



# VISION 2020: SPECIAL AREA PLAN

**St. Petersburg is a vibrant, cosmopolitan community in which to live, play, learn and work.**

**All of its citizens, neighborhoods and businesses collaborate in its development.**

**St. Petersburg maintains its unique sense of place and economic vitality while preserving its history, diversity and lush natural beauty.**

**St. Petersburg provides a safe, clean sustainable environment with a spectacular waterfront to be enjoyed by all of its residents and visitors.**

*-Vision 2020 Mission Statement,  
written by Vision 2020 Delegates*

April 2007  
(Amended November 2008, August 2010,  
September 2014, and August 2019)



## Contents

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<b>Part I:</b>	<b>Overview and History of the Planning Process</b>	<a href="#"><u>4</u></a>
<b>Part II:</b>	<b>Existing Land Use and Related Characteristics of the Area</b>	<a href="#"><u>6</u></a>
<b>Part III:</b>	<b>Vision 2020 Special Area Plan: Issues and Objectives</b>	<a href="#"><u>12</u></a>
	PR-Residential	<a href="#"><u>17</u></a>
	PR Mixed-Use	<a href="#"><u>18</u></a>
	PR Commercial	<a href="#"><u>19</u></a>
<b>Part IV:</b>	<b>Special Area Plan Objectives</b>	
	In Relationship to the St. Petersburg Comprehensive Plan and Pinellas By Design: An Economic Development and Redevelopment Plan for the Pinellas Community	<a href="#"><u>20</u></a>
<b>Part V:</b>	<b>Plan Composition</b>	
	Permitted Uses and Any Differentiation by Locations	<a href="#"><u>22</u></a>
	Density/Intensity Standards for Permitted Uses	<a href="#"><u>23</u></a>
	Design Guidelines	<a href="#"><u>24</u></a>
	Affordable Housing Provisions	<a href="#"><u>27</u></a>
	Mixed-Use Provisions	<a href="#"><u>29</u></a>
	Special Provision for Mobility and Circulation Including Mass Transit, Access Management, Parking, Pedestrians and Bicycles	<a href="#"><u>31</u></a>
	Identification of and Reference to Land Development Regulations that Implement the Plan	<a href="#"><u>31</u></a>
	Public and/or Private Improvements, Contributions and/or Incentives, if any, Appropriate to the Plan	<a href="#"><u>31</u></a>
	The Local Government Plan Approval Process	<a href="#"><u>31</u></a>
<b>Part VI:</b>	<b>Plan Impacts</b>	
	Population	<a href="#"><u>33</u></a>
	Water, Sewer, Traffic and Stormwater/Drainage Impacts	<a href="#"><u>37</u></a>
<b>Part VII:</b>	<b>Relevant Countywide Considerations</b>	
	Consistency with the Countywide Rules	<a href="#"><u>44</u></a>
	Roadway Level of Service (LOS), DRI and Mass Transit	<a href="#"><u>44</u></a>
	Scenic/Noncommercial Corridors	<a href="#"><u>50</u></a>
	Coastal High Hazard Area (CHHA)	<a href="#"><u>51</u></a>
	Designated Development/Redevelopment Areas	<a href="#"><u>51</u></a>
	Public Education Facilities	<a href="#"><u>53</u></a>
	Adjoining Jurisdictions	<a href="#"><u>56</u></a>



## Illustrations

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### Data Tables

1.	Permitted Use by Future Land Use and Zoning Districts	<a href="#">22</a>
2.	Density and Intensity by Future Land Use and Zoning Districts	<a href="#">23</a>
3.	Unit Count and Population Comparison Existing and Proposed Future Land Use and Zoning	<a href="#">36</a>
4.	Projected Potable Water Need	<a href="#">38</a>
5.	Sanitary Sewer Adopted Level of Service	<a href="#">41</a>
6.	2007 Sanitary Sewer Flow Rates and Per Capita Demand	<a href="#">42</a>
7.	2007 Sanitary Sewer Capacity Analysis	<a href="#">42</a>

### Maps

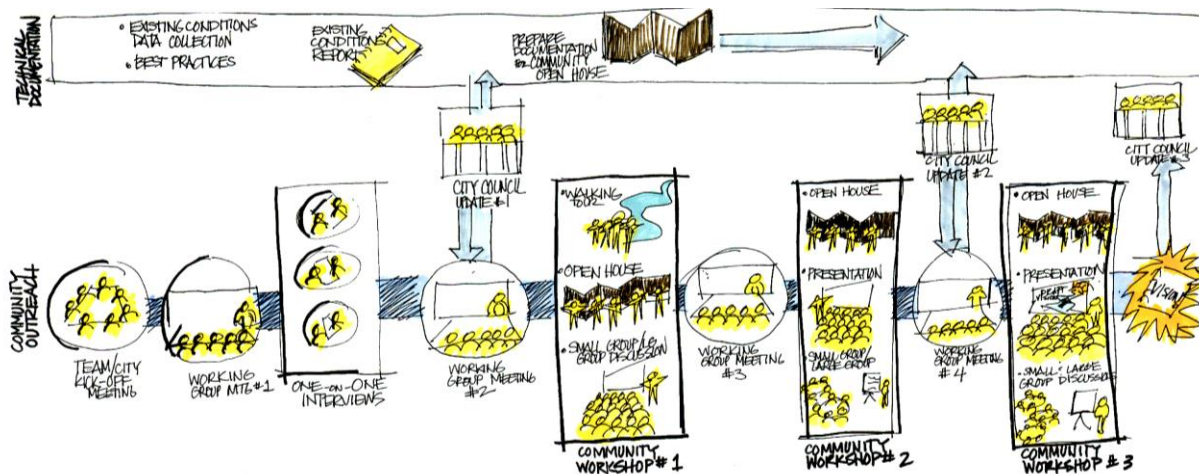
1.	Map1: Planned Redevelopment - Residential	<a href="#">14</a>
2.	Map 2: Planned Redevelopment – Mixed Use	<a href="#">15</a>
3.	Map 3: Planned Redevelopment - Commercial	<a href="#">16</a>

### Exhibits

1.	Comprehensive Plan Goals, Objectives and Policies that are Applicable to the City's Public Facility Levels of Service and Concurrency Management System	<a href="#">58</a>
2.	Tables Displaying Potable Water, Sanitary Sewer and Traffic (Trip) Generation Calculations for the Original Future Land Use Map Amendments "From" and "To" the Designations Of Planned Redevelopment-Residential, Planned Redevelopment-Mixed Use and Planned Redevelopment-Commercial	<a href="#">65</a>
3.	Tables Displaying Potable Water, Sanitary Sewer and Traffic (Trip) Generation Calculations for Future Land Use Map Amendments Made Between April 2007 and September 2008 "From" and "To" the Designations of Planned Redevelopment-Residential, Planned Redevelopment-Mixed Use and Planned Redevelopment-Commercial	<a href="#">79</a>
4.	2008 and 2025 Level of Service Data	<a href="#">89</a>
5.	Matrix: Zoning Districts And Compatible Future Land Use Categories	<a href="#">91</a>
6.	Ordinance 854G	<a href="#">92</a>
7.	2019 Multi-family Development Potential	

## PART I:

### OVERVIEW AND HISTORY OF THE PLANNING PROCESS



The St. Petersburg Vision 2020 Plan, adopted by City Council on October 17, 2002, was a citizen based visioning effort that has created the desired image of St. Petersburg for the next two decades. This was the beginning of the process to re-write the City's Land Development Regulations (LDRs) which will implement the desired built form, and this Special Area Plan is a key element in creating Future Land Use Map categories compatible with the desired development pattern in the City.

