

# CITY OF TARPON SPRINGS

## Sponge Docks and Community Redevelopment Area Special Area Plan\*

*\*Amendments:*

*Ord. 2013-20, November 5, 2013*

*Ord. 2021-09, September 14, 2021*

### ***Acknowledgements***

The Special Area Plan (SAP) for the Sponge Docks and Community Redevelopment Area (CRA) would not have been possible without the input and review that has been provided by the Planning & Redevelopment Focus Group, interested citizens, Board of Commissioners, Planning & Zoning Board, Heritage Preservation Board and City staff.

We would like to acknowledge the individuals from those groups who have offered us their support, guidance and participation.

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# 1. INTRODUCTION

## A. OVERVIEW OF THE PLANNING PROCESS

The Special Area Plan is the result of continued, extensive public stakeholder involvement and City staff coordination since August of 2009. In July 2009, the City of Tarpon Springs Community Redevelopment Agency established the Planning and Redevelopment Focus Group (PRFG) as an advisory group of citizens and business owners to help develop the plan and oversee its progress. Since its inception, the PRFG has been involved in numerous public meetings and workshops and has actively participated in conducting reviews, providing comments, completing surveys and questionnaires, and engaging City staff, project consultants, the public at large and each other in hands-on exercises and project discussions. The resulting Special Area Plan represents a well thought-out document for guiding the future growth and development character of the planning area.

The planning process generally proceeded as outlined, below:



*Redevelopment Planning Focus Group*

***Review of Existing Conditions*** – In August 2009, the City’s general planning consultants began collecting extensive information from City staff and various other available data sets and conducted field reviews to better understand the existing conditions of the planning area.

***Creation of the Planning and Redevelopment Focus Group*** – On September 29, 2009, the Community Redevelopment Area (CRA) Board created the PRFG to provide assistance and guidance to the design of the Special Area Plan.

***Identification of Issues Affecting the Planning Area*** – The consultants presented a series of existing conditions maps and data sets at the December 2009 and January 2010 PRFG public meetings and asked participants to identify issues affecting the community. The December 2009 meeting focused primarily on the Sponge Docks and the January 2010 meeting focused primarily on the CRA.

***Draft Vision Statements and Plan Objectives*** – Based on the research and analysis of existing conditions and review of issues important to the community, as expressed at the December 2009 and January 2010 PRFG public meetings, plan objectives along with plan vision statements were drafted for discussion and consideration by the PRFG at the February 2010 public meeting. A revised set of plan objectives and a revised plan vision based on meeting feedback were presented at a Community Workshop in March 2010.

**Identification of Future Desired Character and Scale** – Using the plan vision and objectives as a base, images of uses/building types, character and scale were presented to residents at the Community Workshop in March 2010. Participants were asked for their opinions on various images presented and how they felt such images might represent the planning area and, if so, where. They linked the images to base maps depicting the area and made notes of the various use types and issues to consider in future redevelopment.

**Draft Development Standards** – Using all of the information collected to date, character district uses, development standards and street typologies were drafted. This information was brought to the PRFG for review and comment at the June 2010 public meeting. The uses, standards and typologies were revised and brought back to the Focus Group at the July 2010 public meeting.

**Draft Special Area Plan** – A complete Special Area Plan draft was prepared and presented for review and comment to the PRFG at the August 2010 public meeting. The PRFG provided direction for finalizing the plan.

**Planning & Zoning Board Review** – The draft Special Area Plan was presented at a joint public meeting with the Planning & Zoning Board and the Heritage Preservation Board in August 2010 for review and comment.

**Heritage Preservation Board Review** – Based on feedback from the PRFG, the Planning & Zoning Board and the Heritage Preservation Board, the draft Special Area Plan was revised and presented for acceptance by the Heritage Preservation Board in October 2010.

**Planning & Zoning Board Review** – The revised draft Special Area Plan was presented to the Planning & Zoning Board in September 2010 for a First Reading and recommendation of approval to the City Commission.

**City Commission Review and Transmittal** – On October 5<sup>th</sup>, 2010, a final Special Area Plan was presented to the City Commission for review and transmittal to the Florida Department of Community Affairs and the Pinellas Planning Council.



The Special Area Plan provides the basis for amending the Countywide Plan Map to allow mixed use development in the planning area consistent with specific standards, guidelines, and policies which address the following:

- mix, location, densities, and intensities of permitted uses;
- form, character and design of development;
- transportation and mobility;
- infrastructure impacts;
- the plan's relationship to existing local and regional plans and policies; and
- other factors addressed in Article 4 of the Countywide Rules.

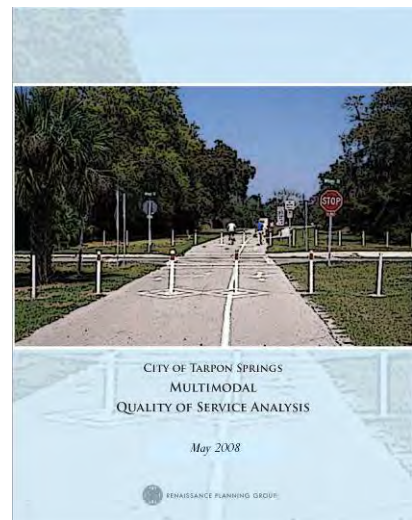
Subsequent to the adoption of the SAP, the City will prepare and adopt form-based regulations applicable to the planning area and consistent with the approved Special Area Plan. The regulations will address the correlation between Character District, street and building (use) type. The primary objective of the regulations will be to provide new development and redevelopment projects with a framework for implementing the mixed use, pedestrian oriented neighborhoods envisioned through the Character Districts.

## B. MULTIMODAL TRANSPORTATION DISTRICT

In 2008, the City established an area covering the heart of the City, including the CRA and Sponge Docks as a Multimodal Transportation District (MMTD). The intent of the MMTD is to transform the CRA into a walkable, transit friendly community by making capital improvements to the transportation network that enhance mobility; establishing standards for development and redevelopment that are both mixed use and pedestrian friendly; and increase the population of the immediate area to improve the jobs-to-population ratio. The results will amount to a more balanced transportation system with reduced vehicular reliance and enhanced mobility options; an overall improvement to the quality of life for residents and visitors.

To date, much progress has been made with the implementation of the MMTD. Notable improvements currently underway include the extension of Meres Boulevard from Pinellas Avenue to U.S. Highway 19. This was recommended in the City's Multimodal Quality of Service Analysis as a key street connection to provide local alternative routes through the City. Lemon Street is being reconstructed as a primary east-west multimodal facility from Banana Street to Levis Avenue, and will include wider sidewalks and bicycle sharrows lanes. Also, the City's sidewalk program continues to fill sidewalk gaps throughout the MMTD.

The above-noted improvements represent improvements to the transportation network. The proposed Special Area Plan is an effort to move forward with establishing the development standards that will encourage mixed use, pedestrian friendly neighborhoods and increase housing to help improve the jobs-to-population balance. The Special Area Plan is that initial step: changing



the future land use category for the area and establishing broad land use and development standards that will become the foundation for subsequent form-based revisions to the City's land development regulations.

## C. REGIONAL AND LOCAL CONTEXT

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### Regional Context

The City of Tarpon Springs is located at the northern end of Pinellas County, roughly between the Gulf of Mexico and Lake Tarpon. The Anclote River passes through Tarpon Springs at the north end of the City's core and connects to the Gulf of Mexico. A number of bayous branch southward of the Anclote River and generally form the natural western boundary of the City's core.

There are no Interstate highways connecting to or near the City. U.S. Highway 19 is the premier north-south transportation artery that links the City to the greater region. Alternate U.S. Highway 19 (Alt. 19) also traverses through the heart of the City and connects to destinations north and south; however, it functions more like a local roadway with limited capacity, yet provides a more leisurely experience winding through Pinellas County's coastal cities. Traversing east-west is State Road 582, which begins from the west as Tarpon Avenue at the heart of downtown and continues eastward (under various other names) eventually stretching east into western Hillsborough County. The Pinellas Trail connects the downtown to destinations throughout Pinellas County, providing a safe, efficient means of transportation and access for pedestrians and cyclists.

Map 1-1: Regional Context



**CITY OF TARPON SPRINGS SPONGE DOCKS and CRA SPECIAL AREA PLAN**  
*Regional Context*

## Local Context

Tarpon Springs is a city of historic importance known for its Greek culture and heritage. The City has a quaint, functioning downtown core centered along Tarpon Avenue that attracts tourists with its many shops, restaurants and picturesque ambiance. A short distance north of downtown is the famous Sponge Docks area located along the south side of the Anclote River. This is a popular tourist destination and is the heart of City's Greek community and associated sponging and fishing industries. Dodecanese Boulevard is the primary thoroughfare leading visitors in and out of the Sponge Docks area.



*Halki Market*



*Sponge Docks*



*Epiphany on Spring Bayou*

Numerous other points of interest dot the area including the Spring Bayou, home to the Eastern Orthodox Epiphany event held annually in January. This landmark event alone draws thousands of visitors from around the world. A short distance west of the City's core is the Gulf of Mexico, with an abundance of opportunities for recreation and leisure, including some of the Country's most beautiful beaches.



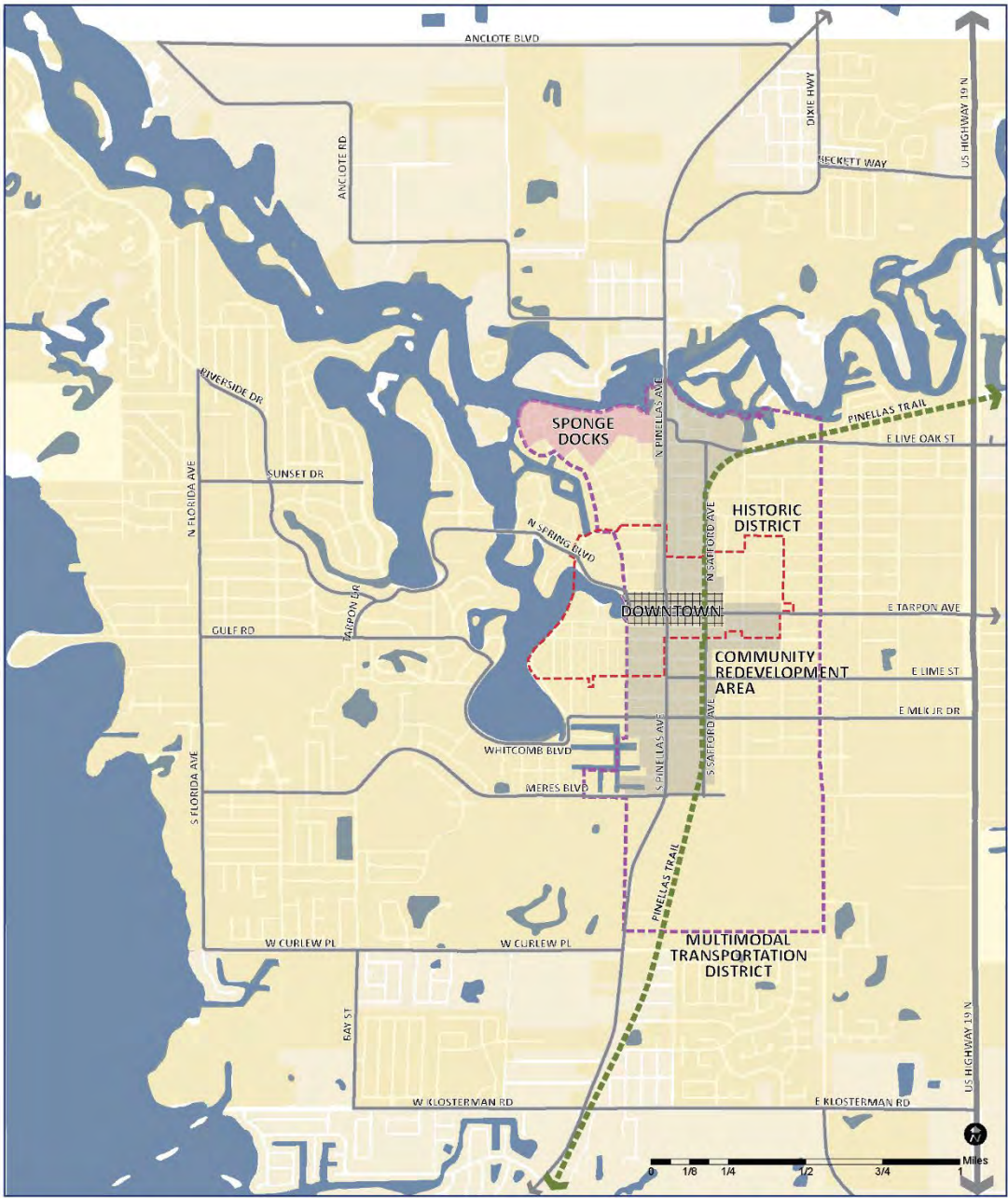
*Cross Divers*



*Train Depot*











Map 1-2: Local Context



**CITY OF TARPON SPRINGS SPONGE DOCKS and CRA SPECIAL AREA PLAN**  
*Local Context*

**LEGEND**

- |  |   |
|--|---|
|  Sponge Docks   |  MMTD                      |
|  CRA            |  Local Historic District   |
|  Major Arterial |  Central Business District |
|  Pinellas Trail |  Municipal Boundary        |

## Local History<sup>1</sup>

The City of Tarpon Springs was established along the Anclote River, where the river meets the Gulf of Mexico. Tarpon Springs became the first incorporated city on the Pinellas peninsula on February 12, 1887. That same year, the Orange Belt Railway arrived. The construction of Anclote Key lighthouse advanced transportation by sea. With the advances in transportation, Tarpon Springs became a popular winter resort for wealthy Americans in the late 18th and early 19th century.



