land use and development controls will need to be put in place. The partners in this project, the City of Largo, the City of Pinellas Park, the City of St. Petersburg, Pinellas County and Forward Pinellas, are executing a Memorandum of Understanding (MOU) that defines how the partners will work together to prioritize, plan, design and implement the recommendations in the Master Plan.

We look forward to continuing with you, the public sector, developers, property owners, residents, civic organizations and business groups to utilize the tools and strategies in this Master Plan to make the Gateway area a more vibrant, active and productive heart of Pinellas County.

- Whit Blanton, F.A.I.C.P.
  Executive Director- Forward Pinellas
CHAPTER I:

REPOSITIONING THE GATEWAY
FIGURE 1. AERIAL BASEMAP

SOURCE: GOOGLE
INTRODUCTION

The Gateway Master Plan Area is a true “gateway” to Pinellas County. It provides an entry from the Old Tampa Bay, and for airport travelers from different cities in and outside of the United States. The Gateway is an economic engine for the region, with a strong industrial market and employment center, and is home to multiple Fortune 500 Companies, providing more than 114,000 jobs in the region.

Despite its important role in the region’s economy and tourism, the Gateway is lacking a unique or distinct character that sets it apart from other employment areas in the region. It is car-centric and currently struggles with fragmented low-density land uses, traffic congestion, and significant environmental concerns and risks. As the Gateway continues to attract new residential and economic development, anticipated growth point to the need for greater services, improved infrastructure, and attention to placemaking, community amenities, and safety.

Through an engaged stakeholder and community planning process, the Master Plan envisions a new and transformative vision for the Gateway and the region.

“There is a need for a comprehensive vision, committed partnerships and smart investments to enable the region to maintain its economic competitiveness and address issues of resiliency and sustainable growth connecting, revitalizing and in-filling the communities that exist today and tomorrow.”

Whit Blanton, Executive Director – Forward Pinellas
BACKGROUND AND PURPOSE OF THE STUDY

In December 2015, the Forward Pinellas Board identified three priority areas of focus for the Pinellas Spotlight initiative: 1) create a vision for the US 19 corridor, 2) enhance beach community access, and 3) develop a master plan for the Gateway/Mid-County area. The master plan for the Gateway area focuses on building partnerships to guide future development and multimodal connectivity, both regionally and throughout the district.

As Forward Pinellas and partners take steps to address present problems and future needs, renewed consideration must be given to the character and natural environment that continue to make the county a unique and desirable place to live and work. The Gateway Master Plan creates an opportunity to build on existing assets while further integrating transportation and land use to direct the area’s growth towards a more socially, environmental, and economically sustainable future. The Gateway Master Plan will serve as a guide for public and private investment and decision making. The Master Plan will include a detailed plan for phasing and implementation addressing changes to policy, regulations, and potential partnerships for implementation, such as priority capital projects.

The Gateway Master Plan is about creating a vibrant, livable area that continues to attract jobs and includes multiple options to get to work and other destinations safely and conveniently.

The process was informed by Agency Partners, the public / community, and key stakeholders from within the Gateway.
**Figure 3. Planning Process Chart**

**Phase 1:**
- **Project Kick-Off**
- **Charrette I**
  - Study Area Issues & Opportunities
  - March 7 & 8, 2018
- **Issues + Opportunities Summary, Engagement Strategy**

**Phase 2:**
- **Open House I**
  - Existing Conditions + Visioning
  - May 10, 2018
- **Key Stakeholder Interviews**
- **Data Collection + Existing Conditions Analysis**

**Phase 3:**
- **Charrette II**
  - Opportunities + Visioning
  - Summer 2018
- **Open House II**
  - Preliminary Framework
  - Late Summer / Early Fall 2018
- **Visioning + Planning Principles**

**Phase 4:**
- **Charrette III**
  - Economic Development Alternatives
  - Fall 2018
- **Sub-Area Alternatives & Performance Measures**
- **Master Plan Development**

**Phase 5:**
- **Charrette IV**
  - Recommendations, Priorities, and Actions
  - Spring 2019
- **Regulatory Framework**
- **Implementation Strategy**

**Phase 6:**
- **Open House III**
  - Plan Unveiling
- **Plan Adoption**
  - Spring 2020
- **Final Master Plan Report**

**Development of Master Plan Elements**
The Gateway/Mid-County area itself is diverse and includes multiple jurisdictions and unincorporated areas, as well as a range of employment sectors, institutions, transportation and infrastructure, residential neighborhoods, and open spaces. The planning process therefore must bring together multiple stakeholders to create an attainable vision and implementation plan for the district. Forward Pinellas is the lead planning agency for the planning process and is supported by a Study Management Team (SMT). Forward Pinellas is the designated metropolitan planning organization for Pinellas County and responsible for Countywide land use plan. The SMT is comprised of Forward Pinellas and study partners serving as a steering committee to guide the planning process and lead implementation efforts. The SMT met regularly through the process and agency representation included:

- Forward Pinellas
- Pinellas County
- FDOT
- City of St. Petersburg
- City of Pinellas Park
- City of Largo
- PSTA

There are multiple planning activities and transportation projects currently underway in the Gateway. This process has been carried out in close coordination with the Gateway Intermodal Center Study, led by FDOT.
The Gateway Area has already been a part of many plans and studies covering a range of topics. This graphic depicts these efforts by topic and jurisdiction.
The Study Management Team participated in multiple charrettes and meetings where their expertise helped guide development of this plan.
through joint public engagement activities, review of interim findings, and development of draft recommendations. A consultant team, led by WRT, assisted the SMT in all aspects of the planning process including the community engagement and development of the master plan.

In addition to regular SMT meetings and coordination with other projects and agencies, the planning processes included three community open house meetings and multiple focus groups and charrettes over the course of 18 months to review opportunities, develop a proposed vision and land use framework, and test alternative concepts for future development.

HIGHLIGHTS OF THE OUTREACH AND ENGAGEMENT STRATEGY INCLUDE:

STUDY MANAGEMENT TEAM (SMT) CHARRETTES

WRT led the SMT through a series of hands-on charrette style workshops over the course of the master plan development. Through these workshops, the SMT was able to work together with the consultant team to define opportunities, create an overarching vision, test ideas and design principles, and select areas for more focused planning.

PUBLIC WORKSHOPS AND OPEN HOUSES

The community’s input into the planning process was essential to the development of the plan. Forward Pinellas and the Consultant team hosted public workshops and open house style meetings in Pinellas Park, St. Petersburg, and Largo. To gather additional information on the community needs and concerns, the team held small group meetings with the Sunset Palms Neighborhood, the St. Petersburg Council of Neighborhood Associations, the Riviera Bay community, and the High Point Neighborhood early in the process.

The community and stakeholders received communications through mailings, flyers, emails, and the project website. These materials gave access to meeting materials, upcoming events, and updates on the planning process.
Public workshops and open houses across the Gateway area gave residents and stakeholders the chance to share their perspective on comment on plan elements.
ONLINE ENGAGEMENT

A new project website was created as a tool to share information and allow the public and area stakeholders opportunities to provide additional input: https://gatewaymasterplan.org/.

In addition to the master plan website, the project was continually featured on the Forward Pinellas Website http://forwardpinellas.org/spotlights/master-plan-gatewaymid-county-area/.

Online surveys were hosted on the website providing an opportunity for community members, employees, and other stakeholders who were not able to attend in-person work sessions to provide direct input. The survey helped to gauge support for each of the master priorities and better understand residents’ ideas for the future. Forward Pinellas also expanded the master planning processes reach throughout the County through press releases, blog posts and social media posts.

KEY PERSON AND FOCUS GROUP INTERVIEWS

The consultant team held focus groups and one-on-one stakeholder interviews with each of the municipalities, along with several regional employers, institutions, and organizations within the Gateway. Input from the interviews provided key insights into the plan’s development and helped to identify focus areas and priorities.

SMALL GROUP PRESENTATIONS

The planning and design team presented the master plan strategies and recommendations to area neighborhood organizations, Boards, Councils and Commissions.

Gatewaymasterplan.org was a central location where residents and stakeholders could find presentations, surveys, and news about the plan.
With over 20 million residents, Florida is currently the third most populous state in the nation behind California and Texas. Pinellas and Hillsborough Counties in the Tampa Bay Area are among two of the most densely populated counties in the state of Florida. Pinellas County is located in the one of the largest metropolitan areas in the state, Tampa-St. Petersburg-Clearwater Metropolitan Statistical Area (MSA). The area has an expected population increase of 1.8% from 3 million to over 3.14 million (Cushman and Wakefield Florida Population Report).

Pinellas County’s 2017 Population was 959,882 (SB Friedman: Source: Woods and Poole) and the county is projected to grow to over one million residents by 2022. Located on a peninsula, Pinellas County is surrounded by water with the Gulf of Mexico to the west and Tampa Bay to the east. In addition to the full-time population, Pinellas County’s location on the Gulf of Mexico, the well touted 35-miles of white sandy barrier island beaches and subtropical climate draws over six million tourists annually (Pinellas County Economic Development, PCED). The area is also attracting an influx of retirees and most recently working-age people from other parts of the country moving to take advantage of the county’s employment opportunities.

A number of top companies with global impact are based in the Tampa MSA this includes several Fortune 500 companies in the Gateway: Tech Data; Jabil Inc., and Raymond James Financial.
PCED has been working to attract and retain the following Target Industries:

- Advanced Manufacturing
- Aviation & Aerospace
- Business & Financial Services
- Defense & Homeland Security
- Information Technology
- Life Sciences & Medical Technologies

The county’s transportation system includes a vast network of roads and bridges and is well served by Tampa International Airport and the St. Petersburg-Clearwater International Airport. However, continued growth and development has resulted in increased traffic congestion and the state and county government have planned and are implementing several roadway improvements to accommodate increasing amounts of vehicular traffic.

Automobiles continue to dominate mobility within the county and traffic congestion is a challenge for residents, employees, and visitors alike. The transportation resources have focused on vehicular transportation; there is still a need for creating an interconnected, reliable, and sustainable transportation network that provides people with efficient choices for different modes of travel.

The locational factors that played a key role in the county’s development and economic position are also factors that must be considered in planning for the area’s future. The county’s peninsular geography makes hurricane evacuation difficult and several major routes in and out of Pinellas County require travel over causeways or bridges. Developing a transportation system that relies on more than one method of transportation and that

Tampa Bay Next is a program to modernize Tampa Bay’s transportation infrastructure and prepare for the future. One of the largest of these investments in transportation infrastructure is the Gateway Expressway project which is currently in construction. The $545 million investment is scheduled for completion in 2021 and is composed of two major components (1) providing express connections from US 19 to I-275 and from the Bayside Bridge to I-275 and (2) the widening of I-275 to create express tolled lanes (one lane in each direction) from south of Gandy Boulevard to 4th Street North.

SOURCE: WWW.TAMPABAYNEXT.COM/PROJECTS/GATEWAY-EXPRESSWAY
AREA
30 SQ MILES

FIGURE 7. MUNICIPALITIES IN THE GATEWAY AREA

SOURCE: GOOGLE
simultaneously supports economic vitality, and promotes safe, livable communities will be a critical element in creating a sustainable future for Pinellas County.

**DEMOGRAPHICS AND GROWTH TRENDS**

The Gateway crosses multiple jurisdictions, including areas of Pinellas Park, Largo, and St. Petersburg, and unincorporated Pinellas County and is home to 108,792 residents (2012-2016 ACS Estimates). With a median age of 40.3, the Gateway generally has a younger population than other areas of Pinellas County (median 47.4 years old) and is younger than the median in each of the Gateway communities: Largo, Pinellas Park, and St. Petersburg. With a range of household incomes, the Gateway area household incomes fall squarely in the middle of Countywide incomes and are comparable to the surrounding municipalities.

However, within Pinellas County and the Gateway, there are pockets of poverty without equitable access to reliable transportation, quality affordable housing and services. The Highpoint neighborhood stands out as one of those pockets within the Gateway. As of the 2017 American Community Survey, 25% of residents in Highpoint lived below the poverty level, and 50% are rent-burdened (household rent requiring more than 30% of monthly income). In addition, many of those households are living in substandard housing without personal vehicles. With limited education levels many Highpoint households lack access to viable employment opportunities.

**GATEWAY AREA**
- **Population:** 108,792
- **Median Income:** $46,587
- **Median Age:** 40.3

**ST. PETERSBURG**
- **Population:** 244,769
- **Median HH Income:** $45,819
- **Median Age:** 42.2

**PINELLAS PARK**
- **Population:** 50,946
- **Median HH Income:** $41,669
- **Median Age:** 44.9

**LARGO**
- **Population:** 80,675
- **Median HH Income:** $39,468
- **Median Age:** 46.8

*Figure 8. Gateway Area and Constituent Demographics*

The Gateway is comprised of portions of Largo, St. Petersburg, and Pinellas Park.

Source: ACS 2012-2016 Estimates
FIGURE 9. DENSITY OF JOBS (2015)

SOURCE: U.S. CENSUS BUREAU, CENTER FOR ECONOMIC STUDIES
Growth in Pinellas County has been occurring at a faster pace in recent years. Between 2000 and 2017, the county’s annual growth rate was 0.24% with a dip in population that occurred in 2009 and 2010. Since 2010, population and households have been steadily increasing with an additional 8,000 residents (ESRI Business Analyst 2011-2015 ACS estimate). The county’s population is expected to continue to grow with a projected annual growth rate of 0.44% through 2040 with the greatest growth expected in senior populations over age 75, followed by growth in the age groups between 35 to 49 (Woods and Poole). Population in the Gateway is expected to increase by about 5,000 residents from 2017 to 2022 (Woods and Poole). The Gateway Master Plan can provide strategies for creating new development patterns that can direct this growth without exacerbating traffic congestion and other issues.

**MARKET OVERVIEW**

As of 2015, there were 114,225 jobs in the Gateway, representing 27% of all Pinellas County employment. Employment in the county is expected to grow at an annual rate of about 0.5% through 2040. The Gateway is one of four Class-A submarkets in the Tampa-St. Petersburg-Clearwater region and is the second largest office cluster in the region. In addition, the Gateway has a strong industrial market, comprised of 32.6 million SF of industrial uses, which is 99% occupied.

Currently there is limited land available for industrial development. In order for the Gateway to continue to attract new industrial users, a strategy is needed to intensify land uses through consolidation and redevelopment in order to accommodate future growth.
There has been limited new office construction in recent years and apart from the Carillon, the Gateway lacks a mixed-use, walkable workplace environment that is a key factor in new office construction. Today, the Gateway is characterized by large, low-density development with small activity centers and a mix of large industrial sites, office parks, and commercial corridors. Both industrial and office park sites are somewhat isolated and cut off from the surrounding development and one of the goals for the Master Plan is to improve transportation and local mobility in the Gateway area.

Pinellas County is evolving. The quiet, suburban retirement towns of the past have grown together into a single interconnected community, with thriving high-tech industries, arts communities, and nightlife. Our population is younger, more diverse, and more urban requiring a need to develop better regional, Countywide and local transportation choices that attract jobs, give people the opportunity to fulfill their goals, and strengthen our existing communities more than ever before, with different needs and preferences for where we live and work, and how we travel. As the county continues to evolve, the way we plan for it must grow and change along with it.

**FIGURE 12. PINELLAS COUNTY PROJECTED EMPLOYMENT 2000-2040**

SOURCE: MOODY’S ANALYTICS, SK FRIEDMAN, LONGITUDINAL EMPLOYER-HOUSEHOLD DYNAMICS (LEHD) ONTHEMAP, US CENSUS
GATEWAY CHARACTER AREAS

1. Park Blvd
   SOURCE: TAMMY VRANA

2. Valpak
   SOURCE: VALPAK.COM

3. Raymond James
   SOURCE: STPETEEDC.COM

4. High Point Neighborhood
   SOURCE: WRT

5. U.S. 19
   SOURCE: WRT

6. Lockheed Martin
   SOURCE: CUSHWAKETAMPA.COM

7. Tech Data
   SOURCE: BIZJOURNALS.COM

8. Carillon
   SOURCE: ECHOLONRE.COM

9. Ulmerton Rd
   SOURCE: WRT

10. Raytheon/Young-Rainey STAR
    SOURCE: HTTP://WWW.YOUNG-RAINEYSTARCENTER.ORG

11. Sawgrass Lake
    SOURCE: IMGUR.COM/GALLERY/3MZTK

12. Weedon Preserve
    SOURCE: PINELLASCOUNTY.ORG
STRATEGIC PRIORITIES AND COLLABORATIVE PLANNING

This planning effort leverages the great work and strong collaboration that Forward Pinellas and local governments have already been doing to develop better regional, Countywide and local transportation choices and integrate land use and transportation decisions. As Pinellas County approaches build-out, the future economic well-being and quality of life will increasingly depend on the ability to redevelop places like the Gateway and direct growth in a sustainable and resilient manner.

Shared regional goals and priorities from the Advantage Pinellas LRTP, the 2045 Long Range Transportation Plan for Pinellas County and Plan Pinellas, the Comprehensive Plan for unincorporated Pinellas County include the following shown to the right:

**IMPROVED ACCESS & MOBILITY**
Address traffic congestion and traffic safety and provide safe, pedestrian, bicycle and vehicular connections.

**ADDRESS VULNERABILITIES**
Plan for threats from Sea-level Rise/Flooding and damage from storm events; Improve and protect the environment (water quality, reduce urban heat island, manage stormwater runoff);

**JOB RETENTION + JOB GROWTH**
Continue to be a competitive jobs center with diverse industries (manufacturing, business and financial services, and information technology as key employment sectors);

**PUBLIC REALM IMPROVEMENTS**
Create a sense of place, identity and attractive environments. Strategies should be identified for both publicly-owned and privately-owned land;
In July 2018, Pinellas County launched Health in All Policies (HiAP) with the aim of improving the health of all Pinellas residents by increasing cross-sector collaboration around mutually shared goals and incorporating health considerations into decision-making processes across sectors. Through HiAP, the County is working with partners to ensure that the places where people are born, live, learn, work, play, and age can be reshaped to encourage healthy choices, which would grant all Pinellas residents an equal opportunity to live a long and healthy life.

**Provide Quality Housing Options**
Provide a wide range of quality housing options (market rate, affordable, workforce) connected to amenities and work centers.

**Better Land Utilization**
Create dense, functional, walkable mixed-use centers. Consider shared stormwater infrastructure as a strategy to support better land utilization.

**Provide Services and Amenities**
Allow greater access and range of services and amenities for residents, employees, and visitors.

**Embrace New Technologies**
Embrace mobility, safety, telecommunications, and other technologies that benefit the local economy, while supporting healthy, vibrant, and connected communities.

**Improved Regional and Local Transit Infrastructure**
Leverage significant investment in transportation infrastructure. Balance transportation improvements. Connect low-income communities to job centers and services. Mobility for seniors and those with mobility challenges should be considered.

**Incorporate ‘Health in All Policies’ and Considers Most Vulnerable Users**
Improve social, educational, and health outcomes for all residents.
The predominant land uses in the Gateway are residential, vacant, institutional, and industrial uses.

**SOURCE:** FORWARD PINELLAS, PINELLAS COUNTY GIS 2018
THE GATEWAY AREA – SITE ANALYSIS, EXISTING CONDITIONS, KEY CHALLENGES AND OPPORTUNITIES

LAND USE, ZONING, AND REGULATION

Fragmented Land Use

The predominant land uses in the Gateway are residential, vacant, institutional, and industrial uses. County and local jurisdictions have separate land development and zoning regulations; the Master Plan provides the opportunity to consider updates to land development and zoning codes to implement the plan recommendations.

The clustering of office or business parks along the northern and eastern sides of Gateway accounting for approximately 5.5% of the total land uses in the area.

Industrial land uses located predominately between Ulmerton Road and Bryan Dairy Road accounting for approximately 12.5% of the total land uses in the area.

About one-third (31.8%) of the Gateway is comprised of residential uses including high density neighborhoods located in St. Petersburg. Many single-family residential neighborhoods are located in the south and southeast areas of the study area in Pinellas Park. Northwestern sections of the study area located in Largo. Other sections of the study area such as those around Carillon feature a mix of housing types with many multi-family apartment buildings.

Commercial/retail uses are predominantly located throughout the study area along major streets. Ulmerton Road and Park Boulevard are major commercial east/west corridors and 66th Street, US 19th and 4th Street are major north/south commercial corridors within the study area.

With the scarcity of land and pace of growth and change, Pinellas County will need to include a well thought out strategy for redevelopment and reuse of existing sites within the Gateway in order to maintain its competitive advantage as a regional job center.
Much of the gateway is subject to flooding and storm surge.

SOURCE: FORWARD PINELLAS, PINELLAS COUNTY GIS 2018
SUSTAINABILITY AND RESILIENCY

A significant portion of the study area is extremely vulnerable to flooding and within the designated flood zones and coastal hazard areas. The larger region and its municipalities are working on a variety of plans and projects with an aim to improve resiliency in the face of increasing risks and impacts of climate change.

The Gateway area is mostly low-lying and elevations are less than 50 feet above sea level meaning that much of the infrastructure and economy of the Gateway and the larger Pinellas County is vulnerable to sea level rise, rising temperatures, and extreme weather events. Forward Pinellas and the local municipalities are beginning to address these threats through integrated sustainability action plans and other joint initiatives to reduce greenhouse gas emissions, shift to clean energy sources, incorporate green infrastructure, and improve equity.

COASTAL FLOODING HAZARD

Areas within the FEMA defined floodplains and coastal high hazard areas are particularly vulnerable to storm surge, sea level rise, and other flooding events.

SOURCE: FLICKR.COM
FIGURE 15. EXISTING OPEN SPACE AND TRAILS

SOURCE: FORWARD PINELLAS, PINELLAS COUNTY GIS 2018
OPEN SPACE NETWORK

The Florida coast is considered a natural treasure not only for its recreational value, but also for the crucial environmental and ecological role it plays. While the Gateway is positioned along the coast, much of the coastline is not visible or accessible. The Weedon Island Preserve, Gateway Preserve, and St. Pete-Clearwater International Airport act as buffers between the inland communities and the coast, allowing little to no access to the water.

“Go by car or don’t go at all - Walking isn’t really an option”

Public Workshop Participant

The current trail system within the Gateway is largely fragmented and does not connect to existing trails, though there are plans to extend and connect the Duke Energy Trail. In addition to multi-modal trails, the study area includes several equestrian trails in Pinellas Park near the Helen S. Howarth Community Park. There are several small existing parks and open spaces within the Gateway. Most of these parks, including Helen S. Howarth Community Park, Freedom Lake Park, and England Brothers Park, are located in the southern, largely residential portion of the Gateway. The regional Pinellas Trail Loop is in progress and its completion (anticipated within the next 5 years) will enhance the bicycle mobility.

The Weedon Island Preserve and the Gateway Preserve are expansive (approximately 3,164 acres) natural areas along the west side of Tampa Bay. The preserves comprise of aquatic and upland ecosystems that provide homes to a wide range of native plants and animals as well as artifacts and cultural features related to the area’s Native American heritage. The Weedon Island Preserve Cultural and Natural History Center provides education on the preserves and there are several trails, boardwalks, and observation areas providing access to the area’s aquatic habitats, mangrove swamps and seagrass beds. Portions of the preserves border highly developed areas including the Feather Sound Residential community and Carillon office park. The Preserves play an important role in the area’s sustainability and can become part of a branding and placemaking strategy to define the Gateway.

SOURCE: DORAINE AERIAL & ARCHITECTURAL PHOTOGRAPHICS, INC.
Figure 16. Vehicular Capacity

Source: Forward Pinellas, Pinellas County GIS 2018
TRANSPORTATION NETWORK

One of the priorities for Forward Pinellas and the region is to improve multimodal connectivity (by transit, vehicle, biking, and walking) in the Gateway area. There are multiple ongoing studies and transportation improvement either planned or in progress, including: Tamp Bay Next, Gateway Intermodal Center, Regional Transit Feasibility Plan, Express Bus Service, St. Pete-Clearway International Airport (PIE) Master Plan, and complete street projects. Currently, most vehicle traffic is routed on a few main corridors to serve people passing through the area, employees headed to and from work, local residents, and travelers headed to the airport.

Given the Gateway’s significance as a regional employment center, morning and evening congestion before and after the typical workday is common on parts of Ulmerton Road, Roosevelt Boulevard, Gandy Boulevard, Bryan Dairy Road, US 19, and I-275. Major improvements are planning for I-275 and the Howard Frankland Bridge, as well as Gandy Boulevard.

“Traffic congestion is a major problem complicating access to major job centers and regional assets.”

Public Workshop Participant

One significant challenge to mobility in the Gateway is the disjointed roadway system that lacks an underlying community street grid. There are bisecting roadways (e.g., US 19) and natural barriers like the Cross Bayou Canal that create gaps in the transportation network. Expanding the street grid to improve north/south and east/west connections will help to alleviate traffic.
FIGURE 17. CONCENTRATION OF VEHICULAR CRASHES

SOURCE: FORWARD PINELLAS, PINELLAS COUNTY GIS 2018
congestion and enhance people’s ability to move around. There are also opportunities to improve and enhance the transit network, and to increase ridership by adding express service and improving direct connections to major employment areas and creation of an intermodal center. Existing transit service is not sufficient to attract choice riders. The character and safety of roadways is also key to encouraging alternative modes of transportation. The Gateway suffers from unsafe and unappealing conditions for walkers, bicyclists, and transit riders in some areas. The number of total vehicle crashes increased between 2013 and 2017 at peak travel times and the lack of safe pedestrian crossing and bicycle routes are a serious issue for all users. A focus on the “first and last mile” of any given trip is needed to help people move around the area safely.

While improvements have been made in reducing the crash rate, the rate of fatal and incapacitating accidents continues to be high, especially amongst bicyclists and pedestrians. There is an opportunity to develop a multi-modal network that supports economic vitality, and promotes safe, livable communities.

PRESS COVERAGE ON BIKE SAFETY IN PINELLAS

With many highly trafficked roads and a lack of bicycle facilities, Pinellas is challenged with creating safe routes for cyclists. Recent studies show that these conditions have made Pinellas County one of the most dangerous places in the country to bike.

SOURCE: SMARTGROWTHAMERICA.ORG
Over the next 25 years, the Gateway will evolve into several distinct, sustainable, mixed-use districts that celebrate its regional geography and leverage its central location on Tampa Bay to retain and encourage job growth while providing new housing, services, and a host of amenities for employees, residents and visitors. Each district will include vibrant nodes that are connected to transit, with safe walkable and bikeable streets, trails and blueways. These new centers will be connected to existing residential neighborhoods and support quality of life while promoting community health and contributing to a robust regional economy. Ensuring a place that residents and employees will desire to live, work and stay today as well as in the future.

The intent of this planning process is to create a vision and action-oriented redevelopment strategy for the Gateway. Mid-way through the process, the consultant team led Forward Pinellas and the SMT through a facilitated discussion of the planning and design principles and master plan vision. The community engaged through parallel workshops with neighborhood groups and associations in the Gateway area to review the design principles and vision. The shared priorities of the partner organizations described in Chapter I helped to guide and shape the master plan vision.

“There is a need for a comprehensive vision, committed partnerships and smart investments to enable the region to maintain its economic competitiveness and address issues of resiliency and sustainable growth connecting, revitalizing and in-filling the communities that exist today and tomorrow.”

WHIT BLANTON, EXECUTIVE DIRECTOR - FORWARD PINELLAS

This Master Plan will provide a roadmap for how coastal communities with fragmented, low-density development like the Gateway Area can simultaneously attract and maintain economic investment, improve quality of life and address equity for its most vulnerable populations while preparing for increasing storms and the threat of sea level rise.
PLANNING AND DESIGN PRINCIPLES

1. A Sustainable and Resilient Gateway
   The Gateway will sustainably manage water, energy and other environmental resources and protect the diverse ecosystem that makes up the county’s natural resources, and contributes to the county’s public health, quality of life, and local economy.

2. A Connected Gateway
   The Gateway will be well connected to the rest of the region while improving the local connections and providing safe, efficient and accessible access for all modes of travel.

3. A Vibrant Gateway
   Improve the Gateway’s appeal as a 24/7 place to live, work and play, by improving the quality of the urban experience and natural/open space amenities.

4. An Economically Robust Gateway
   Position the Gateway to capture new investments and continue to be a primary economic engine of the county and Tampa Bay region by supporting growth opportunities for existing businesses and attracting a diverse range of industries.

5. A Gateway with a Variety of Safe, Healthy, Affordable Neighborhoods
   Provide a broad range of quality housing choices that are affordable to all income groups and connected to work centers to support reduced commuting times and leverage transit investments.

6. An Equitable Gateway That Incorporates Health In All Policies And Considers Most Vulnerable Users.
   Plan and design for those with the most health vulnerabilities and fewer resources for making healthy choices.

7. A Smarter, More Innovative Gateway
   Embrace new technologies (mobility, safety, communications) that benefit the local economy, while supporting healthy, vibrant and connected communities.
**Figure 19. Gateway Master Plan Vision and Framework**

**Multimodal Transportation**
- Leverage regional transportation investments (Gateway Expressway, I-275, US-19), future multimodal
- Enhance local network, provide safe connections
- Leverage key assets, adjacency to PIE, publicly owned land
- Opportunity to better integrate land uses and transportation
- Address equity and safe access

**Land Use + Innovation**
- Better land utilization - integrate land uses, increase density; provide services and amenities (residents, employees + visitors)
- Focus on repositioning underutilized & constrained land
- Enhance the Gateway’s economic viability through job retention and job growth

**Resilience**
- A safe & connected Gateway
- A sustainable & resilient Gateway
- A vibrant, innovative & economically robust Gateway

**Sustainable Infrastructure**
- A Gateway with energy efficient systems that supports quality of life and the local economy
- A Gateway with variety of safe, healthy, & affordable neighborhoods

**Economic**
- Opportunity to build density & community amenities in a location that is less susceptible to coastal hazards
- Shared infrastructure
- Placemaking and public realm improvements that create a sense of place to attract key users & industries

**Environmental**
- Address vulnerabilities (SLR, stormsurge...)
- Incorporates ‘Health in All Policies’
- Considers most vulnerable users
- Opportunity for a connected open space system
- Opportunity for parks and trails to serve as safe transportation infrastructure & support community health

**Human Well-being**
- A Gateway with variety of safe, healthy, & affordable neighborhoods
- A Gateway with energy efficient systems that supports quality of life and the local economy
- A Gateway with variety of safe, healthy, & affordable neighborhoods

**Triple Bottom Line**
- Address equity and safe access
- Address vulnerabilities (SLR, stormsurge...)
- Placemaking and public realm improvements that create a sense of place to attract key users & industries
- A Gateway with energy efficient systems that supports quality of life and the local economy
- A Gateway with variety of safe, healthy, & affordable neighborhoods

**A Gateway with energy efficient systems that supports quality of life and the local economy**
- A Gateway with variety of safe, healthy, & affordable neighborhoods
- A Gateway with energy efficient systems that supports quality of life and the local economy
- A Gateway with variety of safe, healthy, & affordable neighborhoods
CHAPTER 2: THE MASTER PLAN
The intent of this planning process is to create a vision and action-oriented redevelopment strategy for the Gateway. The master plan provides the opportunity to stitch together the multiple planning activities and transportation projects currently underway and create one guiding framework that can inform all stakeholders at varying scales, from individual property owners and local businesses, to municipalities, and to regional planning organizations Forward Pinellas and FDOT. The master plan provides the framework for working across the multiple jurisdictions of the Gateway moving forward.

To gain a comprehensive understanding of the Gateway, the development of the master plan began with a research and analysis phase that looked closely at the many interrelated systems that make up the district – the natural environment, transportation, economy, housing and neighborhoods, infrastructure, and community services. The planning process was an iterative process in which key issues and opportunities were tested and reviewed with the Study Management Team, other stakeholders, and the community at large.

The early analysis stages led to the development of a methodology to rank areas within the Gateway with the greatest potential for catalytic change. The selection of opportunity areas was based on key factors:

**Resiliency.**

» Sites that are more sheltered from the threats of flooding, storm surge, and high impact winds, where increased development would not increase the number of people and value of property in harm’s way.

**Land Use Change Potential.**

» Sites that are more likely to be available or attractive for catalytic redevelopment due to vacancy, public ownership, aging structures, large parcel size, and/or proximity to major infrastructure and activity zones.