The process of creating the proposed LDRs was a publicly driven process that began in the fall of 2002 with the adoption of The Vision 2020 Plan. The services of the national planning firm of Frelich, Leitner and Carlisle, lead by planner and attorney Mark White, were utilized. Approximately 325 citizens participated in committees, charrettes, one-on-one interviews, and public presentations over a two year period. The [Chamber of Commerce](#) participated in hosting charrettes and forming several committees from the development community to provide development expertise and procedural guidance.

Notification of meetings and presentations were provided through public media advertisement and directly to over 1,250 recipients via a project newsletter. Over 36 public presentations were made including a number that were recorded on Channel 35, the City's public access television station, and have been repeatedly broadcast. Workshops have been held with Board and Commission members and the City Council. A website was created featuring the drafts of proposed regulations.

During the public process of creating the new LDRs and the County's process of creating the visioning document, *Pinellas By Design: An Economic Development and Redevelopment Plan for the Pinellas Community*, it was apparent that the Future Land Use categories contained within the Countywide Rules did not fit the redevelopment mode of St. Petersburg's traditional development pattern. City and county staff have assisted the staff of the Pinellas Planning Council (PPC) to develop a Planned Redevelopment classification which allows any one of the Pinellas municipalities as well as the County to develop a Special Area Plan. The Special Area Plan allows a community, through sound planning practices, to create a vision and the implementing regulations to ensure successful redevelopment efforts.

The final stages of this process have involved a two year period of drafting the regulations, reviewing, finalizing and reformatting the new and existing regulations into a user friendly format that can be utilized by the citizens and the development community to determine the desired built environment.

The Special Area Plan documents the existing conditions of the City, the Vision for its future, describes the Land Development Regulations that will create the built environment, and evaluates the impacts of such development.



## **PART II:**

### **EXISTING LAND USE AND RELATED CHARACTERISTICS OF THE AREA**

The areas considered for this Special Area Plan are derived from the Vision 2020 format of Neighborhoods, Corridors and Centers. These areas tend to be the older areas of the City that when developed around an established gridded road configuration, lot layout, and building design that are different from today's greenfield practices.

#### **NEIGHBORHOODS:**

The traditional neighborhoods in the City were developed prior to WWII. These neighborhoods feature narrow deep lots laid out on a traditional grid pattern with narrow streets lined with sidewalks. The average size residential lot measures 45 feet by 100 to 128 feet deep. Alley access is located to the rear. The homes in these neighborhoods consist of a variety of early to mid 20<sup>th</sup> century homes that are sited close to the street. Porches are the typical predominate feature while garages, utilities and ancillary uses are placed to the rear of the lot accessed by the alley system. A unique feature of these neighborhoods is the accessory garage apartments which were a permitted use until the 1970's citywide re-zoning placed these units in a grandfathered status.

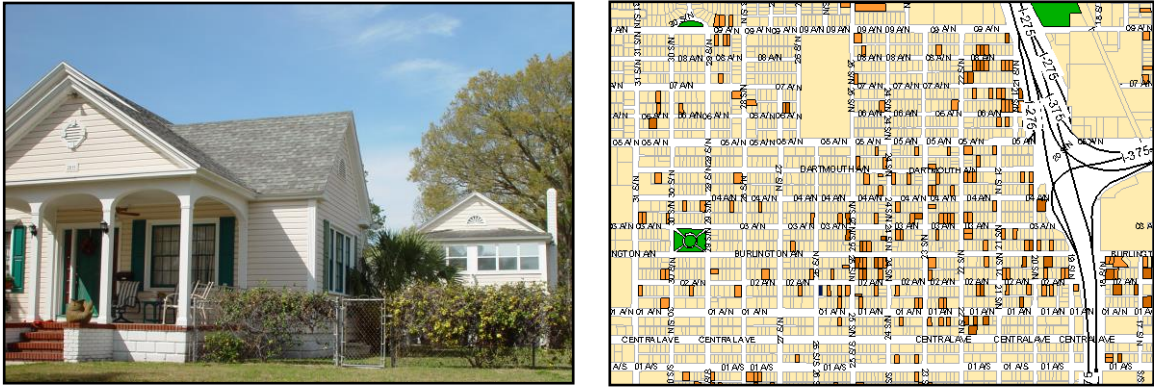
These neighborhoods today are typically zoned either RS-75 or RM 12-15, with an underlying land use of RU or RM. While RU allows up to 7.5 units per acre and RM allows up to 15 units per acre, the reality of the existing density is much different. The average residential lot in the older sections of St. Petersburg is substandard in size when compared to the requirements of the RU designation. This substandard condition is not an impediment, but merely reflects that the zoning and land use today is not consistent with the established pattern. In addition to undersized lots, a number of these homes have accessory garage apartments, some neighborhoods having anywhere from 2% to 20% of its building stock consisting of a single family home with accessory structure located on the same lot. The average is about 6% of the homes within the traditional neighborhoods have an accessory unit.

Scattered throughout these neighborhoods are 4 or 6 unit apartment buildings built on single lots. The apartment buildings represent less than 1% and as high as 5% of the total building stock within the traditional neighborhood portion of the City.

The neighborhoods closer to the downtown, predominantly developed in the 1920's, have average densities in excess of 12 to 13 units per acre. Furthermore, comparing actual densities on a block by block basis indicates block densities ranging from 8 units per acre with some blocks having densities in excess of 30 units per acre. The neighborhoods farther

away from the downtown were developed over longer lengths of time and have building stocks dating from the 1920's through the 1950's. These neighborhoods still feature the traditional development pattern with smaller lot sizes. Additionally, accessory garage apartments are less common but still average of one or two per block.

While the density numbers themselves sound more like multifamily densities, the visual character of these neighborhoods is distinctly single family.



*The property pictured above and approximately 20% indicated in orange on the map have an accessory garage apartment. (Historic Kenwood, Neighborhood)*

In the past decade the City's Neighborhood Partnership program has worked with the neighborhood associations to develop neighborhood plans that guide the restoration and revitalization of these neighborhoods. During this same period the "New Urbanist" movement has gained ground. Today these traditional neighborhoods have been reclaimed and are the highly desirable, sought after neighborhoods within the City. The rules, regulations and development standards need to reflect the existing character so that these neighborhoods continue to be preserved and enhanced through preservation, rehabilitation and compatible infill construction.

## **CORRIDORS:**

Connecting all neighborhoods within the City is a series of corridor roadways. One of the benefits of St. Petersburg's traditional layout and rich planning history is the legacy of land planner, Harlan Bartholomew, whose 1940's City Wide Plan significantly strengthened the grided roadway system. St. Petersburg features a rich tapestry of neighborhood, collector and arterial roadways over the majority of the City. This system provides a major roadway or corridor approximately every 5<sup>th</sup> block. While traffic congestion is often cited as problematic in the greater Tampa Bay area, this roadway system allows St. Petersburg's traffic to flow smoothly and efficiently.

