# st. petersburg conceptual plan

May 1974

Prepared by

THE CITY OF ST. PETERSBURG, FLORIDA

TO MAINTAIN AND IMPROVE THE QUALITY OF LIFE IN A DYNAMIC AND VITAL URBAN CENTER REQUIRES FORESIGHT AND CONTINUOUS PLANNING. THE CONCEPTS SET FORTH IN THIS PLAN WOULD PROTECT THE BASICALLY LOW-DENSITY CHARACTER OF ST. PETERSBURG AND ENHANCE THE ECOLOGY AND ENVIRONMENT, WHILE MAINTAINING AND DEVELOPING OUR CITY AS A STIMULATING URBAN CENTER.

THIS IS THE FRAMEWORK FOR AN UPDATED COMPREHEN-SIVE PLANNING.

THE KEY TO ST. PETERSBURG'S FUTURE IS BALANCE. CON-CENTRATED DEVELOPMENT IN SEVERAL ACTIVITY CENTERS WOULD ALLOW FOR INCREASED OPEN SPACE IN MANY OTHER AREAS OF THE CITY. THE CURRENT OVERWHELMING DEPENDENCE ON THE AUTOMOBILE MUST BE BALANCED BY ALTERNATE MODES OF TRAVEL. A VARIETY OF HOUSING TYPES AND LIFESTYLES IS SUGGESTED AS THE BALANCE IN THE LIVING ENVIRONMENT.

ABOVE ALL, THE PLAN FULFILLS A NEED FOR SOUND AND IMAGINATIVE APPROACHES TO MEETING ST. PETERSBURG'S FUTURE NEEDS. AN ON-GOING PLANNING EFFORT -- DEVELOPING COM-MUNITY ASSETS AND RESOURCES, DEFINING PROBLEMS AND OUT-LINING COURSES OF ACTION TO ATTAIN COMMUNITY GOALS --IS ESSENTIAL TO PROTECT OUR CITY'S DESIRABLE CHARACTER. The city is the natural gathering place for our thinkers, our innovators, and our specialists. It is where education flourishes and art is born. It is the generator of our national wealth. There is no reason why it should be dirty, ugly, and generally unliveable. It should be, in fact, our greatest work of art.

Morris Ketchum, Jr.
 President, AIA

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# introduction

Planning in general refers to the rational process which anticipates needs and establishes courses of action to meet those needs in light of current values. The success of a planning effort is measured in terms of ability to anticipate and shape future events.

The city planning process involves collecting enough information about the subject to define problem areas concisely. In addition, community values must be translated in terms of recognized objectives in order that acceptable courses of action may be explored. The resulting strategies must then be subject to constant reevaluation as new information becomes available, as values change, or as various degrees of success are experienced. The following diagram illustrates this process:



### THE PLANNING PROCESS

There are a number of areas in which activities must be carried out to establish a successful, coordinated city planning effort. These include the following categories: (1) research and data collection, (2) citizen participation, (3) advance planning, (4) special studies, (5) effectuation or implementation, and (6) program maintenance. Continuity in each of these functions and their coordination with each other determine, to a large degree, the success of the process. The comprehensive or master plan for a city should consist of the following elements if it is to be truly comprehensive:

Natural Environment	Public Facilities and Utilities
Open Space and Recreation	Housing
Social Resource Development Plan	Neighborhood Development
Economic Development	Capital Improvements
Urban Design	Regulatory Measures
Land Use	Development Incentives
Transportation Systems	Action Programs

Land use is one of the initial and very basic elements of the comprehensive plan, and it should be considered as a parallel study with urban design and transportation systems planning. In its broadest sense, it involves activities in all phases of the planning process; however, its basic concern is with the location, intensity and amounts of land allocated to space-consuming functions. The land use plan should be used as the basis for such matters as zoning and subdivision controls, traffic planning and control, street construction, and in planning educational, social, health and cultural facilities.

Each element listed above as part of the comprehensive plan is an important tool in the day-to-day decision making of city government, as well as a guide for directing long range development. Comprehensive planning must be considered as the interrelationship of the multiple factors of natural features and resources, social and economic determinants, and existing man-made development in recommending policies and programs for guiding growth and redevelopment of land. This implies a number of areas in which detailed investigations must be carried out in order to have sufficient background information to complete a meaningful study. The comprehensive planning process goes beyond the mere physical apportionment of land by further seeking to integrate the ideals and goals of the community in a statement of growth policy and objectives. Simply stated, a comprehensive plan describes what a city can be in the future and what steps have to be taken to achieve that objective.

The city should continue in its effort to direct development and redevelopment of land usage to mold the urban environment to serve the present needs and desires of its inhabitants. At the same time, the comprehensive plan must be forward-looking, dynamic and adaptable to future changes in the social and physical requirements of man and nature so that optimum development is fostered for future generations.

Comprehensive city planning at its best provides the means of attaining the optimum arrangement of future activities and utilization of land in accordance with overall community development goals as they evolve over time.

## scope & purpose of work

This report is directed toward furthering comprehensive planning in St. Petersburg by establishing a concept of city form. It represents the combining of the elements discussed above to provide a basis for plan development.

The St. Petersburg Conceptual Plan provides a viable framework for further planning and development in the city. The word "conceptual" merely denotes the level of plan detail. A great deal of background research went into the recommendations of this report, but to compile the detailed information required for all aspects of a comprehensive plan and to minimize subjective evaluations requires more time as well as citizen involvement.

The work items considered entail the compilation of all available background data, including supplemental research to provide an analysis of the environment, economics, public facilities, transportation, open space, housing, and social characteristics. Before alternatives were considered, subjective evaluation was made of development trends and restraints on the city's growth and of their implications. In addition, past community efforts in defining goals and standards were evaluated and included as a basic informational input.

After adoption by the city, the details of the plan described in this study will provide the necessary input for further planning. This includes St. Petersburg's contribution to the overall county plan, which will be used as a frame of reference for evaluation of development controls and other municipal decisions.

As part of this study, a section of the city was selected to be considered in greater detail. This was done to tie in the overall plan objectives and theoretical concepts with the realities of a specific situation. The results of this investigation are described under "Module Study."

The development program considered various means which have potential as tools for implementation of the plan. Many of the methods described can be put into use within a short period of time, others must be explored further to verify their validity and, in some cases, special enabling legislation must be developed to permit local use. The section entitled "Development Program" must be put into the form of a very specific action program related to a sequence of events which can be carried out in a rational manner.

## methodology

A composite task force began first to consider the concept of an undeveloped peninsula and an ideal form of urban development that would respond to the implications of that natural environment (climate, soils, natural drainage, vegetation, etc.). The task force then considered the present day pattern of development. This was done to determine the degree of influence on the idealized urban form by its principal limiting factor, the existing urban infrastructure. Simultaneously, it was concluded that the necessary criteria for planning the city and its components could best be derived by analyzing the concept of the quality of life. What are the factors that constitute the desirable qualities of life in St. Petersburg? How can they be measured or evaluated? The analysis of the concept must include the changing perspective over time, past and present definitions and measures, controls, as well as the trends that will likely affect future interpretations of the quality of life.

This process concluded with the decision that the planning of the city and its environs could best proceed by dividing the city into sections defined by neighborhood identities, major traffic carriers and generators. These sections formed modules which were used for purposes of the study to define the activities of urban life.

The task force was comprised of key personnel of various city departments and agencies. It was divided into several committees to study strategic concepts - modular planning and the quality of life - and the tactical areas of planning such as transportation, service functions, housing, and land use.

Each of these study groups was directed to determine which factual materials and design principles could be applied to the two basic concepts and what background information was available to aid in problem definition and the formulation of alternative solutions. The inventory and analysis and the conceptual proposals that resulted are based upon subjective professional judgment rather than detailed analysis of compiled data.

It is also imperative that the trends in a rapidly changing life style for the last quarter of the Twentieth Century be assessed for their effect on the needs and desires of future residents and visitors. Patterns of energy, material consumption and waste rejection must be made compatible with the limitations of the environment, as well as with the limitations of other urban systems.

This material has been further reviewed and analyzed by the St. Petersburg Planning Commission and the City Council assisted by outside consultants. Input has been provided by various individuals and groups responding periodicially to issues as they have arisen in the development of this document.



## research elements

The establishment of a plan for the conservation, development and redevelopment of a city's land must be the result of careful and extensive investigation of the many aspects of the urban fabric. The following sections are summaries of more extensive investigations that were carried out to provide the background for the St. Petersburg Conceptual Plan as presented in this report.

A large portion of the developed area of St. Petersburg is located on a flat upland area, which is roughly circular with a diameter of five miles and maximum elevations of almost fifty feet.

environmen.

However, a portion of developed and undeveloped land contained mostly in the northeast section is located below the 100 year floor line as described by the United States Geological Survey. The city has a flood plain ordinance which places certain safety restrictions on development in these areas. Further controls are desirable in the lowest portions of the flood plain, specifically in the areas below 7 feet above mean sea level. Development should be guided in these areas by using site development controls to maximize the amount of permeable open space.

The majority of the city's soils are urban and man-made lands. Certain soils because of their poor bearing capacity exhibit limitations for construction. These soils are predominantly found adjacent to Sawgrass Lake.

Fresh water is contained in numerous streams, lakes, canals, and wetlands throughout the planning area. This water is derived either directly from rainfall or indirectly from the discharge of ground water to the land surface. The surface water system in the planning region is subject to cyclic fluctuations in water level and stream flow in response to climatic cycles of rainfall; usually, the maximum amount of water is contained within the system during September or October. Water levels are at a minimum during May.

There is little consumptive use of the city's surface water; however, surface water quality must be maintained, and in some cases, should be enhanced. Measures should be taken to control urban run-off, and new fresh water bodies created where economically feasible. At present the floridan aquifer underlying St. Petersburg is not a viable source of potable water. The shallow aquifer serves as a replenishment to low lying areas and could be a source of domestic irrigation for lawn sprinkling, car washing, etc.

One of the most unique locations of vegetation within the planning area is in the vicinity of Old Tampa Bay north of Gandy Boulevard. A large portion of the coastal mangroves in Pinellas County is in this area. The fresh water marsh of Sawgrass Lake represents another location with unique vegetative quality. This area also contains mixed oak and maple swamp which represents the last remaining hardwood forest on the peninsula south of Highway 60, providing a unique habitat for wildlife.

Existing air quality is generally acceptable under priority 3 standards established by the United States Environmental Protection Agency and the standards established by the State of Florida for ambient air quality. However, there is increasing evidence that automobile-related air pollutants are periodically exceeding ambient standards. The bay waters adjacent to St. Petersburg are labeled Class II. Efforts are being made by the City of St. Petersburg to improve air and water quality monitoring capabilites as preliminary steps toward an intensified action program.

A beautiful community clearly reflects the civic pride and public spirit of its citizens. Its appearance plays a vital role in attracting tourists and fostering economic potential.

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Historically, St. Petersburg has capitalized on such attributes. Industry officials are aware of teh need for selecting a potential site for a new business in a town which is pleasant to live in and offers a worthwhile community atmosphere for its employees. Not only does a pleasant community atmosphere reap the benefits of expanded economic resources, but most of all, it contributes to a more satisfying and worthwhile environment for all its residents.