*Sponging Industry in Tarpon Springs*

Turtle fishermen from Key West discovered the sponge beds off the west coast of central Florida in 1873 accidentally when sponges off the mouth of the Anclote River snagged their nets. Spongers came to the area to work the beds and some relocated to Tarpon Springs. In 1890, John Cheyney, a local businessman, opened the Anclote River and Rock Island Sponge Company across the river from Tarpon Springs. During the 1890s, sponge-packing houses were built in the City, sponge presses were installed and buyers moved to town. Gradually the sponge business shifted its center from Key West, Cuba and the Bahamas to Tarpon Springs. By 1900 the City was considered the largest sponge port in the United States.



*The Sponge Harvest*

Greek immigrants expanded and refined sponging in Tarpon Springs. John Corcoris arrived in Tarpon Springs in 1896 as a sponge buyer from a New York firm. John Cheyney hired Corcoris and financed his early efforts to make the industry more efficient. In 1905, Corcoris introduced the first mechanized sponge fishing boat to Tarpon Springs and brought in 500 Greek divers. More immigrants soon followed and businesses were established to serve the Greek community. Sponge merchants and brokers then came to Tarpon Springs and their presence helped to create a well-integrated industry. They built boats, loaned money to boat owners and supplied tools and equipment to the entire sponge fleet. In 1906 the Sponge Exchange Bank was established and in 1908 the Sponge Exchange was founded. Profits from sponging also financed other businesses such as the Sponge Exchange Cigar Company.

Fortunately the sponge beds have survived to the present day and the industry has seen a modest revival in recent years. Professional sponge divers still search the waters off the coast of Tarpon Springs. Most of the sponge boats are owned and operated by

<sup>1</sup> This section is an excerpt from the City of Tarpon Springs Waterfronts Florida Partnership Program Application (2007-2009).

people of Greek descent. Sponges from Tarpon Springs are sold all over the world. Commercial fishing and shrimping have joined the sponge industry along the working waterfront.

Tourism has replaced sponging as Tarpon Springs' major economic activity. Thousands of visitors each year come to the City to enjoy the working waterfront, visit the Sponge Docks, see professional divers in action and experience the Greek culture that still permeates the City. It is estimated that the sponge industry contributes \$2 million a year to the Tarpon Springs economy and helps nurture a \$20 million a year tourist industry along with the City's thriving antique and arts community.



**Downtown - Tarpon Avenue**

## D. THE STUDY AREA

The study area comprises the core urbanized heart of Tarpon Springs. It includes approximately 248 acres of an elongated area roughly between Meres Boulevard at the south end and the Anclote River at the north end. It is comprised mostly of the City's CRA. Other overlapping local jurisdictions include the Tarpon Springs National Register Historic District and the City's MMTD.




Map 1-3: Study Area



**CITY OF TARPON SPRINGS - SPONGE DOCKS and CRA SPECIAL AREA PLAN**  
*Study Area*

**LEGEND**

 Special Area Plan Study Area



Pinellas Avenue (aka Alt.19) is the north-south vehicular spine and the Pinellas Trail (running mostly along Safford Avenue) is the primary north-south pedestrian and bicycle route through the study area. There are numerous east-west connecting streets through the study area. Tarpon Avenue could be considered the primary east-west corridor, as it is the City's 'main street' linking the Spring Bayou and downtown. Dodecanese Boulevard, Live Oak Street, Martin Luther King Jr. Drive and Meres Boulevard (which is currently under construction between Safford Avenue and U.S. Highway 19) are other important east-west corridors.

The study area is mostly non-residential in use and commercial in function. There exist some limited residential areas, particularly north and west of downtown, west of South Pinellas Avenue and south of the Sponge Docks. Some limited residential also exists along Safford Avenue.

Tourist opportunities abound in and around the study area. Most tourist activities cater to 'day-trippers' from other nearby tourist destinations such as Clearwater, or local Floridians. The study area includes numerous attractions, both local and international.

Primary destinations within the study area include the following:

- [Sponge Docks Working Waterfront](#)
- [Dodecanese Boulevard](#)
- [Aquarium](#)
- [Visitor Center](#)
- [Downtown Tarpon Springs](#)
- [Tarpon Springs Historic District](#)
- [Spring Bayou and the Epiphany Dock \(home of the annual Eastern Orthodox Epiphany Festival\)](#)
- [Saint Nicholas Cathedral](#)
- [Pinellas Trail](#)
- [Cultural Center / Art Gallery](#)
- [Historic Depot / Welcome Center](#)
- [Tarpon Springs Public Library](#)

## 2. PLAN ISSUES & OBJECTIVES

### A. EXISTING CONDITIONS

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#### **Community Redevelopment Area**

The Community Redevelopment Area (CRA) comprises the core urbanized heart of Tarpon Springs. It includes approximately 200 acres of an elongated area located roughly between Meres Boulevard at the south end and the Anclote River at the north end. Overlapping local jurisdictions include the Tarpon Springs Historic District and the City's MMTD. The MMTD includes objectives and strategies intended to improve the City's transportation network for multiple travel modes including vehicular, pedestrian, bicycle and transit. The City has a strong existing roadway network that is fairly dense and well connected. The future vision for the MMTD, and especially the CRA, includes an improved urban environment with a stronger mix of land uses, higher residential densities and additional transportation infrastructure investments that are supportive of walking and cycling. A map depicting the City's transportation network relative to the area follows this subsection.

Parcels in the study area are mostly non-residential in use and commercial in function. There exist some limited residential areas within the study area, particularly north and west of downtown, west of South Pinellas Avenue and south of the Sponge Docks. Some limited residential also exists along Safford Avenue. A generalized map of existing land uses follows this subsection. The following table provides a breakdown of existing land uses, by Department of Revenue (DOR) Code and Description.

**Table 2-1: CRA Existing Land Use based on Pinellas County Property Appraiser's Data**

<b>COMMUNITY REDEVELOPMENT AREA</b>			
<b>DOR Code</b>	<b>DOR Description</b>	<b>Parcel Count</b>	<b>Acreage</b>
0000	Vacant Residential - lot & acreage less than 5 acres	88	16.34
0033	Vacant PUD	12	4.07
0051	Subdivision common area - open/green space	2	4.94
0090	Vacant Residential Land w/XFSB	6	1.00
0110	Single Family Home	121	22.01
0133	Planned Unit Development	26	1.62
0311	Apartments (10 units to 49 units)	2	1.11
0752	Miscellaneous Residential	1	0.14
0810	Single Family - more than one house per parcel	11	2.77
0820	Duplex-Triplex-Fourplex	20	4.57
0822	Apartment House-Boarding House (5-9 units)	5	0.94
<b>Residential Total</b>		<b>294</b>	<b>59.50</b>
1000	Vacant Commercial Land - lot & acreage	55	16.11
1090	Vacant Commercial Land w/XFSB	25	12.82
1120	Single Building Store - free standing	26	7.82
1121	Strip Store - (2 or more stores)	23	6.15
1122	Convenience Store (7-11, Circle K, drive through)	2	0.74
1227	Store w/Office or Apartment above or in the rear	8	1.40
1624	Neighborhood Shopping Center	2	13.03
1730	General Office - Non-Professional One Story	36	6.95
1933	Professional Office Building - single & multi-story	8	1.93
2125	Restaurant, Cafeteria (Steak & Ale, Pizza Hut)	16	5.64
2331	Financial Institution	4	3.61
2544	Commercial Laundry & Dry Cleaner	3	0.67
2641	Service Station - full service or self-service gas	1	0.22
2739	Automobile Rental Agency, Used Car Lot	2	1.45
2743	Auto Garage - General Repair	11	4.13
2745	Car Wash (automatic or do-it yourself)	1	0.17
3029	Nursery, Roadside Fruit Stand, Florist Shop, Greenhouse	2	0.78
3325	Bar, Liquor Store with Lounge, Cocktail Lounge, Night Club	3	0.47
3913	Hotels and Motels (49 units or less)	3	1.52
<b>Commercial Total</b>		<b>231</b>	<b>85.61</b>
4000	Vacant Industrial Land	2	0.22
4105	Garage type units complex	3	0.61
4120	Light Manufacturing, Small Equipment Mfg. Plant	15	4.87

COMMUNITY REDEVELOPMENT AREA			
DOR Code	DOR Description	Parcel Count	Acreage
4800	General Warehouse	12	3.49
4841	General Warehouse for Commercial Retailer	3	0.99
4949	Open Storage New & Used Bldg	1	0.65
<b>Industrial Total</b>		<b>36</b>	<b>10.83</b>
7000	Vacant Institutional Land	2	0.65
7153	Church, Church School, Church Owned Building	8	4.00
7635	Mortuary, Cemetery, Crematorium, Funeral Home	1	0.76
7753	Club, Lodge, Union Hall, Civic Club, Health Spa, YMCA	4	1.31
<b>Institutional Total</b>		<b>15</b>	<b>6.71</b>
8913	City Gov't - Non-residential (commercial) only	8	5.29
<b>Government Total</b>		<b>8</b>	<b>5.29</b>
9600	Sewage Disposal, Solid Waste (private) borrow pit	2	2.04
<b>Misc Total</b>		<b>2</b>	<b>2.04</b>
<b>Total</b>		<b>586</b>	<b>169.98</b>

### Sponge Docks

The Sponge Docks consists of approximately 48 acres located along the south side of the Anclote River, from Pinellas Avenue westward. The area is primarily a diverse, yet dependent mix of tourist-oriented retail uses and commercial-industrial waterfront uses. The latter 'working waterfront' uses, more heavily focused toward the west end of the study area, drive the tourist market of the Sponge Docks. The City's rich historic Greek culture and traditions centered on sponging, shrimping and fishing bring visitors both local and international.

The Sponge Docks Area is currently regulated by four distinct, yet overlapping, waterfront oriented zoning districts; WD-1 (tourist oriented), WD-1A (commercial fishing and related uses), WD-1B (working waterfront with tourism uses allowed as accessory or secondary uses), and WD-II (waterfront industrial uses). The Special Area Plan and eventual form-based regulating plan should recognize and emphasize these existing districts.

Dodecanese Boulevard is the primary transportation artery through the Sponge Docks. Most of the tourist-oriented gift shops, retailers, restaurants and off-street surface parking lots are located along Dodecanese Boulevard. The three main offshoots from Dodecanese Boulevard, Athens Street, Arfaras Boulevard and Hope Street are more neighborhood-oriented with local bakeries and markets leading into the Greek neighborhood known to many as the Hope-Athens Greek Community. The City's MMTD also covers the Sponge Docks area.