Over time these roadways have been widened to carry greater capacity. A number of these have also been converted to one-way pairs. While the pattern of traffic on these roadways has changed through widening and increased lane numbers, the building stock along these corridors has not changed. On some of the corridors, many single family homes remain, although they are functioning in a lesser state of repair and have, for the most part, become high turnover rental and substandard housing. Other homes have been converted to office use. Other roadways contain the original early 20<sup>th</sup> century mixed use neighborhood "mainstreets." While some of these areas have not seen a great deal of reinvestment, they



continue to serve the daily needs of the surrounding neighborhoods. A number of these commercially oriented corridors contain rental housing on the second floor. However, this practice was removed during the 1977 citywide zoning change when single use commercial zoning was implemented.

A unique challenge of these corridor districts is that they are linear in their formation (along the main roadway) and average no more than 100-128 feet deep. While some commercial parcels have expanded into the neighborhoods through the addition of residential lots, some sites are hemmed in with the alley network and have limited opportunity to expand deeper into the adjacent neighborhood. Lot widths are also narrow with an average lot measuring only 50 feet wide.

In the 1980's, the City's solution to these roadways was to allow a mix of either residential office (RO) or residential office and retail (ROR) to occur. This approach is a standard solution that in many communities would yield positive results; however, in St. Petersburg it has only had marginal success. The failure of these corridors to revitalize and thrive again lies in the underlying land use designations that set low thresholds for intensities (FAR) compared to the existing building stock, the existing lot configurations, and the ill fitting land development regulations that forced lot consolidation in order to meet strict compliance with the regulations.

The typical corridor lot measures approximately 100 feet deep by 50 feet wide (5,000 s.f.). On this size lot, with limited FAR of .30 to .35 depending on the future land use and zoning designation, parking, retention, and other regulations, the only way to attain a suitable office or retail development utilizing new construction would be to purchase and consolidate lots.

The ill fitting regulations not only affect potential new construction but also hamper existing buildings. Many of the structures located along the more commercially oriented roadways consisted of zero lot line structures, some of which contained second stories utilized for office, hotel or residential uses. Many of these building have little, if any, parking and most of them greatly exceeded the allowable FAR requirements having (FARs which range from about .40 to 1.5).

The fact is that many of these numbers, whether it is FAR, density or a parking requirement are arbitrary. To develop meaningful and appropriate numbers, one must first look at the actual typical individual lot size and develop regulations based on the existing condition.

The City recognized this issue in its redevelopment plan and subsequent zoning, Urban Village-1 (UV-1), created for Central Avenue. The Central Avenue Tomorrow Plan was adopted in December 1999. During that planning process, community activists and City staff worked to determine the appropriate scale for Central Avenue and its surrounding 1<sup>st</sup> Avenue corridors and then established land use and zoning regulations that provide the intensity and density needed to create a true mix of both residential and office as well as residential, office and retail. In 2000, the City adopted and the PPC approved the Urban Village-1 (UV-1) zoning district regulations. This implemented the necessary zoning practices needed to create vibrant, neighborhood scale mix of uses. These regulations are based on the typical 50 x 100 foot lot size as the incremental unit of the redevelopment numbers.





*Underperforming corridor where original single family homes have deteriorated and been altered. Currently both homes are poorly performing rentals. The map indicates the variety of depths and lot configurations along 4<sup>th</sup> Street North*



*Before and after photos of an underutilized residential structure converted to upscale office space following the adoption of UV-1 zoning in the Grand Central District.*



*Before and after photos of an abandoned warehouse building converted to residential loft space following the adoption of UV-1 Zoning in the Grand Central District.*

The planning process and the subsequent zoning regulations were completed in the same manner as the regulations developed for this Plan, a highly public process by which the citizenry and the development community worked in partnership to create meaningful regulations, which will lead to quality redevelopment. The adoption of correctly fitting development regulations with adequate intensities and densities equivalent to what was originally allowed has lead to the highly successful redevelopment of the Grand Central District. The majority of the success today has been through the redevelopment of existing early to mid 20<sup>th</sup> century buildings as opposed to new construction. However, compatible infill construction is beginning to occur.

One other area of the City to discuss is the Round Lake portion of the Uptown neighborhood between 5<sup>th</sup> and 8<sup>th</sup> Avenues North from west of 4<sup>th</sup> Street to 6<sup>th</sup> Street. While labeled as a neighborhood, the area exists as a mixed use neighborhood and is slated to utilize the Redevelopment, Mixed Use designation. The future land use designation of Round Lake is currently ROR. This will be changed to the Planned Redevelopment Mixed Use (PR-MU) category and a new zoning district Neighborhood Traditional-4 (NT-4) will be implemented.

The Round Lake neighborhood has a significant concentration of rooming houses, apartment buildings, neighborhood scaled retail and single family uses all wrapping around a public park and lake. This mix occurs on very small lots typically less than 45 feet by 100 feet deep. Most homes and buildings feature FARs in excess of .75 to 1.25 or more. The block layout itself is compact with a myriad of small lanes and alleys cutting through this dense context. Most buildings are two and one half stories tall. This area can be highly desirable as a very compact mixed use neighborhood setting. However, the existing zoning ROR-1, with ROR Future Land Use, offers no specific control over the redevelopment process. Currently all forms of retail are allowed and if compliant with the other requirements of the applicable existing LDRs, something other than neighborhood scaled commercial could be built within the Round Lake neighborhood. While this would not appear to be the desire of a large box retailer, it is nonetheless possible under the current zoning.



*Photos depicting the existing mixed use character of the Round Lake area. The desire of the neighborhood is to encourage building owners to have shops and neighborhood scale office and retail on the first floor and reside on the second floor.*

## **CENTERS:**

Much like the issues that have been faced by the City's corridors, the emerging suburban retail centers have also struggled over the past several decades. The 1950's began the era of suburbanization. This was first realized in the commercial realm where Central Plaza became the City's first suburban style shopping plaza. By the 1970's retail development was highly suburbanized, with the opening of the Tyrone Square Mall in 1972. These retail centers and a number of smaller shopping centers located along 34<sup>th</sup> Street South were built and remain today in that highly suburbanized shopping center mode of lackluster, inexpensively constructed buildings floating in a sea of asphalt. Most of these lots, however, are in excess of 10 acres with some sites having the ability to assemble into larger tracts.

Modernization attempts have included the addition of enhanced landscaping. The Tyrone Square mall recently added a revitalized food court and restaurant component which is beginning to bring the internally focused building outward to the community. However, the existing land use and zoning regulations continue to stymie redevelopment of these shopping

areas. Limited FARs discourage additional uses and redevelopment to multi-story mixed use centers.

Another notable feature of the existing context within the suburban shopping centers is the lack of adequate pedestrian connection. Until recently the only way for a pedestrian to enter the Tyrone Square Mall was to walk in through one of the drive lanes, i.e., no sidewalk system connected the public sidewalk to the mall building. In addition, cross vehicular connections between shopping centers is rare. This forces shoppers back into cars just to go to an adjacent store.



*A photograph of the Tyrone Square Mall demonstrating the internally focused mall located within a sea of asphalt. This passé suburban style development pattern offers limited architecture and lacks connection to the public street.*





### **PART III:**

## **VISION 2020 SPECIAL AREA PLAN: ISSUES AND OBJECTIVES**

The City of St. Petersburg has moved past the era of greenfield development. Today the City has entered into an era of redevelopment where existing land must be reutilized. The participants in the Vision 2020 made it very clear that redevelopment must recognize and enhance the built environment, not merely replace it with a new pattern of development.

