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# CITY OF ST. PETE BEACH, FLORIDA EIGHTH AVENUE COMMERCIAL DISTRICT SPECIAL AREA PLAN

AUGUST 2008



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## TABLE OF CONTENTS

<b>Overview .....</b>	<b>1</b>
<b>History of Planning Area .....</b>	<b>3</b>
<b>Plan Issues and Objectives .....</b>	<b>4</b>
Existing Land Use and Related Characteristics of the Area.....	4
Special Area Plan Issues .....	11
Plan Objectives in Relationship to St. Pete Beach Comprehensive Plan and Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community.....	11
<b>Plan Composition.....</b>	<b>13</b>
Permitted Uses and Any Differentiation by Locations.....	13
Density/Intensity Standards for Permitted Uses.....	14
Design Guidelines .....	14
Affordable Housing Provisions.....	14
Mixed-Use Provisions .....	14
Special Provision for Mobility and Circulation (Mass Transit, Access Management, Parking, Pedestrians, and Bicycles).....	15
Land Development Regulations that Implement Plan .....	15
Public and/or Private Improvements, Contributions and/or Incentives.....	17
Local Government Plan Approval Process .....	17
<b>Plan Impacts.....</b>	<b>17</b>
Water .....	18
Sewer .....	20
Stormwater Drainage .....	21
<b>Relevant Countywide Considerations.....</b>	<b>21</b>
Consistency with Countywide Rules.....	21
Adopted Roadway Level of Service (LOS).....	21
Scenic/Noncommercial Corridors.....	22
Coastal High Hazard Area (CHHA).....	22
Designated Development/Redevelopment Areas.....	22
Public Education Facilities .....	23
Adjoining Jurisdictions .....	26

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## LIST OF FIGURES

Figure 1 Proposed Community Redevelopment District - Eighth Avenue (CRD-EA).....	2
Figure 2 Images of Historic Eighth Avenue .....	4
Figure 3 Images of Eighth and Ninth Avenues.....	5
Figure 4 Current Future Land Use Classifications, Eighth Avenue and Surrounding Area.....	7
Figure 5 Current Zoning, Eighth Avenue and Surrounding Area.....	8
Figure 6 Existing Land Uses, Eighth Avenue and Surrounding Area.....	9
Figure 7 Aerial, Eighth Avenue and Surrounding Area .....	10
Figure 8 Current Zoning Standards (ROR), Eighth Avenue Commercial District.....	16
Figure 9 Evaluation of Densities and Maximum Impacts .....	18
Figure 10 Potential Water Demand.....	20
Figure 11 Potential Sewer Demand.....	20
Figure 13 School Enrollment Grids (2008).....	23
Figure 14 St. Pete Beach, FL School Enrollment (2000/01 to 2007/08).....	23
Figure 15 Potential Public School Demand .....	25
Figure 16 Calculation of Potential Water Demand, ROR to CRD-EA.....	28
Figure 17 Calculation of Potential Sewer Demand, ROR to CRD-EA.....	28
Figure 18 Calculation of Potential Public Schools Demand, ROR to CRD-EA.....	29

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## OVERVIEW

This Special Area Plan is intended to address the unique planning goals for the mixed-use area within the City of St. Pete Beach known as the Eighth Avenue Commercial District in Pass-a-Grille. This Planning Area encompasses the north and south sides of Eighth Avenue, as well as the south side of Ninth Avenue.

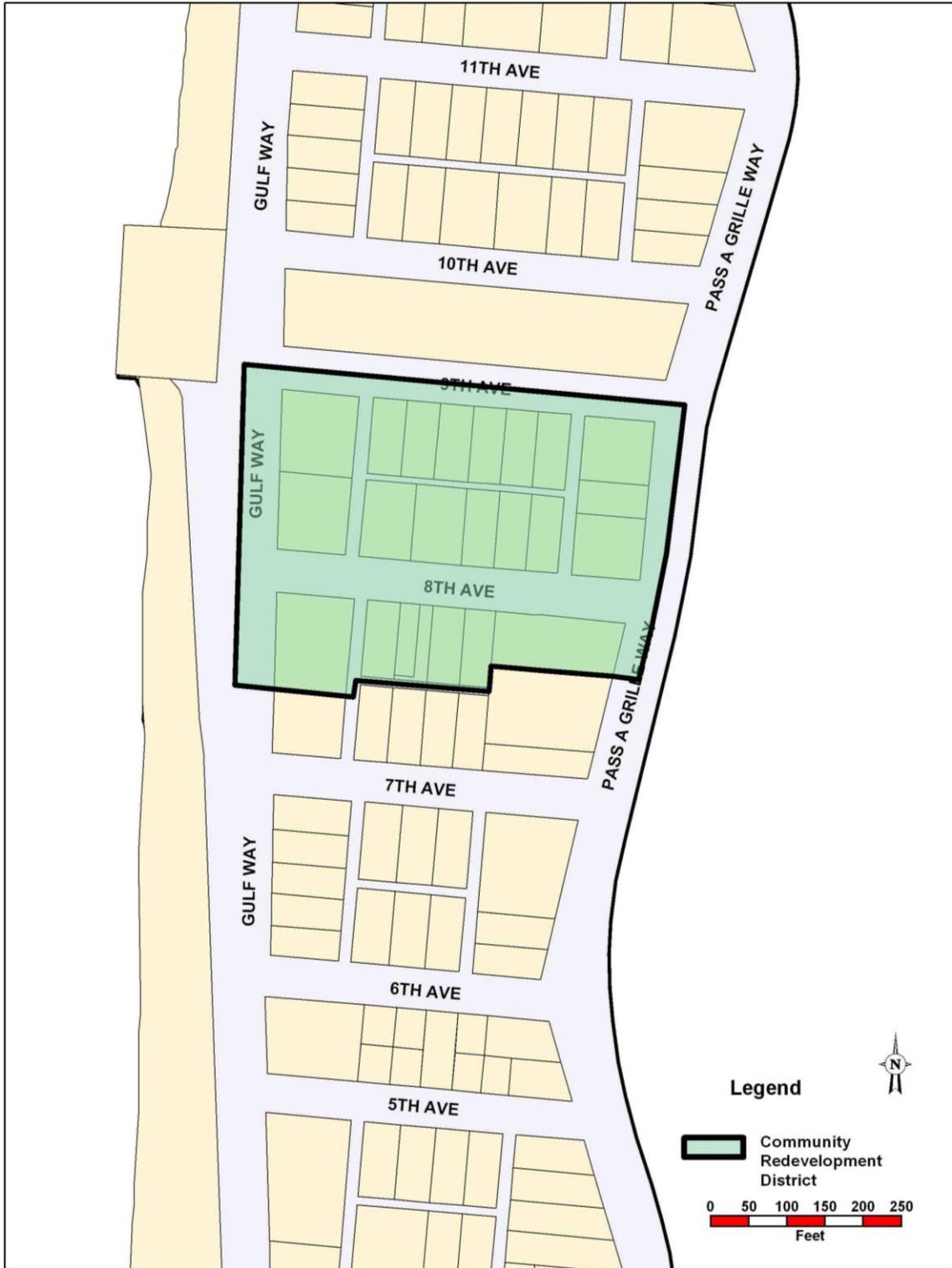
Concerns regarding the ability to maintain the current physical character of Eighth Avenue while potentially attracting new development to fill in vacant parcels have been an ongoing issue of both the City's Historic Preservation Board and the Planning Board. These Boards held several joint meetings over the past few years (2006 and 2007) to discuss options for achieving their joint goals. Additionally, in 2006 City Staff gave two presentations to outline these objectives and possible solutions to the citizens of Pass-a-Grille.