**Development Anchors.**

» Sites that are close to key development anchors such as multimodal corridors, bus transfer centers, anchor employers and institutions, high-density blue-collar workforce neighborhoods, and the Gateway express.

Following the factors for change analysis, three distinct area emerged for further exploration:

» Roosevelt-US 19 Mixed-Use Employment
» Airport-Ulmerton Mixed-Use Employment District
» Carillon-Gateway Mixed-Use District.

Secondary areas identified are Bryan Dairy CSX Industrial District and the Park Blvd Mixed-Use District.

Ultimately, the master plan framework recommendations work together to better organize the study area and create distinct sub-areas that make up a cohesive development strategy through improvements to land use, multimodal transportation access and connections (transit, streets, bike and pedestrian, parking), resiliency, utilities and public facilities, environment, and capital projects and financing.
FIGURE 20. GATEWAY MASTER PLAN DEVELOPMENT PROCESS
As part of the planning process, a detailed parcel study was conducted to evaluate which areas in the gateway have a high potential for development or redevelopment.

**Figure 21. Identifying Areas of Potential Change**

SOURCE: FORWARD PINELLAS, PINELLAS COUNTY GIS 2018
SELECTING FOCUS AREAS FOR DETAILED PLANNING AND DESIGN

In order to identify subareas for more detailed planning and analysis within the 30-square mile master planning study area, the planning team developed a set of weighted criteria and used GIS to analyze the Gateway parcels based on the identified criteria. The initial subareas were identified and refined further based on input from the Study Management Team and plan partners.

The goal of the analysis was to help answer the question:

“Where can transformative change occur that balances economic, social and environmental resources?”

Stakeholder Interview

The Criteria used included:

A SUSTAINABLE AND RESILIENT GATEWAY

» Areas outside of wetlands
» Areas that are not flood prone (Coastal High Hazard, FEMA flood plains)
» Areas of higher elevation outside of sea level rise area

A CONNECTED GATEWAY

» Areas that can benefit from existing and planned multi-modal investment (US19, Gateway express, trail and bike networks)
» Areas near existing transit infrastructure

A VIBRANT GATEWAY

» Areas near an existing anchor activity zone
» Areas near an existing or planned multimodal corridor (trail, bus, bike)
» Areas near key employers and anchor institutions
» Areas near existing job centers

AN ECONOMICALLY ROBUST GATEWAY

» Areas near an existing anchor activity zone
» Vacant and underutilized parcels
» Areas near key employers and anchor institutions
» Areas near existing job centers
» Opportunities for land assembly
» Publicly owned parcels

A GATEWAY WITH HOUSING QUALITY AND CHOICE

» Areas near an existing anchor activity zone
» Areas near key employers and anchor institutions
» Areas near existing job centers
» Areas near an existing or planned multimodal corridor (trail, bus, bike)

A SMARTER, MORE INNOVATIVE GATEWAY

» Existing and potential synergies
» Areas near key employers and anchor institutions
» Areas near existing job centers
TRIPLE BOTTOM LINE RESILIENCY

Over the last few decades, the sustainability and resilience of our built environment and population centers have become part of plans, policies, and community discussions seeking to understand and respond to environmental challenges and risks. The Tampa Bay region is one of the most vulnerable areas of the country, with a large population living along or within close distance to the shoreline.

The intent of a “triple bottom line approach” is to address economic, environmental, and social areas of need in a coordinated manner. Regular coordination and planning between municipalities, agencies, businesses, community services, and residents is key. Each municipality, the County, and the larger region are individually and collectively beginning to develop strategies and put regulations in place to strengthen resiliency in Pinellas County.

Defining triple bottom line resilience for the Gateway starts by addressing the region’s priorities based on the unique climate change risks facing the region. Using local, regional, and natural sources documenting climate change risks facing Pinellas County, including the Pinellas County Local Mitigation Strategy and ULI’s ‘Realizing Resilience’ study for the City of St. Petersburg, the planning team identified four primary risks to the Gateway: sea level rise, precipitation changes, temperature rise, and red tide.
RISKS

Sea Level Rise: warming oceans and shrinking ice are causing sea levels to rise. In Pinellas, sea level has risen by more than four inches over the past few decades and could rise by more than two feet by 2045 and five feet by 2100 (NOAA) putting the Gateway at major risk.

Precipitation Changes: heavier and more frequent rainfall is predicted, resulting in regular flooding, even on days with no rain.

Temperature Rise: global temperatures are rising at a faster pace than predicted. In addition to health risks, cooling costs, and strains on the power grid, higher temperatures mean the population is at risk for more insect-borne disease transmission.

Red Tide: exacerbated by fertilizer runoff and human activity, as air and ocean temperatures rise the environment becomes more welcoming to toxic blooms impacting public health, ocean health, and the economy.

APPROACHES

Flood Mitigation: there are a range of adaptation and hardening strategies that include: relocation, green buffer zones, land use/zoning changes, structure design to allow flood water to pass through, and sea wall construction.

Thermal Comfort: Rising and extreme temperatures are a challenge for maintaining safe and comfortable outdoor and indoor building operations. Strategies include: reducing heat island (paving, impervious surfaces), reducing outdoor emissions, and utilizing passive and evaporative cooling.

Renewable Energy: power reliability is a major resilience concerns and clean, renewable energy, and grid improvements help increase safety and communication.

Green Space: ranging from on-site stormwater integration to green infrastructure, to wildlife corridors.

Resiliency Hubs: A bottom-up, community approach to support residents and manage coordination of resource distribution. Hub includes off-grid solar power, clean water, communication in emergency, and garden and farming resources.

Resilient Codes: Building codes are the most powerful drive of changes in building practices. Strategies include required building codes, design guides, and rating systems.
Applying these robust strategies in a way that supports the overlap between economic, human, and environmental considerations leads to a more resilient plan and community and has many benefits for residents.

**ECONOMIC BENEFITS:**

» Infrastructure continuity
» Safeguard services against failure
» Locate development and growth in safe areas
» Incentivize local growth and employment
» Adapt and prioritize environmental tourism

**HUMAN WELL-BEING BENEFITS:**

» Strengthen emergency response services
» Build community communication and resources
» Prioritize social equity in policies
» Design for connectivity and access
» Open space, complete streets, network of green areas

**ENVIRONMENTAL BENEFITS:**

» Consider development impacts on vulnerable species
» Support and design adaptive landscapes
» Create productive green spaces
» Use environmental identity to create sense of place
Throughout Pinellas county there are various efforts to convene regional partners to address resiliency. These efforts strive to quantify economic impacts of climate change and sustainability initiatives, encourage communities to incorporate green infrastructure or low impact development, and to identify the most vulnerable areas in the region. Some of the efforts completed or underway are below:

» Pinellas County Stormwater Manual (2017)
» Pinellas County Restore Act Vulnerability Assessment (Gulf Coast Restoration Trust Fund)
» Tampa Bay Regional Planning Council: Cost of Doing Nothing (2017) One Bay Resilient Community
» Living Shoreline research and BMPs
» Integrated Sustainability Action Plan, City of St. Petersburg
FIGURE 23. LAND USE FRAMEWORK
LAND USE AND DEVELOPMENT

As Pinellas County has grown steadily in population and developed land over the last few decades, there is little vacant or developable land available for new “greenfield” construction. Instead the County is shifting to redevelopment and reuse of previously developed sites. The Pinellas Countywide Land Use Plan allows major increases in density/intensity with its new Target Employment and Activity Center designations.

Further, the Gateway Master Plan includes future land use and development framework with the characteristics, variety of uses, and proposed intensities to create the environment described by the Gateway vision – one that include vibrant nodes, connected by transit, with safe, walkable, and bikeable streets, trails, and blueways. The major land use categories in the Gateway Land Use Framework include both existing and proposed land use designations as described below:

The future land use and development framework for the Gateway includes multiple new land use categories, with characteristics, variety of uses, and proposed intensities described below. The major land use categories in the Gateway Land Use Framework include both existing and proposed land use designations.

The importance of the Gateway as an employment center is evidenced by both county and local plans. The Countywide Plan provides high level land use and regulatory guidance for the Gateway as a Target Employment Center with the goal of facilitating the development of Target Industry Clusters with above-average wages.

“Plan Pinellas” will serve as the County’s plan for the unincorporated areas within the Gateway and address coordination between the County and local jurisdictions.

COMMERCIAL GATEWAY CORRIDORS

The Commercial Gateways designation applies to mixed-use commercial corridors with a mix of commercial, civic, employment, retail and entertainment activities that can be designed to facilitate and support future public transit amenities in concert with land use. These corridors are located along municipal, county, and state arterial facilities. The goal is to support connectivity between corridors and adjoining uses.

ULMERTON ROAD: While most of Ulmerton Road is a fast moving vehicular corridor with limited pedestrian and bicyclist infrastructure, as the Gateway Expressway is operating there may be future potential to relieve congestion along Ulmerton Road and redesign portions of the right-of-way to enhance the district branding and identity, while providing additional safe buffer for pedestrians, bicyclists and other modes.
WHAT IS A COMMERCIAL GATEWAY CORRIDOR?

DEFINITION:
A WALKABLE MIXED-USE DEVELOPMENT THAT INCLUDES AMENITIES, HOUSING AND EMPLOYMENT OPPORTUNITIES LEVERAGING TRANSIT WITH PEDESTRIAN ACCESS AND SENSE OF PLACE.

WHAT ARE THE FEATURES?
- Walkable environment with placemaking features (landscaping, lighting, etc) and active streetscapes
- Connected to regional transportation infrastructure with multi-modal access.
- Incorporates multiple land uses (residential, commercial, etc) in a planned dense environment

WHAT ARE THE BENEFITS
- Provides amenities, housing diversity, and employment opportunities in a Walkable environment
- Density and clustering of uses support transit improvements
- Provide opportunities for mixed-income and diverse housing options in densely populated areas
- Create hubs for gathering, leisure, and recreation serving larger area

SOURCE: GLOBEST.COM, CALEDONENTERPRISE.COM
**US 19:** Forward Pinellas prepared a vision for the US 19 corridor and its adjacent land uses (US 19 Corridor Land Use & Economic Analysis). The vision serves as the basis for the development of land use and transportation strategies to increase the economic viability of the corridor. Portions of the US 19 corridor passes through the Gateway from Belleair Road to the north to 62nd Avenue to the south. While the Gateway Master Plan does not focus on the US 19 Corridor, it recognizes the corridor’s role in attracting future investment and serving as a future multi-modal transportation asset.

**Roosevelt Boulevard:** As the Gateway Expressway is operating there may be additional possibilities to relieve congestion along Roosevelt Boulevard and redesign portions of the right-of-way to enhance the district branding and identity, while providing additional safe buffer for pedestrian and vehicular access.

**Park Boulevard:** The City of Pinellas Park recently completed its Community Redevelopment Plan and is in the process of updating its comprehensive plan. The master plan for Pinellas park seeks to enhance a sense of place and support safe multi-modal access while creating a number of district centers where higher densities of residential infill are encouraged and the creation of walkable mixed-use nodes of development. Park Boulevard is a designated evacuation route so while improved crossing are proposed for key intersections, there are some limitations to magnifying the capacity of the right-of-way.

**COMMERCIAL GATEWAY CHARACTER NODE**

Mixed-use nodes with unique identity and placemaking features that support a strong sense of place, serve as gateways to special districts and can support transit and mixed-use development.
**WHAT IS AN ECO-INDUSTRIAL DISTRICT?**

**DEFINITION:**

‘DEDICATED AREA FOR INDUSTRIAL USE AT A SUITABLE SITE THAT ENSURES SUSTAINABILITY THROUGH THE INTEGRATION OF SOCIAL, ECONOMIC, AND ENVIRONMENTAL QUALITY ASPECTS INTO ITS SITING, PLANNING, MANAGEMENT AND OPERATIONS’

**WHAT ARE THE BENEFITS?**

» Increasing the economic performance - PCED job creation and competitiveness
» Management and performance - Investing in infrastructure, marketing the park, disaster preparedness
» Enhancing environmental performance - Sustainable means to manage water, wastewater, waste, and resources
» Improving social performance - Addressing the needs of employees and community stakeholders

**WHAT ARE THE FEATURES?**

- Advanced manufacturing Industrial campus with district level infrastructure and shared facilities/amenities
- Typically incorporates stormwater mitigation, waste management, and renewable energy serving co-located enterprises
- Placemaking and amenities to serve tenants day-time needs (recreation, dining, district transportation, etc.)

SOURCE: AN INTERNATIONAL FRAMEWORK FOR ECO-INDUSTRIAL PARKS (WORLD BANK)

SOURCE: FYSISCH LABORATIUM, NORTHWEST FL, PENSACOLA, FL
**ECO-INDUSTRIAL PARK**

A planned industrial campus to attract advanced manufacturing and target industries with shared district level infrastructure and shared facilities/amenities to attract high-wage, high-skilled job creation in specialized manufacturing. PCED has identified six target industries including:

- Advanced Manufacturing
- Aviation & Aerospace
- Business & Financial Services
- Defense & Homeland Security
- Information Technology
- Life Sciences & Medical Technologies

The Eco-Industrial Parks are envisioned to be a flexible mix of high-tech manufacturing, research and development, and related office uses. Additional support uses may include recreation, accessory retail, health/fitness, and transportation infrastructure to support the Eco-Industrial Park.

Due to the scarcity of land available for target employers, the Countywide Plan strongly discourages conversion of land designated as Employment or Industrial to other categories. However, there is a provision for transitioning to a higher-density mixed-use development that preserves the original employment capacity as part of the mix of uses. This is typically done through a development agreement, restrictive covenant, or other mechanism that ensures that a portion of the site is set aside for the inclusion of office, manufacturing, or a related use. Residential uses are generally discouraged in this area, and in some locations like the Eco-Industrial Park AirCo, are not permitted due to land use restrictions and proximity to the airport runway zones.
EXISTING INDUSTRIAL

A range of existing industrial uses that may include Research/Development, Research/Development-heavy, medium and light manufacturing, wholesale/distribution, storage/warehouse. The County encourages the preservation of existing industrial area.

LARGO COMMERCIAL ACTIVITY CENTER

The City of Largo will be developing a Special Area Plan (SAP) for the Largo Commercial Activity Center, an approximately 496-acre area also referred to as the “Largo Town Center”. The Largo Tri-City Special Area Plan SAP will be submitted to Pinellas County as an amendment to the Countywide Plan Map to establish the Major Activity Center and Multimodal Corridor land use classification in support of the Forward Pinellas Vision for US 19 and serve as a local implementation tool for this subarea of the Gateway/Mid-County Areas Master Plan. The area is currently characterized by several industrial clusters as well as a concentration of suburban strip auto-oriented retail, commercial, office and multi-family residential uses. Underutilized commercial properties occupy valuable frontage along the area’s major transportation corridors and the intention is to increase the intensity of land use and leverage its proximity to regional employment centers and attractions to become a vibrant mixed-use district that supports safe multi-modal access for transit users, bicyclist and pedestrians while supporting the City and County’s economic development goals to incentivize high wage, and high skill job creation.

MIXED-USE EMPLOYMENT DISTRICT

A walkable mixed-use development that includes amenities, housing and employment opportunities leveraging transit with pedestrian access and sense of place. Historically areas where professional offices, businesses and business services, are the predominant land use. The Gateway Master
Plan supports additional density and mix of uses to support vibrant mixed-use districts and reduce vehicular travel. This would include the addition of ground floor retail, convenience retail, restaurants, entertainment and commercial services to complement office use and hospitality uses hotels, conference, meeting facilities, multi-family residential development are compatible secondary uses. High-tech fabrication and research-oriented uses that maybe integrated with office uses can be included. Carillon, Bay Vista, and ICOT are examples of existing and proposed mixed-use employment districts.

**MIXED-USE LIVE/WORK DISTRICT**

The Mixed-Use Live/Work districts provide opportunities for flexible reuse and change in existing mixed-use area. These areas are envisioned to include: light industrial, technology, creative industry, limited office, and complementary uses, artist lofts, studio spaces, small offices, residential uses in new developments, as well as adaptive reuse of existing structures. Light industrial would include industrial uses that are compatible with any nearby existing or allowed residential uses. Development generally is low to moderate in scale. Distinct design features and amenities can start to create branding and identify for these areas.

**OPEN SPACE/GREEN INFRASTRUCTURE**

This includes a range of open spaces both existing and proposed that support the master plan goals for access and connections, recreation, and supporting community health and wellness. This includes either publicly or privately-owned spaces that are intended for public use unless specifically restricted due to sensitive natural resources characteristics like the Gateway Preserves which run along the eastern waterfront of the area. Open spaces also include Green Infrastructure which can provide multiple benefits for stormwater management and recreational uses. The specific landscape typologies are described further in Chapter III Section 3 Open Space, Placemaking and Public Realm Toolkit.

**EXISTING AND FUTURE RESIDENTIAL**

There are a number of areas within Gateway where residential uses are the predominant land use. These existing neighborhoods include a variety of residential densities and typologies, encompassing a range of single-family, duplex/triplex/fourplex, townhomes, and larger multifamily buildings as well as mobile home parks. The Gateway Master Plan provides strategies to better connect existing residential neighborhoods to job centers and amenities while enhancing the physical environment to manage stormwater and support resident health and wellbeing. Following approved local and countywide land use policies,
WHAT IS A LIVE WORK DISTRICT?

DEFINITION:
Areas of opportunity for flexible adaptive reuse of existing structures and densification. Located in existing mixed-use areas, these districts often include: light industrial, technology, creative industry, office, artist lofts, studio spaces, small offices, and residential uses.

WHAT ARE THE FEATURES?
- Complete streets with bicycle infrastructure and improved, safe pedestrian crossings
- Increased density, affordable housing and employee amenities
- Incubator / artist loft opportunities with interactive spaces for collaboration & interaction

WHAT ARE THE BENEFITS
- Reposition underutilized & constrained land
- Opportunity to build density & community amenities in a location that is less susceptible to coastal hazards
- Opportunity to link amenities & create community hubs
- Opportunity to foster more efficient land use patterns that enhance the Gateway’s economic viability

SOURCE: RIVERWALKSD.COM
there is an opportunity to increase density in key areas that are accessible and connected to transit and provide a diverse mix of housing types that can meet future housing needs, while also supporting the County’s economic development and job goals.

A critical need will be the provision of quality housing options that are attainable to residents with a broad range of incomes. In 2019, two major efforts were launched to begin coordinating planning for affordable and workforce housing on a countywide basis.

The Penny IV Countywide Affordable Housing and Economic Development Program provides funding through an extension of the Penny for Pinellas infrastructure sales surtax, approved by voters in 2017. The funds are used to preserve and expand the amount of affordable housing throughout Pinellas County and to support economic development.

To maximize the use of these newly available funds, the Advantage Pinellas Housing effort is developing a means of creating a countywide affordable housing strategy. Beginning as a joint effort of the five local governments that are direct recipients of state and federal housing funds (Pinellas County, St. Petersburg, Clearwater, Largo, and Pinellas Park), the goal is to develop a compact that every local government in the county will join, with agreed-upon housing goals and measures, information sharing and regulatory approaches. A countywide Advantage Pinellas Housing summit is planned for later in 2020.

TOYTOWN RENEWABLE ENERGY DISTRICT

Utilize the 240-acre Toytown former landfill site into a state-of-the-art solar energy park to demonstrate and increase the District’s renewable energy resources. This would allow a short-to midterm use of the site. Previous
proposals explored by the municipal agencies and development partners include installing 150,000 solar panels on 135 acres of the site that would generate up to 10 megawatt hours of solar power a day. This strategy would allow a near-term productive reuse of the site while helping the City of St. Petersburg to achieve its goals of developing a high-level roadmap for 100% clean energy in the City consistent with the recently adopted Integrated Sustainability Action Plan (ISAP). The site is highly visible and could be a defining feature of the Gateway as an energy demonstration project.

PUBLIC UTILITIES & INFRASTRUCTURE

The Gateway Area includes several public infrastructure and utility infrastructure that are not considered to be likely to change. These include: CSX Rail Corridor, Duke Energy Trail/Utility ROW, Roadways, Utility substations and both domestic and industrial wastewater treatment plants.

ILLUSTRATED DISTRICT CONCEPTS

While not prescriptive, the Gateway Master Plan illustrates concepts for several land use districts in order to demonstrate how the toolkits can be implemented to support the creation of attractive, sustainable and economically viable hubs throughout the Gateway in keeping with the Master Plan vision.

Concepts have been created for the following areas to demonstrate master plan strategies.

1. BAY VISTA OFFICE PARK
2. AIRPORT BUSINESS PARK
3. ICOT CENTER
OPEN SPACE, PLACEMAKING AND PUBLIC REALM

EXISTING OPEN SPACE NETWORK

The Florida coast is considered a natural treasure not only for its recreational value, but also for the crucial environmental and ecological role it plays. While the Gateway is positioned along the Tampa Bay, much of the coastline is not visible or accessible. The Weedon Island Preserve and Gateway Preserve include approximately 3,164 acres of protected land that extends along the west side of Tampa Bay. The preserves include Freshwater Marshes, Wetlands, and Upland Forests that contributes to local and regional biodiversity.

While the preserves are not highly visible with the Gateway, the environment that is visible is disjointed characterized by major roadways, a range of development patterns industrial development, office parks, vehicular development corridors and a range of residential communities.

While plans are in place to extend the Duke Energy and to expand the existing bike network, current trail system within the Gateway is largely fragmented and does not connect to existing infrastructure. With Pinellas County being relatively dense and developed the needs of planning for a future growing population will need to be considered. There is also a growing awareness of the need to protect valuable natural resources and address vulnerabilities while changing the past sprawling development patterns.

The Open Space, Placemaking and Public Realm Framework provides an ambitious and comprehensive vision for an open space system that supports a range of overlapping goals:

- Environment
- Economic
- Community health and wellbeing
- Mobility
- Placemaking

With the vision to create vibrant and accessible spaces that create a sense of place and supports a range of recreational activities while celebrating the area’s unique natural assets and cultural assets.
The approach for the Open Space, Placemaking and Public Realm Framework is a district scale comprehensive network that establishes the framework and guide for investment along with a toolkit (see page 150) of interventions to support the goals and strategies that can be implemented over time.

**MULTIMODAL TRANSPORTATION, CIRCULATION AND MOVEMENT FRAMEWORK**

Despite its locational advantages, the Gateway’s current auto-oriented character where most trips are made using a personal automobile makes connections difficult and exacerbates ongoing congestion and safety issues. Throughout the planning process, stakeholders consistently cited traffic congestion as a primary concern for living, working and visiting the Gateway. Changing the trajectory of the Gateway’s current auto-dominated character to a truly multimodal environment will have to be done incrementally and will rely on balancing investments in other modes of transit along with coordinated land use planning that supports transit choices in order to manage growth and maintain the area’s competitive advantage as a regional employment center. Any planned improvements for this area should be consistent with the goals of the Advantage Pinellas Plan.

> “I see the Gateway as a vibrant mixed-use area, accessible by multiple safe modes of travel, where people want to live work and play. We should build on the economic success of the area and build it into a community.”

Stakeholder Interview
FIGURE 26. IMPLEMENTING PREMIUM TRANSIT AND PROVIDING FIRST AND LAST MILE SOLUTIONS

Opportunity for a Transit Management District with on-demand circulators that can serve anchor employers and address equity issues by connecting transit dependent residential neighborhoods with PSTA routes, services, and job centers.
Multimodal transportation refers to the various means that people use to travel which can include walking, bicycling, driving, bus, and trains. A safe multimodal network offers a variety of benefits including:

**Economic**

» More desirable and attractive environment for employers.

**Health and Wellness**

» Walking, biking, and taking transit can incorporate more physical activity into our daily lives. While safer streets lead to a decline in collision rates.

**Quality of Life**

» Provide transportation choices and the ability to walk or bike for enjoyment as well as get to work and other destinations safely.

**Environmental**

» Fewer miles driven means fewer emissions. Reducing emissions can improve air quality.

**Equity**

» Increase access to transit and accommodate all users: youth, seniors who do not or cannot drive, lower income households without vehicle ownership, and other who may be unable to drive due to a disability.

The master plan for the Gateway area will focus on building partnerships to guide future development and multimodal connectivity, both regionally and throughout the district. Pinellas County’s regional and transit planning efforts have long focused on serving the Gateway as a key regional employment center. It is a critical hub and connecting point for premium transit service linking downtown St. Petersburg, Westshore and downtown Tampa in Hillsborough County, beach front destinations, and areas in northern Pinellas County. The priority for the Gateway will need to be placed on expanding mode choice. The framework for multimodal connectivity leverages the investments made in the area’s regional highway network, and provides strategies aimed at taking pressure off surface roadways to foster more efficient, compact development that can support multi-modal transit. By closely integrated land use with transportation investments, adding housing options and amenities to previously singular land uses will enable people to live closer to their destinations and places of work.

The Multi-modal Transportation, Circulation and Movement Framework includes a Toolkit of Strategies to support the vision of a “A Safe & Connected Gateway”. The five strategies which will be further defined in Chapter IV are:

1. Leveraging regional transportation investments (Gateway Expressway I-275; US-19); and Gateway Intermodal Center.

2. Enhancing the Local Network and Addressing Roadway Gaps in order to Complete the Street Grid.

3. Providing Safe Pedestrian and Bike Connections throughout the Gateway.

4. Implementing Premium Transit and Provide First and Last Mile Solutions.

5. Integrating land use and transportation to support multimodal transit access.
WHAT IS A CIRCULATOR?

DEFINITION:
A CIRCULATOR IS A FORM OF TRANSIT, USUALLY IN THE FORM OF A BUS OR TRANSIT VAN THAT RUNS ON-DEMAND OR A FLEXIBLE ROUTE CONNECTING JOB CENTERS AND PLACE OF INTEREST WITH PARKING AND TRANSIT RESOURCES.

WHAT ARE THE FEATURES?
- Connect with current PSTA routes as well as future Intermodal investments
- Shared management and public/private funding sources
- Multimodal access to employees and users of major regional hubs

WHAT ARE THE BENEFITS
- Premium transit infrastructure with reliable and frequent service to services, jobs, amenities, and residences implements first/last mile solutions, making transit more effective.
- A Transit Management District with on-demand circulators is supported by and serves anchor employers.
- Addresses Equity Issues by connecting transit dependent residential neighborhoods with PSTA routes, services, and job centers
- Integrated with Ride Hailing services; bike share and other modes to reduce auto-dependency
Advantage Pinellas is a strategic plan to improve mobility and economic opportunity Countywide. As a metropolitan planning organization, Forward Pinellas determines what transportation projects should receive state and federal funding in Pinellas County with its long-range plan. The plan is updated every five years and identifies the major transportation needs for Pinellas County communities and enables them to receive critical funding in the future. Advantage Pinellas included a number of opportunities for the public to provide input including a statistically valid survey and public workshops.

Advantage Pinellas is a Plan for everyone. It considers travel choices for all generations and economic backgrounds, and it recognizes the diversity of our distinct communities, numerous industries and jobs and natural lands and waterways. The Plan follows the priorities of the community: safety, planning for walkable communities and access to premium transit corridors that connect our region.

Pinellas County is Florida’s mostly densely populated county. We expect to add 93,000 people and 60,000 new jobs over the next 25 years, with limited land area. Advantage Pinellas considers projected growth and land use redevelopment as key factors in developing a cost feasible plan that supports economic opportunity for all of our residents.

Forward Pinellas conducted a statistically-valid surveys to Pinellas County households in the summer of 2018. The 844 responses will help guide development of the Advantage Pinellas Plan. Here are a few key take-aways. This summary of findings are relevant to multi-modal transportation framework for the Gateway Master Plan.

**PINELLAS COUNTY RESIDENTS WANT A SAFE, EFFICIENT TRANSPORTATION SYSTEM**

- 57% of participants were willing to exchange lower speeds for safer streets.

**PEOPLE WANT EASY ACCESS FROM THEIR NEIGHBORHOODS TO THEIR DESTINATIONS**

- 69% of people said having shops and destinations nearby is the most important factor in their ideal neighborhood
- 85% believe that frequent, reliable transit improves the area’s economic value

**THE BIGGEST BARRIERS TO TRANSIT ARE RELIABILITY, FREQUENCY AND EFFICIENCY**

- Most people said they would be more willing to take public transportation if the service was better

For more information on Advantage Pinellas please visit:

http://forwardpinellas.org/guiding-plans/long-range-transportation-plan/
CHAPTER 3:
DEVELOPMENT CONCEPTS
FIGURE 27. ECO-INDUSTRIAL EXISTING CONDITIONS

SOURCE: GOOGLE EARTH
ECO-INDUSTRIAL PARK @126TH AVENUE

As part of the Eco-Industrial Park @126th Avenue, the properties along Ulmerton Road and I26th Avenue North are positioned to be redeveloped into a contemporary industrial campus of high-tech and high wage operations. The 205 acres between Ulmerton road and I26th Avenue N have the potential to catalyze the redevelopment of the Gateway Area’s industrial core. With minimal built structures and relatively few property owners, these properties can act as a pilot project for the kind of site assembly and land use improvements envisioned for the Eco-Industrial District.

“The Gateway has a strong industrial market, comprised of 32.6 million SF of industrial uses, which is 99% occupied. With limited viable land for new industrial development the growth of the industrial market in the Gateway will depend on the redevelopment of existing land into newer quality spaces to attract new industries and provide opportunities for expansion of existing users.” SB Friedman

CONTEXT

This focus area south of Ulmerton Road and West of 49th Street includes a wide range of uses including fabrication, car storage, auto parts, salvage works, and repair shops. With connections to the Gateway and region via Ulmerton Road, 49th Street, and I26th Avenue North, the area has potential to build upon the existing road network and create greater access and permeability for employees, visitors, and freight. The county is currently conducting a PD&E (Project Development and Environment) Study for I26th Avenue North and master plan recommendations are being coordinated by the county. Compared to the industrial clusters neighboring this site, the land here is relatively underutilized, with large portions existing as scrapyards and various storage. With large parcel sizes and comparatively few land owners, there is high potential for land assembly and redevelopment. Some of the active businesses and organizations operating on the site currently are:

» UPS Customer Service Center
» Spectra Chrome
» Deep Glow Underwater Lighting
» Aampo of America
» HD Supply White Cap

The area also includes certain land uses that are unlikely to change in the short term. Pinellas Hope (a non-profit program of Catholic Charities which assist homeless adults), the Duke Energy substation and right-of-way running across the eastern part of the area, and designated wetlands (including the Cross-Bayou Canal) constrain development. The Cross Bayou Canal runs along the western side and the area includes some existing wetlands and stormwater detention ponds.
**FIGURE 28. ECO-INDUSTRIAL CONCEPT**

*FOR ILLUSTRATIVE PURPOSES ONLY*
LAND USE FRAMEWORK

Currently there is limited land available for industrial development in Pinellas County. Leveraging investments in regional transportation infrastructure with improved multimodal access and intensifying land uses through parcel consolidation and shared stormwater infrastructure can accommodate future growth in a planned industrial district. Distributing the burden of stormwater management through shared green infrastructure and providing public greenspace amenities through multi-functional open spaces encourages a campus like development that creates a sense of place, and leverages more efficient land use, while creating flexibility to attract diverse industries.

ILLUSTRATIVE CONCEPT

The illustrations of the Eco-Industrial Park show how an advanced manufacturing industrial campus with district level infrastructure and shared facilities/amenities could be developed. The goal of this strategy is to attract high-wage, high-skill job creation in specialized manufacturing in a way that creates a sense of place and responsibly addresses ecological constraints. The concepts shown in Figures 27-30 show one potential way the Eco-Industrial concept could be developed at this site.

The goal of the Eco-Industrial Park @126th Avenue is to position the Gateway to capture new investments and continue to be a primary economic engine of the county and Tampa Bay region by supporting growth opportunities for existing businesses and attracting a diverse range of industries.

Land Uses

While certain existing uses like Pinellas Hope and existing industrial/flex spaces are not likely to change, redevelopment could occur interstitially and weave the development together.