The issues and objectives of this Special Area Plan are outlined below. They have been divided into Planned Redevelopment-Residential (PR-R, which relates to the neighborhoods), Planned Redevelopment-Mixed Use (PR-MU, which relates to the corridors) and Planned Redevelopment-Commercial (PR-C, which relates to the centers).


As shown on Map 1, the areas of the City designated PR-R include many of the traditional older neighborhoods surrounding the downtown area and along the City's early trolley lines flanking Central Avenue, as well as 4<sup>th</sup> and Dr. Martin Luther King Jr. Streets.

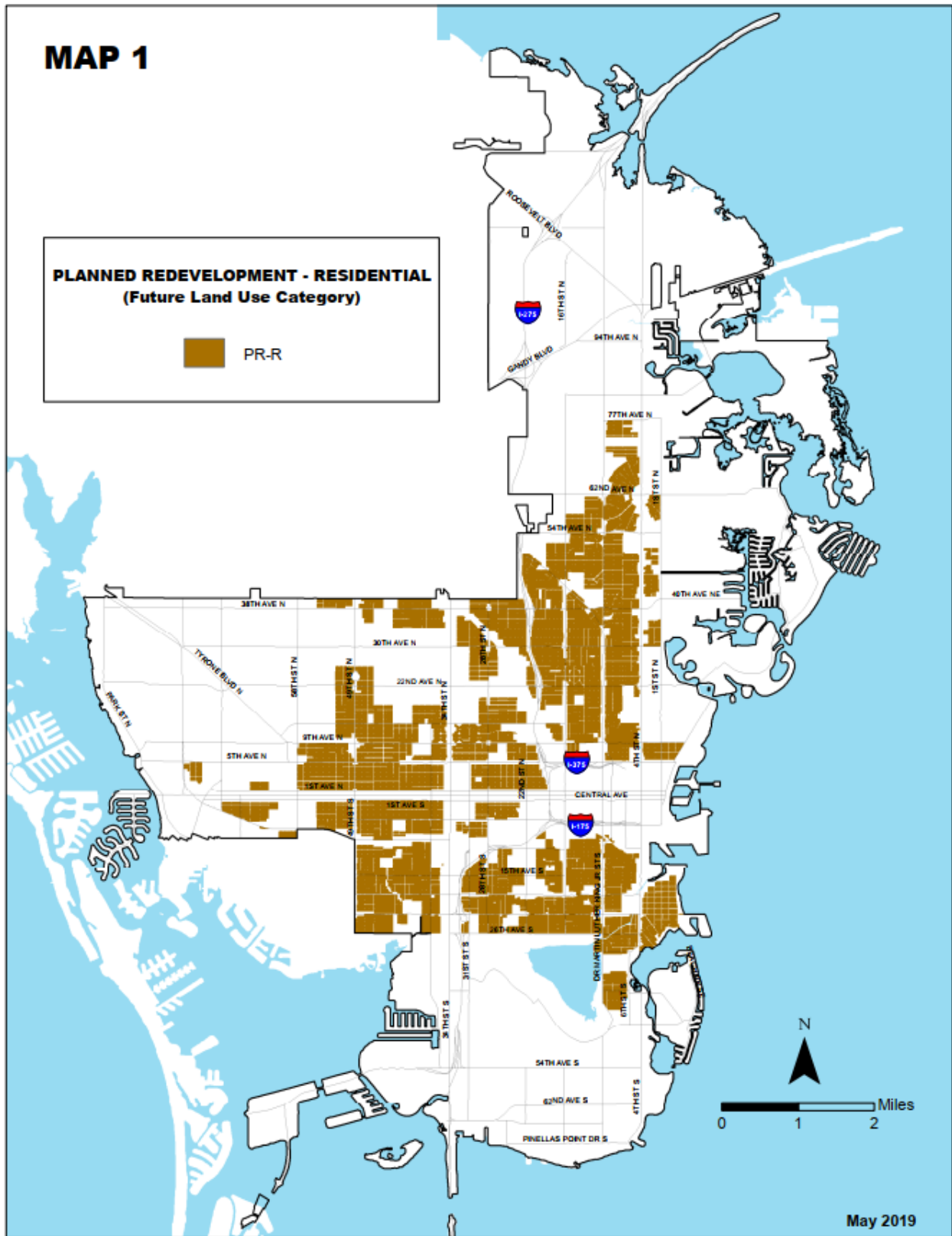
Map 2 shows the areas designated PR-MU, which are scattered throughout the City. However, generally speaking, the mixed use designation will be located along the roadway corridors previously designated Commercial General and Residential/Office/Retail. These corridors include a segment of 22<sup>nd</sup> Avenue North (between I-275 and 34<sup>th</sup> Street), most of 4<sup>th</sup> Street North (between 5<sup>th</sup> Avenue North and Gandy Blvd.), segments of Dr. M.L. King, Jr. Street (between 22<sup>nd</sup> Avenue South and 34<sup>th</sup> Avenue North), segments of 16<sup>th</sup> Street (between 18<sup>th</sup> Avenue South and Haines Road), portions of 34<sup>th</sup> Street; and the Central Avenue corridor between 34<sup>th</sup> Street and Park Street.

Map 3 shows the areas of the City designated PR-C, which include the Tyrone Square Mall/Crossroads Shopping Center area, 34<sup>th</sup> Street South (between 26<sup>th</sup> Avenue South and 54<sup>th</sup> Avenue South), the Central Plaza area (bordered by 31<sup>st</sup> Street to the east, 34<sup>th</sup> Street to the west, 1<sup>st</sup> Avenue South to the south and 5<sup>th</sup> Avenue to the north), a triangular-shaped area in north St. Petersburg bordered by Gandy and Roosevelt Boulevards and Dr. M.L. King, Jr. Street North; and the Carillon Town Center, located on the south side of Ulmerton Road.