This process will entail numerous steps, including:

- Updating the City's Comprehensive Plan to include a Community Redevelopment District (CRD) category and to define specific density and intensity standards for the proposed Eighth Avenue Commercial District (CRD-EA)
- Amending the City's Future Land Use Map (FLUM) to designate the CRD-EA boundaries
- Amending the Countywide Future Land Use Plan Map to incorporate these changes
- Developing this Special Area Plan to address the planning aspects and impacts of the CRD-EA area
- Adopting land development regulations (LDRs) to apply specific standards to the proposed district.

These steps will be completed concurrently where possible in order to expedite this process. The remainder of this document comprises the Special Area Plan and will detail the provisions of the plan, address anticipated impacts on the City's system capacities if any, and discuss relevant Countywide considerations as required by the Countywide Plan Rules administered by the Pinellas Planning Council.

Figure 1 Proposed Community Redevelopment District - Eighth Avenue (CRD-EA)



## **HISTORY OF PLANNING AREA**

Although the Spanish explored much of what is now Pinellas County in the 16<sup>th</sup> Century, the first settler in Pass-a-Grille was Zephaniah Phillips in 1884. In 1895, the first platting of a subdivision, Morey Beach, occurred in Pass-a-Grille. The expected population boom, however, did not happen because the island was isolated and accessible only by infrequent ferry service.

Passage to Pass-a-Grille became easier by 1905 when the St. Petersburg and Gulf Electric Railroad extended its tracks to Gulfport, just across Boca Ciega Bay from Pass-a-Grille. From there, a shallow draft steam launch, the Althea, a 70-foot boat which carried about 50 passengers, made three trips a day to coordinate trips between Pass-a-Grille and Gulfport and connections with the railroad.

By 1911, Pass-a-Grille was incorporated as one of nine municipalities in the newly designated Pinellas County. The property owners of the town were eligible to vote and held elections, passed ordinances and established zoning regulations.

By 1930, the population of Pass-a-Grille was 233 people and was a community that reached across the spectrum of economic strata. Some of the population consisted of the fairly wealthy while others were commercial fishermen and about 15 percent of the resident population was black. In addition, the town was host to many visitors throughout the period.

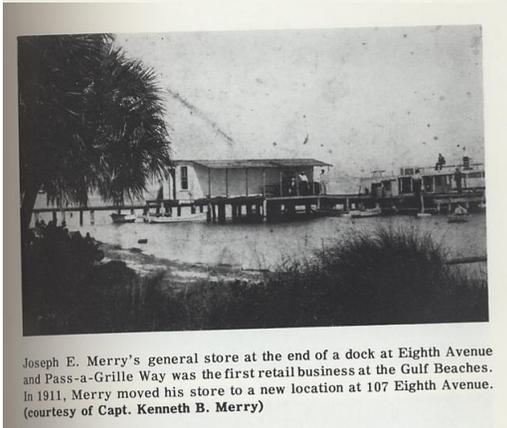
In 1957, the Town of Pass-a-Grille merged with the other incorporated cities on the island (St. Petersburg Beach, Belle Vista Beach and Don CeSar Place) into the new municipality of St. Petersburg Beach, and in 1994, the voters agreed to change the name from St. Petersburg Beach to St. Pete Beach in hopes of coming out from under the shadow of St. Petersburg.

The Eighth Avenue Commercial District in Pass-a-Grille has historically been home to hotels, general stores, a Post Office, and a pavilion to serve tourists. The Post Office remains, surrounded by a mixed-use area of restaurants, stores, offices, and second floor residential. Many of the buildings along Eighth and Ninth Avenues were identified as contributing structures within the Pass-a-Grille Historic District, listed on the National Register of Historic Places.

Figure 2 Images of Historic Eighth Avenue



Oleander Avenue (now Eighth Avenue) about 1914 when Pass-a-Grille was the Florida West Coast's most popular beach resort. Left to center are Girard Bros. store, Buckeye Hotel, and Joseph E. Merry's grocery. From right to center, Lizotte's Hotel, Mason House, and Holloway Hotel. Small building in center is ticket office for Favorite Line steamers. (Author's collection)



Joseph E. Merry's general store at the end of a dock at Eighth Avenue and Pass-a-Grille Way was the first retail business at the Gulf Beaches. In 1911, Merry moved his store to a new location at 107 Eighth Avenue. (courtesy of Capt. Kenneth B. Merry)

Source: *Surf, Sand, & Post Card Sunsets* by Frank T. Hurley, Jr.

## PLAN ISSUES AND OBJECTIVES

When the comprehensive plan for the City was written in 1989, the Pass-a-Grille neighborhood (south of 32<sup>nd</sup> Avenue) was considered to be “primarily residential in character ... with neighborhood commercial and some seasonal tourist facilities” (City of St. Pete Beach Comprehensive Plan, 1989). As detailed previously, the Eighth Avenue Commercial District has historically been a mix of uses that support the neighborhood, other residents of the City and visitors to Pass-a-Grille Beach. This character is important to the residents of St. Pete Beach, and maintaining it is a major goal of this plan.

### **Existing Land Use and Related Characteristics of the Area**

When future land uses were assigned within the City as part of the comprehensive planning process, it was the intent of the City to maintain the mix of residential and commercial uses existing within the Eighth Avenue district. Thus, the district is part of a slightly larger portion of Pass-a-Grille currently designated Residential/Office/Retail (ROR) on the City's

Future Land Use Map (Figure 4) and current Zoning Map (Figure 5). Additional pockets of ROR areas exist further north within Pass-a-Grille, as well as on the northern portion of the island along Blind Pass Road.

The Eighth Avenue Plan Area consists of 23 parcels, totaling 3.4 acres of land. Over half of the lots within the area are between 40 to 45.3 feet wide by 100 feet deep (4,000 – 4,530 s.f.), although the lots along Gulf Way and Pass-a-Grille Way are larger. The majority of the existing structures along Eighth Avenue are built to the lot line, creating a pedestrian arcade and a traditional, walkable downtown feel (Figure 3).

**Figure 3 Images of Eighth and Ninth Avenues**



As shown on the Existing Land Use Map (Figure 6), the majority of the parcels are classified as commercial by the Pinellas County Property Appraisers Office. These commercial properties within the District include several mixed use properties that are ground floor commercial with residential above, one operating motel (northwest corner of Eighth Avenue and Gulf Way), two vacant lots (Eighth Avenue, adjacent to eastern and western alleys

connecting Eighth and Ninth Avenues), and several cleared lots on the south side of Ninth Avenue serving as parking for the Hurricane Restaurant (see Aerial, Figure 7). Several other restaurants, both freestanding and part of mixed-use properties, and a post office also serve the residents and visitors within the vicinity.

In St. Pete Beach, the ROR land use designation (within the Comprehensive Plan) allows for a maximum residential density of 18 units per acre, a maximum floor area ratio (FAR) of .40, and a maximum impervious surface ratio (ISR) of .85. The land development regulations (LDRs), however, currently limit the residential density to 15 units per acre, and the ISR for residential and transient accommodation uses to .70. The LDRs further establish minimum lot area and width standards that make it difficult to redevelop within the area without consolidating properties. Although the Eighth Avenue Commercial District Plan Area lies within the Pass-a-Grille Overlay District, established by the LDRs, most of the standards within the overlay defer to those established by the underlying zoning district.