Due to the location, future development in this area should be predominantly industrial, with some opportunities for commercial and flexible space, particularly around transit nodes and existing high visibility commercial corridors such as Ulmerton Road. Features such as the proposed Cross-Bayou Canal Blueway and Pinellas Trail Loop will create trail access linking nearby residential areas to employment centers and other amenities.
FIGURE 29. ECO-INDUSTRIAL PARK CONCEPTUAL RENDERING

*FOR ILLUSTRATIVE PURPOSES ONLY
Consolidation of properties will allow for subdivision to accommodate a range of users. Flex spaces generally accommodate building footprints around 60,000 ft². These developments typically feature customizable and modular layouts that can be arranged to suite a diverse array of industrial users. Generally these types of buildings require small loading docks and can share a multi-use parking amenity. Larger format industrial parcels can accommodate distribution, warehousing, or manufacturing buildings up to 350,000-450,000 ft². These uses typically require extensive loading areas as well as truck and freight access.

**Key Features**

**AN ACCESSIBLE AND MULTI-MODAL CAMPUS WITH A STRENGTHENED LOCAL STREET GRID:**

Building on the existing street grid, the extension of 56th street to 126th street allows for improved site permeability and enhanced access. Creating new connections to U.S. 19, Ulmerton Road, and 49th Street, with separated bike facilities and improved pedestrian infrastructure will establish the Eco-Industrial Park as an accessible destination for freight, employees, cyclists, and transit users. Off street trails and separated bike lanes on roads are paramount to limiting conflict with vehicular and truck traffic. A central placemaking and transit plaza for a future transit or circulator system creates a hub of activity and multi-modal access for visitor and employees.

**ECO–INDUSTRIAL PROPOSED LAND USE PROGRAM**

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>30%</td>
<td>52%</td>
<td>17%</td>
</tr>
<tr>
<td>INDUSTRIAL</td>
<td>GREEN SPACE</td>
<td>PARKING</td>
</tr>
</tbody>
</table>

**LEGEND**

- EXISTING INDUSTRIAL
- EXISTING COMMERCIAL/OTHER
- INDUSTRIAL SMALL FOOTPRINT/FLEX
- GREEN INFRA./OPEN SPACE
- INDUSTRIAL LARGE FOOTPRINT

*FOR ILLUSTRATIVE PURPOSES ONLY*
FIGURE 31. ECO-INDUSTRIAL PARK ILLUSTRATIVE CONCEPT PLAN

1. Existing Pond Restoration
   Thalie Park, France
   Source: www.landezone.com

2. Bioswale and Rain Garden
   University of Rhode Island
   Source: www.landtech.com

3. Naturalized Stream Restoration
   Seattle, WA
   Source: www.asla.org/raingardens

4. Green Parking lot
   Bremerton, WA
   Source: www.svrdesign.com/

5. Streetscape Enhancement
   Source: www.scapestudio.com

6. Rooftop
   Source: www.mortech.com

7. Corporate Campus
   (flex lawn/courtyard)
   Eda U. Gerstacker Grove
   Source: www.stoss.net

8. Transit Plaza
   (tree grove / food truck/Pavilion)
   Centennial Plaza
   Source: www.designworkshop.com

9. Trails
   Site photo | Bishan-Ang Mo Kio Park
   Source: www.nparks.gov.sg

*FOR ILLUSTRATIVE PURPOSES ONLY
at the heart of the campus. These infrastructural enhancements will facilitate shared and non-vehicular access limiting the burden of parking and roadway construction.

AN INTERCONNECTED SYSTEM OF GREEN INFRASTRUCTURE:

The Eco-Industrial campus is oriented to a central green spine with building frontage and trails that create a district open space and green infrastructure amenity. Walking paths and placemaking elements create an interconnected off-street network that functions as both an open space amenity for employees and visitors, as well as green infrastructure that manages stormwater and protects wetlands. This system of multi-functional green spaces enhance the character and sense of place. Further, these features create habitat corridors and connect to the larger system of wetlands and trails via the Cross-Bayou Canal (a state-designated blueway) and Duke Energy Trail.

A MODEL FOR SUSTAINABLE ENERGY AND CONSTRUCTION SYSTEMS:

New and existing developments can incorporate sustainable energy strategies and construction practices. Elements, such as renewable solar energy photovoltaic arrays can utilize large industrial buildings rooftops, Florida’s abundant sunshine and the decreasing cost of solar technology and installation to create a district energy supply. Green roofs, pervious pavers, and native plantings can all contribute to management of stormwater and heat mitigation.

DEVELOPMENT POTENTIAL

205 ACRES
373,000 FT² EXISTING LIGHT INDUSTRIAL/FLEX
732,000 FT² PROPOSED LIGHT INDUSTRIAL/FLEX
120,000 FT² EXISTING LARGE FOOTPRINT INDUSTRIAL
432,000 FT² PROPOSED LARGE FOOTPRINT INDUSTRIAL

*Approximate based on existing building floorplates and assumed heights

FIGURE 32. CONCEPTUAL RENDERING: CROSS BAYOU CANAL BLUEWAY

The Cross Bayou Canal presents an opportunity to create a regional trail and blueway system giving residents and visitors access to natural areas that can provide recreational, educational, and transportation amenities.

*FOR ILLUSTRATIVE PURPOSES ONLY
CASE STUDY

GENERATION PARK: HOUSTON, TEXAS

“Generation Park is a 4,000-acre master planned commercial development located at the center of the Lake Houston community in northeast Houston. Anchored by Fortune 500 TechnipFMC’s 173-acre campus and its 1 million square foot first phase, Generation Park is positioned to be Houston’s business destination for years to come.”

INCENTIVES / INVESTMENT

» Energy Corridor Management District- Created by Texas State Legislature in 2001 with the mission to improve, enhance and promote; ability to manage, finance and develop the public improvements.

HISTORY

UNDEVELOPED LAND
This area was largely undeveloped and sat at the far outskirts of Houston

BEFORE 2000

THE 2010s

2019+

EXPANDING SUBURBAN DEVELOPMENT
New highways and expanding development create demand for new jobs and activity center. Generation Park Master Plan completed and construction of new roads, offices, and amenities begins on the site.

CONNECTED TO MIX-USE CENTER
Circulators and trails connect industrial campus to the mixed-use lifestyle center. This gives employees, visitors, and residents easy shared access to jobs and services.

FLEXIBLE PARCELS
Flexible parcels with shared parking and green infrastructure allow for a campus-like setting with a diverse range of users.

SOURCE: HTTP://GENERATIONPARK.COM
Figure 33. Airport Business Park Existing Conditions

Source: Google Earth
AIRPORT BUSINESS PARK - MIXED-USE EMPLOYMENT DISTRICT

The area adjacent to St. Pete-Clearwater International Airport (PIE) is currently home to many businesses and public institutions. This large swath of land between Ulmerton and Old Tampa Bay will soon be directly connected to the Gateway Express and the growing PIE. With the improved infrastructure developing around it, the Airport Business Park is poised to become a hub of economic development with direct connections that extend well beyond the Gateway area.

CONTEXT

Bounded by 49th Street North on the west and Roosevelt Boulevard on the east, this site is comprised of unincorporated county owned land (Airport overflow parking, county forensic and justice offices, GE Aviation) private auto-oriented businesses (Manheim Auto, Alamo Rental Car, Repair shops, etc) and regional assets (future Gateway Express, PIE airport). In the midst of current and future infrastructure projects such as the Gateway Express and PIE Master Plan, the visibility and value of this land for economic development will grow beyond what is appropriate for the low densities that exist today.

AIRPORT BUSINESS PARK SITE EXISTING CONDITIONS

<table>
<thead>
<tr>
<th>Percentage</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>17%</td>
<td>Building Footprint</td>
</tr>
<tr>
<td>44%</td>
<td>Paved Parking</td>
</tr>
<tr>
<td>7%</td>
<td>Roads/Infra</td>
</tr>
<tr>
<td>18%</td>
<td>Green Space</td>
</tr>
<tr>
<td>* 50%</td>
<td>Publicly Owned</td>
</tr>
</tbody>
</table>

West of 49th Street there are many commercial and County offices, as well as the County Justice and Juvenile Detention centers, creating a concentration of regionally important uses. Much of the area within the boundaries of this concept is comprised of significant amounts of surface parking, and low-rise older office buildings. Redevelopment can leverage regional transportation access and nearby uses to create a commercial and industrial hub that supports high wage employment while providing airport serving amenities.

LAND USE FRAMEWORK

As part of a larger hub of public and private offices and institutions, development on the site bounded by 49th Street, 140th Avenue North, and Roosevelt boulevard should contribute to job creation and economic development. Inefficient building layout and large areas of paved parking can be transformed to host businesses and industry that can benefit from proximity to valuable regional transportation systems and support growth of the nearby airport. The unique position of this site being largely publicly owned allows the opportunity to create a catalytic development which can spur private investment on nearby properties such as Manheim St. Pete (wholesale vehicle auction operation).

The close proximity of this site to Old Tampa Bay and the Cross-Bayou Canal as well as areas of low elevation create challenges for managing stormwater and the threat of flooding. These challenges are additionally exacerbated by the water management needs of the Gateway Express under construction next to the site. Developing a comprehensive network of greenspaces and GSI will alleviate this burden on individual properties and give the opportunity to create an ecologically responsible district. As with other concepts, this system of green spaces can be enhanced with trails and open space elements that both mitigate hydrology and enhance the sense of place for workers, students, and patrons.
Creating a more connected street grid with complete street elements will better connect the Airport Business Park to the nearby High Point and Gateway communities. These improved streets can improve multi-modal mobility by accommodating bike lanes, better pedestrian paths, and proposed transit improvements such as the gateway circulator. On publicly-owned land a shared parking amenity such as a garage coupled with district stormwater management features can help incentivize private businesses to buy into this vision and develop new offices and industries as part of the park.

Proximity to the Gateway Express will provide visibility and access to new businesses. With increased economic activity and the expanding airport this site also provides an opportunity to locate a hotel and other travel related services such as a combined vehicle rental center.

**ILLUSTRATIVE CONCEPT**

The illustrations of the Airport Business Park site show how an advanced industrial and commercial district with shared infrastructure/amenities could be developed. With catalytic public investment, this area can transform into a modern office park with a sense of place that responsibly addresses ecological constraints. The concepts shown in Figures 33-35 show one potential way the Airport Business Park concept could develop at this site.

The goal is to create a hub of economic activity at the crossroads of the Gateway Area's greatest regional assets: The Gateway Expressway and St. Pete-Clearwater International Airport.

**Key Features**

**AN ENHANCED LOCAL ROAD NETWORK WITH ACCESS TO REGIONAL ASSETS:**

Within the planned roadway improvements on Roosevelt Boulevard/The Gateway Express there is room to create new connections from PIE to the site and local street network. Extending 145th Avenue North through the site creates a local gateway to the airport and opens the possibility for quick access to airport related services. The rest of the site connected via an improved street grid and green system provides flexible industrial pads that can accommodate a range of users. These pads and new streets are sited at property lines to ensure development can occur independently, while connecting over time as other properties buy into the vision.

Concurrently with the Gateway planning efforts, PIE has been developing a master plan. This plan tackled future infrastructure needs and potential expansion of aviation related uses on surrounding properties.

SOURCE: PIEMASTERPLAN.ORG
**FIGURE 34. AIRPORT BUSINESS PARK CONCEPT**

*FOR ILLUSTRATIVE PURPOSES ONLY*
A CATALYTIC PUBLIC INVESTMENT TO JUMP-START CHANGE:

A mix of uses including office, hotel, and a structured parking garage anchor 145th Ave N creating a commercial corridor connecting 49th St N and PIE. This potential “Phase I” creates a gateway to the airport via the planned Gateway Express underpass. Green buffer creates landscaping and stormwater infrastructure serving the site and buffering buildings from heavily trafficked streets such as 49th and the expressway. This catalyst Phase I development can provide shared parking and a central transit hub that alleviates the parking burden and thereby incentivize redevelopment of adjoining parcels.

AN INTERCONNECTED SYSTEM OF GREEN INFRASTRUCTURE:

Green Spaces create a buffer along the eastern and western edges of the site to manage stormwater and act as a buffer to heavily trafficked roads. This network of green infrastructure provides opportunities for recreational amenities such as trails and paths, placemaking, signage, and other amenities. The location of these features will be visible to traffic crossing the bay, creating an opportunity for branding and visibility to a regional audience.

AIRPORT BUSINESS PARK PROPOSED LAND USE PROGRAM

15% OFFICE
4% HOTEL
25% INDUSTRIAL
24% GREEN SPACE
24% STRUCTURED PARKING
7% PAVED PARKING

*FOR ILLUSTRATIVE PURPOSES ONLY
A BLUEPRINT FOR FUTURE DEVELOPMENT:

As long-term leases on county-owned property come to term, the guiding principles of development in this district can be applied to properties to the south. Over time as transit and planned roadway improvements (such as the potential extension of I42nd Ave North from ICOT) come to fruition the Airport Business Park will become a vibrant and integrated district of regional commerce.

DEVELOPMENT POTENTIAL

61 ACRES
523,000 FT² COMMERCIAL/OFFICE
883,000 FT² INDUSTRIAL/FLEX
350 ROOM HOTEL
3,400 PARKING SPOTS (2,500 IN STRUCTURE)

*Approximate based on existing building floorplates and assumed heights

CREATING A DEVELOPMENT CATALYST

The proposed Phase I combines a hotel, office, and industrial development with a central structured parking amenity that could incorporate airport serving uses such as a rental center. Additionally, setting the seeds of an improved street network, this first phase developed on public land could kickstart redevelopment and incentivize private owners to buy into the vision of the Airport Business Park.

FIGURE 36. AIRPORT BUSINESS PARK ILLUSTRATIVE CONCEPT PHASE I PLAN

LEGEND

- INDUSTRIAL
- COMMERCIAL-OFFICE
- HOTEL
- STRUCTURED PARKING/RENTAL CENTER
- OPEN SPACE/GREEN INFRASTRUCTURE

*FOR ILLUSTRATIVE PURPOSES ONLY
Existing conditions showing the AIRCO site has regional connectivity near several key amenities including PIE, and has access to Ulmerton road and I-275/Howard Frankland Bridge to Tampa, the soon to be developed Gateway Express and a number of major office developments including Carillon and the Airport Business Center.

SOURCE: GOOGLE EARTH
ECO-INDUSTRIAL PARK @ AIRCO

In 2000, the Federal Aviation Administration (FAA) gave approval to the St. Pete-Clearwater International Airport (PIE) to operate the AIRCO Golf Course as an interim use, with the stipulation that the property be rezoned for its highest and best use. Since that time, there have been numerous market studies, feasibility analysis, and implementation recommendations for the redevelopment of the 131-acre AIRCO Golf Course site. Past plans have looked at several alternative land uses including aviation, office, industrial, retail, and hospitality. However, since the closure of the golf course in 2011, the land has sat idle.

PIE and the Pinellas Board of County Commissioners are in the process of preparing a comprehensive airport master plan led by their selected consultant ESA. The goal of the master plan is to create a 20-year airport development program to maintain a safe, efficient, economical, and environmentally acceptable facility. Given PIE’s geographic location, VHB was tasked with developing a Vulnerability Assessment and Resiliency Planning approach for PIE as part of the Airport Master Planning Process. PIE sustainability goals were established that can extend to the AIRCO site including:

Maximizing the economic potential of PIE, Conserving resources through effective design and operation of facilities, and Planning for future facilities and infrastructure to be resilient to changing conditions.

As part of the St. Pete-Clearwater International Airport Master Plan a series of concepts were developed for the Airco site. These concepts vary in layout, but reserve a portion of the site for aviation related uses, industrial, and commercial development.

Source: Piemasterplan.org
PINELLAS GATEWAY / MID-COUNTY AREA MASTER PLAN APPROACH TO THE AIRCO SITE

Within the context of the overall Gateway Master Plan, the AIRCO site provides an opportunity for a balanced use of the site that considers development within a vulnerable coastal region while supporting the County’s goals for leveraging County owned land for economic development focused on attracting target industries such as Aviation and Aerospace Businesses, Advanced Manufacturing, and Financial Services.

While the Gateway Master Plan does not provide detailed development concepts for AIRCO, the Gateway Master Plan suggests a balanced land use scenario that is in keeping with the Gateway Master Plan vision, considers AIRCO’s proximity to PIE and its central mid County location, stakeholder input received during the planning process, as well as findings of the previous planning efforts. The strategy and approach for AIRCO should consider the Gateway Master Plan goals of:

- A sustainable and resilient Gateway
- A connected Gateway
- A vibrant Gateway
- An economically robust Gateway
- A smarter, more innovative Gateway

AIRCO SITE CONTEXT

PIE is approximately 1,900 acres and is located at Ulmerton Road and Roosevelt Boulevard. PIE handled a record 2.23M passengers in 2018. The AIRCO site is well located with immediate adjacency to PIE, FDOT Gateway Expressway Project (anticipated completion 2021) and access off of Ulmerton Road. AIRCO is bounded by the PIE airfield on the west, Old Tampa Bay on the north, and Evergreen Avenue on the east. Directly south of AIRCO are a mix of vehicular oriented commercial uses including a number of hotels, fast food chains and light industrial uses south of Ulmerton Road. A 46.5 acre Green Area Buffer was established on the east side of the airport property to be protected in perpetuity. To the east of AIRCO and the Green Buffer is the Feather Sound residential community which is comprised of a mix of condominiums, townhouses, and single-family homes.

Sea level rise is projected to affect major areas of the Pinellas Gateway. The AIRCO site has a number of constraints that would impact its development potential and require a sensitive approach to developing the site. A portion of the AIRCO site sits within the 100-year floodplain and the Coastal High Hazard Area. The map on page 99 shows the projected impacts of 5 feet of sea level rise in the Gateway, which may occur by the year 2100, according to climate projections. The impacts of flooding will be further exacerbated by increased precipitation events and storm surge.

PROPOSED STRATEGY AND RECOMMENDATIONS

The lack of developable land has been a long-standing issue in Pinellas County that is seen as hindering industrial growth. While a more detailed analysis and engineering study is needed to evaluate the potential for development of the AIRCO site, the Gateway Master Plan recommends that the development of the AIRCO site should consider the following criteria in a sustainable redevelopment approach.

1. Apply the Gateway Master Plan’s Triple bottom line resiliency approach to the development of a more detailed site plan for the AIRCO site that addresses site constraints, considers the impacts of building in a vulnerable coastal region and meets the Master Plan...
FIGURE 39. AIRCO SITE OPPORTUNITIES AND CONSTRAINTS

Existing conditions showing the AIRCO site and its proximity to PIE.

SOURCE: GOOGLE EARTH, PINELLAS COUNTY GIS

2. Evaluate the opportunity to develop an Eco-industrial Park, that can provide larger industrial and high-tech manufacturing spaces within a sustainably designed campus.

3. Develop a green infrastructure plan that protects the nearby vulnerable ecosystem, provides on-site stormwater infiltration that can double as habitat corridor and provide an amenity for the Eco-industrial Park.

4. Develop and Implement Sustainable Design Guidelines and Identify performance measures which may include:

**WATER EFFICIENCY**
- Water Use Reduction - Low water use in new buildings; drought tolerant landscaping
- Maintaining and enhancing water quality through stormwater management practices
- Harvesting, Treatment, and Reuse of Storm Water Runoff
- Reduction of Impervious Surfaces

**ENERGY EFFICIENCY**
- Reduced energy use through building energy management
- Renewable Energy (PV) on Large Industrial Building
- Opportunity for District Energy or Micro-Grids

**REDUCED PARKING FOOTPRINT AND SHARED MOBILITY**
- Limit onsite parking; utilize district shared parking strategies and circulator
- Improved bike and pedestrian connections between buildings and adjacent commercial services

**SUSTAINABLE BUILDING DESIGN**
- Siting of building (solar orientation)
- Eco-friendly facility design, construction, and operations
- Energy efficient buildings

**DEVELOPMENT POTENTIAL FOR THE ECO-INDUSTRIAL PARK @ AIRCO**

The County will be conducting additional studies to support the redevelopment of the Airco Parcel for both aviation related and non-aeronautical development. The St. Pete - Clearwater International Airport Master Plan (July 9, 2019) provides approximately 80.1 acres for aviation-related development and 45.4 acres for compatible non aeronautical uses. The remaining 5.5 acres, would be dedicated for access road right-of-way, utility right-of-way, and stormwater management system improvements.
5 feet of sea level rise which is likely between 2070/2100 and beyond impacts about a third of the AIRCO Site.

Source: NOAA Sea Level Rise Viewer
Explore Westshore
CASE STUDY

WESTSHORE DISTRICT:
TAMPA, FLORIDA

“The larger Westshore District is an expansive and diverse community on the western edge of the city of Tampa. Directly adjacent to upper Tampa Bay, this area is comprised of commercial corridors, public facilities, residential neighborhoods and a scenic waterfront edge. The Westshore District is a major growth area in the city of Tampa and has the largest concentration of commercial office space in the state of Florida.

INCENTIVES / INVESTMENT

»Westshore Alliance is a membership-based organization of business and community leaders working to market, develop, and operate the business district. The special services district was the first Transportation Management Organization in the state. The TMO conducts studies and plans in concert with public partners to advocate for transportation improvements.

HISTORY

WESTSHORE ALLIANCE FOUNDED
1983

2013

2018

WESTSHORE PUBLIC REALM MASTER PLAN COMPLETED
The Westshore Alliance Master Plan Committee and representatives from the City of Tampa and Hillsborough County worked with a team from the University of South Florida School of Architecture and Community Design to develop the Master Plan for the Westshore district.

REGIONALLY CONNECTED
Direct access to Tampa International airport, HART public transit, and major highways make westshore accessible to users both locally and internationally.

MIXED USE DISTRICT
Over 35 hotels, 13 schools, 6 million square feet of retail space, and more than 15,000 residents call Westshore home.

SOURCE: WWW.CHOOSEWESTSHORE.COM
FIGURE 41. BAY VISTA EXISTING CONDITIONS

SOURCE: GOOGLE EARTH
BAY VISTA - MIXED-USE EMPLOYMENT DISTRICTS

The Bay Vista office park 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 mix of land uses and proximity to infrastructure make Bay Vista an opportune location for intensification— with mixed uses and community serving spaces to create a walkable mixed-use employment district. This will create a catalyst for stimulating job growth by attracting new employers and new land uses to be a part of an attractive and vibrant environment.

The Gateway Master Plan’s focus on this site in order to illustrate how the private sector can be incentivized to convert aging/obsolescent office parks into higher density mixed-use centers that achieve a higher quality environment, leverages multimodal investments, while embracing appropriate urban design and land use principles to retain existing businesses and attract future users.

BAY VISTA SITE EXISTING CONDITIONS

- **Building Footprint:** 11%
- **Paved Parking:** 46%
- **Roads/Infra.:** 6%
- **Green Space:** 36%

*14% Publicly Owned

CONTEXT

Bay Vista Office park is home to multiple notable businesses in the fields of technology (Tech Data Corporation, Malwarebytes, TeamViewer US, Vology, SCC Soft Computer) and health (e-Tele Quote Insurance, Inc, Suncoast Hospice and Access 2 Care). There are also community assets such as the recently updated 12+ acre Largo Datsko Park, Bay Vista Learning Center, and Crystal Ballroom event space. With the exception of Largo Datsko Park, all of Bay Vista’s assets sit as islands in a sea of paved parking. While there are sidewalks and paths, the design and layout of buildings inhibits non-vehicular traffic. Bay Vista’s primary entrance is located off Roosevelt Boulevard, giving the site direct access to major transportation routes such as U.S. 19, PIE, I-275 and the Gateway Express.

Most of Bay Vista (65%) is owned by four land-owners (Bay Vista, Tech Data Corp, Rio Vista Drive Industrial, City of Largo). For successful redevelopment, landowners will need to buy into a unified vision for the site and develop their parcels accordingly. As the average age of buildings on site surpasses 32 years old (FL Dept of Revenue), many are reaching the end of their life cycle, posing an opportunity for redevelopment. While wholesale redevelopment is unlikely, the conditions of the site provide ample space for infilling and retrofitting within existing parcels.

LAND USE FRAMEWORK

There is an opportunity to create a mixed-use destination that increases the intensity of development leveraging the emerging technology cluster, professional offices, new multifamily residential and employment activities with improved access and infrastructure while also creating enhanced connections between existing residential neighborhoods and work centers. To transform Bay Vista from a car-centric Office Park to a Mixed-Use Town
FIGURE 42. BAY VISTA MIXED-USE EMPLOYMENT DISTRICT CONCEPT

*FOR ILLUSTRATIVE PURPOSES ONLY
Center, will require a new type of development approach including strategic infill on underutilized parking lots, shared amenities, better access and connections and transit to catalyze change at Bay Vista.

**ILLUSTRATIVE CONCEPT**

The illustrations of the Bay Vista site show how a mixed-use community hub could be developed. With strategic changes in land use and urban design, this area can transform into an active town center with a strong sense of place and magnet for new business and highly needed housing stock. Integrative transportation and green infrastructure that responsibly addresses ecological constraints will create a model for repositioning an aging stock of office parks for the 21st century. Development of Bay Vista will rely on strategic improvements in stormwater management, connectivity, open space and parking to create shared resources. The concepts shown in Figures 37-39 show one potential way Bay Vista could redevelop through infill.

**Key Features**

**A MODEL FOR RETROFITTING SPRAWLING OFFICE PARKS:**

The proposal for the Bay Vista site promotes better land utilization and reduction of surface parking. Increased density and building heights can leverage scarce available land while increasing value. New development pads should accommodate a diversity of uses that can respond to market demand and leverage community amenities. Integrating a mix of uses such as multi-

**BAY VISTA PROPOSED LAND USE PROGRAM**

<table>
<thead>
<tr>
<th>Use Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail</td>
<td>4%</td>
</tr>
<tr>
<td>Office</td>
<td>26%</td>
</tr>
<tr>
<td>Residential</td>
<td>13%</td>
</tr>
<tr>
<td>Green Space</td>
<td>27%</td>
</tr>
<tr>
<td>Paved Parking</td>
<td>20%</td>
</tr>
<tr>
<td>Structured Parking</td>
<td>9%</td>
</tr>
</tbody>
</table>

**LEGEND**

- Commercial-Retail
- Existing Commercial-Retail
- Commercial-Office
- Existing Commercial-Office
- Residential-Multifamily
- Mixed-Use-Residential/ Retail
- Surface Parking
- Structured Parking
- Green Infrastructure/Open Space
family residential and workforce housing that can supply the highly needed “missing middle housing.”

New commercial development can help satisfy the demand for Class A office space. With an established cluster of tech firms, a redeveloped Bay Vista could become the epicenter of tech-related employment in the region. Placemaking and activation of the public realm can attract the kind of employers and employees needed to support a vibrant local service sector.

Reusing existing road infrastructure while responding to site constraints, this plan proposes strategic and realistic road connections to integrate the site into the fabric of the surrounding neighborhoods. New connections and improved streets should incorporate improved transit, pedestrian, and bicycle infrastructure to enhance opportunities for multi-modal access while limiting the cost of road infrastructure. There is an opportunity to create and enhance gateways into the site at Bolesta Road, Whitney Road, and 58th Street North.

Creating a central hub, with a clear sense of place the mix of uses at the town center will create an active civic space for workers and residents. The design of streets, buildings, parking to reinforce public realm will encourage walkability and enhance quality of life. Plazas and retail frontage will provide activation along ground floors and at major nodes.

Both natural areas (ponds and open space) and those built into the improved street and pedestrian network (rain gardens, bioswales, etc) will help to collect and manage rainwater. As an integrated network across the site, this system of GSI will create a shared water management resource as well as provide natural habitats and recreational spaces.

A DESTINATION AND ‘PLACE TO BE’ FOR A DIVERSE BUSINESS COMMUNITY:

A central green at the Town Center with ground floor retail and commercial uses will act as a civic open space. Connected to transit, this ‘town green’ will be an accessible place for workers to grab lunch, attend organized events, shopping, and recreation. Elsewhere, small parks and green spaces can act as natural areas with public serving amenities while also functioning to manage stormwater. Connecting to the site with an improved system of paths Largo Datsko Park, will become an even greater community asset.

This plan also provides an opportunity for a variety of residential choices to provide both market rate and workforce housing, both in high demand in the Gateway. Apartments, townhomes, condominiums, and senior living, create a mixed-income and multi-generational community.
Strategically developed shared structured parking can alleviate land use constraints, allowing more dense development. Sharing parking resources, and orienting buildings to the street will help support transit and encourage foot traffic. While the short-term use of a circulator can connect employees to the Largo Town Center and other hubs within the Gateway.

**CREATING CATALYTIC CHANGE IN AN EXISTING CONTEXT**

The redevelopment of Bay Vista will be driven by property owners and will develop in phases as owners redevelop their properties. Consolidation of smaller and underutilized parcels will promote a flexible and more cohesive development.

The conceptual design proposed allows phased redevelopment over time; limiting disruption to existing employers. The plan works within the constraints of property ownership and considers infrastructure demands. The result is a phaseable and flexible approach that can respond to market demand. Public support for the development of structured parking, stormwater infrastructure, and streetscape improvements can incentivize redevelopment and buy-in from property owners and developers.

Creating better connections within the site and to adjacent neighborhoods is integral for creating a successful and accessible town center. Connected nodes through the site will allow for better integrated transit such as the proposed circulator. These transit-oriented nodes would serve to reduce auto-dependency and allow for the type of residential and commercial density necessary for a vibrant mixed-use center.
View of Carillon looking east toward Tampa. Carillon is major employment hub in the Tampa Bay Area.

SOURCE: ECHELONRE.COM
CARILLON - MIXED-USE EMPLOYMENT DISTRICT

Carillon Office Park is one of the premier centers of business in Pinellas County. This office park sits near major regional connectors and has direct access to multiple residential neighborhoods. The growing mix of uses, proximity to infrastructure, and planned investments position Carillon to become a major mixed-use center, with potential for transit-oriented development.

The goal of this plan is to transform Carillon into a number of dense, functional mixed-use nodes that better utilizes existing parking lots and underutilized land to create a vibrant town center at the heart of the Gateway.

CONTEXT

Located at the confluence of Roosevelt Boulevard and Ulmerton Road, Carillon Office Park sits as an island of disconnected offices and businesses surrounded by surface parking. Carillon is home to notable companies such as Raymond James (worldwide headquarters with over 4,400 employees), Franklin Templeton Investments, Humana Health, Transamerica Financial, Public Service Credit Union (PSCU), Spectrum Bay News 9 and more. While most of the site has been developed in the traditional style of a suburban office park, more recent developments have begun adding a mix of uses including lodging, retail, and residential. Furthermore, the Echelon City Center development already under construction will create a major mixed-use node just south of Ulmerton Road. Remaining undeveloped land has been eyed for development ranging from a Top-Golf entertainment complex to a regional intermodal center. The entire site benefits from a connected wetland and stormwater system with an existing pedestrian path around Lake Carillon. Additionally, a portion of the Pinellas Trail Loop was recently completed running along the southwestern part of Carillon adjacent to Roosevelt Boulevard. Future development on remaining land and infill development in underutilized parking lots can begin to create connections and hubs of activity that stitch together currently disparate nodes.

LAND USE FRAMEWORK

Carillon has been developing as a mixed-use center with little public realm investment. Buildings are set far back from the street, with large areas of paved parking. Sidewalks are disconnected and crossings on Ulmerton and Roosevelt are dangerous and inconvenient for pedestrians and bicyclists. The non-vehicular circulation issues are compounded by the fact that right-of-way is only curb to curb which constrains the construction of pedestrian and bicycle infrastructure. As Carillon grows to become an even greater hub of activity, public realm improvements that create a sense of place and identity (lighting, signage/wayfinding; system of connected open spaces) and multi-modal safety improvements will be key to encouraging active streetscapes.

Concurrent to the development of the Gateway Master Plan, FDOT with the aid of their consultant team WSP, was leading an intermodal study to identify possible locations for a future multi-modal center in Pinellas County that would connect to the Westshore and other job hubs. The preliminary study identified Carillon Office Park as one of a number of possible locations in the Gateway. If an intermodal center is to be located at Carillon as suggested in
this plan, it will be imperative for development to encourage walkability and transit ridership. Some ways this can be achieved are as follows:

» Provide first and last mile transit solutions to connect transit users to their origins and destinations. These could include partnerships with ride hailing services; bike share; car share; autonomous vehicles, and micro transit.

» Implement complete street improvements that moderate speeds and provide safe and comfortable bicycle and pedestrian access and crossings

» Enhance connections to Pinellas Loop Trail and nearby residential neighborhoods such as Feather Sound.