# MAP 1

## PLANNED REDEVELOPMENT - RESIDENTIAL (Future Land Use Category)

 PR-R



May 2019

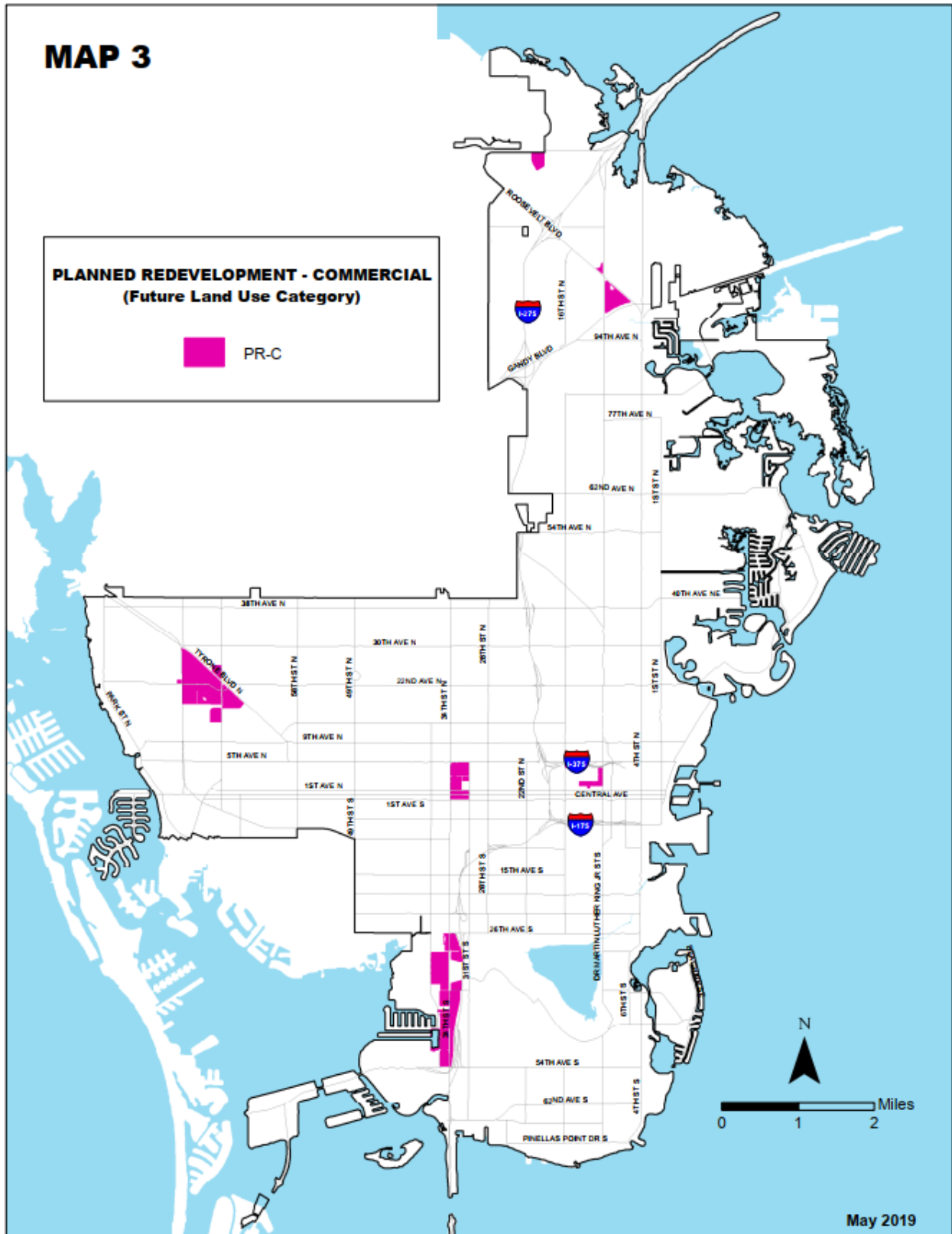
**PLANNED REDEVELOPMENT - MIXED USE**  
(Future Land Use Category)

May 2019

# MAP 3

## PLANNED REDEVELOPMENT - COMMERCIAL (Future Land Use Category)

 PR-C





## PLANNED REDEVELOPMENT-RESIDENTIAL - ISSUES AND OBJECTIVES:

- Develop regulations that protect and enhance the City's older "traditional neighborhoods."
- Regulations shall discourage demolition by allowing flexibility for expansion of smaller homes and the ability to create other opportunities within the rear yard.
- New homes shall be sited to correspond with the existing context, close to the public sidewalk with a strong pedestrian oriented streetscape consisting of front porches, clearly defined entries, and where alleyways are utilized for secondary activities such as trash removal, utilities and vehicular parking.
- Regulations shall address the scale of the existing neighborhoods including setbacks and building heights.
- Create regulations that allow and encourage a variety of housing types and sizes.
- Create regulations that allow a limited integration of art-related activities into the traditional neighborhoods.
- Allow the opportunity, if desired by the property owner, to offer accessory units such as garage apartments.
- Maintain the SINGLE FAMILY appearance of the neighborhood.
- Do not allow MULTIFAMILY housing types like townhomes and apartment buildings.
- Do not allow accessory units to be sold i.e., they must remain part of the parent tract.



*A typical streetscape desired in a Planned Redevelopment- Residential area*

## PLANNED REDEVELOPMENT-MIXED-USE: ISSUES AND OBJECTIVES:

- Allow the ability for mixed-use corridors where shops, offices and residential units can mix together providing a specialty district.
- Create walkable, mixed-use corridors with a combination of retail, offices and residential units. Individual parcels within mixed-use corridors may be developed as single-use projects, such as single-use commercial projects or as single-use residential projects, though it is the City's desire to have an overall development pattern that reflects a mix of uses. Single-use projects shall incorporate the design standards provided in this section to the greatest extent feasible.
- Create a variety of scales so that districts relate to the existing context and relate to the scale of the adjacent neighborhoods.
- All districts shall have an intimate "Main Street" look and feel.
- Buildings shall be placed close to the street to create an architectural presence.
- Site requirements shall provide for compact design which discourages and minimalizes encroachment into adjacent neighborhoods.
- Buffering between the adjacent neighborhoods and the commercial activities is of paramount importance.
- Utility functions and parking shall be relegated to the rear of the lot.
- Regulations shall address the standard lot size (typically 50 x 100 feet) and allow development of a single lot.
- Regulations shall reflect the linear corridor nature of these districts.
- Pedestrian access and connectivity shall be integrated into the regulations.



*Typical streetscape desired in the Planned Redevelopment Mixed-Use area.*



## PLANNED REDEVELOPMENT-COMMERCIAL: ISSUES AND OBJECTIVES:

- Create regulations that allow underutilized suburban style shopping centers to be redeveloped with mixed use, creating vibrant pedestrian oriented regional villages.
- Encourage a retail and entertainment emphasis.
- The emphasis on architectural enhancements, pedestrian scale and pedestrian connectivity shall be paramount roles in these new and redeveloped districts.
- Regulations shall recognize the depth and the size of these sites and shall allow the creation of different designs within the overall development, including adding layering of spaces and scale.
- Multiple and single uses should intermingle and create smaller settings within the larger overall district to create sub-districts, nodes and centers within the overall development pattern.
- Parking should be concealed; compartmentalized and structured parking is encouraged.
- The scale shall allow mid-rise and high-rise buildings.



*Mizner Park in Boca Raton is an excellent example of the mid-rise scale and mixed use center appropriate to the revitalization efforts for St. Petersburg's retail centers.*



## **PART IV: SPECIAL AREA PLAN OBJECTIVES IN RELATIONSHIP TO PINELLAS BY DESIGN AND THE ST. PETERSBURG COMPREHENSIVE PLAN**

The Special Area Plan objectives are consistent with Pinellas by Design. While Pinellas by Design was completed after the Vision 2020 Plan and the beginning of the process to write the rules and regulations that are part of this packet, the goals of both address the redevelopment needs of built out communities, address the economic issues associated with redeveloping property and providing a strong, sustainable and increasing economic base and further address the aesthetic issues necessary to support and create a unique quality of life within a community.

The City's Vision 2020 Plan and Pinellas by Design can be found here:

<http://www.stpete.org/pdf/vision2020book.pdf>

<http://www.forwardpinellas.org>

The City's Comprehensive Plan and the descriptions of the Planned Redevelopment-Residential, Planned Redevelopment-Mixed Use and the Planned Redevelopment-Commercial categories can be found on the City of St. Petersburg web site. The descriptions of the three redevelopment categories are provided here as well:

- 1. Planned Redevelopment – Residential (R)** - Allowing low to moderate density single-family residential uses not to exceed 15 dwelling units per net acre; however, when located outside of the Coastal High Hazard Area, only when abutting a major street as depicted on the Future Major Streets Map (Map 20), 30 dwelling units per net acre is permitted in accordance with the Land Development Regulations (LDRs). Residential equivalent uses are not to exceed 3 beds per dwelling unit; non-residential uses allowed by the land development regulations up to a floor area ratio of 0.50. Accessory dwelling units are permitted and may be excluded from the residential density calculation when accessory to a single-family dwelling unit, in accordance with the LDRs and special area plan. An ancillary non-residential use which exceeds three (3) acres, a transportation/utility use which exceeds three (3) acres, or an institutional use (except public educational facilities which are not subject to this threshold) which exceeds five (5) acres, whether alone or when added to existing contiguous like use(s), shall require a Future Land Use Map amendment that shall include such use and all contiguous like uses.