With these thoughts in mind, and in conjunction with the present development of a comprehensive plan for the City of St. Petersburg, the need exists for paralled development of a program of enhancement and a reemphasis on community appearance in the city.

There are several residential areas in the city that present a pleasing neighborhood identity. Stress should be placed on compatible development in such areas and on retaining and maintaining existing interesting architecural details, such as brick streets and unique building character. Other areas of the city could benefit from attempts to create or recapture the feeling of neighborhood or small community. Aesthetic consideration should be given to all facets of residential development such as location of utilities, screening of sanitation facilities, major street tree planting, and regular maintenance of properties, with the goal in mind of providing visual unity to individual areas.

Visual unity also must be a major goal in the organization or reorganization of commercial areas of St. Petersburg. Aesthetically, there are numerous approaches



map - topoquapting



to upgrading commercial sites: design and placement of amenities for more than functional reasons, major landscaping programs, elimination of on-street parking, control of signs, improved maintenance of buildings, encouragement for cluster type rather than strip commercial development, and screening of sanitation and storage areas. Similar programs also can aid in improving the appearance of industrial areas.

Expansion of the green areas in the city is of prime importance in providing a pleasant visual impact for residents and visitors alike with emphasis on street tree planting and landscaping and enhancement of the present park areas including the planting of more colorful foliage and flowers. Use should be made of streets and waterways to connect larger green areas and create a framework of natural beauty for St. Petersburg.

St. Petersburg has many features other cities would welcome: sunny climate, beaches and waterfront, and a small town feeling. That there is concern for the aesthetics of the city is evident in the passing of the Grounds Improvement, Sign and Tree Ordinances. Further work must be initiated by conducting a comprehensive urban design study for the city, which could lead to other innovative and coordinated controls and guidelines such as an architectural review board. It is important for the future appearance of St. Petersburg to continue to enforce these existing laws and to find new ways to enhance and maintain the beauth of the city.

## economic base

The local economy has been fundamentally sound for many years, and St. Petersburg has consistently ranked well among other metropolitan areas in virtually every category including employment, income, retail sales, construction and bank receipts.

Between 1950 and 1971, more than 105,000 new jobs were created in the local economy, with the greatest increase in the trade and service industries. The dominant factor in this is the relatively high position of tourism in the local economy, accounting for nearly one-third of all employment in the trade and service industries. Development of manufacturing industries, primarily those in electronics, food, and kindred products, has also been significant. The local economy has consistantly enjoyed an unemployment rate well below the national average.

Retirement living is considered a basic industry to the extent that new residents are retirees whose incomes are derived from external sources such as pension plans and social security. These incomes contribute an important stabilizing effect to the local economy, since they are not affected by the cyclic nature of the national economy and unemployment.



#### **INCOME AND WEALTH**

The high percentage of income received from pension plans and social security and a low rate of labor participation has tended to produce a low per capita and median income in the local economy. Per capita income in Pinellas County is 95 percent of the state-wide average and 85 percent of the national average. While more than half the households in St. Petersburg have incomes of \$9,000 or better, nearly 11 percent of the city's households have incomes at or below the poverty level.

Although per capita income is relatively low, wealth indicators are relatively high. St. Petersburg has 17 commercial banking institutions with total combined assets of nearly \$900 million, and there are 6 savings and loan institutions based in St. Petersburg with assets of nearly \$1.2 billion. Combined bank and savings and loan deposits are approximately \$8,500 per capita. Studies have indicated that nearly 22 percent of all personal income is from investments. There are 185,000 stockholders in Pinellas County holding \$2.7 billion in securities.

#### NATURAL RESOURCES

Compared to other urban areas, the local economy is exceptionally dependent upon its natural environment. Most of the new jobs have been created because of demands for service as opposed to the production of goods, and these demands for service have resulted from the influx of tourists and retired persons. Both groups are attracted to the area because of its natural amenities. Therefore, the cornerstone of a local economic policy should be the maintenance and enhancement of the area's natural environment to insure its future attractiveness to both people and investments.

It is essential that a balanced relationship be furthered between the demands for development and the preservation of natural areas to ensure the future attractiveness of the area for tourism and industrial, commercial, and residential development. Otherwise the economic utility of the region will be diminished.

#### **HUMAN RESOURCES**

To date, Pinellas County has been an importer of labor, and labor shortages have been cited as the single greatest impediment to the establishment of local manufacturing industries. Public policy should be directed toward enhancing the prospects of the young and semi-retired to enter the labor force.

#### TRANSPORTATION AND PUBLIC FACILITIES

Intraregional market linkages between Pinellas County and other areas in the Tampa Bay Region have historically been weak. This is due primarily to the lack of an adequate regional transportaiton system to overcome the natural physical barriers which tend to fragment the region. While a more balanced regional profile is emerging, considerable intraregional competition still exists.

Highway construction has been unable to keep pace with the area's growth. Roadside strip commercial development, stimulated by the automobile-oriented transportation system, has made travel less attractive and less efficient. In general, this situation will increasingly tend to diminish the economic prospects of the region in the future.

In addition to weakening market linkages, the current transportation system has had a diminishing effect on industrial development. Manufacturing industries are restricted to the production of low bulk-high value goods which can be moved economically by available modes of travel.

The future quality of life and economic prospects for Pinellas County will be heavily influenced by the characteristics taken on by the transportation system. If a balanced system is developed, it can exert a positive influence toward desirable economic development by adequately serving the area's population and visitors to it. If, however, the type and location of transportation facilities is not diversified and carefully planned, the system could have a permanent diminishing effect on the local economic picture.

Regardless of the modes of travel which may emerge in the future, transportation should no longer be looked upon as a response to an imminent or perceived need. Transportation facilities should be planned and strategically placed so that areas designated for economic development will be stimulated and transportation will become a tool for generating and directing economic activity.

The same consideration should be given to the placement of public service facilities and utilities. Development which places facilities and other activities in close proximity to jobs makes optimum use of public investments and offers other economic advantages.

In order to enhance and strengthen the local economic base, certain goals should be established and strategies pursued for achieving those goals. Clearly, the major goal should be to provide the opportunity for all in the area to receive an adequate income consistent with their particular life style. This will require an upgrading and stabilization of the basic industiries in the community as well as continued diversification of the local economic base. Public policy should be directed at strengthening intraregional linkages, solving transportation problems, and correcting the current shortage of labor. Centers of commerce and employment must be concentrated, and industrial sites should be established in close proximity to the most economic means of transportation. Institutional development could be pursued as a means of attracting high income retirees, utilizing the skills of retired professionals, and establishing a research reputation for the area which will in turn attract industries engaged in natural sciences.

St. Petersburg remains basically a retirement resort community whose clients are attracted by the natural amenities of the area. The upgrading and stabilization of the tourist industry will require that St. Petersburg maintain its attractiveness as a tourist destination point. This can be accomplished through the development of integrated tourist-serving complexes of high design quality which would minimize travel time between attractions and preserve the natural environment, which remains the basic economic asset of the area. Future economic development must be cognizant of this and should be very carefully balanced with the protection of local amenities and their preservation and enhancement as an economic resource.

## existing land use

The City of St. Petersburg is a peninsula located midway on the west coast of Florida, and is surrounded on three sides by Tampa Bay, Boca Ciega Bay and the Gulf of Mexico. The total land and fresh water area occupies 56.8 square miles of which about 80 percent is now developed. In 1969, undeveloped lands accounted for 26.9 percent of the total city land compared to a 1973 figure of 19.6 percent of the city's total 36,345 acre area. It should be noted that most of the vacant lands of the city are in the north - northeast section (north of 54th Avenue North). Exclusive of this section, the remainder of the city is approximately 90 percent developed.

Residential uses occupy approximately 51 percent of the city's developed land and 41 percent of its total area. This is an increase over the 49 percent and 36 percent respectively shown in the 1969 survey. Of all residential land use, 84 percent is devoted to the detached single family residence, which emphasizes the low density residential character of the city. The percentage of the residential land use category devoted to duplexes, apartments and mobile homes in 1969 was 9.4 percent. This percentage has increased to 16 percent for the present and accounts for 31 percent of all housing units in the city. Since 1969, 76 percent of new residential permits have been issued for multifamily units.

About 1.5 percent of the city's developed area is devoted to transportation and utility use. An additional 28.2 percent is in public right-of-way.

The public and semi-public land use category includes uses such as parks, schools, golf courses, fresh water lakes, government, religious, and cultural and entertainment facilities.





land use comparisons

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Residential	8.4	24.7	35.8	48.9	40.7	50.7	29.6	39.0	
Single Family	1	I	32.4	44.3	34.2	42.6	1	1	
Duplex	1	I	1.1	1.6	1.2	1.5	f	i	
Multi-Family	1	I	1.6	2.1	4.5	5.6	I	1	
Trailers	Ē	1	Γ.	6	1.0	1.1	ł	1	
Commercial	9.	1.6	3.1	4.3	4.1	5.1	3.7	4.8	
Industrial	ຕຸ	1.0	1.3	1.8	1.4	1.7	8.6**	10.9**	
Trans. & Utility	۲.	2.2	1.1	1.6	1.2	1.5	đ	J	
Public & Semi-Public	5.2	15.3	9.8	13,4	10.2	12.7	15.3	19.7	
Right-of-Way	18.7	55.2	22.	30.	22.7	28.2	19.9	25.7	
Vacant	66.1	F	26.9	I	19.6		23.	1	
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<ul> <li>Hearle, Edward F.</li> <li>American Cities', f(</li> </ul>	K. and John or the Rand	Niedercorn, Corporation	, 'Hecent La , Santa Mon	nd-Use I renc ica, Californi	1s in Forty-E a - June 1963	ight Large 3 (updated).			
** Industrial and Tran	Isportation a	and Utility co	ombined by l	Rand Study					

The accompanying table shows the city's land use in 1940, 1969, and 1973, compared to the Rand Study which is a study of land use for 48 large American cities.

## transportation

The degree of accessibility within the urban setting is a major determinant of the quality of life in a city. An urban transport system for the conveyance of people and goods between spatially separated points is a vital element in optimizing accessibility.

Reliance on the automobile has led to an undesirable "roadway-oriented" land use pattern. The city's commercial, service, and industrial areas are linear, in most cases designed to provide easy ingress and egress for the automobile, but often sacrificing other amenities. Residential areas are generally cross-hatched with a grid street system which provides a sameness to many neighborhoods.

The future transportation system can accommodate the continued use of the automobile while offering a variety of transportation modes, integrated in such a way that urban activities are accessible to all citizens regardless of age, income or location. To offer a true choice of modes, use of the private car cannot be emphasized and, in fact, should be discouraged for making certain trip types. Essentially, over time, the total dependence on the automobile can be reduced. The majority of neighborhood and intra-city trips can be accomplished by public transit and other modes, although the automobile might continue to carry a high percentage of the interregional trips.