Beyond making it difficult to redevelop any currently vacant lots within the district, the current regulations also would make it impossible for the current structures to be rebuilt in the same manner as they currently exist, so should a catastrophic event cause severe damage to this area, the resulting construction would be vastly different from the existing character the residents value and want to maintain.

The goal of this plan is to establish standards that are meaningful to this district, taking into account the existing conditions and the limited lot sizes.

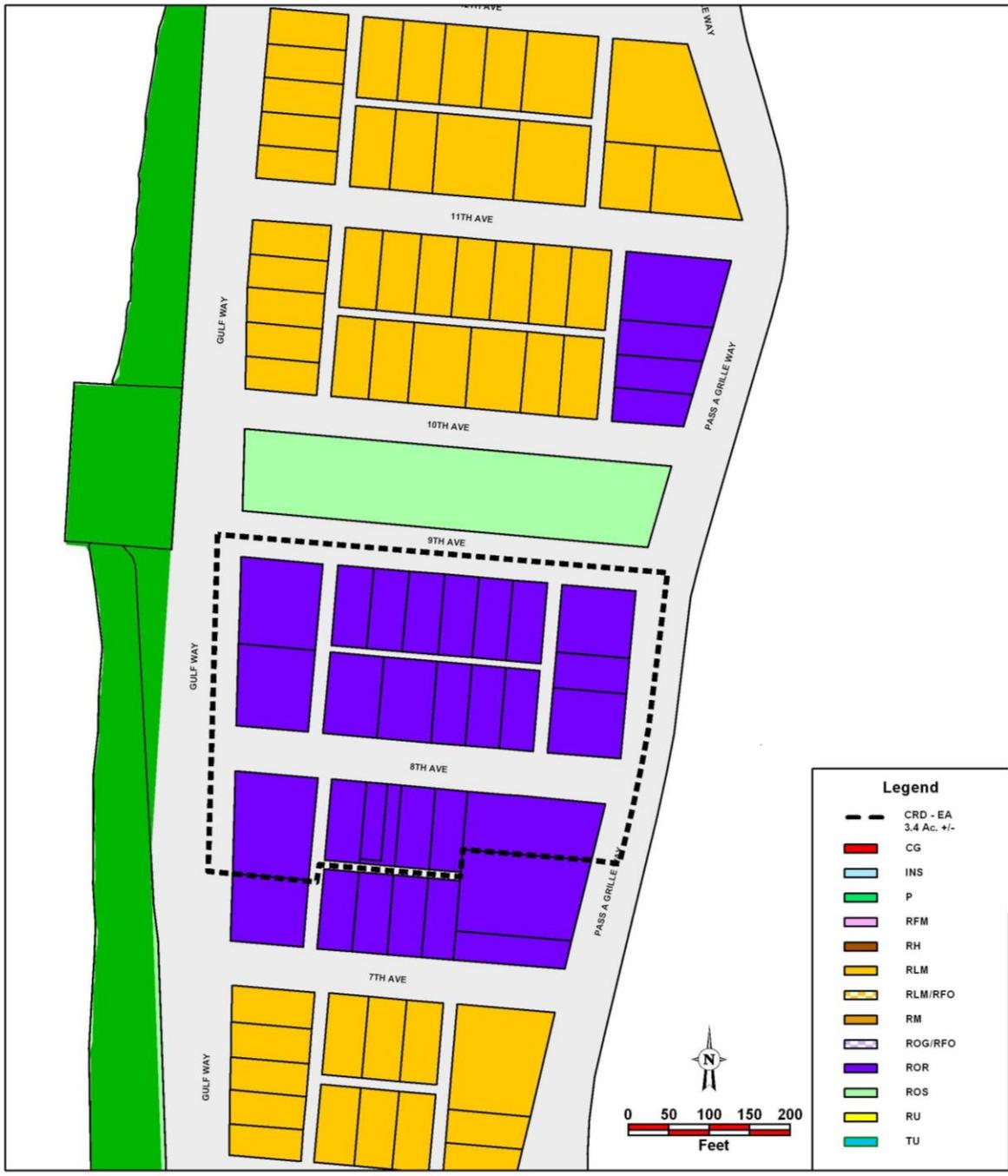
Figure 4 Current Future Land Use Classifications, Eighth Avenue and Surrounding Area