As an emerging urban center Carillon may also act as a hub of community resources both for businesses and residents in the area. Located in a part of the county highly susceptible to stormwater events and future sea level rise, Carillon can leverage investment to incorporate opportunities for increased stormwater management, and access to emergency services in the form of ‘resilience hubs’. These hubs would typically function as public spaces, turning into areas for community resources and engagement during emergencies.

New development should be sustainably designed with energy systems and flood protection that can adapt to the vulnerabilities of the areas geography. Systems such as solar arrays and green roofs can be retrofitted onto existing buildings as well as incorporated into the designs of new construction.
FIGURE 46. CARILLON- ZONE 4 EXISTING CONDITIONS

SOURCE: GOOGLE EARTH
Potential Development Zones

Figure 45 shows the zones of potential development opportunity in Carillon. These signify the susceptibility of each parcel or grouping of parcels to change. This was determined by the utilization of land on the parcel, ownership contiguity, and access. The darker orange shows greater opportunities for infill and redevelopment while the lighter oranges show areas which are more fully built out. This plan focused specifically on Zone 4 and its future development potential.

ILLUSTRATIVE CONCEPT

In Zone 4, 94% of the 58 acres are currently undeveloped or paved parking. Given the large portion of underutilized land shared by only three owners (Raymond James Financial Inc., PSCU Financial Services Inc., Western Reserve Life Assurance Co. Ohio) there is a major opportunity for a transformational development at Carillon.

The illustrations of Carillon Zone 4 are an example of how a vibrant transit oriented commercial district could develop. This concept emphasizes the importance of infilling and intensifying land use with a focus on placemaking and a connected system of roads, transit, and trails to create a vibrant district with multi-modal access. The concepts shown in Figures 45-50 show one potential way this vision could be achieved.
Figure 48. Carillon Mixed-Use Town Center Concept

- Proposed Echelon City Center
- Potential Intermodal Center
- Future Parking Lot Infill Opportunity
- Potential Transit Center
- Existing Building Retrofit
- Green Roof
- Improved Intersection
- Circulator Route
- Greenway Trail

For illustrative purposes only.
Key Features

A TRANSIT-ORIENTED REGIONAL DESTINATION:

Carillon is already a highly accessible site. The proximity to Gateway Express, Ulmerton Road, and Pinellas Loop Trail, define its position as a major regional hub. Intensifying development on the site will benefit from an intermodal center with structured parking. Regional transit service connected via local circulator and trails will reduce the demand of surface parking at Carillon, and encourage transit-oriented development.

A WALKABLE URBAN CENTER:

Nearby developments such as Echelon City Center and a growing residential population are creating the framework for a truly live-work center. As the population of residential uses grow at Carillon, so will the need for a safer and more walkable community. Increasing bicycle and pedestrian infrastructure to connect residents and employees to services and transit are vital to reducing auto-dependency.

With reduced need for parking across the entirety of Carillon, owners will be able to reposition the large swaths of underutilized land and add more commercial space and placemaking elements. These infill projects can be oriented to streets and trails to prioritize the public realm and encourage access via walking. Strategically located plazas and public spaces will create places for gathering and placemaking. These plazas could incorporate wayfinding, bike sharing, and pick-up/drop-off locations that enhance the character of Carillon and further integrate multi-modal features (Figure 49 illustrates how this could look).

A RESILIENT AND SUSTAINABLE COMMUNITY ASSET:

Lake Carillon functions as an existing stormwater and recreational amenity. By improving the reach of the trail system encircling the lake, a direct off-street connection from the Pinellas Trail Loop to Echelon City Center can be made. As new developments are made, green infrastructure should create a network of systems that integrate stormwater management, create a buffer to parking lots, and encourage use of alternative circulation options. Existing wetlands and sensitive ecological areas should be preserved and enhanced by new developments that incorporate sustainable construction.

DEVELOPMENT POTENTIAL

- 58 ACRES
- 9 ACRES GREEN SPACE (16%)
- 1,680,000 FT² COMMERCIAL/OFFICE
- 4,800 PARKING SPACES

*Approximate based on existing building floorplates and assumed heights
FIGURE 49. CARILLON INTERMODAL CONCEPTUAL RENDERING

*FOR ILLUSTRATIVE PURPOSES ONLY
INTERMODAL CENTERS

Concurrent with the Gateway Master Plan Study, Florida Department of Transportation (FDOT), District Seven and their consulting team lead by WSP is in the process of conducting a study to locate viable sites for future Intermodal Centers in the Tampa Bay area including the Gateway Area, Westshore, Downtown Tampa, USF Area, and West Chapel Area.

An intermodal center is a facility that connects several types of transportation modes and serves to enhance regional transportation connectivity. It can incorporate but is not limited to the following service options:

» Local bus
» Bus rapid transit (BRT)
» Express Bus
» Rail
» Intercity bus
» Taxis
» Bicycle and Pedestrian facilities
» Ride Share

Plans for an intermodal center may include:

» Transit platforms
» Park-and-ride facility
» Bus layover zones
» Rideshare facilities
» Customer service center

Intermodal Centers have the opportunity to promote new development in the surrounding area and can support transit-oriented development.
FIGURE 50. INTERMODAL CENTER ILLUSTRATIVE CONCEPT PLAN

*FOR ILLUSTRATIVE PURPOSES ONLY
ICOT - MIXED-USE EMPLOYMENT DISTRICT

ICOT center sits near the heart of the Gateway Area directly off Ulmerton Road. It is a longstanding center of commerce, near major thoroughfares and surrounded by multiple residential neighborhoods. ICOT’s proximity to road infrastructure, and planned investments such as the Duke Energy Trail and Cross-Bayou Canal create the ideal conditions for the development of a mixed-use center for businesses, residences, and entertainment in the mid-county area.

The goal of this plan is to encourage redevelopment of ICOT into a dense, functional mixed-use employment center that better utilizes existing parking lots and underutilized land to create a destination with a strong sense of place.

CONTEXT

Located off of Ulmerton Road and in close proximity to U.S. 19 and the Gateway Express, ICOT Center is well situated as a center of activity. With existing businesses, institutions, and nearby residential ICOT already has a latent demand for increased amenities and services. Projects such as the Duke Energy Trail, Gateway Express, and redevelopment of aging buildings frames a new future for ICOT. Development on this site should capitalize on its connectivity and the potential to become an important destination for a growing population in the Gateway.
LAND USE FRAMEWORK

ICOT is home to many small and medium sized offices, with larger headquarters such as BIC and CoreRX Inc., and institutions such as the EpiCenter - a joint-use facility between St. Petersburg College and Pinellas County. The EpiCenter houses a variety of professional government offices (Pinellas County Economic Development) and academic uses and over 10,000 sf of collaborative labs, rental office, and meeting spaces. Some retail and services such as the Holiday Inn Express and restaurants are clustered in a retail center adjacent to Ulmerton Road. Other venues such as Clearwater Ice Arena and Blossom Montessori School for the Deaf are closer to residential areas. The nearby residential and workforce population make ICOT well positioned to become an even greater hub of mixed-use economic activity.

**Potential Development Zones**

Figure 51 shows the zones of potential development opportunity in ICOT. These have been determined by the areas’ susceptibility to change. This was determined by the utilization of land on the parcel, ownership contiguity, and access. The darker orange shows greater opportunities for infill and redevelopment while the lighter oranges show areas more fully built out and less likely to change. This plan focused specifically on Zone 1 and it’s future development potential.

**HIGHEST DEVELOPMENT POTENTIAL**

**ZONE 1:** Low-density, single-owner, extensive surface parking
Community Health Solutions of America, Inc.

**ZONE 2:** Older, low density office, ready for upgrades/redevelopment
BrightStar Care Pinellas, LINK Staffing, BAYADA Assistive Care
MODOERATE DEVELOPMENT POTENTIAL

ZONE 3: Retail and commercial uses fronting Ulmerton Road
Holiday Inn Express Clearwater

ZONE 4: Primarily large footprint Office/Light Industrial
CoreRX, Inc., BIC Graphic USA, BB&T Association Services

LOWEST DEVELOPMENT POTENTIAL

ZONE 5: Stable zone with Institutional Uses
St Petersburg College, EpiCenter

ZONE 6: Stable Zone With Institutional Uses
Clearwater Ice Arena, Blossom Montessori School for the Deaf

ILLUSTRATIVE CONCEPT

This plan focuses on the 22-acre parcel identified as Zone 1. The former corporate headquarters of Community Health Solutions of America, this large contiguous parcel with access to Ulmerton Road has only one owner-CD ICOT Properties LLC. With minimal existing structure, this parcel is particularly well-positioned for redevelopment. The site’s proximity to U.S. I9, Gateway Express, and Duke Energy Trail create potential for multi-modal access with high visibility to the community and regional travelers. The

ICOT-ZONE 1 SITE EXISTING CONDITIONS

6% BUILDING FOOTPRINT
60% PAVED PARKING
34% GREEN SPACE
concept shows a mixed-use town center anchored by a central green with active street edge creating walkable mixed uses space.

**Key Features**

Multi-Family residential with connections to nearby greenways create a buffer transition from lower density residential adjacent to the site, to new and existing commercial development. With frontage on Ulmerton Road there’s an opportunity to develop retail and hotel that can take advantage of the site’s access and visibility.

Employing a shared parking strategy, where daytime uses such as office and retail share parking with residential uses, paved parking can be utilized more efficiently and support a greater intensity of uses.

**DEVELOPMENT POTENTIAL**

- **22 ACRES**
- **316,000 FT² COMMERCIAL/OFFICE**
- **64,000 FT² RETAIL**
- **228 KEY HOTEL**
- **850 HOUSING UNITS**

**ICOT-ZONE 1 PROPOSED LAND USE PROGRAM**

- **11% RETAIL**
- **24% OFFICE**
- **14% HOTEL**
- **21% GREEN SPACE**
- **29% PAVED PARKING**

**LEGEND**

- COMMERCIAL-OFFICE
- COMMERCIAL-RETAIL
- MIXED-USE-OFFICE/RETAIL
- HOTEL
- RESIDENTIAL-MULTIFAMILY
- SURFACE PARKING
- GREEN INFRASTRUCTURE/OPEN
CASE STUDY

CASTLEBERRY HILL:
ATLANTA, GEORGIA

“Castleberry Hill is a unique urban community with a strong historic identity. Many of the early 20th-century warehouse buildings have been converted to lofts and are now the predominate housing type. The population is culturally diverse and the area is continuing to grow in both the number of residents as well as retail and other establishments.”

INCENTIVES / INVESTMENT

» 1996 Olympics, as part of the “Olympic Ring Boundary” set aside money for some improvements (about $200k)

» Master Plan completed in 2000 helped push through landmark districting (2006) which helped develop many of the vacant lots and revitalize boarded up buildings.

HISTORY

DEVELOPMENT FOLLOWS SOUTHERN RAILROAD
(1-3 story commercial / industrial)

THE EARLY 1900s

SUBURBAN PATTERNS OF DEVELOPMENT
Warehouse and industrial buildings along major roads with large setbacks for parking and loading

THE 1950s

THE 1970s

THE 1980s

THE EARLY 1990s

1998

DECLINE
As development patterns change, the area becomes blighted and crime-ridden

REINVESTMENT BEGINS
Warehouses start transforming into artist lofts and hosting professionals

A REGIONAL DESTINATION
Local business and branding has made Castleberry Hill an entertainment and shopping destination for Atlanta residents.

MIXED-USE ARTS DISTRICT
Artist lofts and live-work spaces create a vibrant local character and neighborhood.

CASTLEBERRY HILL NEIGHBORHOOD ASSOCIATION FORMED
Neighborhood was now an assortment of housing, commercial and other uses.

SOURCE: MARY FENWICK PARISH, UNIVERSITY OF GEORGIA (2016); GRADUATE THESIS; HTTPS://CASTLEBERRYHILL.ORG
LIVE/WORK: U.S. 19 CORRIDOR

The U.S. 19 Live Work Corridor is located on the western edge of the Gateway study area. This area contains a diverse array of land uses, ranging from high-tech industry such as Honeywell Aerospace, smaller independent industrial operations, retail, offices, public land, and a mix of residential types. With highly fragmented land ownership, and many disparate stakeholders, creating a more sustainable and accessible community will require pinpointed and strategic interventions. These interventions which will be discussed more fully in the following section will require both public and private investment and may range from actions as simple as installing a rain barrel to building a new road.

The goal of this plan is to provide tools that can create vibrant mixed-use districts that can support the arts and other creative industries alongside existing businesses and residences.

CONTEXT

The Live/Work Corridor is bisected by US 19, Ulmerton Road, and Bryan Dairy Road, all important regional thoroughfares. With proposed transit improvements on U.S. 19 and complete street recommendations on many of the smaller streets in this area, the Live/Work corridor is positioned to become an even more important economic hub with multi-modal access.

The varied land uses here include pockets of residential development (single family homes, new multi-family developments, mobile homes, and RV parks) interspersed with underutilized industrial land (autobody shops, scrap yards,
warehouses), and key institutions (Pinellas Park High School). Additionally, high-tech industrial operations and offices such as Honeywell Aerospace, Wendover Art Group, and Jump Station Florida create important hubs of economic activity. With so many makers and independent businesses the Live/Work corridor can capitalize on improved infrastructure and develop its own brand as Pinellas’ makerspace and industrial arts district.

LAND USE FRAMEWORK

Economic development efforts in the live/work district should target parcels that are accessible from Ulmerton & US 19 for land assembly and larger employment uses. These properties can be redeveloped to support similar industrial and commercial enterprises as seen elsewhere in the Gateway Area.

Redevelopment efforts in the live/work district should support the reuse of existing older manufacturing structures when near term redevelopment may not be economically feasible. The variety of small-scale operations and opportunities can support and boost local industrial/maker production at varied scales.

Incrementally nurturing a creative/maker culture and providing flexible workspaces will amplify the character of the district. Many of the existing buildings may be outfitted with simple elements such as murals, flexible floor plans, and landscaping that when coupled with branding and placemaking can hone a sense of place and promote a local character/ flavor. These elements will support a vibrant mixed-use district that can support the arts and other creative industries. These types of business can provide unique products and experiences such as marketplaces with small manufacturers/wholesalers which can offer locally made goods and host community events that can draw people to the district.
FIGURE 56. LIVE-WORK FOCUS AREA CONCEPT

*FOR ILLUSTRATIVE PURPOSES ONLY*
By creating a defined character the live/work district could enhance and attract its value as a destination for:

» Light Industrial Manufacturing
» Food production
» Arts and crafts manufacturing
» Research and development
» Art Gallery & Exhibition Space
» Artist & Resident Production
» Performance spaces
» Co-Working Facility (Retrofitting older buildings is more appropriate for microenterprise, and more in line with the lower rents feasible for these businesses)
» Retail, Restaurants/Bars
» Amenities and Public Spaces – Urban Agriculture/Community Gardens

Residential development should focus on providing a greater range of housing types, and where possible, connect with existing developments and streets to create a more permeable and walkable neighborhood fabric. Residential development in this district can provide “Missing Middle” housing options including live/work units. Residential development should focus on access to transit, trails, and services to reduce the burden of car ownership on a mixed-income community.

**COMBINING OPEN SPACE AND GREEN INFRASTRUCTURE**

Areas that collect water can also serve as recreational assets. The boardwalk around Lake Carillon combines trails, natural areas, and outdoor education to make stormwater management a multi-functional amenity for the surrounding community.

**SOURCE: CITY OF ST. PETERSBURG**
OPEN SPACE FRAMEWORK

The greatest open space asset in the live/work district is The Cross-Bayou Canal. The canal provides an opportunity to create a new regional trail system lined by green stormwater infrastructure and open spaces that connect back to neighborhoods and employment centers. Smaller neighborhood trail segments (142nd Ave N, 126th Ave N, etc.) provide additional opportunities to connect to the larger regional trail systems in the city and county.

New open spaces provide placemaking opportunities and ecosystem benefits for the live work district. Due to ownership constraints, developing an integrated system green infrastructure in this area will be more challenging than other areas of the Gateway. Throughout the district there is the opportunity to create new open space & green infrastructure in a strategic and pinpointed manner. The live work area will benefit greatest from collective investments on private properties. Some ways district level impacts can be made are as follows:

» Retrofitting buildings with cisterns, rain barrels, and green roofs where possible.
» Integrating bioswales and stormwater plantings as roads and infrastructure are upgraded
» Encouraging canopy tree planting on individual properties
» Developing pocket parks on underutilized land
» Connecting trails and sidewalks to larger network

MOBILITY FRAMEWORK

One of the main priorities for this plan is to enhance the local road network to provide a network of complete streets that serve a variety of users and transportation modes.

Strengthening the local neighborhood street grid to provide connections between amenities and major transportation routes is integral to creating an accessible and vibrant district. Some streets that can be extended and connected are 58th Street N, 114th Ave, 63rd Way N. Create safe bicycle and pedestrian access (complete streets, trails) on streets including Ulmerton & 126th Ave N. Create visible points of entry with placemaking features (66th St. N & 126th Ave N, Ulmerton Road & 58th Street N).

The circulator routes provide residents with additional options for transportation to and from key activity and employment nodes. Connecting the district to major employment and residential nodes via transit will encourage visitors without increasing the demand for parking.
FIGURE 57. LIVE-WORK- HIGH POINT TOWN CENTER

SOURCE: GOOGLE EARTH
LIVE/WORK: HIGH POINT “VILLAGE CENTER”

During the planning process, stakeholders emphasized the need for neighborhood stabilization activities to improve resident’s quality of life, and address deteriorating housing stock, low homeownership rates, increasing vacancy, and safety issues in the High Point Community.

CONTEXT

High Point is an unincorporated area of Pinellas County that includes single family, duplex and triplex structures, mobile home parks and apartment buildings. The High Point community faces certain socioeconomic challenges that exacerbate the need for community reinvestment.

As of the 2017 American Community Survey, 25% of residents live below the poverty level, and 50% are rent-burdened (rent requiring more than 30% of monthly income.) Additionally, 25% are non-white and there is a notable population of non-English speakers. It is imperative that community assets are accessible to this diverse constituency. Further, with a lower rate of car ownership compared with other parts of the region, safe access by multiple modes of travel is a priority to connect residents to amenities and job centers. Recognizing the need for community reinvestment and community support the High Point Neighborhood Family Center (HPNFC) provides financial assistance, after-school care, and other services to an economically challenged and diverse community (highpointfamilycenter.org). The HPNFC is one of the multiple community assets located in this area at heart of the High Point neighborhood. The 70 acres of land directly across the street at 150th Ave N between 58th and 62nd streets in Unincorporated Pinellas County, is home to a hub of community amenities. With some improvements and additional investment this can become a true neighborhood center that can support the quality of life for the area’s residents. Located within the Largo planning area, this large swath of publicly-owned land currently houses Pinellas Technical College-Clearwater as well as High Point Elementary School. High Point Elementary School serves 671 students, 100% of whom are considered economically disadvantaged. 75% of students are non-white, and 31% are English language learners (FLDOE). The high needs of these students and their community necessitate accessible community resources and high-quality facilities. The school was built after being severely damaged in a 1978 tornado.
outbreak. The new campus was built on land that had been used as athletic fields creating a need for the recreational assets to be relocated. Planned infrastructure such as the Duke Energy Trail and sports fields will return these functions on the areas of the site crisscrossed by utility easements. As these new assets come on-line, the importance of safe connections and access for the surrounding community will become even more important.

SITE OPPORTUNITIES AND CONSTRAINTS

The site is located in close proximity to several significant existing and planned regional connections. Vehicular access to US 19, Roosevelt Boulevard, Ulmerton Road, and the Gateway Express (under construction) allow direct connections to major nearby employment hubs such as the ICOT Center, Bay Vista Office Park, Carillon Office Park, and St. Pete-Clearwater International Airport as well as the large industrial areas south of Ulmerton Road. These connections also provide access to regional centers such as Downtown Largo, Clearwater, St. Petersburg, and Tampa.

Locally, there are opportunities for increased intra-neighborhood connections. Current streets such as 6th St N, Darren Court, and Sunset Street could extend into the site to enhance the street grid and provide more non-vehicular access to surrounding residential areas. The planned Duke Energy Trail will greatly expand safe pedestrian and bicycle connections to both the surrounding neighborhood and region as a whole.

Existing right-of-ways and easements create large setbacks and limit developable land. This creates a challenge for creating cohesive development that addresses the neighborhood. Underutilized land, including areas impacted by overhead transmission towers can still be developed to create a greater community hub. The ample undeveloped space creates an area poised to becoming a village center for the High Point Community. Additionally, the site has the advantage of being completely outside of the coastal high

FIGURE 59. LIVE-WORK - HIGH POINT TOWN CENTER CONCEPT

In the context of the Gateway/Mid-County Area, the site provides an opportunity to develop a hub of community services, recreational and green assets, and new housing. All of this can be integrated into the surrounding community with new vehicular and multi-modal access. With few large developable areas left in the community, this site also has potential to create more affordable “middle housing” stock to help alleviate the housing burden many community members face.

SOURCE: PGIS
hazard area and FEMA defined floodplains, with little to no expected future sea level rise impacts. The combination of community assets, open space, connections, resilience, and geography create ideal conditions for developing a Village Center with a community resilience hub.

**MASTER PLAN APPROACH**

The approach to developing the site focuses on leveraging existing and planned assets as well as strategically infilling underutilized land. The concept of creating a community hub and an integrated campus and mixed-use village center for the community drives this plan’s proposal. Off-site enhancements on adjacent roads such as 150th Ave N to incorporate complete street infrastructure will improve accessibility and safety for the community at large.

Currently nearly 32 acres (46%) of the 70 acres identified have the potential for enhancements. The proposed strategy as shown in the preceding diagram focus on the creation of a campus-like setting around PTECH, new recreational amenities, and potential for residential development.

**PTECH:**

Shown in blue, there are approximately 7.5 acres of land that can be developed around a central green amenity and pedestrian path network. This land has the potential of housing complementary uses to the technical college as well as other important services for the High Point community.

**Recreation/Open Space:**

In addition to the 4.5 acres of fields on the Duke Energy Easement there is potential for an additional 2-3 acres of recreational space adjacent to High Point Elementary School. This space could be developed to provide fields and play spaces for the school, with shared use by the adjacent neighborhoods during non-school hours. Throughout the site there’s potential for 9 acres of open space and green stormwater infrastructure connecting the PTECH campus, elementary school, and neighborhoods.

**Residential Development and Infill Housing:**

Pinellas County has identified a need for “Missing Middle” Housing – described as multi-unit, low-rise housing that can be designed in a scale comparable to the existing single-family and low-rise multi-family housing found in the High Point Neighborhood. With the proposed mobility and recreational improvements, resilient location, and access to job centers and services near High Point, there is an opportunity of additional infill housing that provides quality housing options for working families. Nine acres in the northeastern portion of the site could be developed into mixed-income and work-force housing that creates a transition from nearby residential areas and stitches the campus into the neighborhood. These could be enhanced by extending existing streets such as Darren Court into the site to create a more cohesive local street grid. In additional to the housing site.

**Complete Streets and Mobility Improvements:**

In addition to enhanced local connections, there is a larger opportunity to increase connectivity and provide safe multi-modal access for bicyclists, pedestrians, and transit users. 150th Ave N is identified as a secondary multi-modal corridor, and complete street improvements such as bicycle facilities, enhanced transit shelters, and improved pedestrian crossings can be added to improve access. Bus routes 52 and 79 serve the site giving the site access to multiple frequent local bus service routes. Existing and proposed infrastructure position this site to be an accessible epicenter for High Point, and the larger community.
**CASE STUDY**

**RIVER ARTS DISTRICT:**
**ASHEVILLE, NORTH CAROLINA**

“The River Arts District consists of a vast array of artists and working studios in 23 former industrial and historical buildings spread out along a one mile stretch of the French Broad River. This eclectic area is an exciting exploration of arts, food, and exercise.”

**INCENTIVES / INVESTMENT**
- District is a community within the state’s SmART Initiative (arts drive econ. dev.)
- 2010 - Asheville Area Riverfront Redevelopment Commission created a River Development Plan to direct funding to the district and improve ped access

**INFRASTRUCTURE PROJECTS:**
- Clingman Streetscape Project (city, NCDOT, Tourism Dev. Agency)
- River Arts District Transportation Improvement Plan
- Public funding was accompanied by about $200m in private investment including the New Belgium Brewery - $140m investment (2012)

**HISTORY**

**REGIONAL MANUFACTURING HUB**
Many of the original structures were destroyed in a 1916 flood

**POST WWII DECLINE**
As development patterns move closer to highways the area begins to decline

**COMMERCIAL DEVELOPMENT**
Redevelopment of area consists mainly plain commercial style buildings

**REINVESTMENT BEGINS**
An investor purchased a building and converted it into live-work studios, began an influx of artists

**CREATIVE HUB**
Over 200 artists work across many mediums often showcasing their work through “open studios” and special events.

**A REGIONAL DESTINATION**
Local restaurants, artist studios and makerspaces attract residents from across the region

SOURCE: MARY FENWICK PARISH, UNIVERSITY OF GEORGIA (2016), GRADUATE THESIS / ASHEVILLEDISTRICT.COM
COMMERCIAL CORRIDORS: PARK BOULEVARD

Spanning the southern portion of the Gateway Area is Park Boulevard. This important regional road connects the Gandy Bridge and Tampa all the way to Pinellas County’s western beaches. Along Park Boulevard are many important civic and commercial nodes. Within the study area these include The Shoppes at Park Place, the Pinellas Park Arts District, Pinellas Park Chamber of Commerce, and many other smaller shopping destinations. While most of the development is unlikely to change significantly, this plan recognizes multiple nodes where (Figure. 60) targeted investment and improvements can create a series of destinations and nodes for surrounding communities to shop, gather, and recreate.

CONTEXT

The 6-lane thoroughfare which connects U.S. 19, I-275, and the beaches to the Gateway Area. Along its length there are many land uses ranging from Commercial (auto-oriented retail, professional offices, big box shopping centers, strip malls, fast food, restaurants, auto repair shops and gas stations), Institutional (Pinellas Park Middle & Elementary Schools, churches, city offices), and residential (single family, mobile home, multi-family). At key points these uses are oriented to the street from traditional development patterns and improving medians, crosswalks, and sidewalks could create distinct locations and destinations.

Key Features

A SERIES OF KEY NODES AND DISTINCT PLACES:

Areas along Park Boulevard with distinct uses and character may be enhanced to create gateways and areas of interest. Where the right-of-way allows, complete street elements should be instituted. A safe transportation, bicycle,
and pedestrian route should connect create key crossings & placemaking opportunities. Utilize place-specific branding along the corridor to create a distinct sense of place. These features could include special lighting, banners, plantings, and monuments.

A SERIES OF SAFE KEY CROSSINGS AND CONNECTED NEIGHBORHOODS:

Some portions of Park Boulevard contain long stretches with no signalized or pedestrian crossings. High speeds and congested traffic during peak travel times make traversing the street particularly dangerous. Improving streets and crossings will create a safer and more walkable corridor. These improvements may include safer crosswalks, improved wayfinding, and enhanced plantings. Pinellas County Public Works, through the County’s Capital Improvement Program, has sidewalk improvements planned along Park Boulevard N. from east of Starkey Road to West of 66th Street within the cities of Seminole and Pinellas Park. Additionally, parallel East/West complete street corridors will connect surrounding neighborhoods to the Park Blvd corridor (76th Avenue, 78th Avenue, 176th Avenue, 62nd Avenue has plans for a trail).

ILLUSTRATIVE CONCEPT

Building on recent investments and the potential of Park Boulevard to act as a key transit corridor, the focus of these nodes is creating activity near key crossings, strengthening existing retail and community uses, and reinforcing safe crossings to create a distinct place through wayfinding and placemaking. This plan focuses on the area surrounding the Pinellas Park Chamber of Commerce. Figure 61 shows how redevelopment at this key node can create a distinct civic and mixed-use node for the city of Pinellas Park. Infilling underutilized and vacant lots with new mixed-use buildings along with strategic crossing and placemaking improvements that can calm traffic and encourage a vibrant streetscape. Many of the interventions and concepts shown here are aligned with the draft master plan presented in the 2019 Pinellas Park Community Redevelopment Plan.
FIGURE 62. PARK BLVD COMMERCIAL CORRIDOR ILLUSTRATIVE CONCEPT

- INFILL RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- MIXED-USE
- MUNICIPAL
- PLANNED WAYFINDING IMPROVEMENTS
- COMPLETE STREET IMPROVEMENTS
- GATEWAY/PLACEMAKING
- NEW PEDESTRIAN CONNECTIONS

*FOR ILLUSTRATIVE PURPOSES ONLY
CHAPTER 4:
TOOLKITS + STRATEGIES
TRIPLE BOTTOM LINE RESILIENCY TOOLKIT

This plan worked to identify key climate change risks in Pinellas county, which led to the establishment of a triple bottom line approach to holistically approach these risks, and a suggestion of key strategies focused in specific areas throughout the county. A number of specific strategies have been identified to support Sustainability and Resiliency at Pinellas County.

This Resiliency Toolkit responds to the complex set of concerns identified through this research to improve both Sustainability and Resiliency in the Pinellas region.

RISKS IN PINELLAS INCLUDE

» Sea Level Rise
» Precipitation Changes
» Temperature Rise
» Red Tide

PLAN APPROACH TO RESILIENCY

» Flood Mitigation
» Green Space
» Thermal Comfort
» Resiliency Hubs
» Renewable Energy
» Resilient Codes

FLOOD MITIGATION

Sea level rise is projected to affect major areas of the Pinellas Gateway. Five (5) feet of sea level may impact much of Pinellas County by the year 2100, according to climate projections. The impacts of flooding will be further exacerbated by increased precipitation events and storm surge.

There is a wide spectrum of strategies that can respond to increased sea level rise and acute flooding. Adaptation strategies accept the inevitability of flood events through both large-scale changed land use, as well as incentivizing individual property owners to relocate to ensure their safety.

MANAGED RETREAT

Areas with consistent flooding can be identified as zones for 'managed retreat', relocating people with incentives. This is already occurring in some areas in Pinellas County.

GREEN BUFFER ZONES

Green buffer zones use natural or vegetated areas as the first defense in storm events or sea level rise. Coastal areas can especially benefit from the use of wetlands, living shorelines, or other green infrastructure to lessen the impacts of storm surge or high impact events.

LAND USE + ZONING CHANGES

Land use can be adapted in many different ways while maintaining a useful function to the development area. Below, three land use adaptations are illustrated (from Boston’s Climate Ready 2018 plan.
**FLOODABLE DEVELOPMENT**

New development could also be designed to withstand flooding, and existing development retrofitted as is possible.

**RAISED DEVELOPMENTS**

Elevate mechanical systems and equipment above the DFE. Fill site areas below grade. Spaces below DFE should be floodable areas, such as parking or minor storage.

**STRUCTURAL HARDENING**

Retrofit or design new structures to withstand extreme winds or flooding which occur during storm events.

**SEA WALLS**

Sea walls can offer critical protection in areas that do not have space for adapted land use or other strategies. These can serve a public function as a gateway to water access during regular daily use, or they can be built as traditional sea walls if space is limited.

Establishment of a Design Flood Elevation (DSE) determines the height needed in each area.

There is a wide spectrum of strategies that can respond to increased sea level rise and acute flooding.

Hardening strategies demonstrate an approach for modifying the built environment to withstand extreme loads such as wind and water to ensure the safety of those that rely on them.

Changed zoning can ensure that an approach to adapting land use is appropriate for each specific area.
GREEN SPACE

Productive and strategically connected green spaces can provide **multiple benefits** that strengthen one another, and contribute to all aspects of triple bottom line resilience. These strategies can be deployed in recreational areas, as well as more populated centers of activity.

**ON-SITE STORMWATER INFILTRATION (SMALL SCALE)**

Stormwater management strategies reduce the risk of sites flooding from extreme precipitation events. This can be done by increasing permeability on the site, or through passive or active detention and infiltration measures.

**COMPLETE STREETS (MEDIUM SCALE)**

Major thoroughfares and updates to street infrastructure should design for complete streets. This encompasses a variety of goals: increased pedestrian and bicycle traffic, decreased and slowed vehicle traffic, comfortable and infrastructural green outdoor space, and creation of centers of community activity.

These features contribute to reduced emissions, and increased stormwater infiltration, outdoor comfort, and economic activity.