Further work must be done to develop the details of a workable, modally balanced transportation system. The plan for this system must be related in a realistic way to national commitments and priorities for mass transit, while meeting the challenge of providing an attractive alternative to driving a private vehicle in a city not yet congested enough to have serious traffic problems.

### open space

Open space to many people is only park land and unhindered stretches of beaches. It is this, but also much more, encompassing many elements not totally open and physically available to the public, but only psychologically accessible.

Its function is: (1) to meet positive human needs - both physically and psychologically - through recreation amenities; (2) to enhance and protect the resource base - air, water, soil, plants and animals; and (3) to affect economic development decisions. It does this and much more in St. Petersburg. Having a subtropical climate, St. Petersburg's life style depends much on its open space. The city's identity is structured around it. These areas, both public and semi-public, are comprised of scenic parks and waterfront vistas, baseball and soccer fields, golf courses, as well as many beaches all functioning together to create a vigorous life style. Public and semi-public buildings such as Bayfront Center, Main Library, and City Hall, all constitute another important element of open space. Schools and colleges - St. Petersburg Junior College, Eckerd College, and the myriad of public schools augment the open space and further enhance the park system.

Drainage areas supplement the existing open space as well as providing for their primary function. In St. Petersburg, there are several types of drainage areas; retention lakes (now required for the construction of many subdivisions), and natural lakes as well as several creeks occur throughout the peninsula. These areas are tidal as well as natural swales; therefore, many are of a salt nature. They are the habitat for marine and water fowl and fauna, which provides a portion of the economic base. In the future, the city must consider from a comprehensive standpoint, the potential for these drainage areas and retention ponds.

Open space utilization in St. Petersburg provides many opportunities. Further articulation of these spaces can create a unique and fulfilling environment for the public. Parks can be linked with a series of pedestrian parkways. This is possible by incorporating street rights-of-way, drainage canals, and, if necessary, the purchase of additional land to complete this matrix. Areas unsuitable for active recreation may be structured as nature study centers and wildlife preserves. Beaches may be used as waterfront access and marine preserves. Drainage areas with presently overgrown canals could be regraded into gentle swales, providing additional space for active recreation.

Impermeable surfaces - parking lots, streets, and culverts - can be constructed using permeable paving surfaces allowing percolation, thus filtering and reducing run-off.

A comprehensive study to integrate drainage areas and retention ponds, with parks and waterfront areas, must be initiated to form a basis for coherent and mutually supportive actions by the city in the future.

## housing & social characteristics

For each 20 years of its existence, the city has doubled in number of residents. There have been booms and depressions, but growth has been constant. Initially, growth in the region was centered in St. Petersburg and Tampa. With the advent of automobile ownership, pensions, FHA mortgages, and "suburbia," urbanization has spread to the north and to the south. Today, St. Petersburg is one of several centers in an expanding metropolitan area.





The 1970 Census reported over 30 percent of the population of St. Petersburg was 62 years of age or older, and over 50 percent of all households were headed by such aged persons. Each 10 years, the census shows that for both St. Petersburg and Pinellas County, 3 percent more of the total population is in this 62 and over bracket. (See map on page 21.)

As would be expected, this population carries with it unique characteristics in all ways - social, economic and physical. By way of illustration, the Sanger Hospital Report for St. Petersburg indicated that 11 hospital beds per 1,000 residents was necessary, whereas the state standard is for 4 beds per 1,000 people.

Changing conditions in the city are making it necessary that St. Petersburg become an active agent in the improvement of substandard housing and for improving educational and social services to the poor and disadvantaged in the city.

The city must set a concrete objective elimination of existing slums and prevention of future blight. This should be carried out in a manner aimed to protect the tenant's ability to afford housing as opposed to just protecting the landlord's income. The City Council and city officials have long shown an inclination toward this end. Results have been disappointing because of limiting legislation.

Methods must be explored to recycle obsolete land uses and to accommodate a certain amount of growth without destroying existing life styles. Each area's unique physical and social characteristics must be identified and enhanced to provide for variety and environmental texture that is so desirable for human habitation.

## trends & restraints

St. Petersburg has followed the typical development pattern of this century. Over 50 percent of the land area is consumed in private ownership for housing, not counting roads. The majority of housing is the detached single family house on its own lot. Accompanying this low density has been an ever increasing pattern of dependence on the car with all of its positive and negative aspects.

For the decade 1960-1970, while population in the city grew only at 19 percent, car ownership grew at over 46 percent. By 1970, 4,000 households had 3 or more cars. The private automobile accounts for 95 percent of the total number of trips made today. The fact that St. Petersburg is a motor age city has had a controlling impact on the kind and location of land uses throughout the city.

In 1972, the Citizens Goals Report advocated a choice of travel modes, deemphasizing the private automobile, and further advocated pedestrian enclaves and great open spaces in lieu of the present low density spread. This will require policies that will directly address themselves to such urgent issues as strip development, sprawl and the quality of the neighborhood environment.









The city has an overwhelming single family character, but recent trends show an increase in multifamily construction. Until about 1969, over 80 percent of the residential construction in the city was single family units with the remainder in multifamily units. Since that date, the trend has reversed with about 76 percent of the residential construction of condominium type units. This drastic change in the housing market is not due alone to local conditions such as land availability, population age and changing attitudes, but it reflects a national trend as well.

The average household is now using 6 times as much water as in 1930 and producing over 4 times as much garbage per person. These facts, combined with the tremendous growth over the past few years, emphasize how critical water supply, garbage disposal, and sewer plant capacities are and will continue to be, expecially in terms of preserving and restoring the natural environment.

If the city were to develop and redevelop its land over an extended period of time in conformance to the densities permitted under existing zoning, it could eventually reach a population of about 550,000 people. This is more than twice the 267,000 present population, but considerably less than the estimated 750,000 capacity before the recent zoning density cutbacks were made.

Inflation and local housing needs in relation to available land are rapidly increasing housing costs. Recent estimates have indicated that in the last 5 or 6 years, the cost of single family houses has almost doubled in many cases. If this trend continues and is in fact reinforced by steps to drastically control growth without providing for some relief, housing in the city may at some future time be priced out of reach of low and low middle income people.

There are several natural restraints with which St. Petersburg must deal. Some of these may be assets rather than liabilities, but all have definite shaping effects on how the city is developed. The peninsula location of the city, for example, restricts expansion to a northerly direction. Supporting suburban access also is restricted to one direction which limits service area possibilites among other things.

The topography and soil also are restraints on development. Because the city is generally low in elevation, many areas cannot or should not be intensively developed in the interest of flood protection. Soil conditions may require special construction techniques to be used for larger buildings in certain areas.

These attributes have become the sustaining force of the economy, and as such will not and should not be dealt with lightly. St. Petersburg is exceptionally dependent upon its attributes. Most jobs are created because of the demand for service which is generated by the influx of tourists and retirees, who are attracted by the natural and man-made amenities of the area. In spite of successful past efforts, pressures which may result in the erosion of these amenities are increasing due to rising public demands for mobility and consumption. The responsibility is squarely placed on the city and its residents to devise appropriate programs as part of the



ongoing planning process which will direct our actions in light of the concerns outlined in the "Inventory and Analysis" section. This may require certain compromises and changes in behavior patterns which will be essential to preserve and enhance the amenities of the area.



The 1973 Citizens Goals Report for St. Petersburg outlines the following general goals for the city. These were the results of an extensive evaluation, and aid in the description of the kind of city and quality of life within it that is desired by its residents.

- 1. Maintain the amenities of life and the blessings of nature in St. Petersburg
- 2. Provide acceptable living conditions for all residents
- 3. Provide for the overall coordination or merger of services and facilities within the city, county or area insofar as this will provide for greater efficiency and effectiveness
- 4. Provide for the division of services into local administrative sections and to enlist neighborhood assistance
- 5. Insure that optimum use is made of the talents of all citizens (including special groups as retirees, youth, veterans, and minorities), as well as attempting to satisfy their special requirements

Special emphasis is placed upon maintaining satisfactory environmental living conditions for all residents, providing for ease of movement throughout the community, maintaining a balanced economic growth with proper land use control, and protecting and preserving the ecology.

## development policies

The following policies were adopted in the formulation of this plan. They address both the objectives outlined in the Goals Report and the existing development patterns so as to enhance the quality of life in St. Petersburg.

1. Open Space

To provide greater amounts of open space distributed throughout the city related to natural drainage areas and major



circulation corridors for a usable, accessible natural relief system. This system is to be established as the basic design framework to shape development policy.

#### 2. Environment

To provide a rationale for guiding development and land coverage related to elevation beyond what is provided in the flood plain control ordinance. This includes special consideration of low lying land (that below the 7 foot above mean sea level elevation) and environmental factors.

#### 3. Transportation

To provide a choice of modes of travel with a greater emphasis on public transportation, to minimize through traffic within modules, to increase accessibility to major urban activities by controlled routes and to provide an aesthetically pleasing impact in those areas most viewed by the public.

To recognize the need for a link with the interstate system by providing a continuous tie with areas both north and south of the city, but to rely basically on designed boulevards to provide for the major inter-city and intracity transportation needs.

#### 4. Activity Centers

To plan the development of three concentrated activity centers including in-town, Tyrone, and a third center to be located in the northeast section. These centers are to include retail, office service, entertainment, and residential uses, and provide employment, cultural amenities, and specialized public and private facilities of a regional or subregional nature. In addition, to provide for a variety of life styles within proximity to the center.

#### 5. Housing and Development

To provide for a variety of life styles throughout the city with population concentrations confined to three activity centers and other carefully selected areas. To encourage innovations in construction and design of housing which will stabilize the cost of shelter and add to the supply of low and moderate income housing units, each module's unique characteristics will be identified and reinforced while still providing for a variety of life styles.

#### 6. Economic Development

To provide for the centralization of major employment centers throughout the city related to optimum accessibility and to provide other carefully selected employment centers at strategic locations in the city.

To provide for diversification of employment opportunities through encouragement of higher wage, clean industry for the area.

These policies form the basis for the planning decision made in the following sections.





The proposals for future development of St. Petersburg are based on the analysis, assumptions, and goals outlined in previous sections of this report. In addition, during the planning process, a number of alternative development patterns were examined. The Conceptual Plan presented here combines the best elements of each of these alternatives.

The following basic guidelines were established prior to the initiation of the Conceptual Plan:

The plan should outline the type of city that would be desirable and functional, and maintain or improve upon the present quality of life. The design was not to be restricted by present land use patterns and development.

The plan should maximize internal aesthetic and ecological relief throughout the future city through the use of planned, green permeable open space. These spaces are to be designed to provide visual and recreational impact city wide as well as to the neighborhood.

The plan should maximize individual choice by the introduction of a variety of life styles with compatible land uses. The plan should reflect the privacy and integrity of these lifestyles free from the intrusion of other incompatible living patterns or activities.

The plan as presented here maintains many existing qualities of the city while proposing changes which will enhance its visual impact and general livability. It is divided into several major elements: Open Space and Environment, Transportation Network, Activity Centers, and Land Use and Housing. Although each category is discussed separately, the plan must be considered as a whole. Separating each element is necessary to explain and understand the entire concept.