## Current Future Land Use Map

### Ordinance 2008 - 24

### From ROR to CRD - EA



City of St Pete Beach / GIS 2008

Figure 5 Current Zoning, Eighth Avenue and Surrounding Area



## Zoning Map

### Ordinance 2008 - 24

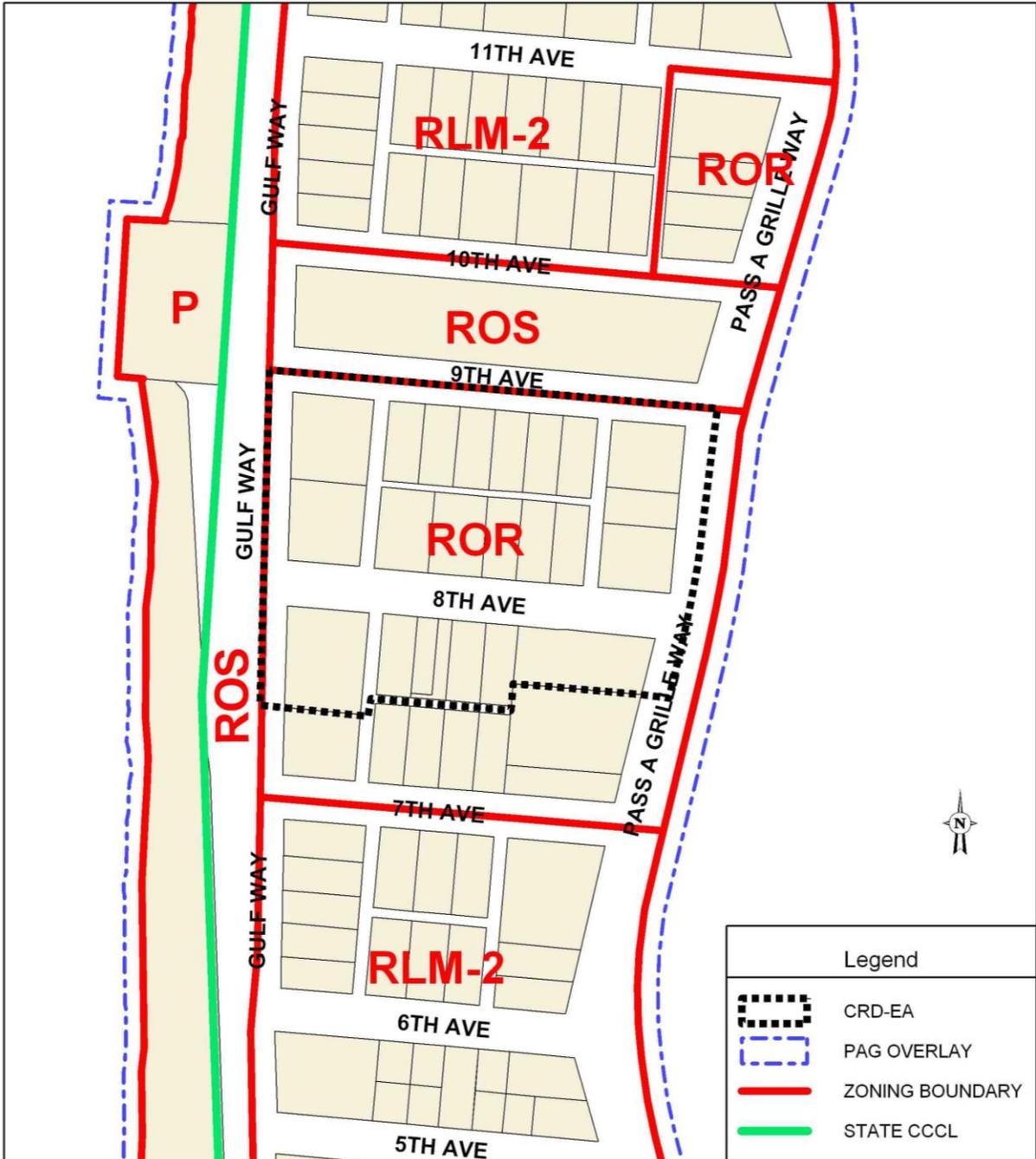


Figure 6 Existing Land Uses, Eighth Avenue and Surrounding Area



## Existing Landuse Map Ordinance 2008 - 24



City of St Pete Beach / GIS 2008

Figure 7 Aerial, Eighth Avenue and Surrounding Area



### Proposed Admendment Location Ordinance 2008 - 24



## **Special Area Plan Issues**

The following section outlines the overall issues and objectives of this Special Area Plan. This Planning Area encompasses the north and south sides of Eighth Avenue, as well as the south side of Ninth Avenue (Figure 1).

- Preserve and promote the continuance of the existing development pattern within the Eighth Avenue district in Pass-a-Grille
- Perpetuate the character of the community by preserving the architectural aesthetic of the district
- Promote the viability of the businesses which form the Eighth Avenue Commercial District.
- Attract additional investment into existing structures and new development.
- Ensure that all development is in scale with Pass-a-Grille and supportable by existing infrastructure.

The City wants to maintain the unique quality of the mixed use commercial/residential focus of this area, especially for those properties already developed within Eighth Avenue. As previously discussed, the current Future Land Use classification and zoning regulations make it difficult to promote infill development. The developed and vacant properties within this area are very small and the current land use classification and regulations such as setbacks, FAR, and ISR prohibit reasonable use of the land. Compliance with existing regulations would erase the unique quality and character of the area such as the existing streetwall and pedestrian arcade that forms the cohesive design of the district.

The creation of this plan allows the City to move forward on the creation of land development regulations for the district that would not only reflect what was built before the City's Comprehensive Plan was adopted, but would also increase the economic viability of the District by allowing infill development that is appropriate for the smaller lot sizes within the area.

### ***Plan Objectives in Relationship to St. Pete Beach Comprehensive Plan and Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community***

#### **City of St. Pete Beach, Florida 2010 Comprehensive Plan**

The City's *2010 Comprehensive Plan* will be amended to incorporate the Community Redevelopment District land use category within its Future Land Use Element. All use limitations and other standards will then be included within the Future Land Use Map section of the Plan under a new Community Redevelopment District – Eighth Avenue (CRD-EA), which will apply only to those parcels within the defined district shown in Figure 1. These standards will provide for the increased FAR and ISR and the reduced setbacks needed to address the issues identified in this Special Area Plan.

Additionally, a new policy will be added to the Future Land Use Element requiring the development of land development standards to address the preservation of the existing development pattern and architectural aesthetic within the district.

The amendment is consistent with the following Goals, Objectives, and Policies of the Future Land Use Element:

- Objective 1.4 Consistent with this comprehensive plan, as amended, the City of St. Pete Beach shall enhance and protect the City's character through the encouragement of redevelopment which ensures an orderly and aesthetic mixture of uses
- Policy 1.4.1 The City shall, through administration of the land development regulations, encourage the redevelopment or rehabilitation of existing non-residential areas and uses.
- Policy 1.4.2 The City shall, through administration of the land development regulations, encourage the adaptive re-use of no longer viable commercial properties.
- Policy 1.4.3 The City shall, while emphasizing residential uses, encourage the creative redevelopment of non-viable properties by allowing for a mixture of compatible residential and non-residential uses within a single development site.
- Objective 1.6 As of the effective date of this comprehensive plan, as amended, development activities shall be required to ensure the protection of historic and architecturally significant structures and resources.
- Policy 1.6.3 The City shall adopt procedures to be incorporated into the land development regulations which ensure that new development does not adversely impact designated historic or architecturally significant structures and resources.

### **Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community**

*Pinellas by Design* recognizes that new development will take place only through infill construction and redevelopment of older properties. This Special Area Plan seeks to create a district, which will be smaller than those examples within *Pinellas by Design* but consistent with the intent described within the document.

*Pinellas by Design* also recognizes that "The rehabilitation and redevelopment of properties in the county have potentially been hampered by inappropriate or misapplied land development regulations and processes" (*Pinellas by Design*, p.4). It further emphasizes the need for flexibility while maintaining sensitivity to the characteristics of existing development. The City will review its existing regulations and make the necessary modifications to create more consistent standards for the development existing and desired within the Eighth Avenue Commercial District.

Chapter 7 of *Pinellas by Design* identifies many strategies that local governments might use in order to address the issues identified within the plan. St. Pete Beach is utilizing the following strategies in this process:

*“Preserve and protect, through neighborhood preservation plans and other proactive measures, existing neighborhoods in order to maintain their general character.”*

Specifically, in the process of developing this Special Area Plan, the city has held public meetings in advance of public hearings, allowing for the identification of issues in advance. Additionally, the use of the Special Area Plan is allowing the City to address neighborhood concerns and to ensure that any redevelopment projects have a positive impact on the existing neighborhood.

*“Develop special area plans that incorporate desired redevelopment land use patterns and design characteristics”*

This Plan has intended to promote compact, mixed use development that is walkable, while still enhancing and preserving the historic architecture and cultural area of the Eighth Avenue Commercial District.

*“Promote compact, mixed-use redevelopment land use patterns that include residential development as a component.”*

One component of this process is to amend the Comprehensive Plan and LDRs to allow for residential use as part of mixed use developments, but with the caveat that the ground floor must be commercial use only. This mixture of uses is present within the District today, and is an integral part of the Plan to maintain the character in the future.

## **PLAN COMPOSITION**

It is the intent of this plan to create a new Community Redevelopment District – Eighth Avenue (CRD-EA) land use classification with uses that are similar to the current ROR land use, but that will allow for a level of development consistent with the existing density and intensity already developed within the district. This process will require a comprehensive plan amendment.

### **Permitted Uses and Any Differentiation by Locations**

The following uses are proposed for the new Community Redevelopment District – Eighth Avenue (CRD-EA) land use classification:

*Primary uses -* Residential; Office; Retail Commercial; Personal/Business Service; Commercial/Business Service; Transient Accommodation

*Secondary uses -* Residential equivalent; public/semi-public; ancillary non-residential; recreation/open space

## **Density/Intensity Standards for Permitted Uses**

The following standards are proposed for the new Community Redevelopment District – Eighth Avenue (CRD-EA) land use classification:

- Density and Intensity of use for commercial and residential components shall be inclusive, i.e. the same land area may be used to support both use types without proration.
- Residential use - Shall not exceed 24 dwelling units per acre.
- Residential equivalent use - Shall not exceed an equivalent of 2.0 to 3.0 beds per permitted dwelling unit at 24 dwelling units per acre.
- Non-residential use - Shall not exceed a floor area ratio (FAR) of 1.0 for single use commercial structures or ~~1.50~~ 1.45 for mixed-use development, nor an impervious surface ratio (ISR) of .90. The standard for the purpose of establishing relative intensity and potential impacts shall be an FAR of .75 and an ISR of .75.
- Transient accommodation use - Shall not exceed 30 units per acre.
- Public/semi-public; ancillary non-residential use - Shall not exceed a maximum area of three (3) acres. Any such use, alone or when added to existing contiguous like uses, which exceeds this threshold shall require a plan amendment which shall include such use and all contiguous like uses.