**WILDLIFE CORRIDORS (LARGE SCALE)**

Wildlife corridors allow for animals to safely move through regions and sites during migration. As more species are affected by climate change, the extent of migration patterns are increasing making this a critical issue to resolve.
THERMAL COMFORT

Increased temperature averages and extremes pose a wide variety of challenges in maintaining safe and comfortable outdoor conditions, and addressing sustainable building operations.

HEAT ISLAND EFFECT

Mitigating heat island effect is especially important when planning for safe and cool spaces in extreme temperature events. Minimizing paved surfaces, maximizing reflective materials in all hardscapes, increasing vegetation, and shading paved areas, help keep outdoor areas more comfortable.

REDUCE OUTDOOR EMISSIONS

Increasing public transport, bicycle lanes, pedestrian thoroughfares, and electric vehicle charging stations, plus minimizing gas powered equipment use, reduces emissions and contributes to cooler outdoor areas, and more complete streets.

PASSIVE COOLING

Cooling strategies can be employed both outside and inside. Outdoor shading can use solar PV panels to provide both shade and energy generation. Evaporative cooling and designing to capture wind or breezes help create increased outdoor comfort.

Buildings can employ shading on facades, self-shading, or use interior shades like smart blinds to optimize shading with building energy systems. These strategies cool interior spaces while also reducing cooling energy loads. Passive strategies provide efficient methods for cooling. Solar chimneys and windows designed for night time flush outs help reduce cooling loads in buildings.

FIGURE 63. OBSERVED AND PROJECTED TEMPERATURE CHANGE

National Climate Assessment data (IPCC/NOAA 2014) shows projected increased temperature change in Florida.

SOURCE: ATLEIER 10
RESILIENCE HUBS

A bottom-up, community-level approach to resilience supports residents and manages coordination of resource distribution. Resilience hubs are smart local investments: they can create strong foundations that lead to greater success of large scale or technical resilience measures.

COMMUNITY USES + EDUCATION (BEFORE EVENT)

A resilience hub should serve its community year-round, providing necessary and useful resources and programming (recreational, education, public health services, etc). Involving community leaders and organizations ensures community resilience is built ahead of a hazard event; strong community relationships lead to better communication and cooperation when a hazard event may occur. Community members should be educated in advance about hub resources during hazards.

WATER AND ENERGY ACCESS (DURING EVENT)

A hub must be equipped and able to provide resources to meet community needs, especially when shelter-in-place is necessary. These resources can include potable water, food, ice, refrigeration, charging stations, medical supplies, increased tree canopy for shade and cooling, and even space to grow food. Providing these require investment in energy systems and hazard-proof design.

RESOURCES + SUPPORT

Provide connection and communication channels to disaster relief organizations such as FEMA to help facilitate. Tool lending library: Provide tools and resources for renovation and repair of damaged properties. Gathering space for support groups or other local organizations offering assistance and help to affected residents.
WHAT IS A RESILIENCE HUB?

OFF GRID SOLAR POWER
Designed to provide power during an emergency, and reconnect to the grid once power is restored.

RISK REDUCTION AND DISASTER TRAINING
Access to best practice re-construction information to be better prepared for future emergencies.

COMMUNICATION HUB
A single point for access to news and information during and after an emergency.

CLEAN WATER
Reinforcing existing water systems so communities have access to safe drinking water.

EXISTING COMMUNITY CENTER
RESILIENCE HUB

COMMUNITY GARDEN AND FARMING RESOURCES
To help small farmers recover lost supplies, seed and crops.

SOURCE: MERCY CORPS
RENEWABLE ENERGY

Reliability of power is a major resilience concern when considering any acute or chronic climate change-related risk. Clean, renewable energy and grid improvements help significantly increase community safety by ensuring life-sustaining operations and resources can continue without interruption.

SOLAR PV & SOLAR THERMAL

Large and commercial rooftops should be optimized and maximized for solar photovoltaics; incentivization and grants increase access to solar PV for both commercial and residential users. Building integrated PV, thin film, and PV glass technologies help generate clean energy, and increase visibility of solar PV technologies in use. Solar thermal tubes and panels can be used to decrease or eliminate energy used for domestic hot water demand.

WIND

Offshore wind provides opportunities for large scale generation, while building integrated or rooftop wind turbines offer some energy offset, and high visibility of the technologies.

TIDAL

Tidal energy provides infrastructural opportunities for water control and reliable energy generation.

GRID CONSIDERATIONS

Smart grids, microgrids, and district energy greatly increase dependability of power.

STORAGE + BACK-UP POWER

Batteries or thermal storage are especially important in buildings with important community functions, such as community centers, town halls, or resilience hubs. Renewables like PV can provide off-grid generation for this purpose.
RESILIENCY CODES

Building codes are the most powerful driver of changes in building practice; these changes ripple out to affect community design over a long timeline. By strategically planning code improvements and changes, both long- and short-term resilience goals can be realized.

MANDATORY BUILDING CODES

Resilient construction standards that protect buildings from the most likely hazards should be incorporated into mandatory building codes. FEMA and IBC have developed adoption-ready codes for use. We are recommending more stringent building code standards to be used in this area, beyond the Florida Building Code and floodplain regulations already in place.

STRETCH BUILDING CODES

To shift building construction to more resilient standards, incremental change can be achieved through offering stretch building codes in addition to mandatory building codes. These codes will eventually become mandatory, and allow industries time to invest and adapt practice. A timeline should be set on future adoptions, and publicized.

DESIGN GUIDES + TOOLS

Design Guides are valuable resources when focusing on hazard-specific construction requirements. Some examples of available Resiliency Design Guides and Tools are:

» FLASH Resilient Design Guide
» FEMA P-361, Safe Rooms
» US Climate Resilience Toolkit
» ASCE 7 Hazard Tool

RATING SYSTEMS

Rating systems take new developments further by providing a Resiliency certification. Examples:

» FORTIFIED (IBHS)
» REDi (Arup)
» RELi (USGBC)

RELi 2.0
Rating Guidelines for Resilient Design + Construction
December 2018

SOURCE: USGBC
PROTECTING ECONOMIC ASSETS-FLOOD MITIGATION STRATEGIES

A range of flood mitigation strategies are relevant in Pinellas Gateway due to the wide array of existing and planned land uses. Below, the impact of a 5 foot flood event is shown; which could be the result of a storm surge, or gradual change due to sea level rise.

SEA WALLS

In areas where flooding is anticipated, but existing development will not change in use (such as the Airport), it is necessary to establish a design flood elevation (DFE) and protect development. Sea walls are one way to do this.

RAISED DEVELOPMENT

In areas where flooding is inevitable, development can adapt by raising structures, or by moving critical systems such as mechanical equipment above the flood elevation.

FLOODABLE DEVELOPMENTS

Structures in low-lying areas near the coast can be designed to withstand inevitable flooding through future sea level rise or storm surges.

GREEN BUFFER ZONES (COASTAL AREAS)

The coastal area around Carillon could be adapted over time become a living shoreline, increasing flood water absorption, slowing erosion and providing habitat.

MANAGED RETREAT

For existing homes and structures which cannot be adapted, incentivizing ‘managed retreat’ can help to reduce the social impact of displacement.
BUILDING RESILIENT COMMUNITIES—COMMUNITY RESILIENCY HUBS

Community Resiliency Hubs can be located in new development areas throughout Pinellas County, providing a network of services before, during and after storm events. The locations can serve existing, adjacent neighborhoods and are strategically located for easy access and safe shelter.

COMMUNITY RESILIENCY HUBS

BEFORE

» Centralized and well-trusted locations: Hub sites should be well-known and used in the community, and accessible from multiple modes of transit.

» Educational resources for storm preparation. For example, hosting seminars about emergency preparation for local residents.

» Demonstrate resilient and sustainable strategies through the building itself such as passive strategies for cooling, renewable energy and flood protection.

DURING

» Safe shelter location: Large enough to support a target population and safe from flooding, extreme wind.

» Support critical systems such as solar and energy storage systems.

» Provide a supply of freshwater and provide access to resources such as food, ice, refrigeration, cell phone charging stations, basic medical supplies.

» Emergency communications hub: First line of communication to emergency services and rescue efforts.

AFTER

» Provide connection and communication channels to disaster relief organizations such as FEMA to help facilitate assistance.

» Tool lending library: Provide tools and resources for renovation and repair of damaged properties.

» Gathering space for support groups or other local organizations offering assistance and help to affected residents.
RESILIENT POLICY AND INFRASTRUCTURE-RENEWABLE ENERGY GENERATION AND RESILIENCY CODES

At the policy and infrastructure scale, resilient codes and rating systems as well as incentives and grants for renewable energy can help transform both existing and new developments. While new developments can be designed to higher standards and set an example for future development, existing buildings can be retrofitted, and open land can be used for temporary renewables.

NEW DEVELOPMENT - RESILIENT DESIGN GUIDES

New development presents an ideal opportunity to use Resiliency Design Guides and Rating Systems to take new construction to the next level - demonstrating what is possible for all future development.

EXISTING BUILDINGS - STRETCH CODE RETROSETS

With limited areas which can be developed from scratch in Pinellas County, the retrofit of existing buildings to comply with new building standards or stretch codes is critically important to safe guarding property and human well-being.

SOLAR PV AT THE BUILDING SCALE

Large and commercial rooftops should be optimized and maximized for solar photovoltaics; incentivization and grants increase access to solar PV for both commercial and residential users.

SOLAR ENERGY AT THE SITE SCALE

Current surface parking on undeveloped land presents the opportunity for semi-temporary, large scale PV arrays.

GREEN INFRASTRUCTURE AS PART OF TRANSPORTATION IMPROVEMENTS

Encourage green infrastructure to be a part of ongoing transportation improvements. This includes evaluating the use of pervious pavement including pavers or other porous surfaces designed to allow stormwater to filter through and into the ground underneath during implementation of Complete Streets projects.
STRETCH CODES APPLIED TO EXISTING BUILDINGS

NEW BUILDINGS - BUILT TO A HIGHER RESILIENCY STANDARD

SOLAR PV AT THE BUILDING SCALE

IMPLEMENTING RESILIENT POLICY AND INFRASTRUCTURE IN THE GATEWAY- AIRPORT BUSINESS PARK
OPEN SPACE, PLACEMAKING AND PUBLIC REALM TOOLKIT

The Gateway will be a 24/7 place to live, work and play. Improving the quality of the urban experience and natural/open space amenities, the open space, placemaking, and public realm toolkit provides strategies to create a sense of identity, and create a destination in the Gateway.

The Toolkit provides a range of strategies that can be implemented in the Gateway to support the vision of a “A Vibrant Gateway”

GATEWAYS

Gateways are generally located along major corridors in highly visible locations, marking primary points of entry to a neighborhood, district, or city, or at key intersections or points of transition. Gateways present a special opportunity to celebrate an area’s culture and history, or project artistic expression in a wide variety of formats.

GATEWAY FEATURES MAY INCLUDE ANY COMBINATION OF THE FOLLOWING:

- Signage and banners
- Plantings and landscaping
- Lighting
- Architecture
- Art
- Street treatments

1. SIGNAGE
   SOURCE: CITYPULSECOLUMBUS.COM

2. ART + PAVING
   SOURCE: GENSLER.COM

3. LIGHTING
   SOURCE: NZILA.CO.NZ
TRAILS

Multi-use trails are key off-street recreation and transportation corridors, these can connect the Gateway Area to surrounding communities and are part of the larger regional trail network. Trails may connect neighborhoods, other trails, public spaces, or important centers of activity, providing recreational circuits such as the Pinellas Loop. Trails may include a wide variety of pedestrian, bicycle and non-motorized uses and users of different skill levels, ages and abilities.

TYPES OF TRAILS:
» Hiking/Natural Recreation
» Off-street multi-use trails
» Separated Bike and Pedestrian Trails

PASSIVE RECREATIONAL AREAS

Passive recreational areas are generally undeveloped spaces with minimal visitor facilities and place limited stress on the natural environment. Passive recreational areas are critical features of the Gateway open space system because they can serve as community amenities for residents and visitors (hiking, wildlife viewing and observation), buffer environmentally sensitive areas, and provide wildlife habitat.

SOME EXAMPLES OF PASSIVE RECREATION AREAS INCLUDE:
» Natural System Enhancements
» Conservation Areas and Nature Preserves – Gateway Preserves
» Buffer Zones
» Greenways
**ENHANCING GATEWAY AREA TRAILS AND OPEN SPACES**

**CROSS-BAYOU CANAL**

**EXISTING CONDITIONS**

- Some nearby residences such as those at Mariner’s Cove are within the flood plain and susceptible to damage.
- Overgrown foliage adjacent to the canal.
- Sediment and silt make most of the canal shallow and unnavigable.
- Nearby industrial development does not address the canal.
- Flood prone areas may become natural areas or open space for recreation.
- Foliage trimmed and unwanted vegetation cleared.
- Channel dredged to create consistent width.
- Canal banks restored and stabilized with vegetation.

**MARINER’S COVE MOBILE HOME PARK**

**NEARBY INDUSTRIAL USES**

**PROPOSED IMPROVEMENTS**

- Flood prone areas can become natural areas or open space for recreation.
- Eco-industrial campus connects to Cross-Bayou via a trail and building placement.
- Eco-industrial campus connects to Cross-Bayou via a trail and building placement.

**ECO-INDUSTRIAL PARK**

**EXHIBIT 7**

**150’ TYPICAL CORRIDOR WIDTH**

<table>
<thead>
<tr>
<th></th>
<th>35’ TYPICAL CHANNEL WIDTH</th>
<th>±50’ TYPICAL BUFFER</th>
</tr>
</thead>
<tbody>
<tr>
<td>MARINER’S COVE MOBILE HOME PARK</td>
<td>±30’ TYPICAL BUFFER</td>
<td>±150’ TYPICAL CORRIDOR WIDTH</td>
</tr>
<tr>
<td>NEARBY INDUSTRIAL USES</td>
<td>15’ MAINTENANCE PATH</td>
<td>30-50’ OPEN SPACE/NATURAL AREA</td>
</tr>
<tr>
<td>ECO-INDUSTRIAL CAMPUS CONNECTS TO CROSS-BAYOU VIA TRAIL AND BUILDING PLACEMENT</td>
<td>6’-20’ PLANTING ZONE</td>
<td>8’ MULTI-USE TRAIL</td>
</tr>
</tbody>
</table>
ACTIVE RECREATIONAL USES/ PROGRAMMABLE OPEN SPACES

1 SEATING + GATHERING
SOURCE: TURFDESIGN.COM

2 MULTI-USE PLAY SPACES
SOURCE: CIVITASINC.COM

3 AMPHITHEATER + ENTERTAINMENT
SOURCE: WWW.LANDEZINE.COM

4 NATURAL PLAYGROUND
SOURCE: MYK-O.COM

5 ALLEY PARK
SOURCE: ASPECT-STUDIOS.COM

6 FOOD + POP-UPS
SOURCE: WWW.LANDEZINE.COM
ACTIVE RECREATIONAL USES/ PROGRAMMABLE OPEN SPACES CONTINUED

1 TRANSIT SHELTER  
SOURCE: WWW.LANDEZINE.COM

2 FOOD TRUCKS  
SOURCE: VISITOKNARD.COM

3 WATER FEATURES  
SOURCE: CENTERCITYPHILA.ORG

4 A RANGE OF SEATING OPTIONS  
SOURCE: ISTHMUS.CO.NZ; BLOGS.NICHOLASDUKE.EDU

5 COMMERCIAL COURTYARD  
SOURCE: WWW.GGNLT.COM

6 CORPORATE CAMPUS COURTYARD  
SOURCE: WWW.TOWNHENDLA.COM

7 COMMUNITY GARDENS  
SOURCE: CITYFARMER.COM

8 PUBLIC GARDENS  
SOURCE: WWW.NAPLESGARDEN.COM

9 MULTIPURPOSE FIELDS  
SOURCE: ASPECT-STUDIOS.COM

10 FLEXIBLE FIELDS  
SOURCE: WRTDESIGN.COM
ACTIVE RECREATIONAL USES/ PROGRAMMABLE OPEN SPACES

Active recreational spaces are typically designed to support activities that may require special facilities and equipment such as organized sports and playgrounds.

SOME EXAMPLES OF ACTIVE RECREATION AREAS INCLUDE:
- Plazas (Transit Plazas)
- Courtyards
- Gardens
- Commons/Greens
- Neighborhood Parks (Pocket Parks/Mini Parks; Sports fields/Courts)
- Adventure Playgrounds

COMPLETE STREETS + STREETSCAPES

Complete streets come in many forms and can contain any number of elements. A few examples include well-marked crosswalks and wide sidewalks for pedestrians; bike lanes and parking for cyclists; parallel parking for motor vehicles; lighting; and green infrastructure. Complete streets can encourage alternative modes of transportation, such as walking and biking. Well-designed complete streets improve an area’s sense of place, safety and the experience of those who use the street. On certain corridors, shared uses may even include freight transport.

ART AND CULTURAL FEATURES

Art and cultural features can give identity and character to specific areas and nodes within the Gateway as well as to help document and preserve elements of the area’s past.
SITE FURNISHINGS AND MATERIALS

Site furnishings and materials can unify spaces and further define an identity and sense of place for areas of the Gateway.

CREATIVE PLACEMAKING

The term Creative Placemaking describes a process where ‘Community members, artists, arts and culture organizations, community developers, and other stakeholders use arts and cultural strategies to implement change and create a sense of place’ (American Planning Association). At its core, the craft of placemaking is the process of activating the public realm through design. Placemaking is integral to improving quality of life, supporting inclusive growth, and integrating the shared values of communities.

When well done Creative Placemaking Strategies can:

» Enhance existing assets and build vibrancy
» Strengthen connections between people and spaces
» Promote healthier communities
» Support cultural and economic development goals

There is an opportunity to shape the experience of the Gateway utilizing creative placemaking strategies that may include temporary and permanent art and cultural programming.

NATURAL FEATURES

The open space plan for the Gateway can restore and enhance natural features such as pond and wetland areas that are also a part of the stormwater management system.
GREEN INFRASTRUCTURE

Green infrastructure is frequently associated with stormwater management, but it goes much further than that. Green infrastructure offers a series of effective and cost-efficient tools that use or mimic natural processes to provide important services that can position communities for a more resilient future. Green infrastructure functions at a variety of scales. At a regional or city scale, green infrastructure encompasses interconnected networks of parks and green corridors that provide wildlife habitat, flood protection, cleaner air, and cleaner water. At a neighborhood scale, tree canopy, parks, and green alleys, school yards, and streets play a critical role in moderating temperatures, reducing energy usage costs, managing stormwater, and filtering air and water pollutants. At the level of a specific site, green roofs, walls, and features in and around buildings reduce energy consumption and dramatically decrease stormwater runoff. Low-carbon infrastructure such as renewable energy and public transportation can also fall under green infrastructure. Benefits of green infrastructure include - improved air and

SITE FURNISHINGS AND MATERIALS

1-2 A VARIETY OF SEATING OPTIONS
SOURCE: WWW.SASAKI.COM, VISITPHILLY.COM, WWW.LANDEZINE.COM

3-4 SIGNAGE AND WAYFINDING
SOURCE: GRANDPARKLA.COM, ASPECT-STUDIOS.COM

6-8 LIGHTING
SOURCE: MICHELDEBROIN.ORG, RAAWSSTUDIO.COM, WWW.LANDEZINE.COM, WWW.LANDEZINE.COM
water quality, flood protection, soil stabilization, decreased solar heat gain, wildlife habitat, reduced energy costs, carbon dioxide sequestration, food production, recreation, and positive mental health and well-being.

**GREEN INFRASTRUCTURE MAY INCLUDE ANY COMBINATION OF THE FOLLOWING:**

» Rain gardens, bioswales, vegetated planters, and xeriscaping

» Tree canopy

» Permeable pavement and green parking

» Green buildings and roofs

» Green streets

» Community gardens and green schoolyards

» Parks, green corridors & trails

» Land conservation

**PRELIMINARY PLANT PALETTE**

A preliminary plan palette is provided to start to identify the mix of landscape materials that can be used in future Gateway public spaces to create comfortable spaces utilizing plant material that is appropriate to site conditions.
PRELIMINARY PLANT PALETTE

CANOPY TREES
- Simarouba glauca | Paradise tree
- Quercus virginiana | Live oak
- Pinus elliottii | Slash pine
- Lysidema latissimum | Wild tamrind

PALM TREES
- Sabal palmetto | Cabbage Palm
- Acrocomia aculeata | Everglades palm
- Pseudophoenix sargentii | Florida cherry palm

UNDERSTORY TREES
- Aesculus pavia | Red buckeye
- Viburnum dentatum | Arrowwood Viburnum

SHRUBS
- Bluestem Palmetto | Sabal minor
- Viburnum dentatum | Arrowwood Viburnum

PERENNIAL AND GRASSES
- Eupatorium phalaroides | shrub eupatorium
- Evolvulus glomeratus | Morning glory
- Sorghastrum secundum | topside indiangrass
FIGURE 65. MULTIMODAL TRANSPORTATION FRAMEWORK
MULTIMODAL TRANSPORTATION TOOLKIT

The Gateway will be well connected to the rest of the region while improving the local connections and providing safe, efficient and accessible access for all modes of travel. The Multimodal Transportation Toolkit provides the strategies and framework to transition the Gateway from its current car centric environment to a mixed-use multimodal environment. These strategies are grouped into 5 main topics, previously mentioned on Page 73, and support the vision of “A Safe & Connected Gateway.”

As depicted on figure 65 there are multiple major roadway projects (Gateway Express, Howard Frankland Bridge reconstruction, and the Gandy Bridge Improvements) designed to increase connectivity between Pinellas County and the Tampa Bay area. These regional projects as well as other transportation network improvements listed below will provide added connectivity in the Gateway area.

» Public transit investment and the creation of a transit spine to included premium transit (technology could include light rail or bus rapid transit) that connects to existing and future transit centers and major employment areas (Such as 4th Street and East ct Bay/Ulmerton).
» Regional rail or bus rapid transit connection from Tampa to St. Petersburg with a stop at the Gateway Intermodal Center.
» Improved local street connections to fill gaps
» US 19 Access – Future interchange and operational improvements planned for construction
» Trail connections to complete the Pinellas Trail Loop
» Selection and construction of a Gateway Intermodal Center

LEVERAGING REGIONAL TRANSPORTATION INVESTMENTS

Opportunity for the character of 118th Avenue North, Roosevelt Boulevard and Ulmerton Road to change with the development of the Gateway Express. The $580 million Gateway Express project will potentially remove some regional traffic demand from the congested streets within the Gateway. Since the project has not been completed, there is not enough information at this point to determine what the impact will be but a future study once the Gateway Express is operating (Scheduled opening 2022) can help provide the needed data to redesign 118th Avenue North, Roosevelt Boulevard, Ulmerton Road and other high-capacity roads as Complete Streets and provide more of those right-of-way’s to support transit, and safe bicycle and pedestrian access.
MULTI-MODAL TRANSIT

REGIONAL TRANSPORTATION INVESTMENTS
- Leveraging Regional Transportation Investments
- Future Gateway Intermodal Center
- Addressing Roadway Gaps

LOCAL NETWORK
- Accommodating Freight Network

SAFE PEDESTRIAN AND BIKE CONNECTIONS
- Pedestrian Safety Toolkit
- Addressing Equity
- Providing an Active Transportation

PREMIUM TRANSIT AND FIRST AND LAST MILE SOLUTIONS
- Regional Transit Spine
- Transit Stop Enhancements
- First and Last Mile Solutions

LAND USE AND TRANSPORTATION
- Shared Parking Toolkit
- Enhanced sidewalks and roadway design
- Improved crossings and intersections
- Increase mobility options for all modes of travel
- Provide additional safety measures at school crossings and other high pedestrian activity areas

- Benches, bike racks, trash bins
- Bollards to separate pedestrian and vehicular areas
- Landscaping to enhance shade and comfort
- Lighting to support safety
- Shelter to provide protection from sun, rain and wind
- Signage and wayfinding

- Bike sharing and bike parking
- Bus service and shuttles
- Car sharing
- Ride hailing services

- Innovative and flexible approaches to parking
- Parking financial strategies
- Parking maximums vs. minimums
- Transportation Management Association - that can provide remote parking with shuttle
- Park and ride facilities
- Shared use parking garage
ENHANCING THE LOCAL NETWORK AND ADDRESSING ROADWAY GAPS IN ORDER TO COMPLETE THE STREET GRID.

The existing conditions analysis identified a number of locations because of physical barriers as well as natural barriers that caused a disruption to the street grid, limiting opportunities for circulation within the Gateway Area. Expanding local road connections and establishing a stronger urban grid can improve local circulation, reduce trip lengths and enhance connectivity.

Gaps that should be addressed in the Gateway as shown in Figure 67 include:

- 142nd Avenue North from 66th Street/US 19 to 49th Street North
- 126th Avenue North from US 19 to 28th Street North
- East of 28th Street North
- 110th Avenue North from 43rd Street North to 28th Street North
- 102nd Avenue North from 49th Street North to 28th Street North
- 34th Street North from South 110th Avenue North to Park Boulevard North

Additional street network gaps will be detailed in the implementation table in Chapter 5 and Implementation appendices.
FIGURE 67. CIRCULATION AND ROADWAY GAPS

SOURCE: FORWARD PINELLAS, PINELLAS COUNTY GIS 2018
ENHANCING GATEWAY AREA STREETS

126TH AVENUE

The following pages show conceptual improvements that can increase safety and multimodal connectivity in the gateway area. These graphics represent potential general enhancements. Further analysis will need to be conducted to design specific implementable roadway changes. Any future changes will be subject to design constraints and availability of road right-of-way.

EXISTING CONDITIONS
1. NO BIKE LANE
2. MISSING SIDEWALKS

POTENTIAL IMPROVEMENTS
1. NEW BIKE LANE
2. NEW CROSSWALKS
3. NEW SIDEWALKS
ENHANCING GATEWAY AREA STREETS

49TH ST/126TH AVENUE

EXISTING CONDITIONS

1. INCOMPLETE SIDEWALKS
2. INCONSPICUOUS CROSSWALKS
3. SHORT CROSSING TIMES

POTENTIAL IMPROVEMENTS

1. COMPLETE SIDEWALKS
2. BANNERS + PLACEMAKING
3. PEDESTRIAN CROSSING REFUGE
4. GREENING OF MEDIANS
5. MORE VISIBLE CROSSWALKS
6. INCREASED CROSSING TIMES
ENHANCING GATEWAY AREA STREETS

ULMERTON RD

EXISTING CONDITIONS

1. INCOMPLETE SIDEWALKS
2. INCONSPICUOUS BIKE LANE
3. INCONSPICUOUS BIKE LANE
4. SHORT CROSSING TIMES
5. INCOMPLETE SIDEWALKS

POTENTIAL IMPROVEMENTS

1. COMPLETE SIDEWALKS
2. MORE TREES
3. STORM WATER MANAGEMENT
4. PEDESTRIAN REFUGE
5. MORE VISIBLE CROSSWALKS
6. PROTECTED BIKE LANE
7. INCREASED CROSSING TIMES
ENHANCING GATEWAY AREA STREETS

WHITNEY ROAD

EXISTING CONDITIONS
1. INCONSPICUOUS CROSSWALKS
2. NO BIKE LANE

POTENTIAL IMPROVEMENTS
1. STORM WATER MANAGEMENT
2. MORE VISIBLE CROSSWALKS
3. NEW BIKE LANE
The completion of 126th Avenue North will provide a vital East-West connection through the proposed Eco-Industrial District. Pinellas County is currently in the process of conducting a Project Development and Environment (PD&E) study for 126th Avenue North Improvements. The proposed roadway and intersection improvements also include the addition of bike lanes, sidewalks and a 12-foot wide shared-use trail which would be a segment of the south gap of the planned Pinellas Trail Loop. The improvements will provide vital connections to enhance multi-modal transportation needs and economic development opportunities of the area. The completion of the project will relieve local traffic congestion and improve access to existing businesses while also being an added benefit in attracting new businesses.
ACCOMMODATING FREIGHT NETWORK

The Gateway’s strategic location provides access to a number of key transportation and freight facilities that are essential to the economic success of the Gateway. These include the highway system (I-275, US 19, US 92), CSX railroads, PIE, Port of St. Petersburg and Port of Tampa, State highways and general aviation airports. There is a need to balance access by large trucks with those of bicycles, pedestrians and transit users in the different land use contexts within the Gateway. By expanding the grid and providing alternative transportation modes as well as through design improvements routes that have already been identified for freight movement can support industrial activity and enhance the economic competitiveness of the area while limiting conflicts.

The 2018 Tampa Bay Regional Strategic Freight Plan was developed in response to a steadily increasing emphasis in improving the reliability of freight transport in support of economic development goals. The Strategic Freight Plan provides guidance for freight corridor function, relative to the land uses and activities within the corridor and the shared users of the corridor. The Gateway hosts a number of Regional Freight Mobility Corridors that host high volumes of truck traffic while having a secondary role of distributing freight to commercial and other local destinations. These corridors also serve as important corridors for commuters traveling to major employment centers. The Regional Freight Mobility Corridors in the Gateway are a vital part of the freight roadway network and future improvements must maintain adequate capacity and efficient operations while addressing safety.

The Gateway’s prominent cluster of industrial employment has resulted in a condition in which nearly every major road is impacted by freight traffic. It is critical that improvements are made to the road network that consider both streamlining the movement of goods and the safety of other users. Traffic and safety issues in the Gateway will be addressed as local connections such as I26th Avenue North and I02nd Avenue North are improved. These streets will feature new multi-modal connections and increased capacity that will alleviate congestion and incompatible uses along major freight routes. A strong network of local connections, safe paths and trails will all contribute to a more streamlined and safe road network.

While the Gateway Master Plan did not analyze freight traffic movement, the improvements and changes to the following corridors should be evaluated relative to the strategies in the 2018 Tampa Bay Regional Strategic Freight Plan.

» Bryan Dairy Road
» Gandy Boulevard (US 92)
» I-275
» Roosevelt Boulevard (SR 688)
» Ulmerton Road (SR 686)
» US 19

49th Street North while not a designated Regional Freight Mobility Corridor, is a high priority North South route for truck traffic as well as local traffic.

PROVIDING SAFE PEDESTRIAN AND BIKE CONNECTIONS THROUGHOUT THE GATEWAY.

Lack of network connections forces traffic onto congested corridors with significant crashes at peak times of day (i.e. nearly 40% of all crashes occur during 5 hours of the day) as well as a significant number of injury crashes. There is a lack of safe pedestrian and bicycle crossings at major intersections and at mid-block locations on high speed roadways. Addressing pedestrian safety within the Gateway is a priority for multimodal improvements.
FIGURE 69. IMPROVING SAFETY IN THE GATEWAY
The following toolkits should be applied to the top priority areas –

» Pedestrian Safety Toolkit
» Addressing Equity
» Providing an Active Transportation Network

**PEDESTRIAN SAFETY TOOLKIT**

**UTILIZE ROADWAY DESIGN TO REDUCE HAZARDS AND CRASH RATES**

» Adequate width
» Continuous and connected sidewalks
» Pedestrian-scale lighting and intersection/crosswalk lighting
» Pedestrian amenities (trees to provide shade)
» Speed management
» Reduced roadway lane widths
» Minimizing or consolidating driveways where appropriate

**IMPROVED CROSSINGS AND INTERSECTIONS**

» Reduce curb radii
» Marked crosswalks; ADA ramp upgrades
» Pedestrian crossing signals and sufficient crossing times

**PROVIDE ADDITIONAL SAFETY MEASURES AT SCHOOL CROSSINGS AND OTHER HIGH PEDESTRIAN ACTIVITY AREAS.**

» Enhance visibility with lighting and advance warning signs that exceed minimum standards
» Add grade-separated crossings, particularly in areas identified as a Priority Safety Areas on Figure 69 (including Ulmerton Road, Roosevelt Boulevard and trail crossings)

**ADDRESSING EQUITY**

Equity is a critical piece of transportation policy and should be a key metric for all investments in the Gateway. Transportation policies that have focused on moving large numbers of automobiles very quickly have had significant impacts on low-income communities as well as seniors and others who depend on public and alternative modes of transportation. Mobility Lab which was launched in 2010 as a research center and information source for transportation behavior and policy proposes that “Access to reliable and affordable transportation is essential to addressing poverty, unemployment, obesity, and a variety of other social ills.” (https://mobilitylab.org/equity/) As such it will be critical to provide the economically and socially disadvantaged populations within the Gateway additional mobility options. Particularly, improvements should take into consideration:

» Best practices for First-Last Mile connections which will improve the ridership experience and access to transit. This includes investments in comfortable and safe connections to transit (improved sidewalks, trails).
» Implementation of wayfinding and signage systems.
» Providing multimodal connectivity between residential and employment and mixed-use centers (with emphasis on nonmotorized travel modes such as bicycling, walking and transit use).
» Access to shared micromobility (e-bike share, e-scooter share).
» Ride-hailing and on-demand services.