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## modular concept

The synthesis of the background information with the goal statements contained in the "Goals for St. Petersburg" report and the quality of life standards developed by the staff have yielded a concept of modular development areas and a Conceptual Plan for the city. The optimization of accessibility to persons, products, services, and other activities and the deemphasis of vehicular traffic became the primary city-wide objectives. More specific objectives and policies have been formulated in response to the modular neighborhood concept as plan components.

The most general criterion for a modular neighborhood is that it be identifiable in its character and spatial extent. The key to achieving this identification is variety in the types, intensities, and distributions of land uses within a module as well as variety among the several modules that make up a city. (See map on page 29.)

Within each modular neighborhood may be found places of residence, work, recreation and commerce. To be considered a neighborhood, an area must allow for a variety of life-styles and urban activities. Except in certain cases, it may not be devoted to any single purpose.




Despite the inclusion of all features that constitute "citiness", a modular neighborhood cannot be considered self-contained. The variety of urban activities that are provided within a modular neighborhood will make it less necessary for residents to travel to other modules or urban centers to satisfy many of their daily needs. By placing the means for satisfying these needs within easy reach, accessibility is enhanced.

The concept of a modular neighborhood requires that each module include basic urban activities combined into multiuse complexes. These complexes may be of a character and scale such as to serve principally the needs of one or they may incorporate facilities designed to serve several modules. The intensive activities are to be located on the periphery of the module in proximity to the boulevards. The diagram on page 30 illustrates the concept as it applies in theory to an individual module.

The most significant feature of the modular concept is the ability to satisfy more than one need at a given place. By combining places of employment (predominantly offices in a service-dominated economy) with commercial and institutional facilities, many destinations can be resolved into one, and much vehicular traffic can be eliminated. Similarly, placing commercial and other service needs in greater proximity to the place of residence will eliminate or shorten a significant number of trips.

The Conceptual Plan was developed using the modular neighborhood idea and looking in detail at one pilot module. The next phase in refining the plan is the application of the overall plan concepts to all proposed modules with the intent of adjusting to specific existing conditions. These procedures will make possible the further assessment of the economic, social, and environmental impacts of the plan.

## plan highlights

The plan proposes as its first major objective the maintenance and enhancement of the area's natural environment to assure its future attractiveness to both people and investments. A second major objective is to reduce dependence on the automobile by providing a choice of transportation modes. The third major objective is to establish a system of activity centers, including three main centers at In-Town, Tyrone, and in the north portion of the city.

The following are the most significant proposals of the Conceptual Plan:

- 1. The development of a continuous, city-wide open space that preserves ecologically sensitive areas and increases permeable open space, while defining development modules.
- 2. The development of an arterial boulevard network for transportation, environmental and aesthetic purposes, reducing through traffic within each module.



- 3. The provision of a choice of transportation modes with emphasis on public transportation.
- 4. The establishment of three major Activity Centers to provide concentrated cultural, housing, recreational and entertainment, office, and other intensive facilities as well as commercial services. In addition to the three major Activity Centers, major employment centers and secondary activity centers will be established.
- 5. The centralization of industrial development.
- 6. The coordinated comprehensive reinforcement of the unique positive characteristics of each Activity Center and module, providing a variety of life styles throughout the city.

Concurrent with the refinement of the plan is the development of a program of implementation techniques beyond the level of articulation contained in this report. This element of the process will assess in greater detail the legal and economic implications for constraints and opportunities for implementing the plan and put into effect an action program for carrying out the plan objectives. Citizen review and continuous updating must be part of this process.

# plan components

The plan has been broken down for convenience into several general categories. These categories encompass the basic elements of a comprehensive plan as described in the Introduction.

## open space & environment

The city is to contain as a goal at least 50 percent green permeable open space for the reduction of ground water run-off and a lessening of pollution. This open space forms a basic element of the plan by providing visual relief and recreational areas.

The Conceptual Plan divides the city and adjacent lands into planning or modular units which average one square mile in area. The borders of the modules are defined by proposed major boulevard streets averaging 200 feet in width. The boulevards serve two purposes: to carry rights-of-way for all modes of transportation--automobile, pedestrian, bicycle, mass transit--and to provide a linear park network throughout the city and a green buffer for all modules, giving privacy and visual relief. In addition, the transportation corridors will encourage the establishment of modular identity by defining each module.



The plan incorporates the existing park and school system into the boulevard network. This was done by adding to the open space of the city in a way that would provide a green framework as the second basic element of the plan.

Environmentally and ecologically sensitive areas of the city were identified. These areas of the city were defined as such by the Tampa Bay Regional Planning Council and Pinellas County in conjunction with the city, and are generally low lying lands located on the northern periphery on Tampa Bay, the Sawgrass Lake area, and an area on either side of the Pinellas Bayway leading to Fort DeSoto Park.

In further defining a green open space network, the existing and future drainage systems were considered for their potential as visual relief and for recreational purposes. Areas covered included drainage lakes, swales, canals, creeks, open ditches, and proposed deep well injection points.

The topography of the city was considered along with the drainage system. This included a review and analysis of the IOO year flood plain and areas defined as preservation or conservation by the Coastal Coordinating Council of the state. Although the flood plain ordinance requires structures to be of a safe elevation for flood insurance purposes, development in areas of the lowest elevations should be given further special attention.

In considering the topography, the flood plain and recommendations of the Coastal Coordinating Council, it is recommended that all land below 7 feet above sea level should be of a less developed nature with minimum density and minimum land coverage. This will increase the percolation area for the absorption of ground water run-off. Here again, the possibility of further additions to the green open space system is available. For example, the natural swale between Tampa Bay and Boca Ciega along the north shore of Lake Maggiore is mostly below the 7 foot elevation providing an opportunity to establish a natural green corridor connecting these water bodies. Another result of examining the topography map is the recommendation for development of the Cross Bayou Canal as a part of the green open space system. It is further recommended that a natural buffer zone be considered along the city's shoreline. The nutrient runoff associated with urban development is a major component of the total pollution index of Tampa Bay. Therefore, a buffer of natural vegetation, perhaps 100 feet wide, could reduce the impact of urbanization on the Bay and associated waters. (See "Open Space Plan" map on page 33.)

Thus, the open space element of the plan was formulated by combining a boulevard system with existing parks and public facilities and adding potential green links based on a drainage and preservation plan tied into waterfront areas and areas of low elevation. This synthesis provided the plan for a usable green network which takes advantage of all of St. Petersburg's natural potential plus providing for some very basic aesthetic engineering, health, and safety considerations.

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may april space plan 



The transportation concept of the plan is to emphasize the use of low pollutant type vehicles and to provide a choice of modes of transportation with greater emphasis on public transportation. One objective is to minimize through traffic within planning modules, and increase accessibility along controlled routes. These controlled routes will consist of the boulevard corridors shown on the plan, providing an aesthetically pleasant impact on those areas most viewed by the public and adding a natural buffer for pollutant control. Each planning module will eventually be bordered by a boulevard corridor averaging 200 feet in width which will meet the major inter- and intra-city transportation needs for mass transit, automobile traffic, pedestrian traffic, bicycle traffic, and other future transportation technologies.

Vehicular transportation and rights-of-way within the planning modules will be minimized with many of the rights-of-way eventually being converted to green permeable open space. A commitment will be made within each module to establish convenient modes of transportation other than the automobile system. This will be something on the scale and level of service of a dial-a-ride system which has proven successful in pilot applications. Collector streets will provide access from the module to a boulevard street corridor. In some cases, collector streets will provide access between adjacent planning modules.

In conjunction with the activity center concept of the plan, an express transit system using buses under our present technology, will be necessary to provide movement from modular neighborhoods to major activity centers.

A rapid transit system must be provided from the North Activity Center to the In-Town Center via the I-275 right-of-way and from the Downtown area, west along Central Avenue and up 66th Street North to the Tyrone Activity Center. This same system will eventually connect these activity centers with the beaches, Clearwater, and other county destinations. A network being developed by the Tampa Bay Area Rapid Transit Authority (TBART) will eventually connect the St. Petersburg system with Tampa and other regional destinations.

The proposed boulevard transportation system will provide visual relief from one area to another, in addition to relieving congestion and eliminating through traffic within neighborhoods. The system will encourage neighborhood identification, provide greater safety and add to privacy within each module, while offering adequate service for all modes of transportation and allowing for flexibility to accommodate future technologies.

It is recommended that a city-wide transportation plan be initiated to explore some of the details and requirements of an integrated multi-service level mass transit system which will eventually be capable of handling up to 60 percent of all future trips. This sytem must be tied into the regional TBART network in addition to providing a high level of local service to each section of the city within each module. The work of the Planning Commission and staff must be coordinated very closely with the structured formal process being conducted by other transportation planning agencies. The study must also address itself to the potential impact





of the evolving new energy sources such as electric vehicles and other low pollutant type vehicles. The staging of such a system must be carefully handled during the implementation process.

## activity centers

The Conceptual Plan provides for the centralization of major activity and employment centers related to optimum accessibility. Three major centers and several secondary centers are indicated.

There are three areas of the city which are now or will be in the future major areas of traffic generation. These three areas must be adequately served by all modes of transportation and well located to serve existing and proposed growth on a subregional or regional level. The areas that have been defined as the major regional activity centers in the city are In-Town, Tyrone and the North Activity areas. The three centers in addition to commercial service will be planned to provide cultural, housing, recreation and entertainment, office, and other intensive facilities.

The three major activity centers eventually will be dependent on other means of service than the automobile. As stated under the transportation system section in this report, a rapid transit system is proposed, linking these three activity centers together.

The major activity centers also will be areas of population concentration, housing perhaps as many as I20,000 people; 30,000 in the Tyrone and North Activity areas, respectively, and 60,000 in the In-Town area. These high density areas will have a pedestrian relationship to their commercial centers. Obviously, the staged development of these centers will be critical. It is imperative that their establishment does not precede the initial establishment of the city-wide open space system and the overall low density character in the remainder of the city. It also must relate to the city's capacity to deal adequately with utility and waste disposal requirements, transportation requirements and control of the manmade environment in terms of aesthetics, pollutants and general livability.

Secondary commercial development is proposed in each module for local convenience and service only, clustered at or near the intersection of two boulevards. In addition, other employment centers are recognized and provided for in the plan. The Central Plaza area is proposed primarily for office use in conjunction with the development of a linear office park between First Avenues North and South running west from the plaza. Another employment center is located along 34th Street South. Supportive multifamily housing is suggested adjacent to this area.

Industrial development is proposed for consolidation into one major industrial module and portions of adjacent modular units which are related to the railroad location. The Tyrone planned industrial district is slated to remain in its present location.



map - activity conterd

must be developed in a low density residential character. It is proposed that these areas be slated for planned unit development or redevelopment at an average of 4-6 units per acre. This is to minimize the number of people in the area, minimize building coverage, and maximize the amount of green permeable open space. This green open space will contribute to the talked about "zero" runoff factor by lessening the flow of ground water run-off into the Bay. The percolation of water into the ground will lessen the pollution that would normally be carried into the bay waters.