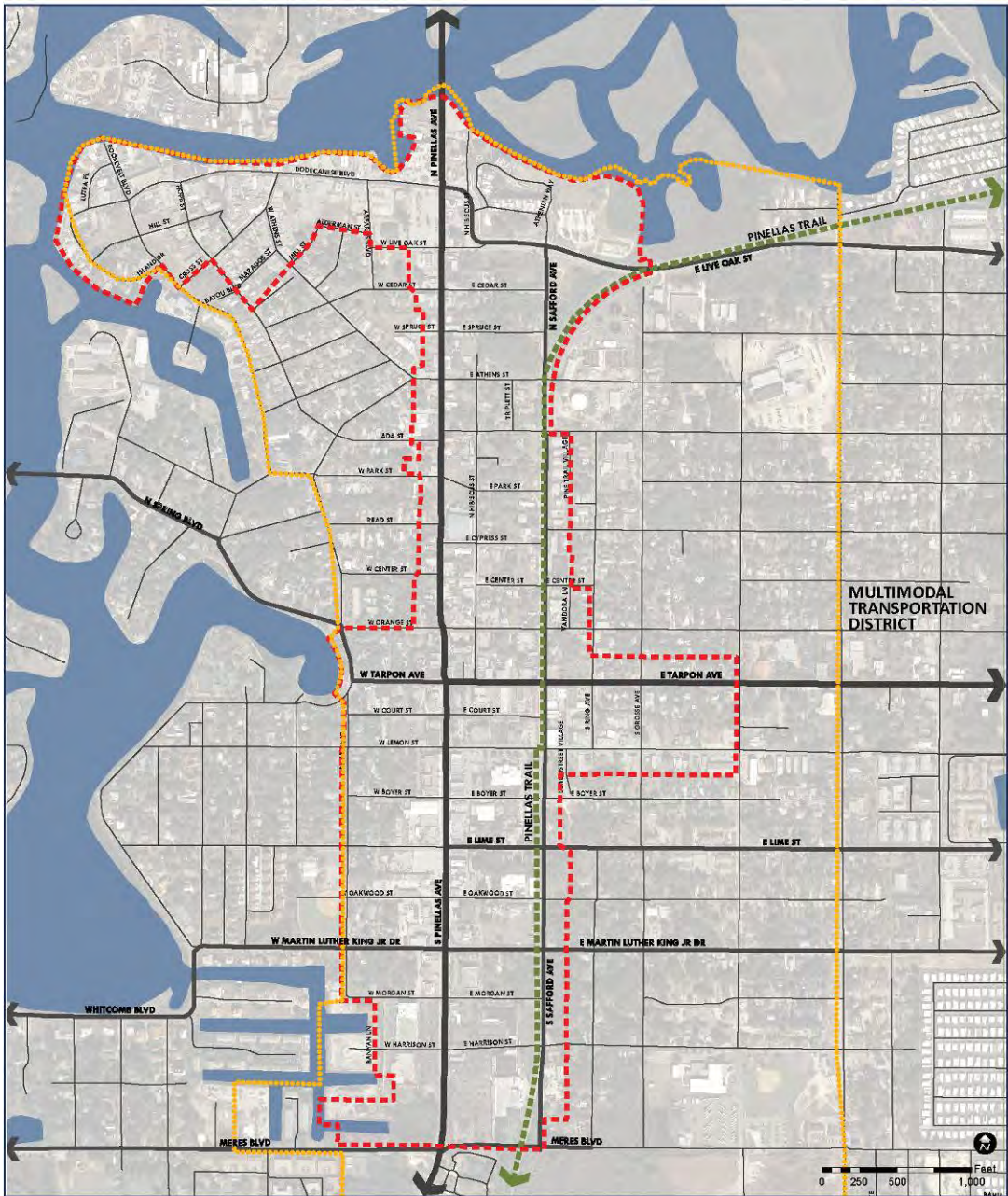
The following table provides a breakdown of existing land uses, by Department of Revenue (DOR) Code and Description. A generalized map of existing land uses follows this subsection.

Table 2-2: Sponge Docks Existing Land Use based on Pinellas County Property Appraiser's Data

SPONGE DOCKS			
DOR Code	DOR Description	Parcel Count	Acreage
0000	Vacant Residential - lot & acreage less than 5 acres	3	0.32
0040	Vacant Condo Rec Area Dev Own- w/possible XFSB	3	0.72
0090	Vacant Residential Land w/XFSB	1	0.12
0110	Single Family Home	29	5.01
0810	Single Family - more than one house per parcel	1	0.13
<b>Residential Total</b>		<b>37</b>	<b>6.30</b>
1000	Vacant Commercial Land - lot & acreage	41	7.20
1090	Vacant Commercial Land w/XFSB	7	1.78
1120	Single Building Store - free standing	17	1.76
1121	Strip Store - (2 or more stores)	11	5.24
1227	Store w/Office or Apartment above or in the rear	7	0.81
2125	Restaurant, Cafeteria (Steak & Ale, Pizza Hut)	17	3.61
3325	Bar, Liquor Store with Lounge, Cocktail Lounge, Night Club	5	0.48
<b>Commercial Total</b>		<b>105</b>	<b>20.87</b>
4190	Manufacturing Not Classified Elsewhere	1	0.42
4429	Packing Plant, Citrus Fruit Packing House	1	0.31
4800	General Warehouse	6	0.99
4949	Open Storage New & Used Bldg	1	0.25
<b>Industrial Total</b>		<b>9</b>	<b>1.98</b>
7753	Club, Lodge, Union Hall, Civic Club, Health Spa, YMCA	1	0.46
<b>Institutional Total</b>		<b>1</b>	<b>0.46</b>
8913	City Gov't - Non-residential (commercial) only	1	0.46
<b>Government Total</b>		<b>1</b>	<b>0.46</b>
9590	Other Residential, submerged land	1	0.02
<b>Misc Total</b>		<b>1</b>	<b>0.02</b>
<b>Total</b>		<b>154</b>	<b>30.10</b>



Map 2-1: Transportation Network and Multimodal Transportation District



**CITY OF TARPON SPRINGS - SPONGE DOCKS and CRA SPECIAL AREA PLAN**  
*Transportation Network and MMTD*

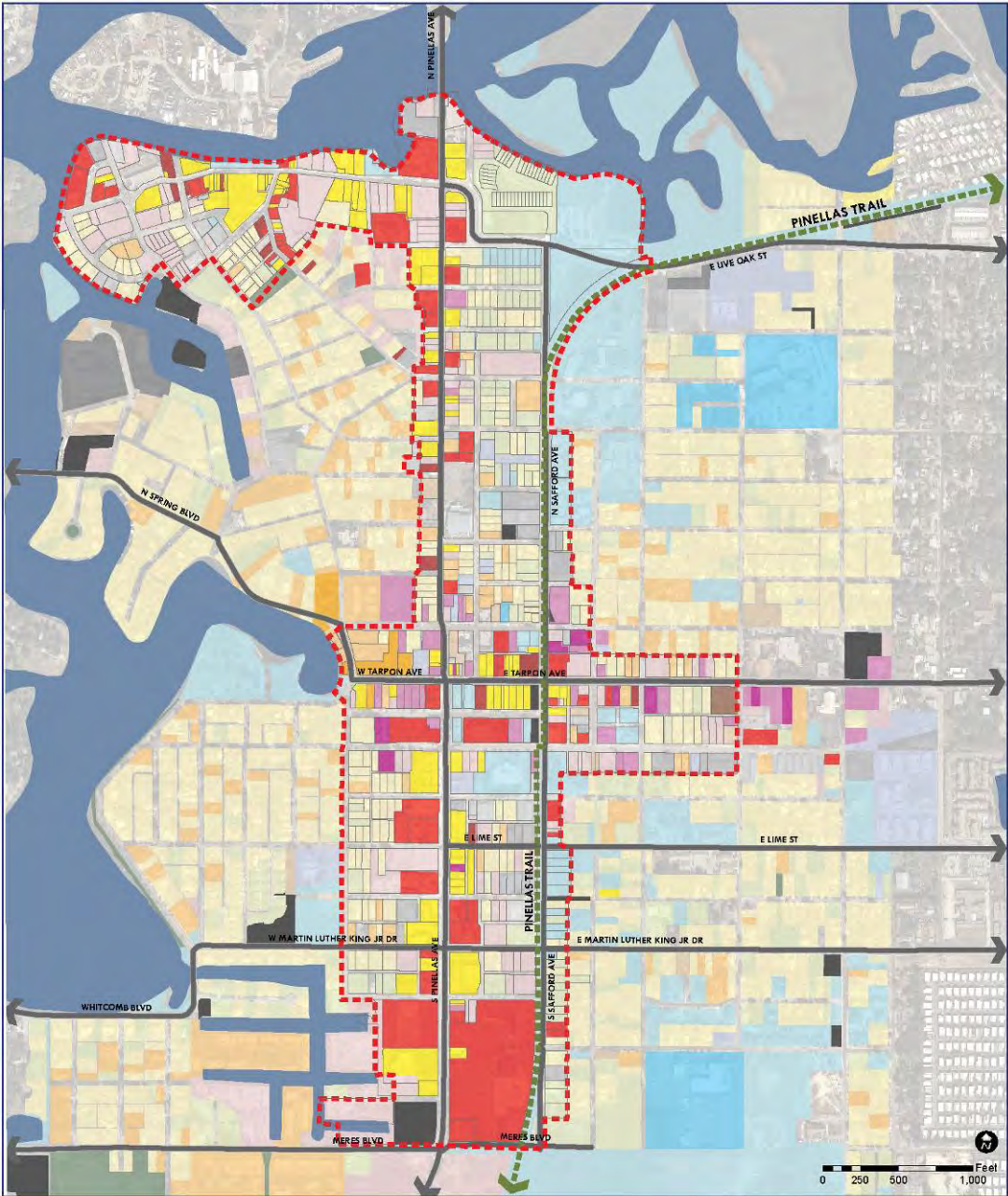
**LEGEND**

- SAP Study Area
- MMTD

- Transportation
- Arterial
  - Collector
  - Local Road
  - Pinellas Trail



Map 2-2: Existing Land Use Map



**CITY OF TARPON SPRINGS - SPONGE DOCKS and CRA SPECIAL AREA PLAN**  
*Existing Land Use*

**LEGEND**

SAP Study Area	Single Family Res.	Mixed Use Commercial	High Industrial	Cemetery
Major Arterial	Mobile Home	Low Office	Industrial Open Storage	Transportation & Utilities
Pinellas Trail	Mixed Use Res.	High Office	Civil Club & Non-Profit	Vacant Commercial
	Multi-family	General Warehouse	City/County/State Commercial	Vacant Industrial
	Hotel	Low Industrial	Civic - Library / Public School	Vacant Land
	Commercial	Mid Industrial	Park	

### Comprehensive Plan – Future Land Use

The CRA includes an array of Future Land Use Map categories oriented for commercial, office and residential land uses. Table 2-3 below provides a breakdown of the current Future Land Use Map categories included in the CRA.

**Table 2-3: Current Future Land Use – Community Redevelopment Agency**

COMMUNITY REDEVELOPMENT AREA FUTURE LAND USE	PARCELS	ACRES
Commercial General (CG)	287	95.1
Commercial Limited (CL)	75	15.0
Commercial Neighborhood (CN)	15	2.95
Preservation (P)	1	6.82
Residential/Office General (R/OG)	39	9.55
Residential Medium (RM)	90	18.1
Residential Urban (RU)	57	14.09
WATER	7	0.90

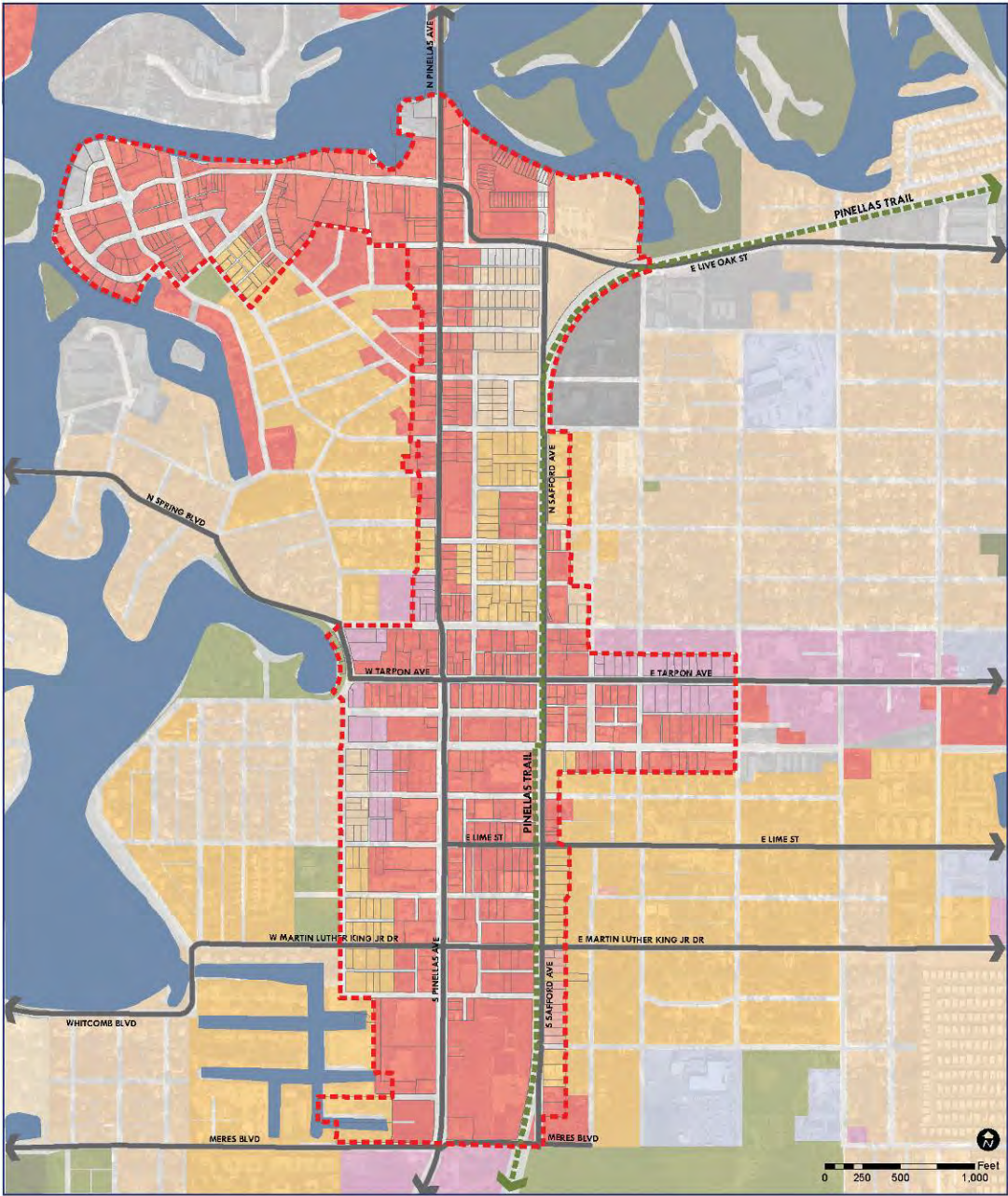
The Sponge Docks includes an assortment of Future Land Use Map categories oriented for commercial, industrial and residential land uses. Table 2-4 below provides a breakdown of the current Future Land Use Map categories included in the Sponge Docks. A generalized map of future land uses follows this subsection.