Advantage Pinellas, the Long Range Transportation Plan (LRTP) recognizes that addressing equity is critical and a key goal of the LRTP is to “Achieve an Efficient, Effective, Equitable, Safe and Complementary Multimodal Transportation Network in Pinellas County and Throughout the Tampa Bay Region that Provides Viable Travel Options for all Transportation Users”.
PROVIDING AN ACTIVE TRANSPORTATION NETWORK

An Active Transportation Network of any form of human powered transportation (walking, bicycling, wheelchair, in-line skate, skateboards, scooters, etc.) By providing a connected network of trails and protected bike lanes an Active Transportation Network can provide safe transportation options while supporting community health and well-being. Priorities for the Gateway include completion of the Pinellas Trail Loop, Cross Bayou Canal Trail, and providing protected Bike Lanes that can connect users to major employment centers, residential areas, community assets, open spaces as well as to transit hubs and other amenities. Additionally, improved walkability, especially in development concept areas is a key feature of this plan’s recommendations.

NEXT STEPS VISION ZERO

First adopted as a national policy in Sweden in 1997, Vision Zero is a strategy to eliminate all traffic-related deaths and severe injuries, while increasing safety, health, and mobility for all. In Sweden, traffic-related deaths have since dropped by 30%. In the United States, cities of all sizes have adopted Vision Zero policies.

A number of communities in Florida including Orlando, Hillsborough County, West Palm Beach, and Fort Lauderdale have adopted goals of eliminating traffic fatalities and severe injuries. Forward Pinellas is requesting proposals from qualified firms to provide support for a Vision Zero effort. This will include a branding and public outreach effort, developing demonstration projects and developing a toolbox to implement and support Vision Zero efforts throughout Pinellas County. Having a Vision Zero Plan for Pinellas County will support the Gateway Master Plan’s Multi-Modal Transit vision by identifying the specific goals, polices and projects for implementation.

IMPLEMENTING PREMIUM TRANSIT AND PROVIDING FIRST AND LAST MILE SOLUTIONS.

In addition to the roadway capacity improvements that FDOT is already engaged in, providing viable transportation alternatives to reduce auto dependence will need to be part of the strategy to addressing mobility within the Gateway.

REGIONAL TRANSIT SPINE

The Gateway Master Plan proposes US 19 and East Bay Drive/Roosevelt Boulevard as future Regional Transit Spines that can support Bus Rapid Transit, light or commuter rail systems and integrate with proposed inter-modal systems in order to increase choice ridership within the Gateway and to support regional connections. These regional connections such as a future Central Avenue BRT will directly connect to major regional activity centers such as Downtown St. Petersburg.
TRANSIT STOP ENHANCEMENTS

Improvements to existing PSTA bus stops as well as future transit stop enhancements can improve the user experience and support increased ridership. Transit Stop Enhancements may include:

» Benches
» Bike racks
» Bollards to separate pedestrian and vehicular areas
» Landscaping to enhance image and attractiveness, provide shade and reduce heat island
» Lighting to support safety
» Shelter to provide protection from sun, rain and wind
» Signage and wayfinding
» Trash bins

FIRST AND LAST MILE SOLUTIONS

With large distances between activity nodes and transit hubs, a mobility plan for the gateway will need to ensure that First/Last mile connections are available to support transit usage and incorporate technological advancements. These First/Last mile solutions can connect users with current PSTA routes as well as future Intermodal investments.

» Look at business opportunities for first/last mile solutions
» Bike sharing and bike parking
» Bus service
» Car sharing
» Ride hailing services
» Scooter
» Shuttles (Could include autonomous, fixed and demand response)

INTEGRATING LAND USE AND TRANSPORTATION TO SUPPORT MULTI-MODAL TRANSIT ACCESS

Land use strategies should be carefully integrated into the overall mobility plan. An understanding of the land use characteristics needed to support public transportation, walking, and bicycling include: population and employment density; balanced mix of land uses; design considerations including street layout and block widths that can support pedestrian movements; and distance to transit. The Gateway includes a number of existing and proposed mixed-use hubs (Carillon, Bay Vista, ICOT and Koger Executive Center) that can be further enhanced to support multi-modal transportation while also helping to reduce parking demand.

PARKING BEST PRACTICES TOOLKIT

Create a parking approach that allows for centralized (and shared) parking facilities with comfortable supporting pedestrian facilities in mixed-use nodes so that residents, employees, customers can walk between multiple destinations while devoting less land to parking cars. Tools may include:

» Invest in innovative approaches to parking that utilize smart city technologies to maximize space utilization. This may include Advanced Parking Management Systems (APMS) using web-based format or GPS navigation systems.
» Parking Financial Strategies
» Parking maximums vs. minimums (review codes)
» Transportation Management Association- That can provide remote parking with shuttle
» Park and Ride Facilities
» Shared use and district parking garages (smart garages)
» Pickup/Drop-off Zones (passenger and deliveries)
» On-street space reallocation
» Flexible garage design; Electric charging stations
» Autonomous parking
CHAPTER 5:
IMPLEMENTATION & MEASURING SUCCESS
V. IMPLEMENTATION & MEASURING SUCCESS

IMPLEMENTATION STRATEGY

- PROGRAMME CONTRIBUTION
- PROJECT LEVEL
- ECONOMIC
- DEVELOPMENT TOOLKIT

REGULATORY FRAMEWORK

- FOR IMPLEMENTATION
- ANALYSIS AND RECOMMENDATIONS
- FOR CATALYST SITES
- RECOMMENDATIONS

PRIORITY PROJECTS & ACTIONS

IMPLEMENTATION

CONTINUED MONITORING & MEASURING SUCCESS
DEVELOPMENT STRATEGY

GOALS AND CHALLENGES OF DRIVING REDEVELOPMENT WITHIN THE GATEWAY

Pinellas County’s economic development goal is to attract and retain jobs that pay above-average salaries in qualified targeted industries. According to Pinellas by Design, growth should come from: sectors that generate the highest possible wages, export-oriented businesses that sell 51% or more of their products outside Pinellas County (preferably outside of Florida), and sectors that have the potential to attract or create additional high-wage paying businesses. Additionally, Pinellas County desires to support development of new housing that accommodates the changing population, including a greater diversity of housing typologies (e.g., townhomes, condominiums, apartments, smaller single-family homes, larger executive housing) at various price points to accommodate aging seniors, young professionals/families and working households. Overall quality of life and/or environmental improvements, including open space and trails, are other key priorities areas for the County.

Pinellas County is positioned for redevelopment over the next 20 years. However, future redevelopment potential is dependent on various factors including broader economic conditions or cycles (e.g., macroeconomic changes and/or “redevelopment/infill environment” cycling). Additionally, development within the Gateway is challenged by land limitations and site assembly complications. In many cases, intensification of improved sites and/or rehabilitation of existing buildings is required. Furthermore, the level of public financial intervention may also affect the submarket’s redevelopment potential since current rent levels appear, in many locations, to be insufficient to support new construction.

POTENTIAL PROJECT-LEVEL CONSIDERATIONS

Given the various challenges associated with redevelopment within the Gateway, there is a need for a multifaceted approach. Successful redevelopment projects will need the public sector to go beyond traditional planning and regulatory efforts to establish a realistic and market-feasible vision shared and supported by the community. This requires detailed market and financial analyses, site analyses to ensure the redevelopment projects are consistent with site realities and capacities, and adherence to community goals. Given the unique conditions for each subarea, a detailed implementation strategy should be developed at the site level, based on the following key considerations.

COMMUNITY VISION/POLITICAL SUPPORT

Securing buy-in for the overall redevelopment vision, as crafted during the Gateway Master Plan process, through Inter-local agreements and/or memorandum(s) of understanding, helps coordinate efforts among governmental bodies while building and memorializing political support. At the next level, clearly defined priority sites/projects within priority subareas, endorsed by the County and municipalities, sends signals to the development community that the public sector is aligned and focused on supporting targeted redevelopment efforts. Likewise, if sites/projects are not defined as priorities, it may encourage staff to de-prioritize those projects.

LAND

Certain real estate products require particular site sizes, adjacencies and access assets. Redevelopment of subareas will depend on each site’s
ownership’s goals, as well as site conditions and capacity to develop for priority land uses. Redevelopment within the subareas could occur on either publicly- or privately-owned sites. While the public sector does not necessarily have to own or acquire a development site, a clear strategy for site control and plan to make the site “development ready” helps facilitate redevelopment efforts. If control of multiple, separately-owned parcels is required to achieve the vision of the subarea, the public sector may need to take an active role in the site assembly process. Additionally, to the extent needed, public sector financial resources may be required to support redevelopment projects dealing with extraordinary land (re)development costs such as demolition, site remediation, and on- and off-site infrastructure.

MARKET FEASIBILITY

SB Friedman’s market assessments of the Gateway indicate that there is market demand for a substantial amount of new development over the next 20 years. However, markets are always evolving based on changing demographics, business, consumer, employer and employee needs and preferences, new competition, and other factors. To the extent that there is limited market demand for the development of a strategically important land use due to market conditions (e.g., achievable rents) constraining financial feasibility, the public sector may need to provide financial support to make the development of desired land uses feasible.

FINANCIAL FEASIBILITY

In order for developers to attract capital to a development project, that project must generate adequate financial returns. Most development projects are financially feasible without public sector incentives/assistance; however, some require public sector help to be feasible, and some are not financially feasible with or without assistance in the near term. SB Friedman’s preliminary analyses indicate that development for some land uses in the Gateway may not be financial feasible in the near-term, depending on a variety of factors including: land price, market rents, and extraordinary development costs (e.g., costs of relocation, existing ground and building lease terms, building demolition, increased detention costs, and environmental remediation).

Both the public and private sectors play a vital role in delivering challenging projects. Public sector financial assistance should be based on the “but for…” principle, confirmed via an analysis of the project’s pro forma and funding gap. Structuring of any public financial assistance must work for the project and its funders while protecting the public sector investment and desired policy outcomes.

PRELIMINARY STRATEGY AND ECONOMIC IMPACT ASSESSMENT FOR SELECTED PROJECTS

SB Friedman conducted a high-level assessment of development strategy and operational economic impacts for three selected subareas of the Gateway: the Eco-Industrial Park at AIRCO, the Eco-Industrial Park at 126th Avenue, and the mixed-use employment center at the ICOT Center (collectively, the “Subareas”).

ECONOMIC IMPACT METHODOLOGY

SB Friedman estimated the economic impact related to the projected stabilized annual business operations of each subarea and, to the extent applicable, the spending activity of visitors to the County associated with new hotel nights. We estimated the net new hypothetical annual business operations for each subarea by calculating the net new building square
footage resulting from WRT’s conceptual site plans compared to current building square footages in each subarea. For the purpose of projecting economic impacts, net new building square footage was assumed to be occupied by businesses in office, industrial and retail sectors based on the County’s list of Targeted Industries (by NAICS code). The selected sectors were chosen based on the typical type of space occupied and do not necessarily indicate that there is sufficient market demand for that specific sector in Pinellas County.

To project direct, indirect and induced economic impacts within Pinellas County, we used IMPLAN Professional® software (an industry standard input-output model that accounts for both the direct and indirect economic impact of an industry). SB Friedman estimated the following economic impacts:

» Jobs: Employment includes full-time, part-time and seasonal workers, and therefore does not represent full-time-equivalents (FTEs). SB Friedman converted jobs estimates to FTE jobs using the FTE conversion table provided by IMPLAN.

» Salaries and Benefits: Total payroll cost of wage and salary employees to the employer. This includes wages and salaries, all benefits (e.g., health, retirement), and payroll taxes (both sides of social security, unemployment insurance taxes, etc.).

» Economic Activity: The value of industry production, as estimated by revenue.

As direct impacts enter the economy, they support additional jobs, payroll and economic activity in the region, creating a multiplier effect. Direct impacts related to the business operations were estimated using Gateway-specific generation ratios, such as sales per square foot, employees per square foot, and daily visitor spending assumptions, as outlined in Table 1. Impact estimates from IMPLAN are projections and are subject to change. The impact numbers in this report are presented in 2019 dollars.

---

**TABLE 1. GATEWAY – OUTPUT GENERATION RATIO ASSUMPTIONS**
ECO-INDUSTRIAL PARK AT AIRCO

The AIRCO Subarea is currently vacant. The Eco-Industrial Park at AIRCO is envisioned as an advanced manufacturing industrial campus with district-level infrastructure, shared facilities and amenities. A preliminary concept plan for the AIRCO Subarea (the “AIRCO site plan”) is contemplated as part of the ongoing St. Pete-Clearwater International Airport Master Plan process. The AIRCO site plan allocates approximately 80.1 acres for aviation-related development and 45.4 acres for compatible non-aeronautical uses. The remaining 5.5 acres is dedicated for access road right-of-way, utility right-of-way, and stormwater management system improvements.

For the purposes of estimating the potential economic impact associated with future business operations within the net new buildable square footage of the Eco-Industrial Park at AIRCO, this analysis considers the 260,000 square feet of airport-related uses, as contemplated in the AIRCO site plan, as well

---

**TABLE 2. NET NEW DEVELOPMENT SQUARE FOOTAGE BY LAND USE WITHIN THE ECO INDUSTRIAL PARK AT AIRCO**

<table>
<thead>
<tr>
<th>IMPLAN Category</th>
<th>Existing Square Feet</th>
<th>Proposed New Development Square Feet/Units</th>
<th>Net New Square Feet</th>
</tr>
</thead>
<tbody>
<tr>
<td>SUPPORTING INDUSTRIAL DEVELOPMENT</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Aircraft Engine and Engine Parts Manufacturing</td>
<td>131,842</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Data Processing, Hosting, and Related Services</td>
<td>131,842</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Plastics and Resin Manufacturing</td>
<td>131,842</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: CoStar, Pinellas County Property Appraiser’s Office, SB Friedman, WRT

[1] Total does not sum due to rounding
as an additional 395,525 square feet of non-aviation industrial uses. Buildable square footage for non-aviation uses was derived by assuming a floor-to-area ratio (“FAR”) of 0.2. Given that the Airco Subarea is entirely vacant, net new square footage within the subarea is equal to the entire proposed development program. Anticipated net new building square footage by land use is summarized in Table 2.

Development Considerations

The AIRCO Subarea provides an opportunity for new industrial development that supports the County’s goals for leveraging County-owned land for economic development, focused on attracting Targeted Industries such as Aviation and Aerospace Businesses, Advanced Manufacturing, and Financial Services.

The AIRCO Subarea is located within a vulnerable coastal region that may impact its development potential and require a sensitive approach to developing the subarea. A portion of the AIRCO Subarea sits within the 100-year floodplain and the Coastal High Hazard Area. Additional studies are required to determine the amount and location of buildable land within the Airco Subarea. These studies are a key first step in facilitating future development and will further inform next steps and development strategy.

Estimated Operational Economic Impact of the Eco-Industrial Park at AIRCO

At full build-out and occupancy, the estimated business operations of the Eco-Industrial Park at AIRCO are projected to generate over $676 million in industrial economic activity annually, with nearly 76% in Targeted Industries. Upon stabilization, the business operations are projected to create 1,196 direct FTE jobs with annual salaries and benefits totaling $86.4 million. In addition, the business operations within the proposed Eco-Industrial Park at AIRCO are projected to contribute 1,977 annual indirect and induced FTE jobs and generate over $323 million in annual indirect and induced economic activity for the County. Projected impacts are summarized in Table 3.

| TABLE 3. ESTIMATED ANNUAL ECONOMIC IMPACT OF BUSINESS OPERATIONS AT THE AIRCO ECO INDUSTRIAL PARK [1] |
|-------------------------------------------------|-------------------------------------------------|
| Impact | Jobs (FTE) | Salaries & Benefits (millions) | Economic Activity (millions) |
| Direct | 1,196 | $86.4 | $676.4 |
| Indirect & Induced | 1,977 | $100.0 | $323.4 |
| Total | 3,173 | $186.4 | $999.8 |

Source: IMPLAN; SB Friedman

The Eco-Industrial Park at 126th Avenue is envisioned as an advanced manufacturing industrial campus with district-level infrastructure, shared facilities and amenities. Flexible parcel sizes are anticipated to accommodate a range of industrial users with smaller-format parcels generally accommodating building footprints around 60,000 square feet and larger-format parcels accommodating buildings up to 450,000 square feet.

The Eco-Industrial Park at 126th Avenue is estimated to comprise 1.6 million total square feet of industrial and flex development at completion. Currently, the subarea comprises approximately 6,000 square feet of office space, 690,000 industrial space, and various other uses, of which 375,000 square feet are anticipated to remain as is in the future. SB Friedman allocated new industrial development into hypothetical sectors based on the County’s goals for attracting new tenants in Targeted Industries. Estimated net new building square footage by land use and hypothetical industry sector is summarized in Table 4.

Development Considerations of the Eco-Industrial Park at 126th Avenue

The Eco-Industrial Park at 126th Avenue was chosen as a selected subarea to demonstrate potential high-level strategy considerations for site consolidation and development of shared infrastructure as an approach to support targeted industrial development. There is strong market potential for new industrial development within the Gateway. However, industrial developers typically prefer shovel-ready sites, which are limited in the County. Creating larger sites with improved infrastructure could help support new industrial development that would otherwise not occur.
There are relatively few major property owners in this subarea. Thus, redevelopment as contemplated in the Gateway Master Plan will likely require site assembly. Major property owners include: Sunshine Industrial (83 acres), Carr-Rubin Associates (42 acres), UPS (37 acres), Catholic Charities Housing (18 acres), BT 126th Enterprises (10 acres) and Tri J Realty (6 acres). Current land uses are predominately lower-intensity industrial and scrapyard with a smaller office building fronting Ulmerton Road. There are also significant underutilized areas that could be intensified. At this time, it is unclear if the property owners’ goals and timelines align with public policy goals for redevelopment as an eco-industrial park.

Financial feasibility may be challenged by existing business leases and the extraordinary development costs of developing an eco-industrial park with shared resources and “green buildings.” According to the U.S. Environmental Protection Agency, “Green building is the practice of creating structures and using processes that are environmentally responsible and resource-efficient throughout a building’s life-cycle from siting to design, construction, operation, maintenance, renovation and deconstruction.” Building to these standards increases construction costs, however, these types of buildings tend to have lower operating expenses. It is often a project-specific calculation as to whether building to green standards is financially feasible.

**TABLE 4. NET NEW DEVELOPMENT SQUARE FOOTAGE BY LAND USE WITHIN THE ECO-INDUSTRIAL PARK AT 126TH AVENUE**

<table>
<thead>
<tr>
<th>IMPLAN Category</th>
<th>Existing (SF)</th>
<th>Proposed New Development (SF)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Electronic Computer Manufacturing</td>
<td>121,365</td>
<td>121,365</td>
</tr>
<tr>
<td>Explosive Manufacturing</td>
<td>121,365</td>
<td>121,365</td>
</tr>
<tr>
<td>Accounting</td>
<td>(6,239)</td>
<td></td>
</tr>
</tbody>
</table>

Source: Pinellas County Appraiser’s Office; SB Friedman; WRT
without public sector support. While some buildings are anticipated to remain within the subarea, there are a number of buildings that will require demolition and possibly current tenant relocation, which could also be costly.

Many new industrial developments and parks devote a significant portion of their land to stormwater management. There are many best practices for stormwater management, but they are typically implemented by individual landowners and operate in isolation from one another. A key aspect of the Eco-Industrial Park at 126th Avenue is the plan for shared facilities between users within the park. Shared stormwater facilities could allow industrial users to develop more building square feet within the subarea and have more flexibility during site design. A variety of methods could be used at different scales to manage stormwater in a unified manner. A site-specific shared resource plan should be developed to provide guidelines for how stormwater can be managed effectively and provide guidance on potential maintenance cost-sharing structures, as applicable.

---

**Estimated Operational Economic Impact**

Estimated business operations of the Eco-Industrial Park at 126th Avenue are projected to generate nearly $860 million in direct industrial economic activity annually, all of which are assumed to be from companies working in Targeted Industries. Upon stabilization, operations of the Eco-Industrial Park are projected to create 1,665 direct FTE jobs with annual salaries totaling $174.1 million. In addition, the proposed Eco-Industrial Park at 126th Avenue is projected to contribute 3,257 annual indirect and induced FTE jobs and generate approximately $567.2 million in annual indirect and induced economic output for the County. Projected economic impacts are summarized in the **Table 5**.

---

**Table 5. Estimated Annual Economic Impact of Business Operations at the 126th Avenue Eco-Industrial Park [1]**

<table>
<thead>
<tr>
<th>Impact</th>
<th>Jobs (FTE)</th>
<th>Salaries &amp; Benefits (millions)</th>
<th>Economic Activity (millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct</td>
<td>1,665</td>
<td>$174.1</td>
<td>$859.6</td>
</tr>
<tr>
<td>Indirect &amp; Induced</td>
<td>3,257</td>
<td>$171.4</td>
<td>$567.2</td>
</tr>
<tr>
<td>Total</td>
<td>4,922</td>
<td>$345.6</td>
<td>$1,426.8</td>
</tr>
</tbody>
</table>

Source: IMPLAN; SB Friedman

[THIS PAGE INTENTIONALLY LEFT BLANK]
ICOT-MIXED USE EMPLOYMENT DISTRICT

The redevelopment of the ICOT Center is envisioned as a mixed-use center with residential, office and walkable retail connected to green spaces. The conceptual plan for the ICOT Center comprises 264,000 square feet of office and retail uses, 83 residential units, and 228 hotel rooms. Currently, the subarea comprises approximately 68,000 square feet of office space. Estimated net new building square footage by land use and hypothetical industry sector is summarized in Table 6.

DEVELOPMENT CONSIDERATIONS FOR ICOT CENTER

As a larger contiguous property with a single owner, the ICOT Center was chosen as a selected subarea to demonstrate a potential strategy for demolition and intensification of an underutilized property with a mixed-use development. Mixed-use developments aim to blend compatible land uses, public amenities and utilities at various scales and intensities. Benefits of mixed-use developments include: reducing automobile dependency, creating a local sense of place, increasing housing options for various household types, and activating areas for more hours of the day. At this time, it is unclear if the property owner’s goals align with public policy goals for redevelopment as a mixed-use employment center.

The conceptual plan for this subarea currently contemplates vertical mixed-use development, which can often be more complex and costly than single-use development or horizontal mixed use. From a financial feasibility perspective, mixed-use development can be more challenging than single-use development due to financing, construction, leasing and management complexities. Mixed-use developments also typically have longer development periods (especially if phasing is involved), higher risk perception.
for potential equity partners, and higher construction costs than single-use development of similar size and scale.

While the subarea plan calls for vertical mixed-use development, proposed land uses must garner enough market demand in their own rights. In the near term, there is likely market potential for hotel and higher-end apartments. With its location fronting the highly trafficked Ulmerton Road, the subarea is ideally located for smaller-scale supportive retail development as part of a mixed-use development strategy. The retail sites should be strategically located to maximize visibility from Ulmerton Road and would likely be convenience-oriented and more neighborhood-serving. There may be additional potential for suburban-format office development in the middle term.

<table>
<thead>
<tr>
<th>IMPLAN Category</th>
<th>Existing Square Feet</th>
<th>Proposed New Development Square Feet/Units</th>
<th>Net New Square Feet/Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>OFFICE</td>
<td>67,641</td>
<td>200,000</td>
<td>132,359</td>
</tr>
<tr>
<td>Corporate, Subsidiary and Regional Managing Offices</td>
<td>66,180</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mortgage and Nonmortgage Loan Brokers</td>
<td>66,180</td>
<td></td>
<td></td>
</tr>
<tr>
<td>RETAIL</td>
<td></td>
<td>64,000</td>
<td>64,000</td>
</tr>
<tr>
<td>Full-Service Restaurants</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Limited-Service Restaurants</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retail – Miscellaneous Store Retailers</td>
<td>19,200</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retail – Personal Care Services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HOTEL</td>
<td>83</td>
<td></td>
<td></td>
</tr>
<tr>
<td>RESIDENTIAL MULTIFAMILY</td>
<td>228</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Pinellas County Appraiser's Office; SB Friedman; WRT
Estimated Operational Economic Impact of Business Operations at ICOT Center

The projected business operations within the mixed-use development at ICOT Center are estimated to generate more than $152 million in office and retail economic activity annually, with nearly 85% of the building square feet occupied by Targeted Industries. Upon stabilization, the business operations within the redeveloped ICOT Center are projected to create 995 direct FTE jobs with annual salaries totaling $68.2 million. In addition, the operations within the proposed ICOT Center development are projected to contribute 1,027 annual indirect and induced FTE jobs and generate $164.4 million in annual indirect and induced economic output for the County. Projected impacts are summarized in Table 7.

Visitor Spending Economic Impact

The visitor spending associated with the proposed hotel is expected to create further economic benefits for Pinellas County. Visitors staying at the proposed hotel are projected to generate nearly $12 million in retail and food, hospitality and beverage expenditures annually, with over 65% spent at hotels. Upon stabilization, visitor spending is projected to create 133 direct FTE jobs with annual salaries totaling $4.1 million. In addition, visitor spending is projected to contribute 58 annual indirect and induced FTE jobs and generate $9.2 million in annual indirect and induced economic output for the County. Indirect and induced jobs created include, but are not limited to, full-service restaurants, retail, real estate and hospitals. Projected economic impacts are further summarized in Table 8.

### Table 7. Estimated Annual Economic Impact of Business Operations at ICOT Center [I]

<table>
<thead>
<tr>
<th>Impact</th>
<th>Jobs (FTE)</th>
<th>Salaries &amp; Benefits (millions)</th>
<th>Economic Activity (millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct</td>
<td>133</td>
<td>117.7</td>
<td>$317.1</td>
</tr>
<tr>
<td>Indirect &amp; Induced</td>
<td>58</td>
<td>2.7</td>
<td>$11.9</td>
</tr>
<tr>
<td>Total</td>
<td>191</td>
<td>119.4</td>
<td>$328.9</td>
</tr>
</tbody>
</table>

### Table 8. Estimated Annual Economic Impact of Visitor Spending Associated with the ICOT Center [I]

<table>
<thead>
<tr>
<th>Impact</th>
<th>Jobs (FTE)</th>
<th>Salaries &amp; Benefits (millions)</th>
<th>Economic Activity (millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct</td>
<td>995</td>
<td>68.2</td>
<td>$152.7</td>
</tr>
<tr>
<td>Indirect &amp; Induced</td>
<td>1,027</td>
<td>6.8</td>
<td>$164.4</td>
</tr>
<tr>
<td>Total</td>
<td>2,022</td>
<td>75.0</td>
<td>$317.1</td>
</tr>
</tbody>
</table>

Source: IMPLAN, SB Friedman

[I] The impact numbers in this report are presented in 2019 dollars.
ECONOMIC DEVELOPMENT TOOLKIT

There are various local, state and federal incentives and programs that can be utilized to support redevelopment efforts throughout the Gateway.

LOCAL INCENTIVES AND PROGRAMS

Local incentives and programs are available to address site assembly, financial feasibility, workforce development and regulatory barriers impacting redevelopment of the Gateway. Assistance tools are available from a variety of local entities including Pinellas County, Pinellas County Economic Development (PCED), local Community Redevelopment Areas (CRAs), and other municipal sources. The various tools include Penny for Pinellas funding for strategic capital projects, direct incentives for job growth, sales exemptions, and fee waivers. Additionally, special neighborhood/business improvement districts could be created within specific areas of the Gateway to levy a commercial property tax assessment to support a variety of programs to keep the district clean and secure, promote marketing projects, host special events, beautify the public realm, make capital improvements, facilitate economic development, enhance access to parking and transportation, and support new business relationships. The specific tool(s) utilized will depend on the specific barrier(s) to development being addressed and the specific use(s) of funds. Given the limited resources available, projects that best meet municipal and/or County redevelopment goals should be prioritized.

STATE INCENTIVES AND PROGRAMS

State incentives and programs are available to address challenges related to financial feasibility impacting redevelopment of the Gateway. The various tools include investments in tax credits, job creation tax rebates, industrial development revenue bonds, grants and tax exemptions. The specific tool or program utilized will depend on the specific barrier(s) to development being addressed and the specific use(s) of funds. Given the limited resources available and competitive nature of many incentive programs, requests for funding should be prioritized for projects that most conform to state policy goals for the incentive program. Available tools and funding support changes regularly so regularly revisiting and updating the funded state tools list is good practice.

FEDERAL INCENTIVES AND PROGRAMS

Federal incentives and programs are available to address challenges related to financial feasibility and public infrastructure impacting redevelopment potential of the Gateway. Available tools and programs include New Markets Tax Credits (NMTCs), community development block grants (CDBGs), opportunity zones, brownfield revitalization grants, and federal transportation grants. The specific tool or program used will depend on the specific barrier(s) to development being addressed and the specific use(s) of funds. Given the limited resources available and very competitive nature of many federal incentive programs, projects that best meet federal policy goals should be prioritized when applying for funds. Some federal programs require a local match. Thus, to the extent possible, local and state programs could be leveraged to attract federal funds. Available tools and funding support changes regularly so regularly revisiting and updating the funded federal tools list is good practice.
MULTIMODAL STRATEGY
CONSIDERATIONS

The Pinellas Gateway area provides a prime opportunity to stitch together local sub districts and create a more dynamic economic center that will link Pinellas County with other regional destinations around the Tampa Bay area. The master plan for the Gateway area will focus on building local and regional partnerships to guide future development and transportation improvements to achieve this economic destination.

The Gateway’s current transportation system produces several challenges such as a disjointed network that affects all modes of transportation. The vision for the Gateway is a well-connected transportation system that provides safe, efficient and accessible access for all modes of travel and all trip purposes which include local trips, access trips (arriving to the Gateway area), and regional trips.

It is envisioned that the intermodal center will be connected to the sub districts via transit (local and regional), bicycle/pedestrian connections (including local improvements adjacent to the site), as well as through an improved street network that will provide additional mobility in the greater Gateway area.
FIRST/LAST MILE SOLUTIONS

The Gateway area requires a range of first/last mile mobility solutions to meet the diversity of user needs and improve overall connectivity between district destination, activity centers and within subdistricts, including the following:

**Micro-mobility Programs (Short-Term)**

- Develop a bikeshare program to serve the major employment and mixed-use office parks.
- Coordinate with the Carillon Office Park to sponsor bike share facilities connecting to on-site retail, hospitality, and recreational amenities.
- Coordinate with existing vendors (i.e., Coast Bike) and consider other vendors for expansion into Gateway.
- Work with the municipalities to implement a scooters program in the Gateway consistent with their pilot and/or expansion program.

**Bike/ped network gap reduction (Mid-Term)**

- Work with business stakeholders to address sidewalk, trail and bicycle projects and prioritize improvements.
- Coordinate with local jurisdictions to address sidewalk, trail and bicycle projects and prioritize improvements.

**Carsharing and Commuter Assistance Programs (Short-Term)**

- Coordinate with the TBARTA Vanpool program to increase car-sharing for commuting.
- Implement a priority parking program for registered carsharing and vanpools.
- Develop a partnership with carsharing and rental car providers to provide vehicles at select locations.
- Develop an incentive programs for alternative commuting options (bike sharing, car sharing, transit etc.

**First/Last Mile and On-Demand Circulators (Mid-Term)**

- Coordinate with PSTA to expand the Direct Connect service that operates under partnership agreements with Uber, United Taxi, and Wheelchair Transport.
- Develop a circulator service (including financing/operations plan) to provide first/last mile service connections within a 3-mile radius service area to the PSTA transit transfer center, major stops, and (future) Intermodal Center.

**Mobility Tools (Mid-Term)**

- Work with PSTA to provide mobility trip planning tools or app that allow users to determine the most appropriate mode of access.
- Website that will aggregate resources and transportation services for a wide range of users, including residents and visitors.
- Real-time info on parking.
- “Fastest transportation option right now” information.