A composite map of the St. Petersburg Conceptual Plan is found on page 71 of this report in the "Summary and Conclusions" section. This map illustrates the elements of the concept described above and how they relate to each other. The estimated carrying capacity of this concept may eventually reach approximately 350,000 permanent residents. The following section, "Module Study," considers how each element might be applied to a specific module.

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# module study

To test the workability of the plan and to apply the overall concepts to a more understandable scale, a design plan of one module has been developed. The module selected is one that is typical of the older developed sections of the City of St. Petersburg. It is close to the In-Town area and has experienced little change in the past decade. Characteristics inherent to this module are a high percentage of elderly persons, and some of the oldest housing in the city with a relatively high percentage in deteriorating condition. The commercial areas are along the major streets which divide the module in a gridiron pattern. Lot sizes are typical of the l920's ( $50' \times 127'$ ). Much of the area consists of duplex units, older homes converted to multifamily units, garage apartments, etc. These factors yield a congested neighborhood with little open space except that found in existing schools and parks. But, in spite of this, many streets have a very human scale with a pleasant atmosphere that should be encouraged.

## existing conditions

In the pilot module, there are a variety of land uses, but primarily it is residential in character. The commercial areas are in the strips along major streets and are mostly of a local service or tourist service nature. Also, within the module is a major hospital facility and industrial area, serving as employment centers. The following table shows a breakdown of the types of land use to be found in the module and the percentage of land devoted to each use:

	AREA	% OF CLASSI- FICATION	% OF MODULE
Single Family	278 acres	71	30.7
Duplex	33	9	4
Multifamily	73	19	8
Trailer	3	I	0.3
Total Residential	387 acres	100%	43%
Commercial	36		4
Industrial	60		6
Public/Semi-Public	126		13
Right-Of-Way	233		25
Vacant	90		9
TOTALS	932 acres	i	100%

The existing overall density of the residentially developed land is 15 units per acre. Residential land constitutes 43 percent of the total module of which 71 percent is developed in single family units and 28 percent in duplex and multifamily units.





It is estimated that the amount of existing permeable open space is 164 acres or 18 percent of the module. Residential lawns contribute 155 acres or 17 percent of the module. This results in a total amount of permeable open space of 319 acres or 35 percent of the module.

#### **BUILDING CONDITIONS**

Approximate building conditions were determined by a general exterior inspection using a five step scale.

The five categories that were used are:

- I. EXCELLENT new structures, requiring no maintenance or repairs.
- 2. GOOD requiring minor maintenance or repairs.
- 3. FAIR requiring maintenance and rehabilitation.
- 4. POOR requiring extensive rehabilitation and renovation. These structures may be expected to provide less than 20 years of service.
- 5. DETERIORATED structures which should be replaced within 5 years.

The approximate percent of acres occupied by each class structure in the module is listed below?

	AREA	% OF MODULE
EXCELLENT	0	0
GOOD	1	2
FAIR	192	38
POOR	246	49
DETERIORATED	54	II a
TOTALS	493 acres	100%

#### CIRCULATION

The module selected for the pilot study is typical from a traffic standpoint in that it has a typical number of arterial streets and collector streets running through it. The arterials are 4th, 9th, and 16th Streets North; and 5th and 22nd Avenues North. There is one secondary arterial in the area which is 9th Avenue North, and three collector streets: 13th Avenue, 19th Street and 17th Avenue North.





**boulevard** land assessments

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ASSESSED TOTALS**	t.	\$1,249	\$2,758	\$3,984	\$1,011	\$2,557	\$1,198	
PUBLIC/SEMI PUBLIC	Area	.92 acres	1.83 acres	2.75 acres	:	2.29 acres	,	
	Assessed Value *	\$177	\$270	\$447	ũ	\$52	:	
MULTI-FAMILY COMMERCIAL	Floor Area (sq.ft.)	67,080	77,190	144,270	E	52,735	7,925	
	Assessed Value *	\$667	\$1,524	\$2,191	L.	\$330	\$9 6 \$	
	Units	20	51	110	20	333	43	
	Area In Acres	96.	1.56	2.52	3.77	8.48	2.03	
	Assessed Value *	\$214	\$263	\$477	\$503	\$1,077	\$270	
SINGLE-FAMILY	Units	1	8	41	×	83	67	
	Area In Acres	1.14	3.5	4.64	5.62	8.51	8.77	
	Assessed Value *	\$191	\$374	\$565	\$471	\$1,082	\$818	3 Annraical
		East Side of 4th Street	West Side of 4th Street	E & W Total	Crescent Lake Pk. Extension	Commercial Cluster	22nd Avenue	SOLIDCE 107

SOURCE: 1973 Appraisal \* Thousand dollars \*\* Including vacant parcels.

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#### POPULATION CHARACTERISTICS

The pilot module is occupied by some 9,000 persons housed in 5,800 dwelling units. There are approximately 1.6 persons per housing unit. The area is very stable as to population, and there has been little or no change in housing patterns since the 1960 census.

Fifty percent of the people in this module are 62 years of age or older, which is 15 percent more than the overall city average. Persons 16 years of age or under comprise 13 percent of the people in this pilot area, which is a relatively low percentage compared with the remainder of the city.

The median income of the module is \$6,800 per year and the mean income is \$8,000 per year. The median value of owner occupied units is \$12,900. According to the 1970 Census, 10 percent of the families in this area have an income below poverty level.

Of the employed persons, 11 percent are employed in the St. Petersburg central business district, 15 percent are employed in the Pinellas County area, 54 percent are employed in St. Petersburg, outside the central business district, 15 percent in unknown locations, and 5 percent outside the county. The foregoing figures are in general conformity with the overall city percentages. Complete figures as to the percentage of people that live and work within the module are presently not available; however, the hospital employs 989 full and part-time people in three shifts.

Of the persons employed living in the module, 70 percent drive their personal automobile to work, 7 percent utilize the transit system, 8 percent walk to work, and the remainder have other means of transportation. This includes those riding as passengers in automobiles. \*

Of the housing units in the module, 43 percent are owner occupied and 57 percent renter occupied compared with a city average of 70 percent owner occupied and 30 percent renter occupied.

In addition to the income and employment yield by the industrial area, the major hospital and the strip commercial facilities of the module, another income producing element of the economy of the area is that derived from both permanent and seasonal rental units. The majority of these units are located in the southern section of the module adjacent to the In-Town area.

LAND VALUES

The table on page 44 indicates the land values for various sections of the module relating to proposed improvement projects. The area on 4th Street

\*Source: U.S. Census of Population, 1970.

North included in the proposed module boulevard has an assessed value of \$3,984,490,\* including vacant land.

The extension of Crescent Lake Park to the west boundary of the proposed 4th Street Boulevard contains no commercial or public and semi-public classifications. There are 32 single family units and 70 multifamily units. The total assessed value is \$I,0II,380.

The southeast corner of the proposed module (bounded by 5th Avenue North and 9th Avenue North, and 7th Street and 4th Street North) has an assessed value of \$2,556,560, including vacant parcels. The commercial floor area in this section total 52,735 square feet at an assessed value of \$329,880. There are 82 single family units and 333 multifamily units. There is one church and Round Lake Park in the area.

The area on 22nd Avenue North included in the proposed boulevard has an assessed value of \$1,198,320, including vacant land. (See table on page 44.)

These figures do not present the complete picture of costs, however. Assessed value must be adjusted to market value, which may range from 10 to 20 percent higher. To this must be added relocation and demolition costs before the cost of new construction can be considered. Then the method used for acquisition and the time span within which the acquisition is made will control the initial impact of the project on the community.

Subtracted from this will be the return received from recycling the land in terms of increased property values in and adjacent to the projects and return from resale of land or redevelopment depending on the project and how it is carried out. This must be evaluated over an extended time span in order to determine the true return to the community. To this must be added factors that cannot receive a dollar value such as aesthetics, increased open space, convenience, desirability, etc.

## design plan

The design for the pilot module was developed in accordance with the module concept (see page 30) and the general concepts and development policies represented or implied by the overall plan. The data cited previously were used in the decision making process.

**OPEN SPACE** 

The basic overriding concept of the plan is to provide greater amounts of open space distributed throughout the city related to natural drainage areas and major circulation corridors for a usable, accessible natural relief system. This system is to be established as the basic design framework to shape development policy.

\*Figure does not include the Sunken Gardens area and adjacent land for tourist oriented facilites.



The pilot module is primarily one of a man-made environment and, as a result, little opportunity presents itself for utilization or expansion of natural drainage systems or extremely low areas. The two water bodies within the module are both already a part of the public park system. These were expanded and tied together with existing green space into one linear system. (See proposed Land Use Map on page 51 .)

The section of the proposed 4th Street Boulevard adjacent to the expanded Crescent Lake Park and the proposed Sunken Gardens commercial complex will serve as a tourist focal point. The commercial area can be intensified to provide a variety of related facilities to serve the visitor. The east side of the street may then be tied to the park on the west by architecturally significant pedestrian bridges. This, then, opens the expanded park for innovative development suited for more intense usage. Well designed leased facilities might be included such as a restaurant or boat and bicycle concessions which could take advantage of the park environment. If carefully planned and controlled, the combination of the Sunken Gardens, the park, other tourist attractions, and compatible commercial facilities will be very pleasant.

The existing module has approximately 340 acres of land use devoted to public, semi-public, and right-of-way, which is 40 percent of the total land area of the module. Of the 340 acres, it is estimated that only 164 are of a permeable green surface which is only 18 percent of the total module land. In the design plan of the module, efforts were made to realize the goal of 55 percent green space through the following:

- I. Adding permeable green space through the construction of boulevard streets on the periphery of the module.
- 2. Expanding existing park and school sites.
- 3. Converting parts of existing rights-of-way into green space by limited closings or intensive planting.
- 4. Requiring 55 percent of all planned unit redevelopment to be devoted to green permeable open space.
- 5. Utilizing existing green space and expanding it within the commercial cluster of the module.
- 6. Requiring buffer strips along the periphery of industrial land by setback and landscaping requirements. (See map, page 51, and Boulevard Cross Sections, page 49.)

There are several categories of green space implied in the open space plan. These include land used for visual relief, passive recreation, active recreation, private open space and commercial open space. Active recreation includes golf courses, ball courts, playing fields and various recreation equipment. The category of commercial open space refers to land used for such things as agriculture or a nursery, or land used as an adjunct to more active commercial facilities such as a restaurant or private recreation facility. The location and



elaboration of these open space categories are more appropriately a part of a city-wide land use plan, and a detailed design proposal for the module. The module plan as presented here provides for usable and useful open space that will play a major role in enriching the life style and environment of the area.

#### TRANSPORTATION

In this category, the objectives of the plan are to provide a choice of travel modes with a greater emphasis on public transportation, to minimize through traffic within modules, to increase accessibility along controlled routes and to provide an aesthetically pleasing impact in those areas most viewed by the public.

The street network for private vehicular use within the module has been deemphasized for through traffic in favor of local access. This can be done by phasing the vacating of street segments related to the implementation of a successful mass transit system, to form a network of collector streets which provide access to the bordering boulevards and, in certain cases, access to neighboring modules.