**Table 2-4: Current Future Land Use – Sponge Docks**

SPONGE DOCKS FUTURE LAND USE	PARCELS	ACRES
Commercial General (CG)	138	32.5
Commercial Limited (CL)	15	1.8
Industrial General (IG)	1	0.4
Industrial Limited (IL)	3	1.5
Residential Medium (RM)	13	1.5



Map 2-3: Generalized Future Land Use



**CITY OF TARPON SPRINGS - SPONGE DOCKS and CRA SPECIAL AREA PLAN**  
*Future Land Use*

**LEGEND**

SAP Study Area

Major Arterial

Pinellas Trail

Residential Low

Residential Urban

Residential Medium

Res. Office General

Commercial Neighborhood

Commercial General/Commercial Limited

Transportation Utility

Industrial Limited

Institutional

Recreational open space

## B. SUMMARY OF ISSUES TO BE ADDRESSED BY THE PLAN

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### Ideas and Strategies Workshop

The City of Tarpon Springs held community stakeholder workshops to gather input from community stakeholders to identify the most important variables towards implementing a future vision for the CRA and Sponge Docks. The workshops were conducted during regularly scheduled sessions of the PRFG. They were attended widely by area residents, business owners, City officials and City staff. The information gathered was instrumentally important to assist the City in developing and implementing programs to improve both areas as well as to develop the Special Area Plan Vision and Objectives. At each workshop, participants were asked two key questions important to defining and implementing a future vision through the Special Area Plan process:

- What are the key ideas that define the future vision for the CRA/Sponge Docks?
- What strategies would help implement this vision?

An account of the study area existing conditions was presented to set the stage, followed by a brief description of the Special Area Plan requirements and process. Finally, descriptions and visual examples of ideas and strategies were presented to assist stakeholders in considering a desired future for the area.

Workshop participants were provided a list of broad key *ideas* to consider for defining a vision as well as a list of *strategies* to consider for successfully implementing the vision. Worksheets were used to numerically rank the ideas and strategies and participants were encouraged to record additional ideas and strategies, if desired. Also, participants were given additional space on the worksheet to provide more detailed descriptions and definitions of their individual rankings.

At each workshop, participants were randomly divided into three groups of stakeholders to discuss their feelings and opinions of the various ideas and strategies considered on the worksheets. Project Planners were present among each of the groups and assisted in facilitating the discussion. They also provided assistance and recorded notes of the discussions on large flip charts. After discussion, a representative from each group presented a verbal report summary of their discussion to the other stakeholders.

### Key Ideas Toward a Future Vision for the CRA

Five key ideas specific to the area were included for workshop participants to rank. The lower the number, the greater the level of importance determined for that key idea. Therefore, the lowest total score represented the highest level of importance among the group of five choices. The key ideas were ranked by the community stakeholders in order of importance as follows:

Rank	Key Idea	Total Score
No. 1	Redevelopment Focus	43
No. 2	Tarpon Avenue (i.e. Main Street)	46
No. 3	Connection to Sponge Docks	62
No. 4	Diverse Housing/Lodging Opportunities	70
No. 5	Lemon Street Art/Design District	73

Many of the comments written to address the individual key ideas in the worksheets as well as the notes recorded on the flip charts during group discussions were helpful in developing a more in-depth understanding of the feelings of stakeholders. When aggregated, several comments began to echo some collective thoughts and attitudes of the group. A general summation of worksheet comments and group discussion notes is included, below, and organized by each of the key ideas, in order of their ranking.

#### Redevelopment Focus

There is an overwhelming sense that Downtown is in need of a change, a renaissance. The area could use a greater variety of land uses with more diverse retail options that cater to both residents and tourists alike. However, the existing physical and architecture character should be respected. Also, Downtown would benefit from a public space component to accommodate a farmer's market and other general gatherings.

#### Tarpon Avenue (i.e. Main Street)

Tarpon Avenue is the heart of the Downtown core. The area could use a greater mix of land uses with more diverse retail options as well as evening activities. Property improvements, including façade improvements would benefit the look of this area.

#### Connection to Sponge Docks

The distance between the Downtown and Sponge Docks makes physically linking the two areas difficult. And while it has not been easy to make this connection, it is none the less important. It is also recognized that the Sponge Docks area is the primary draw for visitors. Getting visitors to Downtown will be a challenge. North Pinellas Avenue is an important connecting corridor between the two areas and, thus, should receive special consideration to improve the journey. Other transportation routes should be considered for multi-modal based solutions to improving the connection, including water taxi and bicycle modes. Future wayfinding signage will also help bridge the connection.

**Diverse Housing/Lodging Opportunities**

It is generally understood that an increase in housing options within the CRA will help to improve the overall economic support necessary to encourage a greater mix of businesses that cater to local residents. In addition the CRA could benefit from more lodging opportunities for tourists, most likely in the form of bed and breakfast-type establishments.

**Lemon Street Art/Design District**

Past plans and studies have revealed the potential of Lemon Street as a local Downtown corridor capable of supporting and enhancing the Downtown core. Lemon Street as an artistic enclave would help to support the positive, unique image of Downtown. It could very well become a catalyst for a newly re-focused vibrant, mixed use, diverse Downtown. A key component to the Lemon Street corridor would include the opportunity for housing as well.

**Implementation Strategies to Apply - CRA**

Seven implementation strategies were included for workshop participants to rank. Same with the 'key ideas' question, the lower the number, the greater the level of importance determined for that implementation strategy. Therefore, the lowest total score represented the highest level of importance among the group of ten choices. The implementation strategies were ranked by the community stakeholder group in order of importance as follows:

Rank	Implementation Strategy	Total Score
No. 1	Sense of Place	55
No. 2	Development Scale and Use	75
No. 3	Street Network	90
No. 4	Amenities	105
No. 5	Parking	112
No. 6	Building Orientation	118
No. 7	Retail and Housing Development	120

Many of the comments written to address the individual implementation strategies in the worksheets as well as the notes recorded on the flip charts during group discussions provided a better understanding of the strategies idealized. A brief summation of worksheet comments and group discussion notes is included, below, and organized by each of the implementation strategies, in order of their ranking.

**Sense of Place (architecture / development character)**

The historic look and feel of Downtown should be maintained and improved upon with a general focus on enhancing the existing building fabric through rehabilitation and façade improvements, for example, and assuring that new development respects such fabric and is sensitive to the historic character of the area. The City should consider installing decorative gateway (signage) elements announcing arrival into the City at the main entry points.

### **Development Scale and Use (density, intensity, and mix of uses)**

Increased densities/intensities and mixed use development that is compatible with and respects the existing character of Downtown would help to revitalize and strengthen the area. Development should also reinforce the existing pedestrian scale of walkable streets and active building fronts that is enjoyed by much of the CRA.

### **Street Network (vehicular, bicycle, and pedestrian connectivity)**

The existing street network in the CRA has a reasonably efficient layout. Improvements to the network should be focused primarily on enhancing the area's walkability, improving connections to destinations, adding bicycle lanes, and vehicular traffic calming.

### **Amenities (public space, public art, landscaping, lighting, and furniture)**

The Downtown area would benefit greatly from a centrally located, civic-oriented, permanent public space. The space should be able to accommodate festivals and other civic events, and facilitate simple gatherings, meetings, and resting. It should function as the City's 'town square' that can be celebrated by its residents and visitors alike. Both new and existing public spaces and parks should provide comfort, security and beauty through amenities such as benches, shade, bathrooms, lighting, landscaping, bicycle racks, and public art (i.e. sculpture, fountain).

### **Parking**

Access to and the availability of parking is important; however, it should not dominate the landscape of the CRA. Future strategies that will efficiently direct visitors to parking lots while minimizing their physical presence should be explored. This would include exploring approaches to screen parking from pedestrian-oriented roadways through landscape and streetscaping; orienting parking in the rear of properties, behind buildings; and reviewing the feasibility of certain side streets to accommodate parking. Also, opportunities to develop a future public parking garage should continue to be explored. An area strategically located between the Downtown core and the Sponge Docks may be beneficial and should be considered.

### **Building Orientation (building siting and frontage)**

The area's older, existing building fabric is oriented so that primary building entrances are located in the front of the property, along the sidewalks. This is the historic character of the Downtown core, and new development should conform to that existing character with respect to building placement and orientation so that the consistency in the look and feel of the area is strengthened. Also, building owners and tenants could be encouraged to increase their outdoor activity in front of their buildings through the installation of cafes and display spaces, where appropriate and feasible.

### **Retail and Housing Development**

The combination of retail and housing in mixed use buildings would be beneficial to the future growth and longevity of the CRA, as would increased residential densities to support such businesses and strengthen the critical mass of residents in the area. The CRA would also benefit from having



greater business diversity to accommodate existing residents and capture a broader market of patrons.

### Key Ideas Toward a Future Vision for the Sponge Docks

Five key ideas specific to the area were included for workshop participants to rank. The lower the number, the greater the level of importance determined for that key idea. Therefore, the lowest total score represented the highest level of importance among the group of five choices. The key ideas were ranked by the community stakeholders in order of importance as follows:

Rank	Key Idea	Total Score
No. 1	Tourist-Orientation	57
No. 2	Working Waterfront	64
No. 3	Waterfront Promenade	72
No. 4	Hope-Athens Greek Community (a “Greek Village”)	83
No. 5	Connecting Sponge Docks and CRA	103

Many of the comments written to address the individual key ideas in the worksheets as well as the notes recorded on the flip charts during group discussions were helpful in developing a more in-depth understanding of the feelings of stakeholders. When aggregated, several comments began to echo some collective thoughts and attitudes of the group. A general summation of worksheet comments and group discussion notes is included, below, and organized by each of the key ideas, in order of their ranking.

#### Tourist-Orientation

The history, character and current activities primarily along the waterfront of the Sponge Docks drive the tourist interest in Tarpon Springs. Tourism is important to the local economy and efforts should be considered to better accommodate visitors, such as improving the quality of routes and destinations as well as providing more opportunities for tourists to increase their stay with expanded evening activities and lodging accommodations. Because the tourism is driven by the ‘local’ flavor of the Sponge Docks, the need to accommodate visitors must be balanced with the needs of the local community.

#### Working Waterfront

The waterfront is a unique, major asset and strength of the area for local identity as well as tourism. The waterfront is not driven by tourism; it is a “working” waterfront, the use of which drives the tourism. As such, land use and development policies should be directed toward preserving the character as well as enhancing and expanding upon the function of the Sponge Docks waterfront area. Increased waterfront-oriented business activity like sponging, commercial fishing, shrimping, public dockage, water taxis and fish markets, for example, would add to both the longevity of the working waterfront and the tourist industry of Tarpon Springs. Other land uses and facilities, such as bathrooms and informational kiosks should be considered as well.