2. **Planned Redevelopment – Mixed Use (MU)** - Allowing mixed use retail, office, service and medium density residential uses not to exceed a floor area ratio of 1.25 and a net residential density of 24 dwelling units per acre; however, when located outside of the Coastal High Hazard Area, only when abutting a major street as depicted on the Future Major Streets Map (Map 20), 30 dwelling units per net acre is permitted in accordance with the Land Development Regulations (LDRs). Accessory dwelling units are permitted and may be excluded from the residential density calculation, in accordance with the LDRs and special area plan. Higher densities and intensities are acceptable within activity centers but not exceeding a floor-area-ratio or a net residential density as established in the redevelopment plan or special area plan. Residential equivalent uses are not to exceed 3 beds per dwelling unit and transient accommodation uses shall not exceed 45 units per acre. An ancillary non-residential use which exceeds three (3) acres, a transportation/utility use which exceeds three (3) acres, or an institutional use (except public educational facilities which are not subject to this threshold) which exceeds five (5) acres, whether alone or when added to existing contiguous like use(s), shall require a Future Land Use Map amendment that shall include such use and all contiguous like uses. Research/Development, Commercial Recreation, and Light Manufacturing/Assembly (Class A) uses shall be allowed in this plan category only on the basis of and pursuant to local government standards which address, as a minimum, the following criteria in relationship to the nature of the proposed use: neighboring uses and the character of the commercial area in which it is to be located; noise, solid waste and air quality emission standards; hours of operation; traffic generation; and parking, loading, storage and service provisions.
3. **Planned Redevelopment – Commercial (C)** - allowing the full range of commercial and mixed uses including retail, office, service and high density residential uses not to exceed a floor area ratio of 1.25 and a net residential density of 55 dwelling units per acre. Higher densities and intensities are acceptable within activity centers but not exceeding a floor area ratio or a net residential density as established in the redevelopment plan or special area plan. Residential equivalent uses are not to exceed 3 beds per dwelling unit and transient accommodation uses shall not exceed 55 units per acre. Institutional and transportation/utility uses, alone or when added to existing contiguous like uses, which exceeds or will exceed five (5) acres shall require a Future Land Use Plan map amendment that shall include such use and all contiguous like uses. Research/Development and Light Manufacturing/Assembly (Class A) uses shall be allowed in this plan category only after the nature of the proposed use has been determined and the following criteria are considered: neighboring uses and the character of the commercial area in which it is to be located; noise, solid waste, hazardous waste and air quality emission standards; hours of operation; traffic generation; and parking, loading, storage and service provisions.



## PART V:

### PLAN COMPOSITION

#### A. PERMITTED USES AND DIFFERENTIATION BY DESIGNATION

PERMITTED USE BY FUTURE LAND USE AND ZONING DISTRICTS							
ALLOWABLE USES							
ZONING DISTRICT	SF	ADU	MF	OFFICE	NEIGHB. SCALE RETAIL	COMMERCIAL (Retail)	MIXED- USE
<b>PLANNED REDEVELOPMENT: RESIDENTIAL</b>							
<b>PR-R</b>	Y	Y	N	N	N	N	N
NT-1	Y	Y	N	N	N	N	N
NT-2	Y	Y	N	N	N	N	N
<b>PLANNED REDEVELOPMENT: MIXED-USE</b>							
<b>PR-MU</b>	Y	Y	Y	Y	Y	Y	Y
NT-4	Y	Y	N	Y	Y	N	Y
CCS-1 (inc. Activity Center)	Y	Y	Y	Y	Y	Y	Y
CRS-2 (inc. Activity Center)	Y	Y	Y	Y	Y	N	Y
CRT-1	Y	Y	Y	Y	Y	N	Y
CCT-1	Y	Y	Y	Y	Y	Y	Y
<b>PLANNED REDEVELOPMENT: COMMERCIAL</b>							
<b>PR-C</b>	G	G	Y	Y	N	Y	Y
CCS-2 (inc. Activity Center)	G	G	Y	Y	N	Y	Y
RC-1 (inc. Activity Center)	G	G	Y	Y	N	Y	Y
RC-2 (inc. Activity Center)	G	G	Y	Y	N	Y	Y
RC-3 (Gateway Activity Center)	G	G	Y	Y	N	Y	Y

(The Comprehensive Plan and the land development regulations can be found on the City of St. Petersburg web site, [www.stpete.org](http://www.stpete.org).)

**B. DENSITY & INTENSITY STANDARDS FOR PERMITTED USES**

DENSITY AND INTENSITY BY FUTURE LAND USE AND ZONING DISTRICTS					
ZONING DISTRICT	ALLOWABLE DENSITY	ALLOWABLE INTENSITY	TDRs	WORKFORCE HOUSING BONUS	
PLANNED REDEVELOPMENT: RESIDENTIAL					
PR-R	15 upa	0.50			
NT-1	15 upa	0.50			
NT-2	15 upa	0.50			
PLANNED REDEVELOPMENT: MIXED-USE					
PR-MU	24 upa	1.25			
NT-4	15 upa	0.85			
CCS-1	15 upa	0.55	9 upa	8 upa	0.20
CCS-1 (Activity Center)	60 upa	2.5		10 upa	0.20
CRS-2	24 upa	0.65		8 upa	0.20
CRS-2 (Activity Center)	30 upa	0.70		10 upa	0.20
CRT-1	24 upa	1.0		8 upa	0.20
CRT-1 (Activity Center)	60 upa	2.5		n/a	0.20
CCT-1	24 upa	1.0		8 upa	0.20
CCT-1 (Activity Center)	36 upa	1.5		n/a	0.20
PLANNED REDEVELOPMENT: COMMERCIAL					
PR-C	55 upa	1.25			
CCS-2	40 upa	0.75		10 upa	0.20
CCS-2 (Activity Center)	60 upa	1.12		15 upa	0.50
RC-1	30 upa	0.75		10 upa	0.25
RC-1 (Activity Center)	45 upa	1.12		15 upa	0.50
RC-2	55 upa	1.0		15 upa	0.25
RC-2 (Activity Center)	82 upa	1.5		15 upa	0.50
RC-3 (Gateway Activity Center)	N/A	4.0		See LDRs	See LDRs

*(The Comprehensive Plan and the land development regulations can be found on the City of St. Petersburg web site, [www.stpete.org](http://www.stpete.org).)*



## C. DESIGN GUIDELINES

Each district has specific design guidelines. The purpose of these guidelines is to assure that additions and renovations and infill construction are compatible with the established context. Each district is attached for specific review. The following summarizes the general design direction of each category.



**RESIDENTIAL:** In the residential guidelines, a pedestrian oriented, traditional development is required. This includes siting buildings close to the street, encouraging or requiring front porches and clearly defined entry features, and sidewalks. Garages, driveways and parking areas will be located to the rear, adjacent to the alleyway. Buildings must be of an identifiable architectural style and fenestration must be organized in a pattern consistent with the selected style. Accessory structures shall match the primary building.