Access to individual dwellings is achieved via a system of local streets composed of either existing or new streets in areas slated for Planned Unit Redevelopment. In many cases, portions of existing local streets will be vacated to form cul-de-sacs in order to eliminate through traffic use of the local street system. Land made available in this way will be returned to permeable surface and landscaped as permanent open space. It can also be used to provide more direct pedestrian and bicycle access.

A network of bicycle paths can be developed by marking local streets or, where necessary, adding a shoulder for bicycle use. Collector streets and boulevards would be provided with separate ways for the exclusive use of bikes.

The controlled access boulevards which serve to delineate the edges of the module will provide vehicular access to remote modules, regional centers, and expressways to other cities. Because of their intense use, the boulevards will be buffered from the module by 30 to 40 foot wide parkway planting borders. These planting strips will utilize plant materials and planting layouts that will require little or no maintenance.

In keeping with the planning objective to reduce the dependency upon the private automobile, a high level of public transit service would be of either a demand responsive, door-to-door nature, or a fixed route, high frequency system not more than one block from any dwelling. This local transit service will provide access to the two multiuse activity centers of the module. At each of the points, a transit exchange facility will provide service via express bus to remote modules, regional centers, and rapid transit facilities. (See map on page 51.)

#### ACTIVITY CENTERS

The pilot module does not include any of the three major activity centers proposed in the plan; however, the activity center concept states that local commercial services will be clustered in the vicinity of boulevard intersections.

In the pilot module, a public park with a pond exists in the immediate vicinity of a boulevard intersection. The design plan calls for the phasing out of strip commercial along the proposed 4th Street Boulevard and relocation to a commercial cluster in which the existing park will be the focal point. This center will be the site of a mass transit exchange point for service within the module and express service to other modules, regional activity centers, and rapid transit facilities. The commercial cluster is also located in proximity to the high density areas of the module to facilitate pedestrian access. It is anticipated that this neighborhood activity center is large enough to serve parts of modules I, 2 and 3 in addition to the pilot module.

One other commercial area was incorporated into the plan - an existing shopping facility on l6th Street near the proposed 22nd Avenue Boulevard. This smaller commercial area is at the opposite end of the proposed commercial cluster providing a better distribution of service. Green buffer strips are indicated to soften and screen the commercial area from adjacent residential uses.

A third commercial area of a very specialized nature is indicated on the plan. This is not in the module directly but along the 4th Street Boulevard opposite the Crescent Lake Park expansion. This designed strip commercial area is centered around the Sunken Gardens and provides an opportunity for a small tourist center to be established, including a number of tourist related services and recreational park facilities planned in conjunction with compatible expanded park activities. (See map, page 51.)

There are now a total of 36 acres of commercial use in the module. This has been reduced to 30 acres via the design plan. The remaining redesigned commercial uses are much more marketable and accessible and will result in considerably increased land values over what is now there. In addition, it would be aesthetically more acceptable to the residential character of the module.

#### PUBLIC FACILITIES

The module as it now exists is adequately served by all public facilities. Because the module design plan reflects no additional population, there is no additional strain upon the water or sewer system. The distribution of these facilities may have to be revised slightly in conformance with the proposed land use redistribution; however, the overall impact will be slight.

The increased permeable green space of the plan will decrease the ground water runoff of the module thereby providing relief to the existing storm water system.



Through redevelopment, congestion will be lessened and housing conditions improved, thereby reducing crime potential and high conflagration areas, and improving the general living environment.

#### LAND USE AND HOUSING

The goal of the Conceptual Plan is to provide for a variety of life styles throughout the city with population concentrations confined to three activity centers and other carefully selected areas. The pilot module is adjacent to the In-Town area, which is a major activity center and, as such, an area of the module closest to the center was designated for medium density in keeping with the walking relationship of the population concentration to the downtown.

The design plan yields approximately 5,400 housing units which is some 400 units less than what now exists. The design incorporates a housing redistribution as opposed to a numerical exchange. Approximately 560 acres or 60 percent of the 932 acres of the module are devoted to residential use. The present overall density factor of this module based on residentially used land is 15 units per acre. The overall density of the design plan based on residentially used land is 10 units per acre. Related to housing, the module design calls for the following:

I. Planned Unit Redevelopment

15 units per acre; 280 acres with 154 acres devoted to green space

Yield = 4,200 units

2. Retention of Conventional Single Family Development

6 units per acre; 280 acres with 76 acres to right-of-way and green space conversion

Yield = 1,200 units

3. Commercial Cluster

300 units incorporated within commercial cluster = 480 persons

TOTAL Residential Units 5,400

TOTAL Residential Acres 560 acres

Approximately 50 percent of all land devoted to residential use in the design module is proposed as green permeable open space. This percentage is exclusive of park land, corridor green space, and other public and semi-public green open space.

% of Module %6 30% 30% 80% 3% 20% 100% 8% % of Use 50% 41% 59% 50% bsed bind Acres Total 280 186 83 932 280 30 30 73 Sub-Total Acres (22) (16) (23) 83 204 121 Half of boulevard within module TOTAL RIGHT-OF-WAY Planned Unit Redevelopment 15 Units/Acre **Conventional Development** \*Required within module PUBLIC/SEMI-PUBLIC 22nd Avenue North TOTAL MODULE **Total Boulevard** RESIDENTIAL COMMERCIAL INDUSTRIAL 6 Units/Acre **Right-of-Way** Distributor 4th Street 1-275

Estimated permeable green space of proposed plan is 373 acres or 40%. This figure does not include lawns of single family homes which would yield an estimated 100 acres or 11%.

\*This right-of-way is included within other uses.

The phased planned unit redevelopment of over 50 percent of the existing residential land will provide for a choice of a variety of life styles within the module over an extended period of time. An analysis of the housing survey of the area indicates that this amount of redevelopment will probably take place in the next few decades as a result of general housing conditions.

Existing population

= 9,000 persons

Anticipated population

#### = 8,700 persons \*

#### ECONOMIC CONDITIONS

The economic implications of the following must be considered as part of the module design:

- I. Commercial:
  - a. With the exception of one existing shopping facility on a designed collector street, all strip commercial development is scheduled for either a natural phasing out process, phased relocation to a commercial cluster, or relocation to one of the three major activity centers.
  - b. The design plan provides for 30 acres of commercial development properly situated to best serve the proposed redistribution of housing. Strip commercial development now covers 36 acres of land. The existing strip commercial along the present major streets of the module is presently declining and dependent upon automobile trade. The advent of I-275 will lessen automobile traffic, further contributing to this decline.
  - c. The data as to how many jobs exist in the module is not comprehensive at present. However, employment will probably increase due to the proposed intensive commercial activity and expansion of other employment centers.

#### 2. Residential:

a. Some of the proposed areas of redevelopment for this module now hold older low cost housing. To replace

\* It should be noted that 50 percent of the persons now in this module are over 62 years of age, which lowers the persons per household figure. For this type of age composition, a 1.6 person per household figure was used. The introduction of a variety of life styles will tend to attract younger persons, thereby increasing household size. This will increase the local module population, in effect equalizing existing and proposed populations.



low cost housing may require the availability of low cost financing through a public or semi-public agency, preferably on the state level. Careful comparisons of the economic, social and environmental costs of redeeming existing housing or replacing them with new construction must be made. Those areas with unique architectural character should be preserved and rehabilitated. New construction should be designed with a compatible architectural treatment in terms of scale, mass, color, landscaping, etc. Active public input will be necessary for further articulation.

- b. The area of the module proposed for redevelopment now contains many seasonal income producing units. This type of housing will have to be incorporated into the planned redevelopment area or the proposed commercial cluster where an allowance was made for 300 housing units. It is important that the inventory of this type of housing not be drastically altered but upgraded over a long period of time in order not to disrupt this vital economic activity.
- 3. Right-of-Way and Boulevard Corridors:

Acquisition of boulevard rights-of-way will have to be correlated with the availability of new commercial land for the relocation of displaced strip development. As traffic patterns change along existing major streets and businesses decline further, they will relocate to more desirable locations or become available for purchase. Costs for acquisition, construction, and landscaping of boulevards can be provided through municipal capital expenditures or state road money where appropriate.

4. Green Open Space :

Lands will be made available for open space through requirements on planned unit development, public funding for existing park expansion, right-of-way conversions and redevelopment controls concerning screening, setbacks, building coverages, etc., and easements, covenants or dedications.

## mpact analysis

Implementation of the proposed plan for this typical module will have a positive impact on the physical, social and economic make-up of the module. The present pattern of widely dispersed commercial facilities makes necessary dependence on the private automobile as the major means of transportation. Concentration of most commercial activity to well-defined and limited cluster centers will make the increased use of mass or group transportation both more feasible and desirable. With increased use of public transit, smaller parking requirements at commercial centers may eventually result. As use of the private automobile decreases, land now devoted to it will become available for reallocation to other uses.



To achieve the goals of at least one-third of the module developed into parks and contiguous open space and at least one-half of the module in green space, more land will necessarily pass to public ownership. New lot coverage restrictions may be necessary to provide required open space on privately-owned land.

The change of access patterns for both inter- and intra-module traffic will remove through traffic on collector streets and reduce congestion. To encourage increased use of alternative means of transportation--bus, bicycle, walking, etc.--these modes must be made more convenient, desirable, efficient and safe. Some effort will be necessary to popularize new living and travel patterns.

By providing housing at varied costs and densities, people of different age and income groups will be attracted to the module. This will result in varied lifestyles, deemed desirable in the goals of the plan. Housing people of both fixed and changing incomes in the same area will provide a stable and dynamic economy for the module. Mix and location will be determined on a moduleby-module basis after appropriate public review.

The goals of the proposed module plan are to accomplish certain defined physical changes. These changes will generate social and economic changes as by-products. Strong and coordinated government and private action can bring about improvement in use of land held both privately and publicly. Attractive surroundings with good public and private services will make living in the area appealing to a varied group of people. However, it is strongly recommended that before the plan for this pilot module is finalized and implemented, the needs and concerns of residents of the module be more clearly defined and adequate citizen input be solicited.

# development program

Acceptance and adoption of this plan by the community will require a major information campaign and a willingness to modify the plan in accordance with community input. For this reason, while the Conceptual Plan was adopted in the summer of 1974, formal adoption of a land use plan should come a year later. During this interim, the details for certain modules and community input can be added to the plan. In addition, work on a transportation plan, an urban design study, and an open space and recreation plan must be well underway. Depending upon staffing levels, detailed work program development and public input, the tentative project schedule for completion of the Land Use Plan element of the comprehensive plan is as follows:

MAY 1974 - Adoption of the Conceptual Plan by Council.

MAY 1974 - Begin formal presentation of Conceptual Plan to the community.

- JULY 1974 FEBRUARY 1975 Preparation of modular plans (including public meetings), commencement of urban design study, open space and recreation inventory, economic development study and transportation inventory. Establishment of interim control measures.
- DECEMBER 1974 FEBRUARY 1975 Incorporation of the Pinellas County Environmental Assessment Data into the Plan.

APRIL 1975 - Formal presentation of the Land Use Plan.

JUNE 1975 - Formal Adoption of the Land Use Plan.