### **Waterfront Promenade**

The pedestrian way along the waterfront is the public space jewel of the Sponge Docks. Efforts should be made to complete a true waterfront promenade that can harness the synergy between Dodecanese Boulevard and the working waterfront through increased accessibility and pedestrian amenities. This may require site design and building envelopes to be modified to assure efficient and continuous access. The waterfront promenade should be an ample, continuous, uninterrupted pathway ignited with activities such as outdoor entertainment, vendors, and ferry boat stations, for example. It should be a comfortable place for gathering with plenty of seating, shade, and perhaps a water feature such as a fountain.

### **Hope-Athens Greek Community (a “Greek Village”)**

This is a special place rich with history and charm. The components of a unique, authentic community character exist today and should be protected; however, revitalization that respects and enhances such character may be necessary for the future longevity and prosperity of the area. The residential land use fabric of the neighborhood streets should continue along with future potential land uses that are complimentary and supportive to the community while remaining respectful to the character.

### **Connecting Sponge Docks and CRA**

The distance between the Sponge Docks and downtown makes physically linking the two areas difficult. And while it has not been easy to make this connection, it is none the less important. Efforts should be made to improve the function and appearance of roadways that connect the two areas through beautification, lighting, shade trees and accommodating multi-modal transportation opportunities for pedestrians, bicycles and a future potential transit connector such as a shuttle, trolley or minibus line.

### Implementation Strategies to Apply – Sponge Docks

Ten implementation strategies were included for workshop participants to rank. Same with the ‘key ideas’ question, the lower the number, the greater the level of importance determined for that implementation strategy. Therefore, the lowest total score represented the highest level of importance among the group of ten choices. The implementation strategies were ranked by the community stakeholder group in order of importance as follows:

Rank	Implementation Strategy	Total Score
No. 1	Sense of Place	55
No. 2	Amenities	75
No. 3	Retail Development	90
No. 4	Street Network	105
No. 5	Building Orientation	112
No. 6	Mix of Land Uses	118
No. 7	Development Scale	120
No. 8	Parking	123
No. 9	Public Space	125
No. 10	Housing Mix	149

Many of the comments written to address the individual implementation strategies in the worksheets as well as the notes recorded on the flip charts during group discussions provided a better understanding of the strategies idealized. A brief summation of worksheet comments and group discussion notes is included, below, and organized by each of the implementation strategies, in order of their ranking.

#### **Sense of Place (architecture / development character)**

The area’s current “Greek Village” like feel should be maintained and improved upon with a general focus on enhancing the existing building fabric and assuring that new development respects such fabric with regard to parking, entryway locations, building placement and design styles.

#### **Amenities (art, lighting, benches, landscaping)**

The Sponge Docks area includes a range of amenities; however, their locations, style, and effectiveness vary throughout. In general, the area would benefit from increased shade and benches. Additional beautification in the form of unified street lighting, landscaping, bicycle racks, and public art, perhaps in the form of a water feature element, would help to improve the look, feel and popularity of the area. New and replacement amenities should possess unified style elements that are in keeping with the character of the Sponge Docks.

#### **Retail Development**



Current retail development is heavily focused on daytime tourist trade. The area could benefit from a greater diversity of retail and a better retail strategy to increase tourist stays and activity along the entire length of Dodecanese Boulevard.

**Street Network (vehicular, bicyclist, and pedestrian connectivity)**

The Sponge Docks area street network supports general vehicular travel flow, pedestrians, bicyclists, commercial vehicles and on street parking. This causes an obvious conflict between the various needs and modes of travel. Transportation network improvement strategies should be reviewed and considered for routing and roadway usage to foster a better coexistence of the various competing transportation interests. In addition, the sidewalk network should be improved and enhanced for easier and more comfortable pedestrian access and travel so as to better support the local residents and tourists. There should also be a focus on providing bicycle lanes to facilitate safer travel by bicyclists.

**Building Orientation (frontage, building siting)**

The area's older, existing building fabric is oriented so that primary building entrances are located in the front of the property, along the sidewalks. Today, this helps preserve the Sponge Docks "village" like identity. New buildings and major rehabilitations to existing buildings should continue this method of orientation and further increase the consistency in the look and feel of the area. Furthermore, when private off-street parking is included, it should be focused toward the rear of the property, behind the building.

**Mix of Land Uses**

While commercial uses will likely continue to dominate the area, residential uses would provide an added mix to support such commercial uses and increase the number of permanent residents in the Sponge Docks area. Traditional land use arrangement prototypes consisting of commercial uses at the ground floor level and residential uses on the floor(s) above are preferable.

**Development Scale (density/intensity)**

Increases in development densities and intensities may be viable in areas such as those available for infill development as well as areas that could benefit from increased support and patronage of new residents. Additional residential densities will be necessary to support future convenience retail uses for neighborhood residences.

**Parking**

Access to and the availability of parking is important for the continued success of the Sponge Docks area, and there appears to be an adequate supply available; however, the current parking situation is visually unappealing and detracts from the area's better qualities. Future strategies that will efficiently direct visitors to parking lots while minimizing their physical presence should be explored. Also, strategies to develop a future public parking garage should continue to be explored.

### Public Space

Quality public spaces accommodate residents and tourists alike. The area would benefit from public spaces that provide comfortable, attractive areas for public gathering and interaction, as well as activities and events. Also, the area would benefit greatly from having more public restrooms.

### Housing Mix

A greater mix of housing should come primarily from mixed use buildings with residential units on upper floors.

## The Vision for the Special Area Plan

The stakeholder workshops provided valuable information that helped develop Vision statements for the CRA and Sponge Docks in support of the Special Area Plan.

The Vision statement for the **CRA** is written, below.

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*Tarpon Avenue is the historical main street for Tarpon Springs and continues to be the heart of Downtown Tarpon Springs. An essential goal of the Special Area Plan is to orient the area to the needs of local residents, visitors and businesses alike and to create opportunities for their continued survival and prosperity while maintaining the existing 'small town' atmosphere.*

*The CRA is not limited to Tarpon Avenue and includes several other districts with residential, commercial and civic functions. Another goal of the Special Area Plan is to redefine the CRA as the sum total of all these districts with diverse uses and users.*

*Considering the limited number of vacant parcels in Pinellas County, growth in the CRA will depend on redevelopment and infill opportunities. Redevelopment as the driver of future growth in the CRA is another critical consideration. Future redevelopment and infill should be sensitive to the historic importance and character of the area's National Register Historic District.*

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The Vision statement for the **Sponge Docks** is written, below.

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*The Sponge Docks in Tarpon Springs has a definite sense of place that is derived from its past as a hub for the Greek sponging community. This sense of place is represented to some extent in the physical environment but is manifested largely in the community that lives and works in Sponge Docks. The Sponge Docks in Tarpon Springs is a regional tourist destination in the Tampa Bay area. It is also home to a vibrant Greek community as well as other residents attracted by the village like scale and charm of the place. The Sponge Docks waterfront serves as a working waterfront for local businesses but also as a recreational open space attraction for the tourists and local residents. The working waterfront is a unique asset to both the immediate area and the City as a whole. Its existence should be maintained and function preserved.*

*Maintaining and enhancing this diversity of uses and users is essential to sustainable future growth and change in the Sponge Docks. One critical strategy to achieve this larger goal is to balance the needs of tourists with the needs of the local community. Dodecanese Boulevard and the waterfront are both physical places where this dichotomy is reflected. Another critical factor is the Sponge Dock's connectedness to Tarpon Springs Downtown.*

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## C. PLANNING AREA OBJECTIVES

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To a large extent, the plan objectives are based on the City's Comprehensive Plan and directives contained in Pinellas By Design. Goal 4 of the Future Land Use Element states;

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*"Improve the quality of life in Tarpon Springs by providing diverse, well designed and walkable destinations by creating and maintaining choices in housing, offices, workplaces and travel choices. The primary implementation of this goal shall be through the adoption of the Multi-Modal Transportation District (MMTD)."*

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Furthermore, Pinellas By Design includes the following statements;

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*"Land development regulations must provide adequate flexibility to allow redevelopment of difficult parcels, and be sensitive to the characteristics of existing development patterns."*

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and

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*"The responsibility for pursuing the strategies of this plan will fall to various local governments and agencies, acting both individually and cooperatively on a voluntary basis."*

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and

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*“Redevelopment should be organized around the existing framework of centers, corridors, and districts.”*

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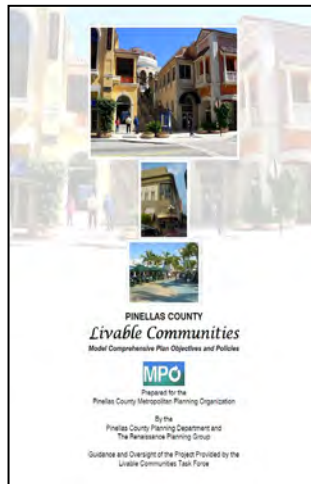
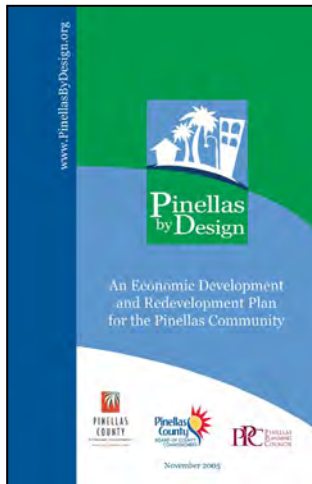
The objectives seek to promote context sensitive development/redevelopment by recognizing the areas historical context and reflects the policy guidance contained in the Comprehensive Plan and Pinellas By Design. By formulating the plan objectives in this manner, the development future of this area of the City will be context sensitive, sustainable, and supportive of the goals, objectives, and policies of the City. Implementation of the Special Area Plan is consistent with and motivated by the desire of the City to achieve its vision of becoming a vibrant destination with a unique quality of life. The City hopes to be successful in balancing responsible, innovative growth with careful preservation of its small town atmosphere, its quaint character, and its valued treasures. The Planning & Redevelopment Focus Group (PRFG) and other interested citizens asked that the plan objectives be concentrated towards: (1) encouraging infill/redevelopment projects; (2) connecting the City’s major activity centers, (3) attracting compatible economic development and diversification of the tax base, (4) improving the regulatory environment; and (5) improving the City’s multimodal transportation corridors.

The contextual framework used to guide the Special Area Plan (SAP) for the Sponge Docks and Community Redevelopment Area (CRA) can be found in *Pinellas By Design*, *An Economic and Redevelopment Plan for Pinellas County*, the Pinellas County Metropolitan Planning Organization’s (MPO) “Livable Communities” initiative, and the Tarpon Springs Multimodal Transportation District (MMTD) Quality of Service Analysis. The overall intent of the aforementioned documents is to focus redevelopment in areas where higher densities and intensities can be accommodated to create a more vibrant urban environment for residents and tourists alike. In addition to the increase in development potential, all documents mandate that the public realm be enhanced to ensure that new projects are integrated into the local environment. The SAP encourages the placement of retail, housing, and job sites in proximity to one another while mandating pedestrian-friendly street and building design. Landscaping is also emphasized as a means to encourage people to walk, bicycle, or use public transportation. The four overarching redevelopment strategies that are consistent across all documents are:

- Increase the Jobs-to-Housing Ratio
- Encourage a More Balanced Mix of Uses
- Promote Better Urban Design
- Provide More Transportation Choices

The basic premise in implementing these strategies is to have an effective redevelopment program that builds upon the City’s existing development patterns and channels growth into areas where it can be appropriately accommodated. The Future Land Use and Transportation Elements of the City’s Comprehensive Plan include Goals, Objectives, and Policies that support this approach to the creation and enhancement of mixed-use activity centers. In the study area there are several traditional neighborhoods and retail corridors that can be linked through the right kind of

development/redevelopment projects and infrastructure improvements to create better mixed-use activity centers that will strengthen the local economy and improve the quality of life.



The Special Area Plan Objectives are intended to guide the future vision for the study area. The stakeholder workshops provided valuable information to help inform the Objectives. The permitted land uses and development guidelines developed for the Special Area Plan form the basis for implementing the Vision and Objectives. Details concerning building placement, design and orientation as well as required site treatments and amenities will be included via revisions to the City's land development regulations to take place immediately following the adoption of the Special Area Plan. Other steps to implement the Vision and Objectives are already in motion, for example, through the Signage and Wayfinding Master Plan, currently under production, and the reconstruction of Lemon Street.

Direct, place-based objectives are listed first, followed by more general, overall area Objectives.

## **OBJECTIVES – PLACE-BASED for CRA**

### **Redevelopment/Infill**

- Identify key development/redevelopment sites along Pinellas Avenue for mixed use (residential/retail/office) development.
- Consider infill/redevelopment opportunities along Tarpon Avenue and within residential areas for other residential development opportunities while maintaining the existing scale and character of these neighborhoods and the City's adopted National Register Historic District.
- Infill/redevelopment within the City's National Register Historic District will be further guided by the Heritage Preservation Board's adopted regulations and guidelines, and such adopted regulations and guidelines shall supersede those of the Special Area Plan.
- Create 'architectural' gateway at Pinellas Avenue and Meres Boulevard.