## **Design Guidelines**

At this time, there is no intention to develop design guidelines for properties within this district.

## **Affordable Housing Provisions**

There is no intention to include any affordable housing provisions within the context of this plan.

## **Mixed-Use Provisions**

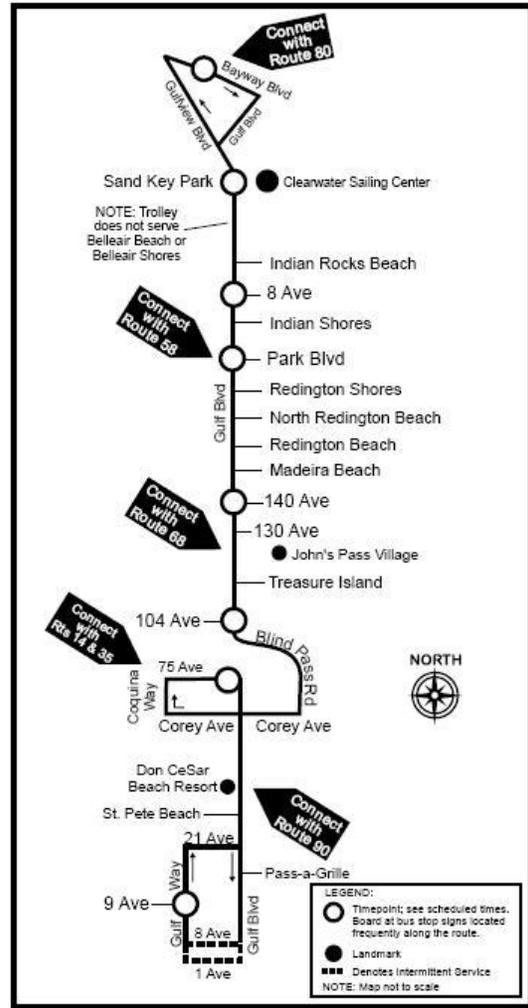
The Eighth Avenue Commercial District is a mixed-use area where many buildings have second floor residential or commercial over first floor commercial/retail/office space. It is the intent of this plan to continue to encourage this type of development pattern, in a scale that is consistent with the existing development. The City's Comprehensive Plan and LDRs will allow a variety of compatible uses, while the higher FAR and ISR will encourage implementation of such a mixture. Specific provisions will be included to allow residential only on second or third stories of buildings and only as part of a mixed-use project, in order to maintain the street-level commercial use important to such a district. No stand-alone residential structures will be allowed within the CRD-EA plan area. However, Bed and Breakfasts and the adaptive re-use of existing residential structures shall be permitted.

**Special Provision for Mobility and Circulation (Mass Transit, Access Management, Parking, Pedestrians, and Bicycles)**

The mixed-use nature of the Eighth Avenue Commercial District creates a pedestrian oriented area with shops and restaurants that are primarily visited by neighbors and tourists within the Pass-a-Grille beach area. Maintaining this mixture of uses as well as the building arcade and street wall formed by the near zero-lot line development pattern of the buildings promotes the continuance of pedestrian activity within the area.

Pinellas Suncoast Transit Authority’s (PSTA) Suncoast Beach Trolley services all of the City and a stop is located within the CRD-EA plan area, connecting it to the other beach communities and providing tourists with public transportation access to Pass-a-Grille.

Parking standards will be addressed within the LDRs that are developed for the District; surface parking will have to support whatever new development or redevelopment occurs. The City has established minimum requirements for the placement of bicycle racks as part of its efforts to become more “bicycle friendly”.



**Land Development Regulations that Implement Plan**

Land Development Regulations (LDRs) will be developed specific to this area consistent with the new CRD-EA land use classification. These LDRs will allow for the increased FAR and ISR needed to allow new development consistent with the existing structures, as well as allowing current buildings to be rebuilt at the same density they currently have.

Figure 8 identifies issues with the existing Residential/Office/Retail (ROR) zoning as applied to the Eighth Avenue Commercial District. This table was included within the presentations made at the community and Board meetings in 2006 and 2007.

Figure 8 Current Zoning Standards (ROR), Eighth Avenue Commercial District

Standard	Value	Problem	Potential Solution
Front	20 Feet	Moves buildings too far from sidewalk; not consistent with <u>much of the existing pattern of development.</u> <del>structures</del>	Set buildings <u>closer to the front property line.</u> <del>up to the sidewalk;</del> <u>provide for open plazas and seating areas</u>
Secondary Front	10 Feet	Moves buildings too far from alleys; not consistent with existing structures	Position buildings adjacent to alleys
Side	10 Percent of Lot Width	Requires building separation; not consistent with existing structures	Allow <u>zero or minimal lot-line development setbacks (minimal setbacks allow for reduced cost of fire retardant materials in that will allow for building separation, and allows for courtyard areas).</u>
Rear	20 Feet	<del>Actually makes sense, p</del> <u>Inconsistent with current building pattern; however current standard provides some room for surface parking.</u>	Keep Standard <u>to allow for parking or reduce rear yard setbacks.</u>

In St. Pete Beach, the ROR zoning classification limits residential density to 15 units per acre. The LDRs further establish minimum lot area and width standards that make it difficult to redevelop within the area without consolidating properties.

Because many of the existing structures include several residential units above the existing ground floor commercial space, the new LDRs will allow for enough residential density to allow at least two residential units per lot. This is a challenge when the smallest lot is 4,300 square feet. In order to support two units on a 4,300 square foot lot, slightly more than 20 units an acre in residential density must be allowed. To be consistent with other established requirements of the adopted Comprehensive Plan, the proposal is to allow 24 residential units per acre in the Eighth Avenue area.

Additionally, consistent with most of the existing development in the area, front and side setback requirements will be reduced in order to mimic the existing pattern of development. ~~eliminated in their entirety. One potential drawback is the possibility of elimination of~~

~~existing open space by new construction on lots where buildings are now setback from the front and side property lines. Side setback would only be allowed to provide vehicular access to rear parking. Buildings would be required to be built to the sidewalk.~~

The LDRs will regulate building height by a limitation on the maximum number of stories within a higher overall height limitation. A builder would get a maximum of three stories within a maximum building height of 40 feet over flood elevation. Building heights would tend to be below maximum due to the limited functional requirements of each floor of the building. Commercial space can be flood-proofed at grade, further reducing the necessary for building height.

### **Public and/or Private Improvements, Contributions and/or Incentives**

None.

### **Local Government Plan Approval Process**

The first phase of this process is to concurrently develop this Special Area Plan, and to adopt the comprehensive plan text and map amendments required to create the CRD category. The City's Comprehensive Plan will be amended to develop the basic standards for the Eighth Avenue (CRD-EA) district, and to apply them to the appropriate area on the Future Land Use Map. These comprehensive plan amendments will be submitted to the Department of Community Affairs to begin the review process, according to the procedures of the Growth Management Act. After DCA's review and finding of compliance, the City of St. Pete Beach citizens will have to approve these changes to the comprehensive plan by voter referendum (proposed for March 2009).