After adoption of the Land Use Plan, the remaining portions of the comprehensive plan will be completed and action programs developed. These will lead directly to construction projects. This is not to assume, however, that no action programs will be devised before that point in time when all phases of the plan are completed. Positive implementation programs can occur during plan development as enough information becomes available. A more extensive work outline is provided on page of this report.

As the schedule indicates, the initial steps of plan implementation involve the detailing of various plan elements and formal adoption by the city. Beyond this point, there are a number of tools available for implementation of the plan. Some of the most promising of these are described in the following text.

### capital improvements & taxation

In order to adequately correlate the capital improvements program with the Conceptual Plan, as it exists in its current form, a "Capital Needs List" for each planning module will have to be established. While this "Capital Needs List" will have to include all acquisition, parkway development, park land development, streets and mass transportation, it is suggested that the actual capital improvements schedule be confined to 20 years. Detailed scheduling should be confined to the current Six Year Capital Improvements Program with adequate explanation as to how it would fit into the long term development of the conceptual plan.

It is important that any capital improvements programming be closely correlated with a city fiscal policy. The major source of flexibility in the operating budget is the ad valorem tax, but there are also severe restrictions in flexibility. The major source of capital improvements funding has been the utility tax. While yields from this tax have increased substantially, it can be expected that the fuel and energy crisis as well as the slow down in growth will have a leveling effect on this tax yield. As such, any capital improvements required by the plan which would markedly increase the requirements of the capital improvements program must consider new sources of revenue to accomplish this and/or incentives for private improvement for the public good.

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A value added tax has been considered as a method of raising additional revenues. However, communities that attempted this have found it places a heavy burden on the smaller manufacturers or commercial distributors. In view of the fact that most of the industry in the city and county is small, this tax would appear on the surface, at least, to be unworkable in St. Petersburg. An alternative and perhaps the best source of additional revenue would be a one per cent use tax on all lodging, attractions, and food and beverage consumption in restaurants and bars. This was recommended by the Economic Committee of the Goals for St. Petersburg Project. They also recommended that receipts from this tax be used solely for purposes of land acquisition and capital improvements for parks, beaches, and beautification projects.

Other desirable development could be brought about through some form of tax incentive for private development which conforms to the plan, preserves open space, and is of good quality. These forms of tax incentives would include:

- I. Tax Exemption the partial or full tax exemption of private open space lands.
- 2. Preferential Assessment lower assessments for private open space lands.
- 3. Tax Deferral all taxes on land within a planned or existing open space site would be deferred as long as it remained open space. If developed, all deferred taxes would have to be paid prior to site plan approval with possibly some additional penalty.

Of the above, the Tax Deferral System would appear to be the most workable and would serve as an inducement for owners of facilities with large amounts of open space such as golf courses, riding stables, tree nurseries, and lakes to keep the land open. It should be understood that all of the above represent what could be described as a tax concession and in view of our desire not to erode the ad valorem tax base, these should not be given lightly. Tax concessions should be granted only when the granting of same would procure open space for the public purpose at a cost in lost revenues which would be markedly less than if the city were to utilize its own resources to purchase such blocks of open space.

Other incentives might include tax and/or density credits for adherence to high planning and design standards, an incentive for private developers to consider the needs of the community. Loans and guarantees, particularly in the form of city support for the issuance of industrial bonds, might also be considered as an inducement for private investment to meet the quality standards required by the plan. At all times these incentives should have "strings" attached to be absolutely certain that over time the city is receiving value for any concessions or incentives it offers.

Consideration should be given to various means to encourage the use of mass transit. As of July I, 1973, Highway Trust Funds can be diverted to rapid transit development. Also, there has been discussion in the past of an automobile tag



tax and a gasoline tax to further discourage use of the car. These and other means must be evaluated and tied into a comprehensive transportation plan.

## regulatory measures

ZONING - Zoning will play an important part in guiding development toward the approved Land Use Plan. A complete review and some restructuring of the present Zoning Ordinance will be required after that plan is adopted; a new section of enforceable performance standards should be added. Emphasis will be on requiring those things which are in support of the overall plan and its goals. It is essential that site plan review sections are expanded to cover virtually all significant developments in all zones. Among regulations requiring special attention are increased building setbacks along proposed boulevards and other public and waterfront areas; decreased allowable building ground coverage; increased green and open space; increased required landscaping; decreased requried off-street paved parking, etc.

Once the Conceptual Plan and the more detailed Land Use Plan and module plans are approved, the overall rezoning of the entire city must be started and accomplished as rapidly as is practical to prevent development conflicting with the objectives of the plan.

SUBDIVISION REGULATIONS - These can be expanded to require plats or replats to provide retention ponds and drainage systems beyond present requirements; additional rights-of-way or easements can be required along designated boulevards. More definitive language can restrain development of low lands which should be preserved. Seawall requirements along protected waterfronts can be eased. New subdivisions can be designed to help deemphasize automobile traffic through them and provide for convenient public transit pick-up sites.

AESTHETIC AND DESIGN CONTROLS - These controls will be accomplished mainly through the following ordinances: Zoning or Development, Subdivision, Signs, Grounds Improvement or Landscaping, and Tree Preservation. These ordinances are now in use and will be amended or combined, as required, when overall objectives are determined. The need for additional ordinances, such as the establishment of an architectural review board and establishment of preservation districts will be determined.

BUILDING AND HOUSING CODES - The implementation of policies described in the plan may require revisions in building and housing codes. These codes must provide positive encouragement for plan implementation.

OFFICIAL MAP - The adoption of an official map specifically identifies future locations for streets, public facilities, parks and other public uses, and officially reserves the sites for future public acquisition. Used in conjunction with other measures as part of the overall development program, it provides for the identification of areas slated for development in the near future. By prohibiting or restricting development, it assures that where negotiated settlements are not possible, condemnation proceedings can be used to avoid costsly acquisitions.



It is important that the absolute reservation of land be extended only for a reasonable time period keeping in mind the best interest of the city and the property owner. This can be accomplished by requiring the limitation of purchase proceedings by the local government within a specified period after the owner has made known his intention to build, subdivide or develop the land covered by the ordinance. Unless the locality purchases the reserved property or begins condemnation proceedings within that time, the property would be free of the official map restrictions.

other measures

These may include the following:

HOLDING ZONES - To restrain or prohibit construction until the ordinances are revised in accordance with the plan. The most drastic "no construction until" will require relief from taxation.

PERFORMANCE STANDARDS - Introduce performance or development standards presently not in common usage but workable. This may include additional building or density incentives related to providing more than required amenities. By state law mandate, the Pinellas Planning Council will be preparing a development guidance system code that might be of assistance here.

LAND BANKING - One of the following three types of land banking may be of some assistance in accomplishing the plan, but it would appear that it would only be a helpful collateral vehicle.

- a. The advance land acquisition by governmental agencies for the usual public uses such as parks, schools and airports. Lands not immediately needed for these purposes would be acquired in advance at lower present day costs and held in reserve.
- b. A second type of land banking would be to purchase or condemn in advance areas of critical environmental concern so as to enable such areas to come into the public domain prior to their development which would be damaging to the long-range public interest and make future acquisition extremely expensive and perhaps of no effect. The state is now doing this type of land banking in areas of Florida. The city itself is participating in such a plan in acquisition of up to 12,000 acres of land in the Cypress Creek area for the immediate purpose of wellfields. In addition to such immediate needs, it serves an even more important purpose of banking this land to prevent drainage by private development and injury to the recharge of future water supplies.

c. The third type of land banking would be of some help although the extent of the development of the St. Petersburg area would limit its application. This type of land banking involves a governmental unit acquiring portions of the developable land on the urban fringe. This allows orderly and planned development and allows the residents of a growing area to participate in the aggrendizement of the land value caused by growth. The legal path of a fringe area land bank in Florida would be rocky since there has been little



law made in Florida dealing with this concept. The Florida Legislature, however, has taken the lead in modernized land use thinking, and the recent adoption of the several laws obviously taken verbatim from the proposed American Law Institute - American Bar Association land use code would encourage broad thinking and an excellent possibility of Florida's early acceptance of land as a public resource.

EASEMENTS - Easements as such will only be partially helpful in executing the modular concepts, but there are existing rights-of-way such as power transmission lines, and water trunk, subtrunk and transmission lines, city sewers, trunk sewers, and other major utility facilities, as well as street and highway rights-of-way which, where appropriate, aid in lowering the cost of insulating the modules.

COVENANTS - Covenants or partial takings would appear to be the best legal device for land use planning of the insular modular concepts. Obviously, widening by condemning existing rights-of-way up to 200 feet for the purpose of providing a buffer between modules would be so expensive as to perhaps be beyond the capacity of municipal government. An alternative middle ground and also quite sensible middle ground would provide for the city to designate corridor areas under its police power, maintain these as long as it legally could under the doctrine set out in Cook vs. DiDomenico (1961 Fla.App.), 135 So.2d 245, and then go into a partial taking of all lands within such designated corridors. This could be accomplished by condemning a restrictive covenant, prohibiting building or improvements upon existing structures, or, in the alternative, to condemn a reversionary interest, to spring into an immediate possessory interest upon expiration of the estimated average life of the structures within the corridor.

Either of these devices will allow continuation of present existing uses within the corridor areas with a phasing out of improvements and ultimate recovery to the public use for the purpose of providing in the future the green corridor areas in the conceptual plan. Some readings indicate the legal boundaries of this device would be found in 36 ALR 3d 751, dealing with the validity of freezing ordinances preventing condemnees from improving the condition of their property and in 4 ALR 3d II37, determining the validity of restrictive covenants or the right to their improvement as a compensable property right.

The city might validly condemn a covenant running with the land prohibiting future exchange or improvement, or condemn a reversionary title springing upon a conditional use in the future, although this exact situation does not appear to have arisen or been ruled upon by Florida courts.

In those cases where acquisition is required, it might be prudent to determine a schedule of acquisition reflecting escalating land costs rather than just development needs. Parcels determined to escalate rapidly should be purchased in the early stages of the program.

The preceding discussion lists a number of basic steps that can be taken and tools that can be used to implement the plan. Other tools such as the sale and transfer of development rights from one area to another also must be investigated for

applicability to implementation of the plan. Many of these tools mentioned are already available for use and require only revision and application in light of plan objectives. Other tools have not yet been established by law. This plan may provide the impetus necessary to refine and adopt such laws and may establish the precedent of how they should be applied for the good of the community and still protect individual property rights. The objective is to stimulate joint public and private efforts to improve our natural and man-made environment in line with some very far-reaching objectives.

The success of many of these measures is dependent upon timing. If the plan is to be implemented within a short period of time, the economic and social impacts as well as the physical will be great, probably with many negative aspects. If efforts are directed toward phasing and longer-term accomplishment, individuals will have a chance to accommodate the proposed changes to their advantage, and the negative elements will be minimized. The danger, however, in long-term implementation is that the commitment to coordinated planning and development may wane before the objectives are accomplished. A great deal depends on the sustained support of the community and a general desire to succeed.

The following section suggests some positive action that can be taken and a tentative time frame for those actions.