**Evaluate existing gaps in sidewalk and trail network**

**Improve facilities (i.e., sidewalks, bike paths, landscaping, signage, and lighting)**

- Bicycle Treatments - Color treated bicycle lanes, buffered bicycle lanes.

**Transportation Management Association (TMA) (Mid-Term)**
» Develop a TMA to coordinate the various strategies and work with the public and private agencies to fund the improvements

FIRST/LAST MILE SOLUTIONS TIMELINE

SHORT-TERM

» Identify Shared Micromobility locations (with large concentrations of employment/population)
» Explore partnership opportunities with PSTA to start an on-demand door-to bus stop service or circulator

MID-TERM

» Start Shared Micromobility programs
» PSTA to implement a pilot program for an on-demand door-to bus stop service in the area or a circulator trial
» Code changes to incentivize sidewalk enhancements/fill sidewalk gaps within private developments
» County & Municipalities to work on design/funding of highest local street network gap priorities in conjunction with business stakeholders
» County & Municipalities to work on design/funding for highest sidewalk, bicycle and trail priorities
» PSTA recommended specific stop locations and routes for the circulator

LONG-TERM

» PSTA to expand on-demand door-to bus stop service
» Implement road safety audit suggestions for major intersections
» Expand the Shared Micromobility programs to other sites/areas within the Gateway

SOLUTIONS FOR BIG INTERSECTIONS/HOW DO WE OVERCOME BARRIERS WITH BIG INTERSECTIONS?

Overall strategies for large intersections should include the following:

» Reduce crossing distance
» Reduce intersection turn radius
» If curb cannot be extended to reduce turn radius, provide right-turn channelization islands/refuge
» Provide trails or off-street facilities instead of on-street bicycle lanes
» Lighting improvements
» LED blankouts (Yield to Peds, No right turns)
» Conduct road safety audits (RSA) with FDOT to identify and program safety projects (implement those that are feasible such as from the Roosevelt Blvd & 28th Street RSA from 2011).
» Work with private developments to fill sidewalk barriers at main intersections and within the catalytic sites

SPECIFIC INTERSECTIONS

Ulmerton Road & Carillon Parkway Area

» In short-term conduct Road Safety Audit. Provide sidewalk connections and provide right-turn channelization islands/refuge, add LED blankout signs on mast arms (Yield to Peds, No right turns)
» Mid/Long-term provide a grade separated pedestrian overpass on Ulmerton Road that connects to planned trail facility on the North side
» Long-term consider redesign or frontage roads on Ulmerton for pedestrian and bicycle access to retail.
Roosevelt and 28th Street

» Connecting to proposed trail on the North Side of Roosevelt Boulevard
» Long-term: Implement pedestrian overpass further east of intersection
» Long-term options: consider redesign into a true boulevard. Other considerations could include elevating Roosevelt over the 28th Street intersection.

49th Street North & Ulmerton

» Several short-term improvements. Conduct Road Safety Audit. Provide sidewalk connections and provide right-turn channelization islands/refuge, add LED blankout signs on mast arms (Yield to Peds, No right turns)
» Buffered Bicycle lanes, eventually wider/separated sidewalks for bicyclists and pedestrians
» Crosswalk markings with longitudinal markings spaced to avoid wheel paths of vehicles
» Add right turn markings are the north leg (southbound lanes)
» Connect sidewalks and connect bus stops to commercial areas

THE GATEWAY INTERMODAL CENTER

The Gateway Master Plan is focused on prioritizing mixed-use development and multimodal improvements around the Gateway Intermodal Center (GIC), (see representative rendering on Page I13). Five sites have been identified and screened as part of the FDOT intermodal center facility location study. The FDOT study evaluated public and private land parcels of 5 acres or more within the Gateway area, based upon multimodal access, utility conflicts, environmental constraints, and other factors, and a final site is anticipated to be selected in partnership between FDOT, local municipalities and private development in 2020.

We recommend the following implementation actions:

» 2020: Establish a Gateway Intermodal Center steering committee with representatives from local municipalities and community representatives to participate in the FDOT Intermodal Study for site selection.
» 1-2 years: Determine municipality lead, form partnerships with private developers, FDOT and PSTA. Complete site acquisition.
» 2-3 years: Establish municipal design standards around the intermodal site to improve bicycle and pedestrian connections. Evaluate land use policy changes to support transit-oriented development.
» 5 years: Enhance regional improvements with the I-275 Corridor Tampa Bay Next improvements and the Regional Transit Feasibility Plan.
» 5 -10 years: Construct the regional rapid transit project and improve connections with bus rapid transit.
Conceptual rendering of the Gateway Intermodal Center
REGULATORY FRAMEWORK FOR IMPLEMENTATION

ONE GATEWAY WITH MULTIPLE JURISDICTIONS

The Pinellas Gateway/Mid-County Area consists of land belonging to multiple jurisdictions, including portions of unincorporated Pinellas County and the Cities of Pinellas Park, Largo, and St. Petersburg. And while a key goal of the Gateway/Mid-County Area Master Plan is to create a unified vision for the area, the involvement of multiple local governments and key agency players (including Forward Pinellas, the Florida Department of Transportation, and the Pinellas Suncoast Transit Authority) represents one of the greatest challenges, as well as one of the greatest opportunities, in the implementation of the Master Plan.

The coordination and collaboration required to effectively advance the Master Plan will entail perseverance and continuity on the part of all the agency partners, and indeed, on the part of all the study area stakeholders—including political will from elected officials in each of the jurisdictions.

Each of the local government partners has its own comprehensive plan and land development rules, as well as other regulatory tools and studies. Differing perspectives could present a challenge to the ability to implement the actions needed to achieve the goals for the Gateway. However, there are other planning studies and policies which seek to coordinate decision-making at an areawide scale, or from a systems perspective.

In addition, the partners’ individual comprehensive plans, with their corresponding land development regulations, are required to align with the Countywide Plan (CWP). This document includes Countywide Rules, Countywide Strategies, and a Countywide Plan Map that guides land use planning among the 25 local governments of Pinellas County, including the Gateway partner jurisdictions. The CWP – which is authorized through Chapter 2012-245 of the Laws of Florida, – falls under the purview of Forward Pinellas, in its role as the Pinellas Planning Council, and the Board of County Commissioners acting as the Countywide Planning Authority.

MULTI-LAYERED REGULATORY STRUCTURE

The CWP guides and coordinates land use planning for all local governments within Pinellas County. The Special Act that authorized the preparation of the CWP stems from a collective recognition that plans and decisions made individually, incrementally and cumulatively by local governments have an impact outside of municipal boundaries—not only on adjacent jurisdictions, but also on the County as a whole.

The CWP components provide a broad, unifying land use framework which, to a certain extent, already supports the concepts and strategies proposed in the Gateway/Mid-County Area Master Plan.

The CWP’s overall planning guidance flows down to the local governments, with consistency being required in each locality’s future land use plan and land development regulations. However, local governments have authority to determine appropriate density and intensity standards for land within their jurisdictions. While the CWP offers a “ceiling,” local plans and regulations may be more restrictive.

The adoption of the Gateway/Mid-County Area Master Plan should not cause the existing multi-layered regulatory structure to be upended, or even significantly disrupted. The Master Plan will just add a new lens to the
structure. The local government partners will then need to consider this additional layer of land use guidance when amending local comprehensive plans, future land use maps (FLUMs) and land development regulations applicable to the Gateway area.

The proposed Partners Agreement/Memorandum of Understanding (MOU) should spell out how this new guidance will be integrated into the CWP’s Strategies, Rules and Map, in accordance with Section 6 of Chapter 2012-245, Laws of Florida; and also into the Long-Range Transportation Plan (LRTP), which is closely coordinated with the CWP. Likewise, the MOU should describe the role and responsibility of the local government partners in amending the local plans and regulations to achieve consistency with the CWP. Such amendments must be submitted to Forward Pinellas for consistency review as well as State review, if applicable. Section 10(2), Chapter 2012-245, Laws of Florida explains the consistency requirements for local plans and regulations.

LOCAL PLANNING STATUS

PINELLAS COUNTY COUNTYWIDE PLAN

The CWP consists of three interrelated components which are prepared with input from the 25 local governments in Pinellas County:

» Strategies which inform local policy-making;

» A Map that guides land use planning and orderly growth and development; and

» Rules which provide a framework to ensure consistency with the Strategies and the Map

The current CWP took effect August 7, 2015. The Rules are amended through August 17, 2020. The Map is updated monthly as local government requests for amendments are approved.

The CWP addresses the interrelated countywide issues of land use, transportation, and intergovernmental coordination. Generally, the Plan seeks to channel higher-density redevelopment into activity centers and multimodal corridors that can support a variety of transportation modes, while preserving and enhancing the character of established lower-density neighborhoods. It also protects land needed to support employment, helping to keep high-wage jobs in our community.

Existing Policy Support

Based on these aims, the current CWP already provides to a great extent the framework of land use and strategies necessary to support the recommendations of the Master Plan.

Many goals and strategies in the CWP provide a particularly clear rationale to local governments that need to amend their local plans and regulations to support and advance the vision of the Master Plan.

Potential Policy Gaps

The following gap areas in the CWP could be addressed to support the Gateway/Mid-County Area Master Plan:

» Identify and develop a structure for coordinated, expedited multi-jurisdictional review of development projects within identified catalyst areas which cross municipal boundaries. This could take the form of a one-stop multi-jurisdictional development review body; or a multi-jurisdictional effort to streamline and align review processes for projects within the Gateway/Mid-County Area, particularly catalyst projects. The means for such coordinated review should be sanctioned, at least in principle, in the Partners Agreement/MOU.
» Incorporate relevant policy references to the Master Plan into the CWP goals and strategies, as appropriate.

» Most of the Countywide Plan categories include acreage caps for different land use types that are accommodated within each category. The thresholds are one (1) acre, three (3) acres or five (5) acres. Some categories also include floor area restrictions tied to specific uses. These limitations are very likely to be incompatible with the land use program and mix proposed in this master plan for certain catalyst project areas. An example of this incompatibility is the Bay Vista Office Park. This catalyst area is an existing 153-acre office park located within the City of Largo, designated Residential/Office General (R/OG) in that City’s Future Land Use Map. The City of Largo does not use traditional zoning, so land development is guided by the Future Land Use designation. The R/OG category includes land use caps based on the Countywide Plan Map categories which conflict with the proposed Development Concept:

> Other catalyst areas will require additional review to identify similar incompatibilities due to the Countywide Plan category limitations. Such additional studies are consistent with the proposed MOU, which states, among other things, that “…the [MOU] Parties will each strive to ensure the Gateway Master Plan is reviewed, studied, discussed, and considered at all levels of each respective local government organizational structure”, and “…Forward Pinellas will prioritize the implementation of the Gateway Master Plan when recommending amendments to the Countywide Plan.”

> Two (2) potential paths toward resolving the inconsistencies resulting from the current acreage limitations are described below. Both would require amending the Countywide Plan (text or map, possibly both), as well as amending the corresponding local comprehensive plans.

> Of the two options, the most feasible Option #1 would be to re-designate the catalyst areas to existing future land use categories not subject to.

<table>
<thead>
<tr>
<th>Use Description</th>
<th>Maximum land area allowed</th>
<th>Proposed land use program</th>
<th>Proposed land area (approx.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ancillary nonresidential and transportation/utility</td>
<td>3 acres</td>
<td>Retail, office, green space/green infrastructure, surface and structured parking</td>
<td>153 acres</td>
</tr>
<tr>
<td>Residential</td>
<td>5 acres</td>
<td>Residential</td>
<td>20 acres</td>
</tr>
<tr>
<td>Institutional use (except for public educational facilities which are not subject to this threshold)</td>
<td>5 acres</td>
<td>n/a</td>
<td>n/a</td>
</tr>
<tr>
<td>Personal service/office support</td>
<td>5,000 square feet of floor area</td>
<td>Retail</td>
<td>90,000 square feet (overall)</td>
</tr>
</tbody>
</table>

> acreage caps (e.g., Activity Center, Multimodal Corridor, or Planned Redevelopment District).

> Another possible but not preferred Option #2 would be to create a new future land use category (or categories) solely for the Gateway catalyst areas, either without acreage thresholds or with thresholds more compatible with the catalyst area development goals.

> Both options would allow the development typologies envisioned in the Gateway/Mid-County Area Master Plan also protecting land needed to support employment.
STATUS OF LOCAL COMPREHENSIVE PLANS AND LAND DEVELOPMENT CODES

PINELLAS COUNTY

The Pinellas County Board of County Commissioners approved the most recent major update to the Comprehensive Plan in 2008, but different elements have been amended at various times in more recent years. Pinellas County has been working on an update of the Comprehensive Plan called Plan Pinellas. The update seeks to reorganize and streamline the policy framework, while establishing a new vision of the future more in line with current and anticipated conditions (e.g., focus more on infill and redevelopment). The update process is anticipated to be completed in 2020.

» Existing Policy Support: The Future Land Use Map (FLUM) Category Descriptions & Rules were last amended in 2016 (Ordinance 16-55) and are consistent with the Countywide Plan. For this reason, the County FLUM closely supports the Master Plan’s overall vision and land use structure. The future land use and corresponding zoning categories and regulations provide broad flexibility and likely will require little to no adjustment to accommodate the Master Plan.

» Key Gaps: No major gaps currently. Refer to page 203 of this Chapter regarding potential incentive approaches that the County may wish to consider as future LDC additions or amendments.

CITY OF LARGO

The City’s current comprehensive plan, Forwarding Our Future 2040 was adopted in 2018.

» Existing Policy Support: Largo’s Future Land Use Map (FLUM) categories are consistent with the Countywide Plan, and largely support the Master Plan’s overall vision and land use structure. The City does not use traditional zoning, relying on the future land use categories to control permitted uses and development character. This approach offers broad flexibility to accommodate the Master Plan’s overall vision and land use structure.

» Key Gaps: Address inconsistency in underlying land use at ICOT catalyst site to facilitate development. In addition, the existing Bay Vista Development of Regional Impact (DRI), adopted in 1989, is essentially built out. Any remaining entitlements will not be enough to support the development envisioned in this master plan. Therefore, the DRI agreement should be rescinded before regulatory actions related to the Bay Vista Office Park opportunity may be implemented. Like Pinellas County, the City may wish to consider the list of potential incentive approaches at the end of this chapter as they pertain to sites that fall within the Gateway/Mid-County Area.

» In addition to the above-referenced limitations, no combination of personal service/office support uses in any single multi-tenant building or, in the alternative, in any group of buildings that are integral to and function as part of a unified project, shall exceed ten (10) percent of the gross floor area of said buildings in the R/OG land use category.
CITY OF ST. PETERSBURG

In 2007, the St. Petersburg Comprehensive Plan was amended, its land development regulations were rewritten and the entire City was rezoned to reflect the vision set forth in the St. Pete Vision 2020 Plan, adopted by the City Council in 2002. The Comprehensive Plan was updated and adopted in early 2019. (Note: As of the writing of this plan, the City of St. Petersburg is working on an update of its vision plan St.Pete 2050).

» Existing Policy Support: St. Petersburg’s Future Land Use Map (FLUM) categories are consistent with the Countywide Plan, and largely support the Master Plan’s overall vision and land use structure.

» Key Gaps: No major gaps currently. Refer to page 203 of this Chapter regarding potential incentive approaches that the City may wish to consider as future LDC additions or amendments.

CITY OF PINELLAS PARK

The City’s Comprehensive Plan was first adopted in 1989. The Future Land Use Element was most recently updated in 2016, though the updated did not include the FLUM.

» Existing Policy Support: Although the Comprehensive Plan and Land Development Code have been updated over time, these updates have been largely incremental. More complete updates to both documents are pending. The City has an opportunity to modernize and streamline both documents, introducing current regulatory tools and practices to facilitate the implementation of the Master Plan and more closely aligning Future Land Use and Zoning categories with the current Countywide Plan designations. A significant portion of the Gateway/Mid-County Area is located within the boundaries of Pinellas Park. A recently completed update of the Community Redevelopment Area Plan offers additional policy guidance for portions of the Gateway/Mid-County Area that fall within the Pinellas Park CRA.

» Key Gaps: See above.

HOW DO WE GET THERE? GATEWAY/MID-COUNTY PLAN IMPLEMENTATION

EXECUTION OF MOU

While Forward Pinellas and the CWP provide a unifying structure for land use management that applies within the Gateway/Mid-County Area, the study partners have selected to use a Partners Agreement/Memorandum of Understanding (MOU) as a tool to commit to working in partnership to fulfill the goals and guiding principles of the Master Plan.

The MOU will create a functional relationship between the signatory parties, defining their expectations and responsibilities. Through this structure, the partners will outline the process by which they will track, document, and share information on actions taken by the study partners −both individually and jointly− to implement the Master Plan.

By committing them to fulfill the overall vision of the Master Plan, rather than any single identified action, the MOU preserves the individual study partners’ autonomy, in particular the local government’s over land use-related decisions, while allowing continuing, comprehensive, cooperative communication toward achieving the common goals for the Gateway/Mid-
Policy and regulation-related items that the partners might consider include:

» Mechanism(s) for coordinated, expedited multi-jurisdictional review of development projects within identified catalyst areas which cross municipal boundaries.

» This could take the form of a one-stop multi-jurisdictional development review body; or a multi-jurisdictional effort to streamline and align review processes for projects within the Gateway/Mid-County Area, particularly catalyst projects.

» Identifying a range of potential financial tools that the partners may collectively and individually be willing to further study and consider incentivizing catalyst projects (e.g., mobility fees with graduated payments, tax abatements, review fee reductions or waivers for economic development purposes or to meet housing affordability goals, etc.)

**POTENTIAL INCENTIVE APPROACHES: GENERAL RECOMMENDATIONS**

**GRADUATED DENSITY/INTENSITY ZONING**

Consider graduated zoning approaches to encourage assembly of fragmented land for larger catalyst areas. In graduated zoning, higher nonresidential intensities or residential densities are allowed on larger sites (i.e., the larger the site, the greater the density or intensity), providing an incentive to developers to assemble enough adjacent properties to meet a threshold of land area. Graduated zoning can have the effect of improving the design of sites, and it is a particularly effective tool for locations such as activity centers and transit-oriented hubs. Graduated zoning also has the advantage of being a comparatively simple regulatory change.

**VERSE DENSITY/INTENSITY**

Graduated zoning is not appropriate everywhere. There are numerous locations throughout the Gateway area, including some in proposed Master Plan Development Concepts, where dense smaller scale infill and redevelopment projects (as demonstrated on Park Boulevard) are appropriate because they fit with historic development patterns. The inverse density/intensity concept is predicated on greater density and higher floor area ratio allowances (FAR) on smaller lots (in essence, graduated zoning but in reverse, i.e., the smaller the site, the greater the density or intensity), therefore encouraging and facilitating development of smaller sites without the need for assembly. Inverse density/intensity does not mean high-rise buildings packed into small lots; this approach can be combined with a “gentle” density/intensity strategy that supports introducing a broad variety of residential and nonresidential forms to minimize contextual impacts.

Complementary to these concepts, consider the following potential incentives for targeted catalyst areas (i.e., Gateway Master Plan Development Concepts).

**PARKING**

» Remove parking minimums/reduce requirements/create parking exemptions, especially in projects that are in proximity to transit and in response to the introduction of new mobility alternatives. Consider establishing parking maximums to limit excess parking supply.

» Encourage developers to unbundle residential parking spaces, making them available for sale or rent separately from a residential unit, particularly in projects that include workforce or affordable units and projects that are in proximity to transit.
» Develop standards for parking structures that consider future reuse, allowing them to be easily retrofitted in response to changes in usage/need.

» Provide quality long and short-term bicycle parking facilities that will support the needs of cyclists. These high-quality bicycle parking facilities should consider access, safety and security and be conveniently located adjacent to safe routes, trails and building entrances.

ADMINISTRATIVE

» Consider expedited development project approvals, including joint approvals when project sites are multi-jurisdictional. The latter could involve additional effort to align the multiple regulatory structures – administrative procedures and land development regulations — that pertain to the implementation of the Gateway Master Plan, to allow for streamlined joint decision-making.

» Consider alternative funding sources to reduce or eliminate impact fees for projects that target catalyst areas or justify through studies that they generate fewer and shorter trips per unit of development.

ZONING FOR RESILIENCE

» Encourage higher intensities and densities in areas and sites that are on higher ground and outside the CHHA.

» Incentivize projects that maintain or increase the permeability index of their site through the site design and development process.

» Develop guidelines for the design of project-related parks and open spaces to serve as effective mitigants of extreme rain and flood events.

» Encourage aggregation of landscaped/vegetated areas within developments.

» Support integrated stormwater management approaches.

» Introduce guidance for the use and integration of water conservation and alternative energy systems and Low-Impact Development (LID) techniques.

» Introduce guidance for green construction.

REGULATORY ANALYSIS AND RECOMMENDATIONS FOR CATALYST PROJECT AREAS

CGA conducted a detailed review of the regulatory considerations that are currently in place, as they apply to three (3) prioritized or catalyst areas from among eight (8) identified in the Master Plan. The analysis focused on identifying inconsistencies/incompatibilities and gaps that may encumber an efficient development of these areas. The catalyst areas include two Eco-industrial Parks and a Mixed-use Employment Center. The analysis for each area is summarized on the next few pages.
### CATALYST AREA: ECO-INDUSTRIAL PARK @ 126TH AVENUE

<table>
<thead>
<tr>
<th><strong>Total Land Area</strong></th>
<th>205 acres</th>
</tr>
</thead>
</table>

**Countywide Plan Map Designations**
- Public/Semi-Public
- Industrial
- Employment
- Target Employment Center

**Transit-Oriented Land Use Vision Map**
Nearby major access roads (Ulmerton Rd., US Highway 19 N and 49th St N) are identified as Multimodal Primary Corridors

<table>
<thead>
<tr>
<th><strong>Jurisdiction(s)</strong></th>
<th>CITY OF PINELLAS PARK</th>
<th>PINELLAS COUNTY</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th><strong>Parcel and Ownership Breakdown</strong></th>
<th>17 parcels</th>
<th>10 parcels</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>9 property owners</td>
<td>6 property owners</td>
</tr>
</tbody>
</table>

**Future Land Use Designation(s)**
- Institutional
- Industrial Limited
- Industrial General

**Zoning Designation(s) and Permitted Uses (General)**
- Public (P)
- Light Industrial (M-I) – light industrial environment with a wide variety of industrial uses and compatible retail, wholesale, distribution,
- Heavy Industrial (I-H)
- Heavy Commercial (CH)

**Zoning Designation(s) and Permitted Uses (Industrial)**
- Employment 1 (E-1) – light manufacturing, offices, research and development, accessory retail
- Employment 2 (E-2) – warehousing/storage, offices, recreation, retail, health/fitness, wholesale/distribution, auto repair.
<table>
<thead>
<tr>
<th><strong>Noteworthy Regulatory Limitations / Key Needs and Gaps</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>While the existing FLU and zoning designations are generally compatible and adequate to accommodate the intended use of this area as an advance manufacturing industrial campus, refinements are appropriate to better align individual parcel designations with the Gateway Master Plan Development Concept for this area.</td>
</tr>
<tr>
<td>» Parcels shown as developed with “Commercial-Retail” in the Development Concept are currently zoned I-H, Heavy Industrial (Pinellas Park), which is geared toward heavy manufacturing, processing and storage. Offices, retail commercial and personal and business services are allowed only as accessory uses and may not exceed 25% of the gross area of a principal use. The list of Authorized Uses in I-H does include research and development, pharmaceutical products, precision instruments, laboratories, and similar uses that are compatible with the intended character of the campus.</td>
</tr>
<tr>
<td>» Retail commercial, personal service, office support and transfer/recycling uses in the M-I, Light Industrial District may not exceed a maximum of three (3) gross acres, unless they are part of a planned industrial/mixed-use project at least 50 gross acres in area. (Note: Only one current individual landowner owns more than 50 acres).</td>
</tr>
<tr>
<td>» The Development Concept for this area includes significant open space as part of a green infrastructure feature. Provisions for such extensive open space are contemplated in Section 138-765 of the Pinellas County Land Development Code, but not Section 18-1529.10 of the Pinellas Park Land Development Code.</td>
</tr>
<tr>
<td>» Certain parcels adjacent to Ulmerton Road shown as a unified “Commercial-Office” project in the Development Concept could actually fall under two different jurisdictional authorities with different Future Land Use Categories and Zoning designations, creating a potential hurdle for developers seeking to assemble and unify the land use and zoning of these parcels for a cohesive development.</td>
</tr>
<tr>
<td><strong>Current Regulatory Opportunities for this Area</strong></td>
</tr>
</tbody>
</table>
| **Recommendations** | » The area includes parcels that are under zoning control by two separate jurisdictions. This will require coordination to facilitate cohesive, efficient and expeditious development review and approval processes. The mechanisms for this coordination to occur should be spelled out through the MOU.  
» Pinellas Park (generally): Take the opportunity of forthcoming Comprehensive Plan and LCD updates to better align Future Land Uses with the current Countywide Plan designations (e.g., Employment).  
» Pinellas Park (specifically):  
  › Facilitate the rezoning of parcels shown on the Development Concept as “Commercial-Office” to a more compatible zoning category (e.g., M-I or CH); and  
  › Refine Sec. 18-1529.10 to improve alignment with Section 138-765 of the Pinellas County Land Development Code  
» Promote development on this area under a consolidated Industrial Planned Development District to be submitted simultaneously to and reviewed by Pinellas Park and Pinellas County through an expedited joint review process. |
# CATALYST AREA: ICOT – MIXED USE EMPLOYMENT CENTER

<table>
<thead>
<tr>
<th>Total Land Area</th>
<th>22 acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Countywide Plan Map</td>
<td></td>
</tr>
<tr>
<td>Designations</td>
<td></td>
</tr>
<tr>
<td>» Employment</td>
<td></td>
</tr>
<tr>
<td>» Target Employment Center</td>
<td></td>
</tr>
<tr>
<td>Transit-Oriented Land Use</td>
<td></td>
</tr>
<tr>
<td>Vision Map</td>
<td>Nearby major access roads (Ulmerton Rd., US Highway 19 N) are identified as Multimodal Primary Corridors</td>
</tr>
<tr>
<td>Jurisdiction(s)</td>
<td>City of Largo</td>
</tr>
<tr>
<td>Parcel and Ownership</td>
<td>1 parcel</td>
</tr>
<tr>
<td>Breakdown</td>
<td>1 property owner</td>
</tr>
<tr>
<td>Future Land Use Designation(s)</td>
<td></td>
</tr>
<tr>
<td>» Industrial Limited (IL)</td>
<td></td>
</tr>
<tr>
<td>» Partially within a Largo Activity Center (AC – Employment)</td>
<td></td>
</tr>
<tr>
<td>» Within Target Employment Center</td>
<td></td>
</tr>
<tr>
<td>Zoning Designation(s) and</td>
<td></td>
</tr>
<tr>
<td>Permitted Uses (General)</td>
<td>The City of Largo does not use traditional zoning. The Future Land Use Map (FLUM) regulates current uses for each property within the City and provides policy guidance for future development.</td>
</tr>
<tr>
<td></td>
<td>» Industrial Limited (IL) – Applies to areas considered appropriate for development with “clean industry” uses that are consistent with surrounding uses, transportation facilities, and environmental characteristics. Allows large-scale indoor manufacturing, processing, warehousing, bulk sales, and distribution activities…which tend to generate heavy truck traffic. Specific uses including Institutional; Transportation/Utility; Retail Commercial; Personal Service/Office Support; Commercial/Business Service; Commercial Recreation; Temporary Lodging; Agricultural Uses may not exceed five (5) acres of the total land area.</td>
</tr>
<tr>
<td></td>
<td>» Largo Activity Center (AC): This is a special overlay designation that is applied to concentrated commercial and mixed-use centers that are well-suited to a more intensive and integrated pattern of development; that are situated to serve a significant area of the Countywide population. Requires additional planning criteria and studies as well as minimum acreage requirements per Countywide Plan Rules.</td>
</tr>
<tr>
<td>Noteworthy Regulatory Limitations / Key Needs and Gaps</td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>» CDC Section 7.3.2 on Employment Centers is reserved</td>
<td></td>
</tr>
<tr>
<td>» As an underlying land use designation and zoning control, IL is not compatible with the proposed Mixed-Use Center concept proposed in the Gateway Master Plan, because this designation does not allow:</td>
<td></td>
</tr>
<tr>
<td>› residential uses of any type</td>
<td></td>
</tr>
<tr>
<td>› most personal service uses</td>
<td></td>
</tr>
<tr>
<td>› entertainment uses</td>
<td></td>
</tr>
<tr>
<td>› lodging and boarding uses, including hotels</td>
<td></td>
</tr>
<tr>
<td>» Conversely, IL does allow, either by right or as a conditional use, uses incompatible with the proposed District Concept, such as warehousing and distribution.</td>
<td></td>
</tr>
<tr>
<td>» Parking: Development must provide at least ninety (90) percent of the minimum required parking but no more than one hundred and ten (110) percent of the maximum parking except where shared parking and/or multi-use parking facilities are proposed or as approved.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Current Regulatory Opportunities for this Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>» The City of Largo does not use traditional zoning. The Future Land Use Map (FLUM) regulates current uses for each property within the City and provides policy guidance for future development. This approach instills a margin of flexibility in considering the redevelopment needs of this area.</td>
</tr>
<tr>
<td>» For example, because CDC Section 7.3.2 is currently reserved, the City could use the development concept of this catalyst area as an opportunity to define parameters for Employment Centers and fill the gap. Alternatively, the City could redesignate the parcel to a more compatible underlying FLUM category.</td>
</tr>
<tr>
<td>» The City’s Development Review/Approval Process is compatible with the Tiered Countywide Plan Map Amendment Process.</td>
</tr>
<tr>
<td>» Other potential opportunities for redevelopment incentivization:</td>
</tr>
<tr>
<td>› Pervious pavement for surface parking areas is an acceptable Low Impact Development (LID) strategy. Up to fifty (50) percent of the parking spaces may remain unpaved, subject to approval.</td>
</tr>
<tr>
<td>› Parking reductions may be granted for a project that incorporates certain multimodal design features.</td>
</tr>
<tr>
<td>› Parking reductions may be granted for two (2) or more contiguous developments which jointly provide off-street parking.</td>
</tr>
</tbody>
</table>
## Recommendations

» Consider re-designation of this parcel to an underlying land use more consistent with the proposed Development Concept than IL while preserving and increasing the current capacity for target employment uses. Potential options include:

› Residential/Office/Retail (R/O/R), a mixed-use designation applied to those areas considered appropriate for development with uses intended to provide commercial goods and services on a citywide basis where public facilities and municipal services are limited.

› Community Redevelopment District (CRD). This is a special mixed-use designation for areas designed to serve as local retail, financial, governmental, residential, and employment focal points for the community. It is also applied to specific target neighborhoods designed to encourage redevelopment in one or a combination of uses, with good access to mass transit. Designation to this category requires additional planning criteria as provided in the Countywide Plan Rules.

» Consider preparing overlay guidance on the development of Employment Activity Centers.

## CATALYST AREA: ECO-INDUSTRIAL PARK AT AIRCO

<table>
<thead>
<tr>
<th>Total Land Area</th>
<th>131 acres</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Countywide Plan Map Designations</strong></td>
<td></td>
</tr>
<tr>
<td>» Employment</td>
<td></td>
</tr>
<tr>
<td>» Target Employment Center</td>
<td></td>
</tr>
<tr>
<td><strong>Transit-Oriented Land Use Vision Map</strong></td>
<td>Nearby major access roads (Ulmerton Rd., Roosevelt Blvd, 49th Street N) are identified as either Multimodal Primary or Regional Corridors</td>
</tr>
<tr>
<td><strong>Jurisdiction(s)</strong></td>
<td>Pinellas County</td>
</tr>
<tr>
<td><strong>Parcel and Ownership Breakdown</strong></td>
<td>1 parcel</td>
</tr>
<tr>
<td></td>
<td>1 property owner (Pinellas County)</td>
</tr>
<tr>
<td><strong>Future Land Use Designation(s)</strong></td>
<td></td>
</tr>
<tr>
<td>» Industrial/Employment</td>
<td></td>
</tr>
<tr>
<td>› Primary Uses – Research/Development-Light; Research/Development-Heavy; Manufacturing Medium; Manufacturing-Light; Wholesale/Distribution; Storage/Warehouse;</td>
<td></td>
</tr>
<tr>
<td>› Secondary Uses – Office; Retail Commercial; Personal Service/Office Support; Commercial/Business Service; Transient Accommodations within Permanent Structures; Marina Facilities; Institutional; Transportation/Utility.</td>
<td></td>
</tr>
<tr>
<td>› Acreage thresholds apply to these uses</td>
<td></td>
</tr>
<tr>
<td><strong>Zoning Designation(s) and Permitted Uses (General)</strong></td>
<td></td>
</tr>
<tr>
<td>» Employment 1 (E-1) – light manufacturing, offices, research and development, accessory retail.</td>
<td></td>
</tr>
</tbody>
</table>
Noteworthy Regulatory Limitations / Key Needs and Gaps

» The existing FLU and zoning designations are compatible and adequate to accommodate a potential aviation-related campus with compatible, complementary non-aeronautical uses.