The Special Area Plan will serve not only as the accompanying data and analysis for the Comprehensive Plan amendment, but will accompany the application to amend the Countywide Future Land Use Plan Map according to the Countywide Plan Rules administered by the Pinellas Planning Council.

The required LDRs will be developed while the comprehensive plan amendment is proceeding through the review process. The development of these LDRs will be based on previous and new public input and will require public hearings of the City's Planning Board and Commission to adopt. They will not result in any changes of allowed use, since the intent is to maintain the character of the existing district but allow for the needed infill development on vacant lots.

### **PLAN IMPACTS**

The Eighth Avenue Commercial District currently contains a mixture of ground floor commercial and second or third story residential space. The intent of this plan is to maintain the existing character and to allow for the continuance of buildings at the same density and intensity as is already built today. The CRD-EA district will not create any significant impact on the City's overall system capacities (water, sewer, stormwater) or impact the respective

adopted levels of service. Discussion regarding roadways is included under Relevant Countywide Considerations.

In accordance with accepted practices from the Florida Department of Community Affairs (DCA) and other review agencies, an impact comparison analysis of the proposed amendment has been completed. The analysis is based on the theoretical maximum development potential under the current future land use designation, versus the requested future land use designation (Figure 9). The existing future land use designation allows for mixed-use development of a residential/office/retail character consistent with surrounding uses, transportation facilities, and natural resource characteristics of the area<sup>1</sup>. Given the overall size of the area (3.4 acres), a theoretical maximum of 214,751 square feet of non-residential and 81 residential units could be constructed if part of a mixed-use development within the proposed CRD-EA area. This “worst case” scenario would only result from a complete redevelopment of the proposed area, which is not the intent of this plan.

**Figure 9 Evaluation of Densities and Maximum Impacts**

	Density		Max Allowed to be Built (3.4 acres)		Potential Increase
	Current (ROR)	Proposed (CRD-EA)*	Current (ROR)	Proposed (CRD-EA)*	
<b>Residential</b>	18	24	61	81	20
<b>Non-Residential</b>	.40 FAR .85 ISR	1.0 FAR** / 1.5 FAR*** .90 ISR	59,241 ft <sup>2</sup>	148,104 ft <sup>2</sup> / 214,750 ft <sup>2</sup>	88,863 ft <sup>2</sup> / 155,509 ft <sup>2</sup>
<b>Transient</b>	0****	30	0	102	102

\* Density and Intensity of use for commercial and residential components inclusive (i.e. the same land area may be used to support both use types without proration)

\*\* Single use commercial structures

\*\*\* Mixed-use development

\*\*\*\* No standard within comprehensive plan, limited to 15 units per acre in ROR zoning, use restricted to bed & breakfast inns and motels

The remaining analysis on the impact to infrastructure is based on the assumed development at maximum residential and non-residential build out (mixed use, 1.5 FAR) with a mixture of restaurant and office uses allowed under the proposed CRD-EA standards, compared with two development scenarios allowed under the current ROR land use designation (100 percent residential, or 100 percent commercial). Commercial use was estimated to be half restaurant and half office, to reflect the mix of non-residential uses currently existing within the Eighth Avenue Commercial District.

## **Water**

### **Overall System Capacity**

<sup>1</sup> The Countywide Plan Rules, Amended through March 19, 2007

Tampa Bay Water, the regional authority that supplies most of the wholesale potable water for Pinellas County, the City of St. Petersburg, and all other municipalities within Pinellas County, provides all the potable water needed by its six member governments (Hillsborough, Pasco, and Pinellas Counties, and the Cities of New Port Richey, St. Petersburg and Tampa). Since Oct. 1, 1998, Tampa Bay Water has been the sole and exclusive water provider to the six governments it serves.

Pinellas County is authorized to provide St. Pete Beach with water under Chapter 126 of the Pinellas County Code of Ordinances, which states:

That the board of county commissioners of Pinellas County, State of Florida, are hereby authorized and empowered to construct, own, maintain and operate a water supply and distribution system for the purpose of supplying drinkable water to the inhabitants of that certain chain of islands bordering on the Gulf of Mexico in said county, extending from Pass-a-Grille to Indian Rocks, and to furnish water to other districts or communities within said county. (Laws of Fla. Ch. 17644(1935), § 1).

Tampa Bay Water, therefore, provides the wholesale potable water supply to Pinellas County, and the Pinellas County Utilities Department owns and maintains the distribution system. The City is a retail customer of the Pinellas County Utilities Department and has no responsibility regarding the supply of potable water to its citizens.

According to the most current concurrency test statement, adopted by Pinellas County Ordinance #07-49, Tampa Bay Water is currently able to meet annual demand (existing LOS) within the Pinellas County Water Demand Planning Area (WDPA). Based on current population estimates and projections provided by Pinellas County Planning Department, the total population of St. Pete Beach comprises approximately 3 percent of the population served within the WDPA. St. Pete Beach's Comprehensive Plan includes policies to ensure potable water services to its residents, and to review all new development and redevelopment proposals under the City's Concurrency Management System Ordinance so there are no issues with maintaining LOS.

A rough calculation indicates that the percentage of water used by the City as a whole is approximately 3.5 percent of the total use by Pinellas County Utility customers. This is not expected to change throughout the planning horizon of the comprehensive plan.

### **Impact of Proposed Land Use Change**

The current future land use designation would allow either 61 residential units (assumed to be multifamily residential) **or** 59,241 square feet of commercial space (assumed to develop at 50 percent restaurant and 50 percent office). Using standard City figures<sup>2</sup>, the anticipated potable water usage would be 0.012 million gallons per day (mgd) if redeveloped at 100 percent residential, or 0.023 mgd if developed at 100 percent commercial under the current ROR land use designation.

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<sup>2</sup> Pinellas County Water/Sewer Factors for use in Calculating Water/Sewer Demand, 10/10/00

The proposed future land use designation would allow a maximum of 81 residential units and 214,750 square feet of commercial space to be built concurrently on the site. Using the appropriate figures, the anticipated potable water usage would potentially be 0.099 mgd.

**Figure 10 Potential Water Demand**

	Development Potential (units or square feet)		Demand - Water (mgd)	
	Existing ROR	Proposed CRD-EA	Existing ROR	Proposed CRD-EA
<b>100% Residential</b>	61	81	0.012	0.016
<b>100% Commercial</b>	59,241	214,750	0.023	0.083
50% Restaurant	29,621	107,375	0.020	0.072
50% Office	29,620	107,375	0.003	0.011

See Attachment A for additional details on these calculations.

**Sewer**

**Overall System Capacity**

St. Pete Beach currently contracts with the City of St. Petersburg to provide its wastewater treatment. The adopted level of service within the 1998 Comprehensive Plan is 149.4 gallons per day per capita (GPCD). Wastewater from St. Pete Beach is treated in St. Petersburg’s Northwest water reclamation facility located at 7500 26<sup>th</sup> Avenue NW.

The Northwest facility has an adopted LOS of 170 GPCD. This facility has the capacity to process 20 mgd, and in 2007 was handling an average daily flow of 9.72 mgd, leaving an excess capacity of 10.28 mgd.

**Impact of Proposed Land Use Change**

Using the same maximum development potential figures as before, the anticipated sewer discharge would be 0.009 mgd if redeveloped at 100 percent residential, or 0.015 mgd if developed at 100 percent commercial under the current ROR land use designation. If all 3.4 acres within the proposed CRD-EA area were redeveloped at maximum residential and commercial densities and intensities, the anticipated potable sewer discharge would potentially be 0.066 mgd.