## priorities & scheduling

In order to discourage undesirable development prior to formal adoption of the Land Use Plan, the following interim control measures on development must be considered.

- I. ENCOURAGE DEVELOPMENT WHICH COMPLIES WITH CONCEPTUAL PLAN. This involves applying persuasion on undesirable development within existing zones and will require greater involvement by the city's professional planning staff in site plan review and design guidance to developers.
- 2. CONTINUE EFFORTS TO MAXIMIZE JOINT USE ALONG INTERSTATE. Such development serves to screen the interstate and provide local facilities at minimum city expense. Specific attention should be given to implementation of the linear park concept. The provision of rest areas and visitor centers north and south of the city must be given priority.
- 3. COMPLETE WATERFRONT AND INLAND PARK ACQUISITION. Proposed park acquisitions provide an additional base upon which to build the open space system; however, priorities must be established that are supportive of the plan concept.
- 4. ACCEPT VOLUNTARY EASEMENTS.

This will expand the open space base at minimum cost and should include scenic and recreational easements as well as drainage and other utility easements. Property tax incentives will encourage full utilization of this tool.



- 5. REQUIRE PLANNED UNIT DEVELOPMENT ON ALL RESIDENTIAL DEVELOP-MENTS OF FIVE (5) OR MORE ACRES. With the exception of single family development, this will encourage more enlightened land planning techniques, and more efficient use of land resulting in greater permeable open space.
- 6. RESTRICT DEVELOPMENT WITHIN ENVIRONMENTALLY ENDANGERED AREAS. This applies to those areas so designated by state, regional, county, and local studies. This may be better related to type of use and intensity rather than development per se.
- 7. ESTABLISH A PROCESS TO CONTROL REZONING INCLUDING THE FOLLOWING: The planning staff in coordination with the review processes of the Planning Commission and the Environmental Development Commission will evaluate new zoning requests in light of the following classification system:
  - a. Fits within present zoning law and Conceptual Plan.
  - b. Fits within zoning law but not within Conceptual Plan.
  - c. Does not fit within zoning law but fits within Conceptual Plan.
  - d. Does not fit within zoning law and also not within Conceptual Plan.

Requests falling within categories a and d can be dealt with directly. Those requests falling within categories b and c will require review, encouragement and guidance on the part of the staff working with the developer to meet the requirements of both the zoning ordinance and the plan as best as possible. Obviously, this will not allow for an ideal situation in all cases and emphasizes the need to expedite the revision of the zoning to support the plan objectives.

This process could serve to establish some guidance for construction projects to minimize development that does not conform to the new plan.

#### 8. CURTAIL STREET AND ALLEY IMPROVEMENTS.

Limit all street construction to include only interstate feeders, boulevard development, and routine maintenance. This will serve to prevent street improvements which might run counter to the plan while creating a dollar bank for use on improvements required for plan implementation.

9. RESTRICT DEVELOPMENT ADJACENT TO PROPOSED BOULEVARDS.

Establish a strip on both sides of the existing right-of-way in which further development is restricted. This will facilitate future implementation of the boulevard concept.

Implementation of these interim control measures should accompany adoption of the Conceptual Plan. The measures are designed to create a reasonable degree of control without the possible negative effects of other control measures.

#### **INTERIM ACTIVITIES**

In addition to the continued modification of the plan, the following activities are recommended after formal plan adoption:

I. BEGIN EXPANSION OF THE TRANSIT SYSTEM TO ACCOMMODATE MODULAR CONCEPT.

This includes the initiation of express runs and localized collection to provide a viable alternative to automobile use. Transit plans should be reviewed by the planning staff and approved by the Planning Commission for conformance to the plan.

- 2. INITIATE VACATING INTERMODULE STREET SYSTEM. Also serves as a stimulant to achieve the desired modal split of public-private transportation.
- 3. ENCOURAGE GOVERNMENTAL UNITS SERVING CROSS BAYOU AREA TO ADOPT THE CONCEPTUAL PLAN. The Cross Bayou area constitutes a subregion for planning around St. Petersburg. Acceptance of the plan throughout the subregion would serve to facilitate implementation and maximize the effectiveness of the plan.
- 4. EXPEDITE COMPLETION OF I-275 AND STUDY MEANS TO UTILIZE THE CORRIDOR FOR MASS TRANSIT. Improvement of the area's mass transit system is vital to the plan. A north-south freeway and mass transit links are central to that improvement. Start-up time for these portions of the system requires immediate action.
- 5. EXPLORE ACQUISITION OF LARGE GREENBELTS BY OTHER GOVERN-MENTAL BODIES AND PRIVATE GROUPS. Attention should be directed primarily to the Toytown and Sawgrass modules.
- 6. EXPLORE AVAILABILITY OF FEDERAL, STATE AND PRIVATE FUNDS TO ASSIST WITH VARIOUS ASPECTS OF THE PLAN. The uniqueness of the plan's approach should be stressed as a major selling point to secure demonstration or full funding.

#### SCHEDULING OF PLANNING ACTIVITIES

Many of the activities and programs discussed rely on certain information inputs for their development. When each of these is explored, a rather intricate system of dependencies results. For purposes of clarity, this system can be structured into a flow diagram, which will form the basis for scheduling projects over time. (See accompanying "Planning Activities" diagram.)

As the diagram indicates, a city-wide drainage study, a land use inventory and data bank, and a county-wide environmental assessment are in progress now.



When the Conceptual Plan is adopted, an inventory of open space and recreation, economic characteristics and transportation will be initiated, as well as selected module studies and an urban design study. All of these studies will provide input for the land use plan. The land use plan provides the basis for zoning revisions, an economic development strategy, housing, and other action programs.

The accompanying diagram indicates that the comprehensive plan is not necessarily one document but a complex process that has many components. The Conceptual Plan is the initial part of that process. At any point in the process, actions can be taken based on what is known at that point. Continual feedback, review and update are implied which constantly refine and modify the plan and the resulting actions. Eventually, a series of action programs are developed from the comprehensive plan components that lead to design and construction projects. Each part of the plan is structured to provide the necessary input for a coordinated, multifaceted action program for the city.

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<u>The Conceptual Plan</u> may be defined as "a generalized plan providing the overall framework or idea for future development." It provides a viable base for further planning and development for the City of St. Petersburg and establishes the broad priorities and objectives and directions the city should be taking in the future to maximize the utilization of its natural and man-made assets and to direct its growth.

The plan is based on the idea that man's activities can work within the context of a sensitive natural environment. A basic assumption is that St. Petersburg can grow and still maintain and even improve the quality of life in the area.

This implies that growth is not good or bad by itself but must be controlled and directed in order to have a positive impact. Development decisions must be evaluated in light of compatibility with the plan. This is based on the idea that individual property rights can be protected without permitting uncontrolled development. The right to property ownership does not include the right to use that property without considering the impact of the use on the total community. Because of the dynamic nature of the city, it also means that the impact of a given use on the community may change over time.

The "Inventory and Analysis" indicated that the economy of St. Petersburg is exceptionally dependent upon the natural environment. Therefore, the cornerstone of local economic policy must be maintenance and enhancement of the area's natural environment to assure its future attractiveness to both people and investments. The planning concept elaborates the framework for an aesthetically pleasing man-made environment in harmony with the natural environment to contribute to a more satisfying and worthwhile atmosphere for all, as well as foster economic growth.

A second major objective of the plan is to reduce dependence on the automobile by providing a choice of transportation modes, each of which affords an ease of movement throughout the community. This is accomplished by the way land uses are distributed and by making it convenient and desirable to use other modes of transportation, including bicycling and walking. Accessibility to a variety of choices is a very important characteristic of the Conceptual Plan. The urban setting implies the optimizing of accessibility to persons, products, services and other activities.

The placement of transportation facilities, public services and utilities, as well as the structure of the tax base should be arranged so that they are a catalyst for desirable development as opposed to a reaction to projected or imminent demand. Housing must be located in relation to these facilities to assure the adequate delivery of public services to all residents. Also, housing opportunities for all income groups should exist in proximity to jobs and daily activities. This leads to the third major objective of the plan, which is to establish a system of activity centers to serve the social, cultural, recreational and housing needs of the community as well as commercial and employment needs.



The plan presents the framework for an ongoing program to meet the goal of eliminating substandard housing and encourage revitalization of residential areas. It also includes a strong statement for establishing a scenic and open space system to link all waterfront, recreational and visually pleasant areas and tie them into transportation corridors as well.

# the plan

The Conceptual Plan map on page 71 summarizes in graphic form the physical characteristics of the plan as proposed in this report. Listed below are the major recommendations of the plan by planning element.

#### OPEN SPACE

- I. The establishment of a modular planning system defined by transportation and scenic boulevards.
- 2. The setting of a development goal within the city of at least 50 percent green permeable open space.
- 3. The preservation of environmentally and ecologically sensitive areas with special consideration given to land below the 7 foot contour line.
- 4. The establishment of existing and future drainage areas and storm water retention ponds as part of the open space system.
- 5. The tying together of the above network with green links to form a continuous, city-wide open space system.

#### TRANSPORTATION

- I. The construction of boulevard transportation corridors for automobile traffic, public transit, pedestrian traffic, and bicycle traffic, defining planning modules.
- 2. Minimizing through traffic within the planning modules.
- 3. The provision of a choice of modes of transportation with greater emphasis on public transportation. This will include a rapid transit system as well as secondary system for intramodular and intermodular travel.



#### ACTIVITY CENTERS

I. The centralization of major activity centers related to optimum accessibility to provide cultural, housing, recreational and entertainment, office, and other intensive facilities in addition to commercial servides. These include the In-Town, the Tyrone, and the North Activity areas.

2. The centralization of major employment centers. These include Central Plaza, a linear office area running west from Central Plaza, an office area south along 34th Street South, and other selected areas.

3. The establishment of a system of secondary activity centers related to the specific needs of each module or several modules.

4. The centralization of industrial development. The locations of proposed industrial areas are shown on the Conceptual Plan, map on page 71.

#### LAND USE AND HOUSING

- I. The majority of the city is to be organized into planning modules and low density residential character.
- 2. Each module's unique characteristics are to be reinforced while providing a variety of life-styles throughout the city.
- 3. Population concentrations are confined to the three major activity centers and other carefully selected areas within the city.

## implementation

Planning activities that must be initiated in the near future include a transportation plan, an open space and recreation plan, an urban design study and an economic development study. These are all inputs to the comprehensive plan and are necessary for a coordinated city-wide action program in the future.

The Conceptual Plan requires definitive and well-timed action to be taken for its success. Some of the basic tools for its implementation are available and in use now and need only be modified and applied for a good start to be made. Other more advanced tools must be added, however. These will have to be developed and many will require special legislative action. In addition, expenditure in the public and private sectors must be reinforced and directed toward plan implementation. The real question is not "Can the plan be accomplished?", but "Do we as a community perceive the need for sustained, long term effort to maintain and improve the quality of life in St. Petersburg?"





Our surroundings can enrich or impoverish our lives. Thus, conserving and improving our environment can add immeasurably to private and public happiness.

- Vice President Hubert H. Humphrey

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