### **Tarpon Avenue as a 'Main Street'**

- Encourage local businesses and retail opportunities along Tarpon Avenue.
- Infill Tarpon Avenue between Pinellas Avenue and Safford Avenue with special consideration to the existing scale and character of Tarpon Avenue.
- Continue to preserve and enhance the historic character of Tarpon Avenue within the City's National Register Historic District.
- Create a public open space that enhances Tarpon Avenue for public events and gatherings.
- Create an 'architectural' gateway at Tarpon Avenue and Grosse Avenue.
- Encourage more tourist accommodations such as B&Bs and Inns along Tarpon Avenue and Orange Street west of Pinellas Avenue.

### **Lemon Street District**

- Consider residential infill/redevelopment opportunities along Lemon Street for residential typologies such as townhomes and garden apartments.
- Allow live work uses along Lemon Street to encourage artists' studios/residences and small art related businesses as well as other live-work uses.
- Create a public open space along Lemon Street for public events and gatherings

### **Connecting Downtown and Sponge Docks**

- Create 'architectural' gateway at Pinellas Avenue and Tarpon Avenue.
- Utilize the Pinellas Trail/Stafford Avenue, and Grand Boulevard as a pedestrian and/or bike connection to the Sponge Docks and Downtown.
- Connect the Downtown and the Sponge Docks areas with a feeder bus loop.
- Plan coordinated annual and monthly events that engage local residents and visitors in Downtown and the Sponge Docks alike.

## **OBJECTIVES – PLACE-BASED for SPONGE DOCKS**

### **Tourist Destination**

- Encourage tourist-oriented business and retail opportunities along Dodecanese Blvd.
- Provide services and amenities for visitors such as restrooms and water fountains.
- Provide tourist accommodation options such as hotels, motels, inns, and other short stay lodging within walking distance of the tourist destination in the Sponge Docks.

### **Waterfront**

- Maintain the integrity and authenticity of the working waterfront while recognizing the connection to and importance of the tourist industry.
- Create a public open space for festival markets and other events supporting the primary function of the waterfront.
- Encourage the establishment of waterfront-related amenities and operations such as transient boat slips and charter boats.
- Extend existing waterfront promenade east to Pinellas Ave and west to Roosevelt Blvd.

### **Greek Village (Hope-Athens Greek Community)**

- Preserve and enhance “Greek Village” character through development pattern, scale and use.
- Reinforce Dodecanese Blvd as the ‘Village Center’ for the resident community with local retail and services.
- Create more live-work opportunities by encouraging vertical residential mix along Dodecanese Blvd, Athens St, and Roosevelt Blvd while maintaining the existing scale and development pattern.
- Consider infill/redevelopment opportunities within residential areas for higher density residential typologies such as townhomes and garden apartments.

### **Connecting Sponge Docks and Downtown**

- Create ‘architectural’ gateway at Pinellas Ave and Dodecanese Blvd.
- Create minor gateway to Sponge Docks at Pinellas Ave and Athens St.
- Enhance Athens St. as a pedestrian and/or bike connection to Sponge Docks.
- Connect Sponge Docks and Downtown with a feeder bus loop.
- Plan coordinated annual and monthly events that engage local residents and visitors in Sponge Docks and Downtown alike.

## **OBJECTIVES - GENERAL (CRA and Sponge Docks)**

### **Form-Based Guidelines/SmartCode**

- Coordinate areas/subareas with SmartCode transect zone definitions.
- Provide form-based development and design standards.
- Coordinate requirements for SAPs with Historic District and Multimodal Transportation District.

### **Complete Streets**

- Organize the road network based on their primary role as transit-oriented, vehicle-oriented, pedestrian-oriented, and local or service-oriented streets.
- Prepare streetscape guidelines to improve vehicular and pedestrian accessibility and mobility.

### **Open Space Network**

- Develop a network of open spaces (i.e. parks, plaza, etc.) connected by pathways, accessible to pedestrians and bicyclists. The network should link downtown, the Sponge Docks, the Pinellas Trail, and other important destinations.
- Create a centrally located, civic-oriented, permanent public open space in the downtown area. Ideally, the space should be able to accommodate festivals and other civic events, and facilitate simple gatherings, meetings, and resting. It should function as the City's 'town square' and be easily accessible to the City's 'Main Street', Tarpon Avenue.
- Create public gathering spaces (parks potentially at the intersection of Pinellas Avenue and Meres Boulevard, and at the intersection of Safford Avenue/Pinellas Trail and Live Oak Street).
- Enhance existing and create new neighborhood 'pocket parks' to accommodate the direct open space needs of residents in the immediate vicinity. Such neighborhood open spaces would be part of an overall area open space network strategy.

### **Market Study**

- Conduct a market study to assess the current area economic strengths and weaknesses, as well as the market feasibility of future uses, densities and intensities.

### **Parking Study**

- Prepare a consolidated parking strategy including parking management, shared parking, and structured parking.



### 3. REGULATORY PLAN & GUIDELINES

#### A. PROPOSED FUTURE LAND USE – COMMUNITY REDEVELOPMENT DISTRICT

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The purpose of the Community Redevelopment District (CRD) category is to depict areas that are now designated, or appropriate to be designated, as community centers and neighborhoods for redevelopment. Typical uses include residential, office, commercial, industrial, institutional and transportation/utility facilities. The category is intended to encourage development and redevelopment with a combination of these uses in areas designed to serve as local retail, financial, governmental, residential, and employment focal points for a community. This category is also intended to support infill and redevelopment in a way that is compatible with the existing character and to promote diverse and vibrant built environments. The CRD category is implemented by a special area plan.

The CRD category is most appropriate for the study area because of the rich mix of land uses – including industrial – currently in place. Two important objectives in the Special Area Plan are to encourage mixed-use development and protect the working waterfront uses located in the Sponge Docks. The CRD category permits an array of uses, including industrial, and allows for the ability to mix uses by parcel. Furthermore, the study area is mostly developed and, thus, will require a redevelopment-type regulatory framework and strategy to realize the desired development character.

#### B. CHARACTER DISTRICTS: PERMITTED USES AND DENSITY/INTENSITY STANDARDS

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The area subject to this Special Area Plan has been divided into ten Character Districts. The Character Districts are like neighborhoods with generally similar use and functional characteristics and distinct edges that form the limits of the districts. The number of districts and their respective locations were derived over a number of PRFG public meetings and a communitywide workshop. Character District designations and configurations are also considerate of the generally agreed upon future land uses, function and development character planned for each district. The Character Districts will carry forward into the form-based land development regulations that will be drafted for the area following adoption of the Special Area Plan. A Character District map covering the entire proposed CRD area of the plan is included on the following page.

The **proposed CRD** including the ten Character Districts covers approximately 201 acres (not including public rights-of-way). The special area plan specifies development standards (Residential Density, Building FAR, Non-Residential FAR, and Recommended Building Heights) and building uses. The standards will be defined in greater detail in the land development regulations based on specific street types and location within a character district following the adoption of the Special Area Plan. Therefore, the standards set forward in the SAP are absolute maximums and, thus, specific project uses, densities, intensities and building heights ultimately approved will be subject to and limited by the land development regulations.

### Transfer of Density

As part of this Special Area Plan, the density standards of the proposed CRD include provisions for transferring density from one parcel to another. Parcels may transfer their permitted *base density* to a receiving site. The receiving site can receive residential density up to their permitted *maximum density*. Pinellas Counties transfer of development rights density transfer form will be used to record the transactions between parcels. (This form can be found in the Appendix to this Special Area Plan along with a Special Density Transfer Warranty Deed to be used in recording density transfer transactions.) Due to the density transfer limitations as described above, the study area will not exceed the potential maximum number of dwelling units possible based on *base density*. This is further discussed in Chapter 4, Plan Impacts. Also, density transfers to properties within the Coastal High Hazard Area (CHHA) are not permitted.

Residential density of a parcel may be transferred to any other parcel of land within the SAP boundary, excluding parcels within the CHHA, subject to approval by the City Commission. Any property receiving density in the National Register and/or Local Historic Districts must also receive a Certificate of Appropriateness prior to City Commission review. Said transfers must be in compliance with the following provisions:

- 1) Any mortgage holder of the sending parcel shall consent to the transfer of residential density;
- 2) The sending parcel shall be in compliance with all property maintenance standards specified in the Tarpon Springs Code of Ordinances; and
- 3) The transfer shall be in the form of a special warranty deed, which shall specify the amount of transferable residential density which is being conveyed or sold and the real property from which the density is transferred. Additionally, the special warranty deed shall contain a covenant restricting in perpetuity the use of the parcel from which the density has been transferred and the remaining density available pursuant to the property's Future Land Use Plan designation. Determination of the available remnant use and density shall be consistent with the Tarpon Springs Comprehensive Plan and governing Character District.

Any residential density that has been transferred may be used in the development of another parcel of land within the SAP boundary, excluding parcels within the CHHA, if approved by the City Commission subject to the following criteria:

- 1) The development of the parcel proposed for development will not reduce the fair market value of abutting properties;
- 2) The uses within the project are otherwise permitted in the City of Tarpon Springs;
- 3) The uses or mix of uses within the project are compatible with adjacent existing or planned land uses;

- 4) The development of the parcel proposed for development will upgrade the immediate vicinity of the parcel;
- 5) The design of the proposed project creates a form and function which is consistent with the character district in which the property is located; and
- 6) The receiving parcel's site plan is consistent with the form-based land development regulations.

The application for approval of a transfer of residential density shall be accompanied with an application for site plan approval that includes the following:

- 1) The draft special warranty deed conveying the residential density or if the applicant has entered into an option agreement for the transfer of residential density, a statement that the deed of transfer will be recorded in the event that the site plan application is approved;
- 2) A statement that the residential density reflected in the instrument of conveyance has not been conveyed to any person other than the applicant or his predecessor in title;
- 3) A statement that the residential density has not been previously used or exercised by any person on the parcel of land from which the residential density has been transferred or any other parcel of land.
- 4) Certificate of Appropriateness in accordance with Article 7 of the Comprehensive Zoning and Land Development Code if the parcel is located within the Historic District

The Planning & Zoning Division shall keep a record of such transfers and report them annually to the City Commission and the Pinellas Planning Council.

### **Compatibility Review**

Individual projects / developments shall be reviewed for compatibility with surrounding existing uses and furthering the intent of the character district within which it is located. Florida Administrative Code (F.A.C.) Chapter 9J-5.003 defines "compatibility" as a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition. When reviewing compatibility the objective shall be to obtain an equal balance between surrounding existing uses and planned uses for the character district. Where there is conflict in achieving an equal balance between such existing and planned uses, the F.A.C. definition of *compatibility* as stated above shall take precedence. Special consideration shall be given to projects located adjacent to properties on the periphery of the Special Area Plan boundary and those located adjacent to the portion of the Historic District which is not also located with the Special Area Plan boundary. When considering compatibility such factors as scale, mass, intensity, location, size, height, style and aesthetics shall be taken into account. This list of factors to be considered is