**GARAGE APARTMENTS:** will be allowed under strict regulations which address minimum lot size, the provision of off street parking and privacy issues between adjacent properties. This provision addresses affordable/workforce housing needs and life cycle housing opportunities identified within the Vision 2020 Plan. It also maintains the single family appearance of neighborhoods by relegating the smaller, secondary unit to the rear and providing that the unit must stay part of the parent property.

**MIXED USE:** The design guidelines in the mixed use districts will pull buildings closer to the street and will require the appropriate amount of pedestrian oriented store fronts on commercial buildings. Parking and utility functions will be placed to the rear of the lot and

strong buffering requirements will assist with the transition to neighborhoods which have geographic proximity.

Unlike this photo example, buildings shall have store fronts along the primary and secondary streetscapes

Ancillary equipment and retention ponds shall not be allowed in the front or street yard



*An example of a building that does not comply with the proposed design guidelines*

Big Box retail shall have store fronts along the primary, and in some cases, secondary streetscapes.



*This Home Depot in the Crossroads Shopping Center utilized smaller store fronts to create a liner building on the back side of the Big Box building.*

**COMMERCIAL:** The design guidelines for these districts will better address the retail commercial centers within the City. Requirements will include better pedestrian connections, better parking lot design and layout, and having more cohesive design within shopping centers.





*A picture of the Tyrone Mall indicates the abundance of non-utilized parking and the disconnect between the City's streets and the mall.*



*The new guidelines for corridors and centers will require pedestrian oriented amenities, building design and layout to address the pedestrian scale. Parking lots will be compartmentalized and placed to the interior of sites.*

Zoning Districts, with design guidelines, associated with the Planned Redevelopment-Residential Category (NT-1 and NT-2)

- Neighborhood Traditional – 1 (NT-1)
- Neighborhood Traditional – 2 (NT-2)

Zoning Districts, with design guidelines, associated with the Planned Redevelopment-Mixed Use Category:

- Neighborhood Traditional – 4 (NT-4)
- Corridor Residential Traditional – 1 (CRT-1)
- Corridor Residential Suburban – 2 (CRS-2)
- Corridor Commercial Traditional – 1 (CCT-1)
- Corridor Commercial Suburban – 1 (CCS-1)

Zoning Districts, with design guidelines, associated with the Planned Redevelopment-Commercial Category:

- Corridor Commercial Suburban-2 (CCS– 2)
- Retail Center-1, Retail Center-2 and Retail Center-3 (RC-1, RC-2 and RC-3)

**D. AFFORDABLE/WORKFORCE HOUSING PROVISIONS, APPROPRIATE TO THE PLAN**

On November 29, 2007 the City Council adopted Ordinance 854-G, establishing a Workforce Housing Density Bonus Program for St. Petersburg. The Workforce Housing Program is set forth in Chapter 17.5 of the City Code of Ordinances, which addresses the Local Housing Assistance Program. The Workforce Housing Plan was recommended for approval by the PPC in December 2007 and was approved by the CPA in January 2008.

On August 23, 2018, the City Council adopted Ordinance 339-H, amending the Workforce Housing Density Bonus Program, as set forth in Chapter 17.5, Article V, City Code (attached as Exhibit 6).

Background

The St. Petersburg Vision 2020 Plan, adopted in October 2002, addresses the issue of “housing” numerous times and in a number of different ways. Excerpts from the Vision 2020 Plan on the issue include the following:

- A variety of housing opportunities within the neighborhoods is needed.
- A variety of quality housing choices within neighborhoods is needed.
- There is a need to accelerate quality affordable housing programs.
- Economically integrated housing should be supported.
- Housing that is stable, safe and varied - allowing choice for people to live within a neighborhood at different stages of life.
- The City will strive toward providing safe, quality and varied housing opportunities.

In October 2006 the City Council adopted several significant ordinances directly related to the implementation of the Vision 2020 Plan and the Land Development Regulation (LDR) Update. The ordinances that were adopted included Comprehensive Plan text amendments and a new Vision Element, Future Land Use Map amendments, the rezoning of the entire City except the downtown area (the latter of which occurred on August 9, 2007), and new LDRs, now known as Chapter 16, City Code of Ordinances.

The new LDRs, which became effective on September 10, 2007 were drafted and adopted with a “workforce housing component.” The density bonus ranges from up to six (6) dwelling units per acre in the multifamily (e.g., NSM-1) and corridor (e.g., CRS-1) zoning districts that are less intensive, and up to 10 units per acre in the center (e.g., RC-1) zoning districts that are more intensive. A floor area ratio bonus of 0.20 or 0.25 for workforce housing that is made part of a mixed use development is also available in several of the new zoning districts. *It is important to note that the provision of workforce housing units via the density and intensity bonuses provided for in the new LDRs is voluntary on the part of the applicant, property owner or developer, i.e., there is no requirement that workforce housing units be made a part of any residential or mixed-use development.*

The St. Petersburg Comprehensive Plan categories that will permit bonus density, or bonus density and intensity, for workforce housing are as follows:

- Vision 2020 Special Area Plan categories: Planned Redevelopment-Mixed Use (PR-MU) and Planned Redevelopment-Commercial (PR-C).
- Special Area Plan categories: Community Redevelopment District (CRD) and Central Business District (CBD).
- Standard Plan categories (density bonus only): Residential Urban (RU), Residential Low Medium (RLM), Residential Medium (RM), Residential High (RH), Residential/Office General (R/OG) and Institutional (INS).

Zoning Districts that provide for density and FAR bonuses associated with the Planned Redevelopment-Mixed Use Category are:

- Neighborhood Traditional – 4 (NT-4)
- Corridor Residential Traditional – 1 (CRT-1)
- Corridor Residential Suburban – 2 (CRS-2)
- Corridor Commercial Traditional – 1 (CCT-1)
- Corridor Commercial Suburban – 1 (CCS-1)

Zoning Districts that provide for density and FAR bonuses associated with the Planned Redevelopment-Commercial Category are:

- Corridor Commercial Suburban – 2 (CCS-2)
- Retail Center – 1 (RC-1) and Retail Center -2 (RC-2)

Also, see the Density & Intensity by Future Land Use and Zoning Districts table for a summary of the workforce housing bonuses.

## **E. MIXED-USE PROVISIONS, APPROPRIATE TO THE PLAN**

Mixed-use development, when designed in a way that makes it efficient, safe and convenient to travel on foot or by bicycle, transit and motor vehicle, is the most effective type of development for supporting compact, sustainable communities. Mixed-use development may be vertical, wherein residential and non-residential land uses are located within a single building, with the residential land use(s) traditionally located above the ground level non-residential land use(s). Mixed-use development may be horizontal, wherein residential and non-residential land uses are located on the same property, with the residential land use(s) traditionally located adjacent to the non-residential land use(s). While it is the City's desire to create walkable, mixed-use corridors with a combination of retail, offices and residential units, individual parcels within mixed-use corridors may be developed as single-use projects, such as single-use commercial projects or as single-use residential projects.