**Figure 11 Potential Sewer Demand**

	Development Potential (units or square feet)		Demand - Sewer (mgd)	
	Existing ROR	Proposed CRD-EA	Existing ROR	Proposed CRD-EA
<b>100% Residential</b>	61	81	0.009	0.012

<b>100% Commercial</b>	59,241	214,750	0.015	0.054
50% Restaurant	29,621	107,375	0.012	0.043
50% Office	29,620	107,375	0.003	0.011

### **Stormwater Drainage**

Stormwater drainage in the City of St. Pete Beach must be designed to accommodate and treat the 25-year, 24-hour storm event without causing flooding or polluting the receiving water bodies. Any new development will be required to design and construct an approved stormwater facility, and will be assessed during the site plan review process.

Storm drainage in the lower Pass-a-Grille area south of 12th Avenue is a sheet flow from West to East. Once the runoff waters reach the west side of Pass-a-Grille Way the water falls into curb inlets and catch basins and proceeds east through pipe under Pass-a-Grille Way and outfalls through the seawall or bulkhead into Boca Ciega Bay. Eighth Avenue has a catch basin on both the northwest and southwest corner of PAG Way connected by pipe and then proceeds to drain under PAG Way east through the seawall to Boca Ciega Bay.

## **RELEVANT COUNTYWIDE CONSIDERATIONS**

### **Consistency with Countywide Rules**

The Community Redevelopment District future land use plan category is being established consistent with the Countywide Rules. The Comprehensive Plan amendment includes the use and locational characteristics and other standards for the CRD future land use category within the descriptions of the plan categories of the Future Land Use Map as required. Additionally, the Community Redevelopment Area – Eighth Avenue future land use plan category is within the “special designation” plan classification, consistent with the Countywide Plan Rules. The Pinellas Planning Council has reviewed the Comprehensive Plan Amendments for consistency and the recommended changes were made prior to the transmittal hearing to ensure consistency. Overall consistency with the application of the CRD-EA future land use category is contingent on the approval of this special area plan, as required by the Countywide Rules.

### **Adopted Roadway Level of Service (LOS)**

The current minimum standard for all arterial and collector roads within the city is LOS D. The Pinellas County Metropolitan Planning Organization (MPO) prepares a report identifying operating conditions for these roads and identifies deficient roadways within the county. Within St. Pete Beach, the MPO is concerned with segments of Blind Pass Road and Gulf Boulevard that are part of State Road 699, which in 2007 were operating at an overall level of service of A, B, or C.



The Eighth Avenue Commercial District does not lie within this area. The entire district (3.4 acres), under its current ROR future land use designation, would generate approximately 336 trips per day per acre<sup>3</sup>. The subject area would therefore theoretically generate 1,143 trips per day. In order to compare this with the traffic potentially generated by same acreage under the CRD-EA future land use category, the mixture of actual uses is considered.

*Source: Pinellas County MPO, Level of Service '07*

The intent of the CRD-EA land use category is to allow the existing structures to remain at their current densities. The mixture of residential, office, retail and restaurant uses creates a pedestrian friendly environment that draws foot traffic in addition to vehicles. As previously discussed, the PSTA Suncoast Beach Trolley line also serves the area. It is not anticipated that the application of the new land use category would dramatically increase the number of vehicle trips within the area.

### **Scenic/Noncommercial Corridors**

Not Applicable.

### **Coastal High Hazard Area (CHHA)**

The Eighth Avenue Commercial District lies within the Coastal High Hazard Area, as defined in the City's Comprehensive Plan as the area inundated from a category one hurricane as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) model and reflected in the most recent *Regional Evacuation Study, Storm Tide Atlas*, as does the majority of the City of St. Pete Beach. The small size of the amendment area and the existence primarily commercial properties within should have little to no impact on emergency shelter space or evacuation routes. The requested amendment will not require the expenditure of public funds for the construction of new infrastructure within the area, and will have no impact on the natural areas that buffer existing development from coastal storms.

The application of the CRD-EA future land use category is not intended to dramatically increase residential densities within the area, as the primary intent of the district is to maintain the commercial downtown district as an economically viable area. This is part of a longer-term vision for the area, requiring the City's Comprehensive Plan and Future Land Use Plan Map to be amended accordingly.

### **Designated Development/Redevelopment Areas**

This Plan establishes a Community Redevelopment District (CRD) and Special Area Plan in accordance with the Countywide Plan Rules as administered by the Pinellas Planning Council. The Eighth Avenue Commercial District would be the first CRD within St. Pete Beach (CRD-EA). Use, locational, and other characteristics will be applied specifically to the Eighth Avenue Commercial District. Should additional CRDs be proposed in the future,

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<sup>3</sup> Traffic Generation Characteristics contained within the Pinellas Planning Council's *Countywide Plan Rules*, amended through March 19, 2007

individual Special Area Plans with details regarding use, locational characteristics, density/intensity standards, and other standards would be developed at that time.

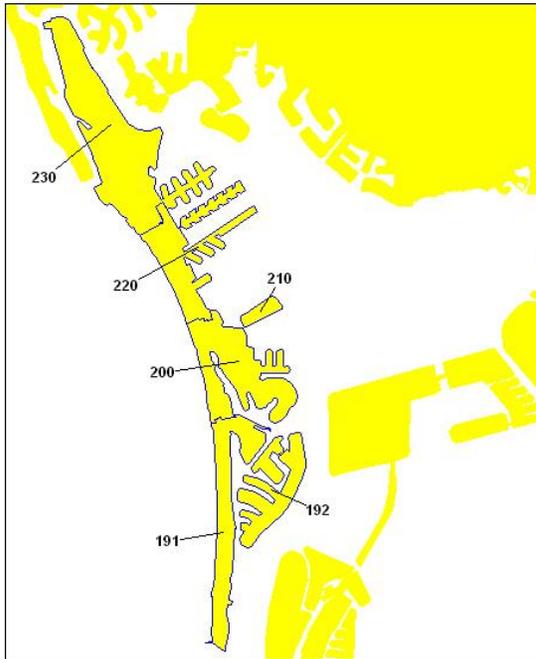
**Public Education Facilities**

The application of the CRD-EA future land use category to the Eighth Avenue Commercial District (3.4 acres) is not expected to have any impact on the Public Schools system.

The number of school age children in St. Pete Beach is not expected to increase significantly over the next 15 years. The Pinellas County School Board tracks the enrollment of school age children in grids (Figure 13). In the 2000/01 school year, there were 430 total school age children residing within St. Pete Beach, 63 of whom lived in Grid 191 in which the Eighth Avenue Commercial District lies. This overall number fluctuated somewhat over the last eight years for which this data is available, but in the most recent school year (2007/08), the number of school age children residing in Grid 191 has declined to 51 (Figure 14).

Consistent with previously made comments, Marshall Touchton, demographer for the school board, indicated that based on trends of the past few years including rising home costs and the types of units being developed (condominiums and townhomes versus rental apartments and single-family homes), the population of school age children may not increase over the next planning period.