Current Regulatory Opportunities for this Area

» LDC Section 138-765. IPD, Industrial Planned Development District provide areas exclusively for and conducive to the development of highly specialized and technological industries, industrial support facilities, research and experimental institutions, administrative facilities and commercial uses, all of which are within a planned industrial park. The IPDD requires that the district is master planned as an employment center that responds to the surrounding land use pattern and preserves unique natural features. The IPDD requires a development master plan and allows the applicant to establish the permitted uses and associated development standards that will be applied therein.

Recommendations

» Develop this area as an Industrial Planned Development District (IPDD) master plan produced after further study by the County.

ADDITIONAL PROJECT AREAS - OPPORTUNITIES AND GAPS

BAY VISTA OFFICE PARK (MIXED-USE EMPLOYMENT DISTRICT)

The proposed Development Concept focuses primarily on leveraging this existing 153-acre office park by infilling underutilized surface parking areas, introducing amenities, and improving connectivity. The site is located within the City of Largo, and is designated Residential/Office General (R/OG) in the Future Land Use Map. The City of Largo does not use traditional zoning, so land development is guided by the Future Land Use designation.

R/OG is a mixed-use designation which is applied to areas appropriate for development as offices and/or medium-density residential uses or combinations thereof, consistent with the surrounding uses, transportation facilities, and environmental characteristics of such areas. The R/OG category includes land use caps based on the Countywide Plan Map categories which conflict with the proposed Development Concept.

For the Bay Vista Development Concept to be implemented as envisioned, amendment to future land use categories allowing a greater mix of supportive land uses without acreage limitations would be required.

The area is also within the boundaries of the Bay Vista DRI, which is still in effect. The DRI, however, is effectively at full build-out, and therefore the agreement would have to be revoked for the Development Concept to be implemented.

AIRPORT BUSINESS PARK (MIXED-USE EMPLOYMENT DISTRICT)

The redevelopment focus of this area includes parcels located within Pinellas County. Many of these parcels are owned by the County and are designated Employment (E) and zoned Employment I (E-I). The future land use and zoning of the area are compatible with the Gateway Master Plan vision and likely will not require amendment. The area does require facilitation of a shared parking strategy to support the envisioned expansion and enhancement of the green space network and application of resilient zoning strategies to address and mitigate ecological constraints and climate-related vulnerabilities.
CARILLON BUSINESS PARK (MIXED-USE EMPLOYMENT DISTRICT)

This existing business park is located within the City of St. Petersburg. The area is a mix of the Future Land Use categories and zoning districts, but the areas identified in the Master Plan for proposed development are designated Industrial Limited and Planned Mixed Use in the FLUM, and are zoned Retail Center, RC-3 (Echelon City Center) and Employment Center (E-I). The entire Carillon area is also designated as an Activity Center. This is consistent with the Countywide Plan Map (Employment Center) and the Land Use Vision Map (Special Center). To infill in this area will not likely require a change of future land use or zoning. Future development (contingent on specific proposals) could necessitate amending the existing Development Agreement.

US-19 CORRIDOR (LIVE/WORK DISTRICT)

This area consists of a mix of parcels and land uses spread across three jurisdictions (Pinellas County, City of Largo, and City of Pinellas Park. The transformation of this area into the US-19 Live/Work Corridor will require a coordinated strategy between the three jurisdictions to align and adjust current zoning holistically, to support and facilitate the mix of uses and development character envisioned in the Master Plan. The land use framework for this Development Concept parcels for land assembly and larger employment uses, but because parcels in this district are located in three different jurisdictions, this area could be a test case for the application of an inverse density/intensity approach (refer to Sec. 3.4.3), targeting lesser development sites for additional density and floor area ratios, without the need for land assembly or dealing with potential cross-jurisdictional development review issues. This district may also serve as a good location for implementing low-impact and resilience-focused regulations on a smaller, incremental scale.

HIGH POINT VILLAGE CENTER (LIVE/WORK DISTRICT)

This area is located entirely in unincorporated Pinellas County and has an Institutional (I) land use designation. However, the zoning is shown as Residential Agriculture (R-A), which provides for large residential lots of a size and character that can accommodate agricultural activities. Zoning will have to be adjusted in parts of the area in order to accommodate the infill housing elements of the envisioned development concept for this area.

LOCAL PLAN AMENDMENTS

Div. 3.3 of the CWP Rules establishes the required procedures for amending local Future Land Use Plans and land development codes, provided the amendments do not involve a future land use plan map amendment. Such amendments, if they require a corresponding CWP Map amendment, are governed by Article 6 of the CWP Rules.

Article 6 establishes a three-tiered review process for evaluating local future land use map amendments based on how far the proposed amendment deviates from the established CWP. This is the process that would apply to any local amendments that may be required as a result of the Gateway Master Plan to facilitate implementation of the Master Plan’s recommendations.

It is not anticipated that the procedural requirements for review and approval of such amendments will change significantly as a result of the adoption of the Gateway Master Plan. Based on CGA’s analysis, detailed below, most local amendments necessary to implement the Master Plan’s key development concepts could qualify as Tier I amendments. Local future land use map amendments qualify as Tier I if the existing and proposed land use categories fall within the same corresponding designation on the CWP Map.
CONSISTENCY REVIEWS/REGULATORY APPROVALS

Land Use Goal 7.0 of the CWP Strategies requires all local governments’ future land use plans and land development regulations to be consistent with the CWP Map and Rules. Division 3.2 of the CWP Rules requires that amendments to said plans and regulations also be consistent with the CWP Map and parameters established within the Rules to determine consistency.

Strategy LU 7.2 of the CPW recognizes that a local future land use category is consistent with the corresponding CWP Map category if the local jurisdiction’s land use categories provide for maximum densities and intensities that are equal to or less than the maximum densities and intensities provided by the corresponding CWP Map categories and if the land use category permits some or all of the same permitted uses as the corresponding CWP Map category.

GATEWAY MASTER PLAN REVIEW/MONITORING

If the Master Plan is to have value and remain useful over time, it is important to develop ways of monitoring progress on its many initiatives, to evaluate its effectiveness, and to keep it current as new information becomes available and as circumstances change.

While all the Study Partners will have a role in ensuring the success of the Master Plan, Forward Pinellas is envisioned to bear primary responsibility for coordinating and tracking progress on implementation, with the support of the Partners.

Regular evaluation and feedback are important to prevent the Plan from becoming irrelevant. The following is recommended as a basis for a review and monitoring strategy. If possible, some of these milestones could be coordinated with the timing of future updates of the Countywide Plan.

| Year 1 after MOU/Plan Adoption | • Set up 5-Year Work Program.  
• Set up structure to track and report progress/success measures  
• Initiate monitoring program  
• At the end of Year 1, conduct an initial (high level) review to confirm direction |
| End of Year 2 | • Report on implementation progress (2-year cycles). Include implemented projects (including capital improvements), alignment with the Master Plan, and benchmarks of priority projects/catalyst areas. |
| End of Year 5 | • Perform comprehensive review Master Plan implementation status and recommend adjustments as necessary. Update 5-Year Work Program. |
| Year 10 | • Conduct comprehensive assessment of current/changing conditions, new issues and trends, status of implementation, and update Master Plan as necessary. |
PRIORITY PROJECTS & ACTIONS

YEAR 0-5

EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS

ADOPT THE PINELLAS GATEWAY / MID-COUNTY AREA MASTER PLAN
DEVELOP AND EXECUTE A PARTNER AGREEMENT/MOU
ESTABLISH A GATEWAY IMPLEMENTATION STEERING COMMITTEE
DEVELOP A COMMUNICATION STRATEGY
IDENTIFY AND SECURE FUNDING FOR COMMITTEE STAFF

CONDUCT PROJECT LEVEL ANALYSIS AND DETAILED SMALL AREA PLANS
PARCEL CONSOLIDATION

PROVIDING SAFE PEDESTRIAN AND BIKE CONNECTIONS
IMPROVE INTERNAL WALKABILITY
ENHANCING THE LOCAL NETWORK
PROVIDING AN ACTIVE TRANSPORTATION NETWORK
IMPROVE TRANSIT IN AREAS WITH HIGH RIDEHSHIP AND DISADVANTAGED POPULATIONS
EVALUATE THE FEASIBILITY OF A TRANSPORTATION MANAGEMENT ASSOCIATION

IMPLEMENT CROSS BAYOU CANAL MAINTENANCE AND EXPANSION PROJECTS
DESIGN AND IMPLEMENT SHARED DISTRICT STORMWATER MANAGEMENT PROJECTS
ADVANCE THE DEVELOPMENT OF THE TOYTOWN RENEWABLE ENERGY DISTRICT
PROMOTE AND INCENTIVIZE INFILTRATION BMPS
IMPLEMENT DISTRICT TREE PLANTING PROGRAM

DEVELOP A COMPREHENSIVE AND DETAILED DISTRICT BRANDING PLAN
DEVELOP DISTRICT PUBLIC REALM URBAN DESIGN GUIDELINES
IMPLEMENT GATEWAY MARKETING AND BRANDING STRATEGY
IMPLEMENT CREATIVE PLACEMAKING AND PUBLIC SPACE IMPROVEMENTS

IMPLEMENT A COORDINATED MULTI-JURISDICTION DEVELOPMENT PROJECT APPROVAL
AMEND LOCAL FLUMS, ZONING MAPS AND LAND DEVELOPMENT CODES
DEVELOP GUIDELINES FOR ADAPTABLE/ADAPTIVE REUSE OF PARKING STRUCTURES
CONDUCT TARGETED ASSESSMENT OF THE APPLICABILITY
DEVELOP AND ADOPT AREAWIDE RESILIENCE ZONING APPROACHES
SUBMIT LOCAL AMENDMENTS FOR COUNTYWIDE PLAN CONSISTENCY REVIEW
INITIATE TRACKING OF SUCCESS MEASURES
YEAR 5-10
NEAR-TERM PRIORITIES AND PROJECTS

- Develop an updated Year 5-10 Action Plan
- Ongoing coordination and prioritization of projects
- Ongoing implementation of District Branding Plan
- Identification and acquisition of public and private funding and resources
  - Following project level analysis
  - Develop project specific implementation strategies
  - Parcel consolidation
  - Phase out leases on publicly owned parcels

- Implement TMA and early action projects and initiatives
  - Amend Local FLUMS, zoning maps and development codes
  - Conduct initial Master Plan review and evaluation
  - Adjust/update Master Plan “to-do” list and review municipal plans

GOVERNANCE/ORGANIZATIONAL STRUCTURE
LAND USE
MULTIMODAL TRANSPORTATION
RESILIENCE & SUSTAINABLE INFRASTRUCTURE
OPEN SPACE, PLACEMAKING AND PUBLIC REALM
REGULATORY
PRIORITY PROJECTS & ACTIONS MATRIX

In the earlier phases of master plan implementation, public resources will be primarily used to create the organizational structure, implement impactful catalyst projects, and offset and incentivize the extraordinary costs of redeveloping existing built land into higher-intensity, mixed-use development by investing in structured parking and related infrastructure, mobility and branding and placemaking projects. The following table presents the Early Action and Near Term Activities and Projects.

### I. GOVERNANCE/ORGANIZATIONAL STRUCTURE

“Implement the Gateway Vision” through the leadership of a central entity to lead and coordinate implementation activities.

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Adopt the Pinellas Gateway / Mid-County Area Master Plan. Forward Pinellas will present the final Master Plan to the Pinellas Planning Council (PPC), the advisory body to the Countywide Planning Authority FOR ADOPTION.</td>
<td>1. Develop an updated Year 5-10 Action Plan with measurable goals as an update to the Master Plan Implementation Strategy and a tool for setting priorities and focusing the efforts of partners. This should include a survey of residents, businesses, property owners and employees in the Gateway.</td>
</tr>
<tr>
<td>2. Develop and execute a Partner Agreement/ Memorandum of Understanding (MOU) that defines the core purpose of the partnership; key principles that drive the Partnership’s actions goals, master plan vision, priorities for implementation and decision-making structure. An MOU will be drafted for signature by a representatives of the SMT (local governments and Forward Pinellas) following action taken the governing board to endorse or adopt the plan. The Memorandum will commit the organizations to working in partnership to fulfill the goals and guiding principles of the Master Plan.</td>
<td>2. Ongoing Coordination and Prioritization of Projects.</td>
</tr>
<tr>
<td>3. Establish a Gateway Implementation Steering Committee with dedicated staff to lead activities and coordinate projects. The Steering Committee will provide high-level oversight and leadership for the planning process.</td>
<td>3. Ongoing Implementation of District Branding Plan.</td>
</tr>
<tr>
<td></td>
<td>4. Identification and acquisition of public and private funding and resources.</td>
</tr>
</tbody>
</table>
## I. GOVERNANCE/ORGANIZATIONAL STRUCTURE

“Implement the Gateway Vision” through the leadership of a central entity to lead and coordinate implementation activities.

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
</table>

- It is recommended that the Gateway Master Plan Study Management Team (SMT) and Key Stakeholders including property-owners and employers form the basis for the Gateway Implementation Steering Committee.

4. **Develop a Communication Strategy for ongoing coordination between the Gateway Implementation Steering Committee, plan partners and the public.**
   - Schedule of Regular Meetings and Coordination (In-person Meetings, Progress Updates).
   - Utilize the https://gatewaymasterplan.org/ website as communication and implementation platform to share ideas and measure progress.
   - Provide community briefings on an ongoing basis to listen to stakeholder ideas and provide updates on implementation progress.

5. **Identify and secure funding for dedicated Gateway Implementation Steering Committee staff.** The Gateway District will need dedicated staffing to convene partners and ensure regular coordination, prepare progress reports, and manage the projects and programs that are part of the Gateway Master Plan vision. Specific staff responsibilities may include: Advancing capital projects through planning, design, and construction; Managing day-to-day coordination with the Steering Committee, project partners, consultants and others as needed. Acting as a liaison with key regulatory agencies and stakeholders. Managing communication and public outreach. Supporting funding efforts including drafting grant applications. Compiling and analyzing data to evaluate progress, and refining goals and metrics based on results. Preparing and disseminating presentation materials for internal and external audiences.
2. LAND USE

“A vibrant, innovative & economically robust Gateway” Position the Gateway to capture new investments and continue to be a primary economic engine of the county and Tampa Bay region by supporting growth opportunities for existing businesses and attracting a diverse range of industries.

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Conduct Project Level Analysis and detailed Small Area Plans in coordination with property owners for Priority/Catalyst Sites as opportunities for intensification and redevelopment arise.</strong> This project level analysis will identify the best use of public funds to catalyze and incentive redevelopment such as demolition, site remediation, and on- and off-site infrastructure (i.e. a parking structure to leverage infill redevelopment of surface parking lots; green and gray stormwater infrastructure...).</td>
<td></td>
</tr>
<tr>
<td>Priority/Catalyst Sites identified in the master plan include:</td>
<td></td>
</tr>
<tr>
<td>• Eco-Industrial Park @ AIRCO</td>
<td></td>
</tr>
<tr>
<td>• Eco-Industrial Park @126th Avenue</td>
<td></td>
</tr>
<tr>
<td>• ICOT - Mixed-Use Employment District</td>
<td></td>
</tr>
<tr>
<td>• Bay Vista - Mixed-Use Employment District</td>
<td></td>
</tr>
<tr>
<td>• Carillon - Mixed-Use Employment District</td>
<td></td>
</tr>
<tr>
<td>• Airport Business Park</td>
<td></td>
</tr>
<tr>
<td><strong>2. Parcel Consolidation - Develop a parcel acquisition and consolidation list for development of Eco-Industrial Park @126th Avenue.</strong></td>
<td></td>
</tr>
<tr>
<td><strong>1. Following Project Level Analysis develop project specific implementation strategies to be included in the Year 5-10 Action Plan.</strong></td>
<td></td>
</tr>
<tr>
<td><strong>2. Parcel Consolidation for catalyst areas Eco-Industrial Park @126th Avenue.</strong></td>
<td></td>
</tr>
<tr>
<td><strong>3. Phase out leases on publicly owned parcels in order to start consolidating land to implement the Airport Business Park.</strong></td>
<td></td>
</tr>
</tbody>
</table>
## 3. MULTI-MODAL TRANSIT

“A Safe & Connected Gateway” The Gateway will be well connected to the rest of the region while improving the local connections and providing safe, efficient and accessible access for all modes of travel.

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Providing Safe Pedestrian and Bike Connections by incorporating FDOT Complete Streets design standards, enhancing sidewalks and addressing intersection improvements at key locations starting with areas identified as priorities due to high crash rates.</td>
<td></td>
</tr>
<tr>
<td>• East Bay Drive and 66th St N.</td>
<td>I. Based on the feasibility analysis of a TMA, implement TMA and early action projects and initiatives which may include:</td>
</tr>
<tr>
<td>• Ulmerton Road and 66th St N.</td>
<td>• A test run of a Circulator for First/Last Mile Connections through the District</td>
</tr>
<tr>
<td>• Ulmerton Road between 40th St. N. and I-275 Interchange</td>
<td>• District-level Service Analysis and Detailed Recommendations</td>
</tr>
<tr>
<td>• Gandy Boulevard and 4th St. N.</td>
<td>• Provide enhanced transit stops throughout Gateway District.</td>
</tr>
<tr>
<td>• Park Boulevard and 66th St. N.</td>
<td>• First/Last Mile Connections – Expand Circulator</td>
</tr>
<tr>
<td>• Park Boulevard between 49th St. N. and US 19</td>
<td>• Connections to proposed Intermodal Center</td>
</tr>
<tr>
<td>2. Improve internal walkability (sidewalks/crossings) at mixed-use employment centers (Lake Carillon Dr at Carillon, Bay Vista, ICOT).</td>
<td>• Re-imagine Roosevelt Blvd and Ulmerton Road</td>
</tr>
<tr>
<td>3. Enhancing the local network by implementing network gaps:</td>
<td>• Complete additional local street gaps</td>
</tr>
<tr>
<td>• I26th Avenue North from US 19 to 28th Street North</td>
<td>• Continue to implement complete streets</td>
</tr>
<tr>
<td>• I42nd Avenue North from US 19 to 49th Street North</td>
<td>• Parking Management Strategy</td>
</tr>
<tr>
<td>4. Design and Implement a safe bike and pedestrian system that includes:</td>
<td></td>
</tr>
<tr>
<td>• Installing the appropriate bicycle facility types in relation to roadway characteristics, land use, and context that reduce the Level of Traffic Stress (LTS) for people bicycling. This may include buffered bike lanes and trails.</td>
<td></td>
</tr>
<tr>
<td>• Reduce motor vehicle travel speeds to increase the safety and comfort for all roadway users, particularly on roadways where other modes are prioritized.</td>
<td></td>
</tr>
<tr>
<td>• Require or incentivize the facilities and design elements that support bicycling, walking, and transit use with new developments in the Gateway (widened and/or buffered sidewalks, bicycle parking).</td>
<td></td>
</tr>
</tbody>
</table>
## 3. MULTI-MODAL TRANSIT

"A Safe & Connected Gateway" The Gateway will be well connected to the rest of the region while improving the local connections and providing safe, efficient and accessible access for all modes of travel.

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. Providing an Active Transportation Network by:</td>
<td></td>
</tr>
<tr>
<td>• Implementing the remaining 9 miles of the South Gap of</td>
<td></td>
</tr>
<tr>
<td>the Pinellas Trail Loop and Connections through the</td>
<td></td>
</tr>
<tr>
<td>Gateway.</td>
<td></td>
</tr>
<tr>
<td>• Implementing separated bicycle facilities along</td>
<td></td>
</tr>
<tr>
<td>roadways with higher travel speeds.</td>
<td></td>
</tr>
<tr>
<td>5. Implement transit improvements in areas with high</td>
<td></td>
</tr>
<tr>
<td>ridership and economically and socially disadvantaged</td>
<td></td>
</tr>
<tr>
<td>populations that are transit dependent. Improvements may</td>
<td></td>
</tr>
<tr>
<td>include well-designed bus stops with shelters that</td>
<td></td>
</tr>
<tr>
<td>provide weather protection and seating, real time data,</td>
<td></td>
</tr>
<tr>
<td>increased level of service and connecting those</td>
<td></td>
</tr>
<tr>
<td>improvements to planned and future transit infrastructure including the proposed Gateway Intermodal Center.</td>
<td></td>
</tr>
<tr>
<td>6. Evaluate the feasibility of a Transportation</td>
<td></td>
</tr>
<tr>
<td>Management Association (TMAs) that would lead district</td>
<td></td>
</tr>
<tr>
<td>transportation improvements through public/private</td>
<td></td>
</tr>
<tr>
<td>partnerships. The TMA will consist of employers,</td>
<td></td>
</tr>
<tr>
<td>developers, and property managers working together to</td>
<td></td>
</tr>
<tr>
<td>address transportation issues in a defined geographic</td>
<td></td>
</tr>
<tr>
<td>area (FDOT in concert with the entire Gateway or a</td>
<td></td>
</tr>
<tr>
<td>portion of the Gateway to start and be expanded over</td>
<td></td>
</tr>
<tr>
<td>time).</td>
<td></td>
</tr>
</tbody>
</table>

TMA Priorities to include:

• Managing traffic and parking

• Implementing transit improvements
4. TRIPLE BOTTOM LINE RESILIENCY & SUSTAINABLE INFRASTRUCTURE
“A Sustainable & Resilient Gateway”

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Implement Cross Bayou Canal maintenance and expansion projects.</td>
<td></td>
</tr>
<tr>
<td>2. Design and implement shared district stormwater management projects for catalyst sites.</td>
<td></td>
</tr>
<tr>
<td>3. <strong>Advance the development of the Toytown Renewable Energy District</strong> - Conduct a District Energy Study and Feasibility Analysis to evaluate short-term uses for the 240-acre Toytown site, including the use of the site or portions of the site as a large-scale solar energy project.</td>
<td></td>
</tr>
<tr>
<td>4. Promote and incentivize infiltration BMPs on public and private sites throughout the district.</td>
<td></td>
</tr>
<tr>
<td>5. <strong>Implement district tree planting program</strong> designed as part of the Public Realm Urban Design Guidelines.</td>
<td></td>
</tr>
</tbody>
</table>
5. OPEN SPACE, PLACEMAKING AND PUBLIC REALM
“A Vibrant Gateway” Improve the Gateway’s appeal as a 24/7 place to live, work and play, by improving the quality of the urban experience and natural/open space amenities.

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Develop a comprehensive and detailed District Branding Plan that defines Clear Objectives; Identifies the Target Audience; Imagery; Marketing Touchpoints; Strategy and Budget for promoting the Gateway District.</td>
<td></td>
</tr>
<tr>
<td>2. Develop District Public Realm Urban Design Guidelines to inform the design of all public areas within the Gateway for a cohesive and consistent image.</td>
<td></td>
</tr>
<tr>
<td>Guidelines to include:</td>
<td></td>
</tr>
<tr>
<td>• Definition of the Gateway Public Realm</td>
<td></td>
</tr>
<tr>
<td>• Design Principles and specific design guidelines for streetscapes, trails, landscapes, and open spaces</td>
<td></td>
</tr>
<tr>
<td>• Material and Standards for: Site furnishings and Amenities; Lighting; Paving; Public Art; Signage; Tree and Plant Species</td>
<td></td>
</tr>
<tr>
<td>4. Implement Creative Placemaking and public space improvements.</td>
<td></td>
</tr>
</tbody>
</table>
### 6. REGULATORY

**EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)**

1. **Implement a coordinated multi-jurisdiction development project approval** structure to facilitate/expedite the review of projects that include land located in different jurisdictions (establish in principle through the Partner Agreement/MOU)

2. **Amend local FLUMs, Zoning Maps and Land Development Codes** to facilitate the development/redevelopment of catalyst project sites:
   - Eco-Industrial Park @ I26th Avenue: Promote development on this site under a consolidated Industrial Planned Development District to be submitted simultaneously to and reviewed by Pinellas Park and Pinellas County through expedited joint review process (per 1. Above)
   - City of Pinellas Park: Facilitate the rezoning of parcels zoned HI to M-I or CH; refine LDC Sec. 18-I529.10 to improve alignment with Section 138-765 of the Pinellas County LDC.
   - ICOT Mixed-Use Employment Center:
     - City of Largo: Re-designate parcel to Residential/Office/Retail (R/O/R) or to a Community Redevelopment District (CRD). Also consider preparing guidance regarding the development of Employment Activity Centers (overlay).

**NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)**

1. Amend local FLUMs, Zoning Maps and Development Codes to facilitate development/redevelopment of additional project sites:
   - US 19 Corridor Live/Work
   - High Point “Village Center” Live/Work

2. Conduct initial Master Plan review and evaluation based on 5-year monitoring/ tracking period.

3. Adjust/update Master Plan “to-do” list as necessary, and review municipal plans for additional regulatory actions that may emerge as necessary.
### 6. REGULATORY

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. Develop standards/guidelines for adaptable/adaptive reuse of parking structures.</td>
<td></td>
</tr>
<tr>
<td>4. Conduct targeted assessment of the applicability of potential regulatory incentive approaches to catalyst project sites and other development districts:</td>
<td></td>
</tr>
<tr>
<td>• Graduated density/intensity zoning</td>
<td></td>
</tr>
<tr>
<td>• Inverse density/intensity zoning</td>
<td></td>
</tr>
<tr>
<td>• Parking minimum removal/reduced requirements/parking exemptions + parking maximums</td>
<td></td>
</tr>
<tr>
<td>5. Develop and adopt areawide resilience zoning approaches that support the development of Eco-Industrial District projects:</td>
<td></td>
</tr>
<tr>
<td>• Encourage higher intensities and densities in areas and sites that are higher ground and outside the CHHA.</td>
<td></td>
</tr>
<tr>
<td>• Incentivize projects that maintain or increase the permeability index of their site through the site design and development process.</td>
<td></td>
</tr>
<tr>
<td>• Develop guidance for the design of project-related parks and open spaces to serve as effective mitigants of extreme rain and flood events.</td>
<td></td>
</tr>
</tbody>
</table>
### 6. REGULATORY

<table>
<thead>
<tr>
<th>EARLY ACTION/CATALYST ACTIVITIES AND PROJECTS (YEAR 0-5)</th>
<th>NEAR-TERM PRIORITIES AND PROJECTS (YEAR 5-10)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encourage aggregation of landscaped/vegetated areas within developments.</td>
<td></td>
</tr>
<tr>
<td>• Support integrated stormwater management approaches.</td>
<td></td>
</tr>
<tr>
<td>• Introduce guidance for the use and integration of water conservation and alternative energy systems and Low-Impact Development (LID) techniques.</td>
<td></td>
</tr>
<tr>
<td>• Introduce guidance for green construction</td>
<td></td>
</tr>
<tr>
<td>6. Submit local amendments for Countywide Plan consistency review (and State review as appropriate)</td>
<td></td>
</tr>
<tr>
<td>7. Initiate tracking of success measures as part of overall plan implementation monitoring</td>
<td></td>
</tr>
</tbody>
</table>
MONITORING AND MEASURING SUCCESS

Performance measures will enable the Gateway Implementation Steering Committee and Staff to track the success of master plan implementation activities and a useful tool to describe progress and articulate the benefits of the projects and programs based on quantitative and qualitative measures.

<table>
<thead>
<tr>
<th>MEASURABLE OUTCOMES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>GOVERNANCE/ORGANIZATIONAL STRUCTURE</strong></td>
</tr>
<tr>
<td>• Master Plan Adoption</td>
</tr>
<tr>
<td>• Partner Agreement/Memorandum of Understanding (MOU)</td>
</tr>
<tr>
<td>• Establishment of Gateway Implementation Steering Committee</td>
</tr>
<tr>
<td>• Number of dedicated staff to lead activities and coordinate projects</td>
</tr>
<tr>
<td>• Communication Strategy</td>
</tr>
<tr>
<td>• Funding Sources Secured; $ Secured for Implementation Activities</td>
</tr>
</tbody>
</table>

| **LAND USE** |
| • Project Level Analysis Completed for Priority/Catalyst Sites |
| • Residential density (people per square mile) within centers mixed-use nodes |
| • Implementation of projects at catalytic sites that foster more efficient land use and increase in density |
| • Increase in Mix of Uses |

| **ECONOMIC** |
| Gateway Snapshot |
| • Workforce: |
| • Employees: |
| • Businesses: |
| • Average Employee Wage: |
| • # of New target employers moving into the Gateway |
| • # of New market-rate, affordable, and workforce housing units built in the Gateway |

<p>| <strong>MULTI-MODAL TRANSIT</strong> |
| • # Of Safe Bike and Pedestrian Projects Completed |
| • # Of Residents and Workers Living and Working In The Gateway |
| • % Of trips by walking and biking |
| • % Decrease in vehicular crashes/collisions |
| • Sidewalk Density |
| • Units within ½ mile of transit and high capacity transit |
| • Population and employment density within ½ mile of high capacity transit stops |
| • Operation of Phase I Transit Circulator |
| • Miles of Trails Completed |
| • Miles of separated bicycle lanes |
| • Walk score + Bike score that includes measurements for bicycling and network connectivity as well as Bicycle Level of Traffic Stress (LTS) |
| • % of Network gaps implementation |</p>
<table>
<thead>
<tr>
<th>MEASURABLE OUTCOMES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>MULTI-MODAL TRANSIT</strong></td>
</tr>
<tr>
<td>• Percentage of people within a half mile of a major trail system</td>
</tr>
<tr>
<td>• Complete Streets Projects Implemented</td>
</tr>
<tr>
<td>• # Of Transit Investments implemented</td>
</tr>
<tr>
<td>• Transit level of service increase covering vulnerable populations</td>
</tr>
<tr>
<td><strong>RESILIENCY &amp; SUSTAINABLE INFRASTRUCTURE</strong></td>
</tr>
<tr>
<td>Application of Resiliency Strategies</td>
</tr>
<tr>
<td>• Flood Mitigation</td>
</tr>
<tr>
<td>• Thermal Comfort</td>
</tr>
<tr>
<td>• Renewable Energy</td>
</tr>
<tr>
<td>• Resiliency Hubs</td>
</tr>
<tr>
<td>• Resilient Building Codes</td>
</tr>
<tr>
<td>• Open Space &amp; Recreational Amenities</td>
</tr>
<tr>
<td>• Number of Trees Planted/ Percentage tree Canopy within the district</td>
</tr>
<tr>
<td>• New and redeveloped sites manages stormwater with green infrastructure techniques and implementation of BMPs</td>
</tr>
<tr>
<td>• Percentage reduction of impervious areas</td>
</tr>
<tr>
<td>• Habitat improvements - specific measures to creates or restores habitat for native species</td>
</tr>
<tr>
<td><strong>OPEN SPACE, PLACEMAKING AND PUBLIC REALM</strong></td>
</tr>
<tr>
<td>• Placemaking Amenities and Activities</td>
</tr>
<tr>
<td>• Identifiable Brand and Image</td>
</tr>
<tr>
<td>• # of activities and events in public spaces</td>
</tr>
<tr>
<td>• Perceived quality of public realm</td>
</tr>
<tr>
<td><strong>REGULATORY</strong></td>
</tr>
<tr>
<td>Recommended FLUM/Zoning Map and land development code changes approved to support</td>
</tr>
<tr>
<td>• Eco-Industrial Park at 126th and AIRCO sites</td>
</tr>
<tr>
<td>• ICOT Mixed-Use Employment Center</td>
</tr>
<tr>
<td>Coordinated/joint/expedited project review structure in place</td>
</tr>
<tr>
<td>Catalyst project(s) approved</td>
</tr>
</tbody>
</table>