Mixed-use development can contribute significantly to individual and community success by supporting mobility choices, increasing public safety, reducing rates of vehicle miles traveled, increasing households' disposable income, reducing air pollution and energy consumption rates, conserving open space, decreasing infrastructure costs and contributing to more affordable housing. Recognizing the many benefits of mixed-use development, the new

LDRs shall replace commercial-only zoning districts with the mixed-use categories of Corridor Residential Suburban (CRS), Corridor Residential Traditional (CRT), Corridor Commercial Suburban (CCS), Corridor Commercial Traditional (CCT), Retail Center (RC), Institutional Center (IC) and Downtown Center (DC).

St. Petersburg's geographic constraints have resulted in a built-out condition which is driving redevelopment in new ways and contributing significantly to the success of mixed-use developments. Whereas other regions of the State of Florida are characterized by new development of vacant land, often referred to as greenfield development, St. Petersburg is characterized by infill development and redevelopment of outmoded sites.

St. Petersburg's LDRs shall accommodate mixed-use development using a traditional "district approach" that shall divide mixed-use opportunities into tradition or suburban, corridor or center districts. The LDRs shall allow a variety of compatible uses within these districts to service the needs of the neighborhood or regional population.

In order to encourage mixed-use development, the LDRs shall increase the maximum density and intensity allowed along major corridors and within designated centers. The proposed increases shall be similar to the maximum floor area ratios allowed along many of the City's commercial corridors prior to World War II and the advent of suburban zoning regulations.

Pursuant to Section 16.50.200 of the City's Land Development Regulations titled "Mixed Uses," mixed-use developments located within a Planned Redevelopment – Residential (PR-R), Planned Redevelopment – Mixed-Use (PR-MU), Planned Redevelopment – Commercial (PR-C), Central Business District (CBD) or Community Redevelopment District (CRD) future land use category, the floor area of the residential and non-residential uses shall be counted in determining the gross floor area of the building. The gross floor area shall not exceed the maximum floor area ratio allowed. Unless required by the zoning district regulations, the floor area of parking structures shall not be counted in determining the gross floor area of the building. Additionally, the total number of proposed dwelling units shall not exceed the maximum dwelling units per acre allowed by the zoning district regulations.

For mixed-use developments located within all other future land use categories, the maximum number of units and the maximum floor area ratio shall not be exceeded, when allocated in their respective proportion to land area. Unless required by the zoning district regulations, the floor area of parking structures shall not be counted in determining the gross floor area of the building.

High parking ratios combined with surface parking make high-density, mixed-use development difficult or impossible. Responsively, the parking regulations contained in the LDRs shall support mixed-use development by allowing redevelopment to occur without lot consolidation. First, two or more owners or operators of non-residential buildings or uses may reduce the combined minimum number of parking spaces required when land uses with different peak hour requirements are commingled. Second, parking spaces may be located off-site and credited towards the minimum number of parking spaces required subject to a specific list of criteria, which shall be itemized within the LDRs. The intent of this incentive is to allow two or more owners or operators to share a common parking area within a mixed-use, pedestrian-oriented district. Finally, substitution allowances for motorcycle and scooter parking, reductions for tree preservation, requirements to include bicycle parking and the exemption of parking structures from the calculated floor area further contribute to the

successful promotion and integration of mixed-use developments into the surrounding neighborhoods.

**F. SPECIAL PROVISION FOR MOBILITY AND CIRCULATION, INCLUDING MASS TRANSIT, ACCESS MANAGEMENT, PARKING, PEDESTRIANS AND BICYCLES**

The Plan and its implementing regulations move the City forward and closer to obtaining a better balance between the pedestrian and the automobile. The design guidelines create the correct environment along the street edge which encourages pedestrian activity. Regulations require public enhancements such as bike storage and other features to encourage alternative transportation. The densities and intensities associated with the traditional neighborhoods and the mixed use and commercial classification will allow for better public transportation opportunities. Additionally, the mixed use districts in proximity to the neighborhoods encourage walking to dining establishments and daily needs shopping.

Vision 2020 and Pinellas By Design plans have brought about a number of initiatives that have also been factored into the placement of land use and zoning designations to enhance the viability of these services. For example, the Bus Rapid Transit initiative that was generated out of the Downtown St. Petersburg East-West Transit System Study, which was approved by the St. Petersburg City Council on June 17, 2004, will introduce BRT service along 1st Avenues North and South beginning in 2009 to 2010. An extension of the Downtown Looper Trolley system along Central Avenue to the west is planned. When the City of St. Petersburg's Bicycle Pedestrian Master Plan was adopted in 2003, there were 10 miles of bicycle/pedestrian facilities in the City. Since that time, an additional 45 miles of facilities have been installed, with an additional 16 miles of facilities programmed for implementation in the near future.

Each time an initiative or enhancement is implemented, routes and services are reviewed for consistency with the Vision 2020 Plan and the proposed LDRs.

**G. IDENTIFICATION OF AND REFERENCE TO LAND DEVELOPMENT REGULATIONS THAT IMPLEMENT THE PLAN**

Please see Chapter 16 of the City Code titled "[Land Development Regulations](#)."

**H. PUBLIC AND/OR PRIVATE IMPROVEMENTS, CONTRIBUTIONS AND/OR INCENTIVES, IF ANY, APPROPRIATE TO THE PLAN**

None.

**I. THE LOCAL GOVERNMENT PLAN APPROVAL PROCESS**

St. Petersburg's [Vision 2020 Plan](#) was adopted by City Council on October 17, 2002. It was born from concern by neighborhood activists, Planning Commissioners, City Council, City staff and the development community over construction and renovation activities and processes that were difficult and often yielded unsatisfactory results. The participants in the Vision 2020 effort made it clear that redevelopment must recognize and enhance the built environment, not merely replace it with a new pattern of development.



The Implementation Section of the Vision Plan noted the need to establish of new LDRs and adopt a “Vision Element” in the Comprehensive Plan. However, establishing the City’s new LDRs requires not just new development regulations, but also a new zoning ordinance, official zoning map and future land use map. All these projects are now moving forward concurrently.

The proposed LDRs have been written based on hundreds of hours of public input and data gathering. They have been written to respond to the contextual and economic factors created within a built out community to create a quality environment as redevelopment occurs. The new regulations are considered a conservative approach to the City’s redevelopment. No areas of the City will see a dramatic change from their existing context such as going from single family to multifamily zoning.

The final phase of this project is the completion of this Special Area Plan which outlines the information assembled and processed over the past six years. The City’s Planning Commission (a.k.a. Local Planning Agency) held a workshop on October 3, 2006 and on October 17 approved a resolution forwarding the Special Area Plan to City Council for review. On October 19, 2006 City Council approved a resolution transmitting the Special Area Plan to the PPC.

**EXHIBIT 7**

**TABLE DISPLAYING MULTI-FAMILY DEVELOPMENT POTENTIAL FOR THE PLANNED REDEVELOPMENT-RESIDENTIAL AND PLANNED REDEVELOPMENT-MIXED USE FUTURE LAND USE CATEGORIES WHEN LOCATED OUTSIDE OF THE CHHA AND ABUTTING A MAJOR STREET:**

Population Analysis							
Future Land Use Category	Existing Density	Proposed Density*	Change	Potential Acres	Unit Estimate	Occupancy Rate	Potential Population
PR-R	15	30	15	708	10,620	1.5	15,930
PR-MU	24	30	6	803	4,818	1.5	7,227
							<b>Totals</b>
							<b>100%</b> 23,157
							<b>85%</b> 19,683
							<b>70%</b> 16,210

\*only when outside of the CHHA and abutting a major street