**Figure 13 School Enrollment Grids (2008)**



Source: Pinellas County School Board

**Figure 14 St. Pete Beach, FL School Enrollment (2000/01 to 2007/08)**

							<b>StPeteBeach Total</b>
	<b>191*</b>	<b>192</b>	<b>200</b>	<b>210</b>	<b>220</b>	<b>230</b>	

Elementary 2000/01	33	25	53	10	14	75	210
Elementary 2001/02	32	29	59	6	17	85	228
Elementary 2002/03	32	30	56	6	18	90	232
Elementary 2003/04	26	42	42	9	14	101	234
Elementary 2004/05	23	38	45	7	13	78	204
Elementary 2005/06	20	43	42	7	14	91	217
Elementary 2006/07	21	40	50	8	17	88	224
Elementary 2007/08	20	36	41	4	14	72	187

Middle 2000/01	13	5	40	2	8	28	96
Middle 2001/02	12	7	41	1	6	33	100
Middle 2002/03	13	7	29	2	6	41	98
Middle 2003/04	14	13	25	3	3	38	96
Middle 2004/05	9	15	22	3	4	42	95
Middle 2005/06	11	15	22	4	5	40	97
Middle 2006/07	13	19	16	3	3	41	95
Middle 2007/08	14	23	18	6	8	41	110

High 2000/01	17	8	35	4	14	46	124
High 2001/02	17	9	37	4	13	41	121
High 2002/03	20	13	44	4	12	52	145
High 2003/04	15	15	46	6	11	45	138
High 2004/05	15	12	41	6	10	50	134
High 2005/06	16	10	43	8	7	54	138
High 2006/07	16	17	36	8	9	59	145
High 2007/08	17	19	36	5	4	62	143

KG-12 2000/01	63	38	128	16	36	149	430
KG-12 2001/02	61	45	137	11	36	159	449
KG-12 2002/03	65	50	129	12	36	183	475
KG-12 2003/04	55	70	113	18	28	184	468
KG-12 2004/05	47	65	108	16	27	170	433
KG-12 2005/06	47	68	107	19	26	185	452
KG-12 2006/07	50	76	102	19	29	188	464
KG-12 2007/08	51	78	95	15	26	175	440

\*Proposed Redevelopment is in Grid 191

Source: Pinellas County School Board

The City recently completed an amendment to its Comprehensive Plan to create a Public School Facilities Element (adopted by City Ordinance 2007-32 on April 8, 2008 and approved by voters on June 3, 2008). As part of that amendment, an extensive analysis of the capacities and levels of service (LOS) of the Pinellas County school system was completed. The level-of-service standard (LOSS), for purposes of implementing school concurrency, is achieved when student enrollment plus vested students divided by existing FISH school capacity plus the additional capacity scheduled to be constructed in the next three years does not exceed 100%.

For the 2006/2007 school year, the existing LOS condition for each school type, within its Concurrency Service Areas, was less than the adopted LOSS of 100 percent. CSA overcrowding is not anticipated in the Pinellas County School District because of the additional capacity currently available and the practically ‘flat’ projections for student enrollment. Projected enrollment for public school facilities for the next five years is based on birth rate information provided by the Department of Health. The Pinellas County School District anticipates only a slight increase in the number of students within the District, although infill development and redevelopment may create areas of higher densities and additional residents, the School District Facilities Ten and Twenty Year Long Range Plan projects that there will be 3,460 existing student stations removed between 2006 and 2025.

The Eighth Avenue Commercial District lies within CSA ‘A’ for elementary and middle schools. The most recent data included within the Public School Facilities Element for the 2007/2008 school year indicates that Attendance Area ‘A’ is at 80 percent utilization for Elementary and 70 percent utilization for middle school, and has a surplus capacity of over 3,600 students and almost 3,000 students respectively. Utilizing the student generation multiplier provided by the Pinellas County School Board (provided by Pinellas County Planning on July 22, 2008), the change in land use for the Eighth Avenue Commercial District might yield an additional six students (Figure 15).

**Figure 15 Potential Public School Demand**

	Development Potential (units or square feet)		Demand - Public Schools (students in KG-12)	
	Existing ROR	Proposed CRD-EA	Existing ROR	Proposed CRD-EA
<b>100% Residential</b>	61	81	20	26
Elementary			9	12
Middle			4	6
High School			6	8
<b>100% Commercial</b>	59,241	214,750	N/A	N/A
50% Restaurant	29,621	107,375		
50% Office	29,620	107,375		

The City will follow the terms of the Interlocal agreement on public school concurrency to ensure coordination with the School Board for any development agreements entered into within this district in the future.

***Adjoining Jurisdictions***

There are no anticipated impacts on the jurisdictions surrounding St. Pete Beach (St. Petersburg, Treasure Island, South Pasadena, or unincorporated Pinellas County).

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## ATTACHMENT A

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Figure 16 Calculation of Potential Water Demand, ROR to CRD-EA

	Development Potential (units or square feet)		Demand - Water (mgd)	
	Existing ROR	Proposed CRD-EA	Existing ROR	Proposed CRD-EA
<b>100% Residential</b>	<b>61</b> (3.4 ac * 18 du/ac)	<b>81</b> (3.4 ac * 24 du/ac)	<b>0.012</b> (61 units * 200 gal/unit)	<b>0.016</b> (81 units * 200 gal/unit)
<b>100% Commercial</b>	<b>59,241</b>	<b>214,750</b>	<b>0.023</b>	<b>0.083</b>
50% Restaurant	29,621	107,375	0.020 (29,621 sqft * 0.67 gal/sqft)	0.072 (107,375 sqft * 0.67 gal/sqft)
50% Office	29,620	107,375	0.003 (29,621 sqft * 0.1 gal/sqft)	0.011 (107,375 sqft * 0.1 gal/sqft)

Figure 17 Calculation of Potential Sewer Demand, ROR to CRD-EA

	Development Potential (units or square feet)		Demand - Sewer (mgd)	
	Existing ROR	Proposed CRD-EA	Existing ROR	Proposed CRD-EA
<b>100% Residential</b>	<b>61</b> (3.4 ac * 18 du/ac)	<b>81</b> (3.4 ac * 24 du/ac)	<b>0.009</b> (61 units * 150 gal/unit)	<b>0.012</b> (61 units * 150 gal/unit)
<b>100% Commercial</b>	<b>59,241</b>	<b>214,750</b>	<b>0.015</b>	<b>0.054</b>
50% Restaurant	29,621	107,375	0.012 [(29,621 sqft / 50 sqft/seat) * 20 gal/seat]	0.043 [(107,375 sqft / 50 sqft/seat) * 20 gal/seat]
50% Office	29,620	107,375	0.003 (29,621 sqft * 0.1 gal/sqft)	0.011 (107,375 sqft * 0.1 gal/sqft)

Figure 18 Calculation of Potential Public Schools Demand, ROR to CRD-EA

	Development Potential (units or square feet)		Demand - Public Schools (students in KG-12)	
	Existing ROR	Proposed CRD-EA	Existing ROR	Proposed CRD-EA
<b>100% Residential</b>	<b>61</b>	<b>81</b>	<b>20</b>	<b>26</b>
	(3.4 ac * 18 du/ac)	(3.4 ac * 24 du/ac)	(61 units * 0.32 student multiplier*)	(81 units * 0.32 student multiplier)
Elementary			9 (61 units * 0.15 Elementary Student multiplier)	12 (81 units * 0.15 Elementary Student multiplier)
Middle			4 (61 units * 0.07 Middle Student multiplier)	6 (81 units * 0.07 Middle Student multiplier)
High School			6 (61 units * 0.1 High School Student multiplier)	8 (81 units * 0.1 High School Student multiplier)
<b>100% Commercial</b>	<b>59,241</b>	<b>214,750</b>	<b>N/A</b>	<b>N/A</b>
50% Restaurant	29,621	107,375		
50% Office	29,620	107,375		

\* Student generation multiplier for first year, provided by PCSB; County average of 0.32 public school students per Residential Unit in Pinellas County