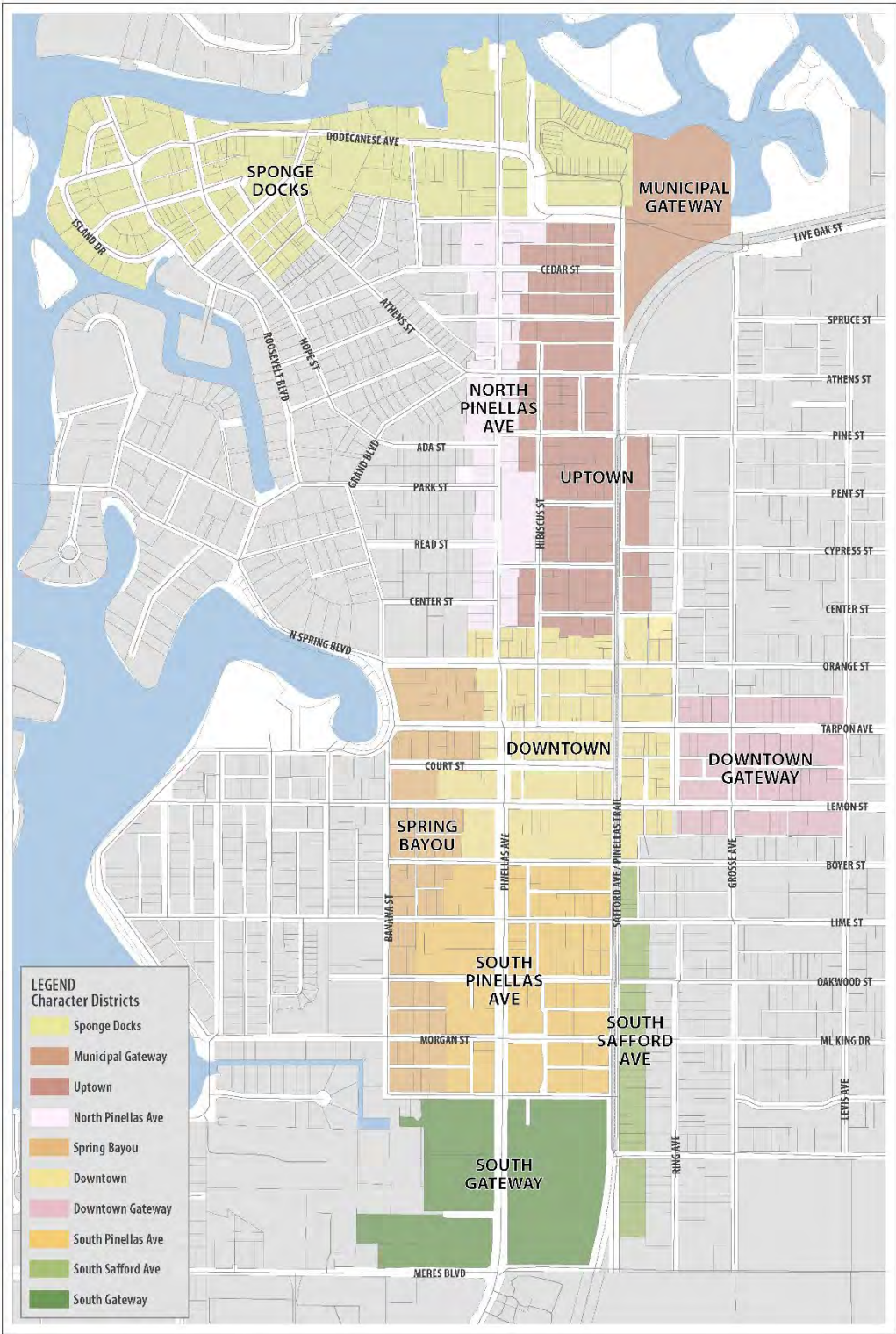
not exclusive and the reviewing body may consider other relevant factors in making a compatibility determination.

### **Building Height**

Maximum building height standards listed in the Special Area Plan are shown as ‘recommended’ and are intended only to provide clearer descriptions of the form and character envisioned within the character districts. As noted previously, building heights will be defined, calibrated and regulated through the land development regulations, and based on specific street types and locations within each of the character districts.

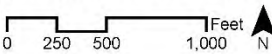
The use and development standards for each of the Character Districts are included in the ten tables that follow.

Map 3-1: Special Area Plan Character Districts



**CITY OF TARPON SPRINGS**  
**SPECIAL AREA PLAN**  
**SPONGE DOCKS and DOWNTOWN**

**Character Districts Map**





## Sponge Docks

The Sponge Docks character district is primarily comprised of tourist-oriented commercial business, restaurants and industrial waterfront uses. The character district will continue to support the working waterfront and tourist trade while increasing the number of actual residents to the area in order to improve overall neighborhood stability and support local businesses.

**Table 3-1: Density, Intensity, and Use Standards for Sponge Docks Character District**

SPONGE DOCKS			
Density (Base/Max.) in dus/acre <sup>1</sup>		14 / 22	
FAR (Max.) <sup>2</sup>		1.0	
Non-Residential FAR (Max.) <sup>3</sup>		0.65	
Impervious Surface Ratio (Max.) – <i>applies to new development only</i>		0.9	
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)		1 / 3	
Uses	Residential	Single Family Homes	X
		Clustered Housing	
		Garden Apartments	X
		Townhomes	X
		Midrise Apartments	X
		Live/Work Housing	X
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	X
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	X
		Research Facility	X
	Civic	Civic Buildings / Facilities	X
		Parking Structure	X

Table: Character District Development Standards for Sponge Docks

- Notes:
- 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
  - 2 All parcels fronting Dodecanese Blvd are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
  - 3 All parcels fronting Dodecanese Blvd are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
  - 4 Hotel development is limited to a maximum allowable building height of 4 to 6 floors. Hotels are allowed a maximum FAR of 2.0 (including structured parking) and a maximum 60 lodging units per acre. The specific density, intensity

*and height standards as well as design standards for hotels will be defined by the land development regulations based on location.*



View of Tarpon Springs - Sponge Dicks





## Municipal Gateway

The Municipal Gateway character district is mostly city owned property and located adjacent to some ecologically sensitive areas on the Anclote River. This character district is suited to mostly civic uses and possibly an “eco-friendly” hotel or inn.

**Table 3-2: Density, Intensity, and Use Standards for Municipal Gateway Character District**

MUNICIPAL GATEWAY			
Density (Base/Max.) in dus/acre <sup>1</sup>			4 / 4
FAR (Max.) <sup>2</sup>			1.0
Non-Residential FAR (Max.) <sup>3</sup>			0.75
Impervious Surface Ratio (Max.)			0.75
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			1 / 3
Uses	Residential	Single Family Homes	
		Clustered Housing	
		Garden Apartments	
		Townhomes	
		Midrise Apartments	
		Live/Work Housing	
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	
		Commercial Mixed Use	
	Commercial	Commercial Building	
	Industrial	Light Industrial	
		Research Facility	
	Civic	Civic Buildings / Facilities	X
		Parking Structure	X

Table: Character District Development Standards for Municipal Gateway

- Notes:
- 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
  - 2 All parcels fronting Live Oak St are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
  - 3 All parcels fronting Live Oak Street are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
  - 4 Hotel development is limited to a maximum allowable building height of 3 floors. Hotels are allowed a maximum FAR of 1.0 and a maximum 30 lodging units per acre. The specific density, intensity and height standards as well as design standards for hotels will be defined by the land development regulations based on location.



## Uptown

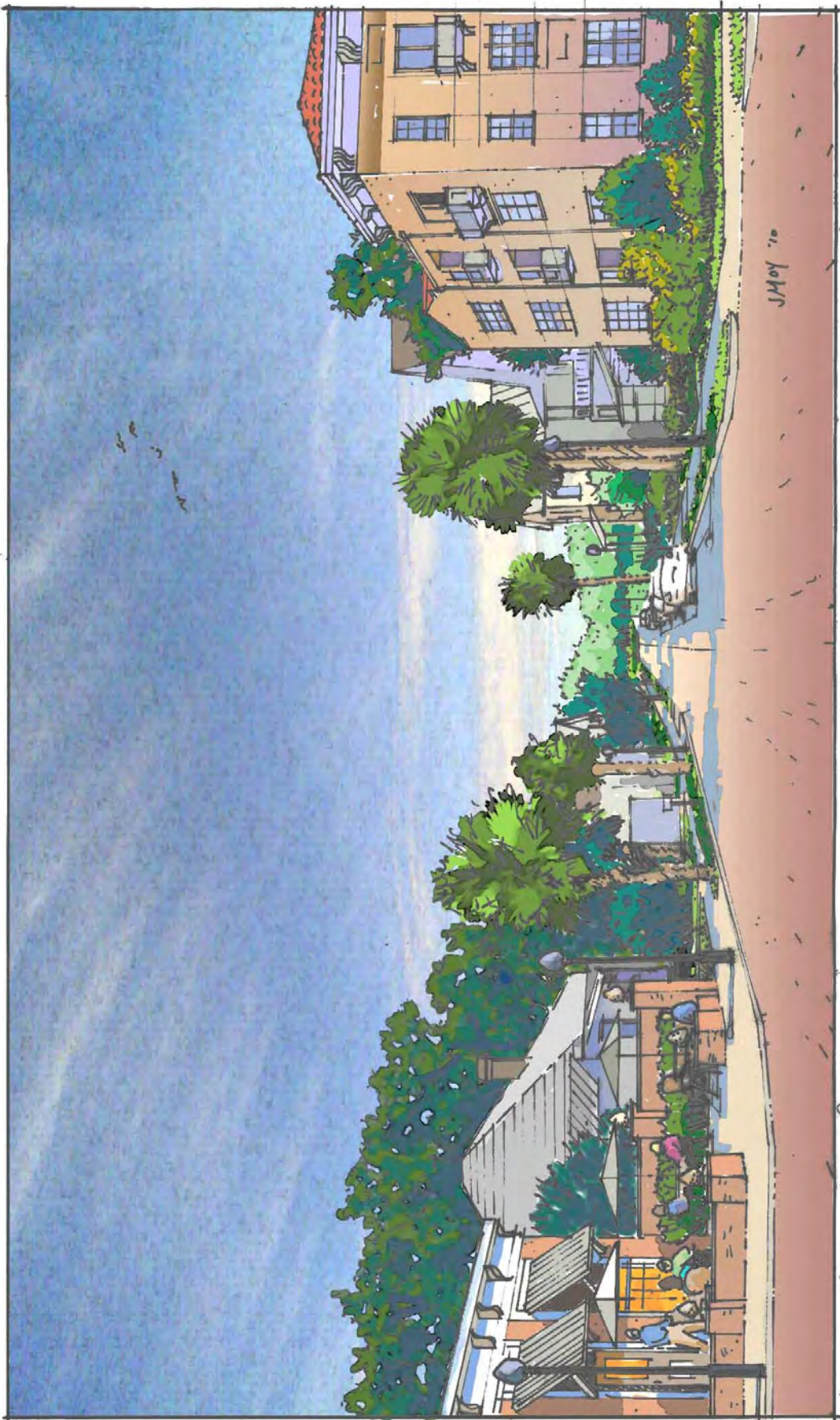
The Uptown character district is a predominantly residential district with medium density and mixed use residential development.

**Table 3-3: Density, Intensity, and Use Standards for Uptown Character District**

UPTOWN			
Density (Base/Max.) in dus/acre <sup>1</sup>			12 / 16
FAR (Max.)			1.0
Non-Residential FAR (Max.)			0.65
Impervious Surface Ratio (Max.)			0.85
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			1 / 3
Uses	Residential	Single Family Homes	X
		Clustered Housing	X
		Garden Apartments	X
		Townhomes	X
		Midrise Apartments	X
		Live/Work Housing	X
	Lodging	B&B / Inn / Hotel <sup>2</sup>	X
	Mixed Use	Residential Mixed Use	X
		Commercial Mixed Use	
	Commercial	Commercial Building	
	Industrial	Light Industrial	
		Research Facility	
	Civic	Civic Buildings / Facilities	
		Parking Structure	

Table: Character District Development Standards for Uptown

- Notes: 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
- 2 Lodging development is limited to B&Bs and Inns in this character district. The specific density, intensity and height standards as well as design standards for the lodging will be defined by the land development regulations based on location.



View down Hibiscus Lane from Orange  
Tarpon Springs, FL

View down Hibiscus Lane from Orange  
Tarpon Springs, FL

## North Pinellas

The North Pinellas Avenue character district is focused on the North Pinellas Ave. retail corridor extending from Live Oak to Center St. The general focus of this district will continue to be retail with some medium density and mixed use residential development.

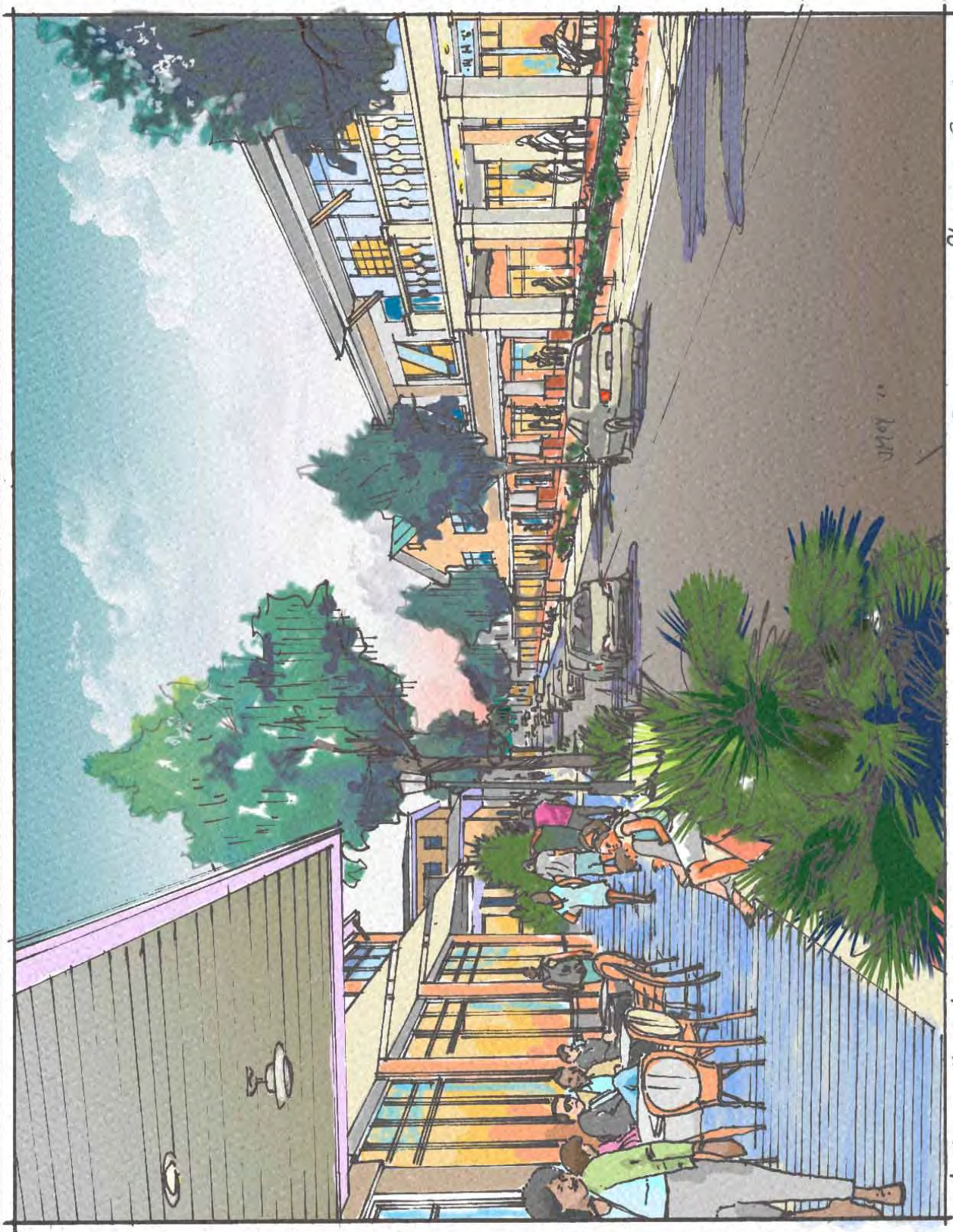
**Table 3-4: Density, Intensity, and Use Standards for North Pinellas Avenue Character District**

NORTH PINELLAS			
Density (Base/Max.) in dus/acre <sup>1</sup>			14 / 18
FAR (Max.) <sup>2</sup>			1.0
Non-Residential FAR (Max.) <sup>3</sup>			0.75
Impervious Surface Ratio (Max.)			0.9
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			2 / 3
Uses	Residential	Single Family Homes	
		Clustered Housing	
		Garden Apartments	
		Townhomes	
		Midrise Apartments	X
		Live/Work Housing	X
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	X
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	
		Research Facility	
	Civic	Civic Buildings / Facilities	
		Parking Structure	

Table: Character District Development Standards for North Pinellas Avenue

- Notes:
- 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
  - 2 All parcels fronting North Pinellas are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
  - 3 All parcels fronting North Pinellas Ave are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
  - 4 Hotel development is limited to a maximum allowable building height of 4 floors. Hotels are allowed a maximum FAR of 1.0 and a maximum 30 lodging units per acre. The specific density, intensity and height standards as well as design standards for hotels will be defined by the land development regulations based on location.





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North Pinellas Avenue  
Tarpon Springs, FL

## Downtown

The Downtown character district is focused on Tarpon Ave. which is the main street for the CRA. The suggested uses for this district are intended to promote retail development and encourage medium density and mixed use residential development to support the retail along Tarpon Ave.

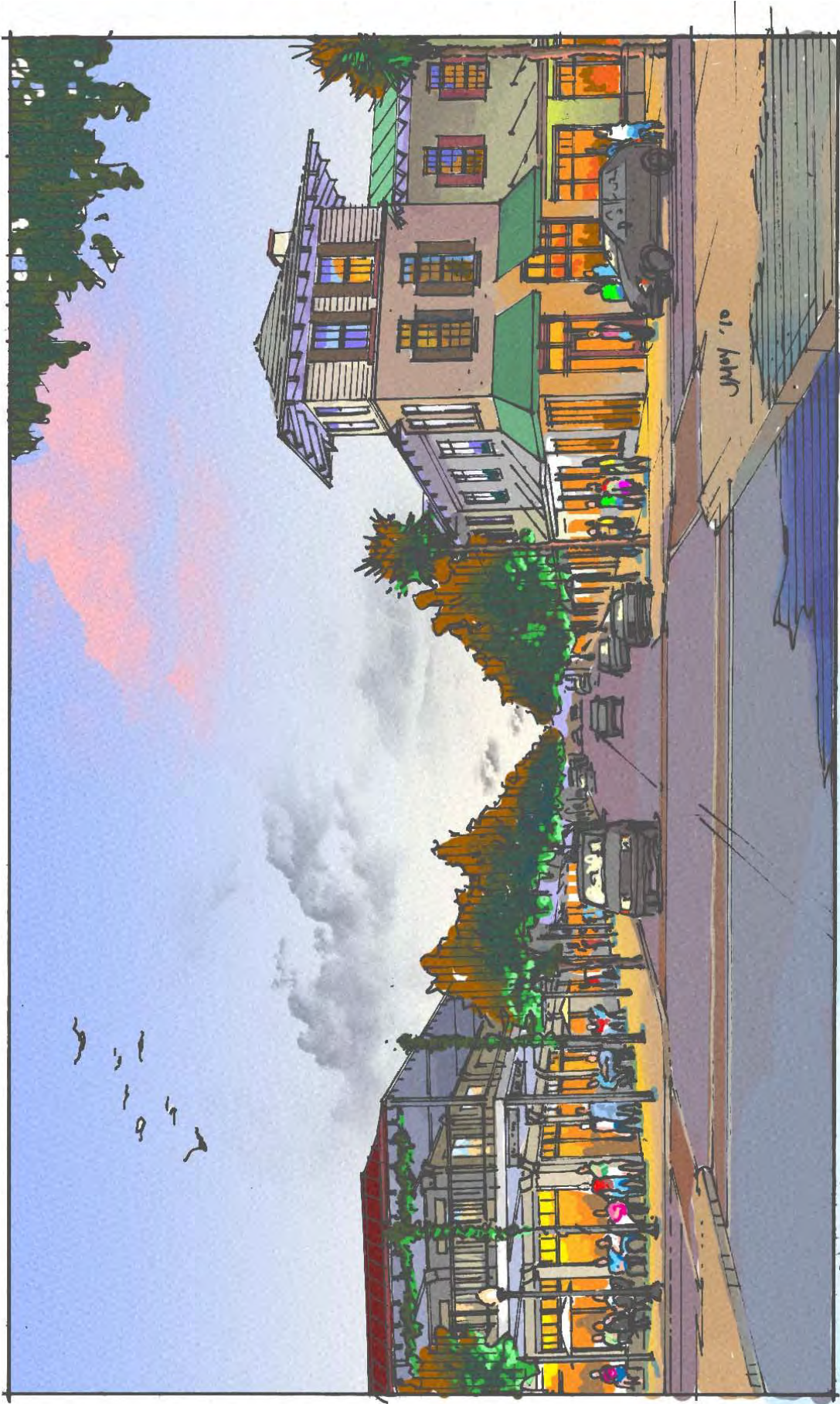
**Table 3-5: Density, Intensity, and Use Standards for Downtown Character District**

DOWNTOWN			
Density (Base/Max.) in dus/acre <sup>1</sup>			15 / No Max
FAR (Max.) <sup>2</sup>			1.25
Non-Residential FAR (Max.) <sup>3</sup>			1.0
Impervious Surface Ratio (Max.) – <i>applies to new development only</i>			0.9
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			2 / 4
Uses	Residential	Single Family Homes	X
		Clustered Housing	
		Garden Apartments	
		Townhomes	X
		Midrise Apartments	X
		Live/Work Housing	X
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	X
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	
		Research Facility	
	Civic	Civic Buildings / Facilities	X
		Parking Structure	X

Table: Character District Development Standards for Downtown

- Notes: 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density. Properties located within the Downtown Character District have no maximum limit to the amount of density that can be transferred from another property located elsewhere in the CRD.
- 2 All parcels fronting Tarpon Avenue between Pinellas Avenue and Ring Avenue are allowed a maximum FAR of 2.0. All parcels fronting Tarpon Ave and Pinellas Ave are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
- 3 All parcels fronting Tarpon Ave and Pinellas Ave are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
- 4 Hotel development is limited to a maximum allowable building height of 4 to 6 floors. Hotels are allowed a maximum FAR of 1.5 and a maximum 50 lodging units per acre. The specific density, intensity and height standards as well as design standards for hotels will be defined by the land development regulations based on location.

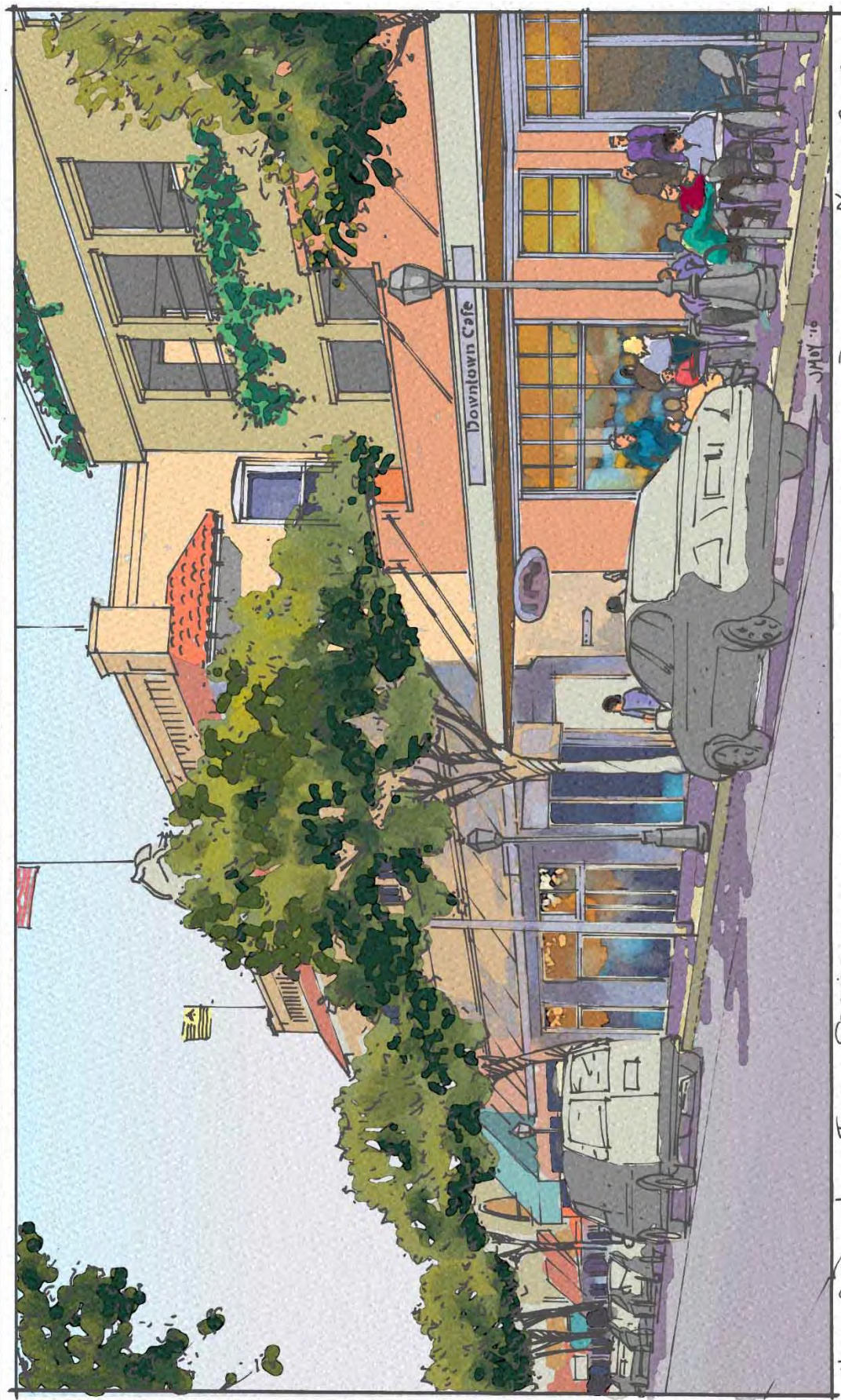




*Renaissance Playgrop  
Tarpon, FL.*

*View of Downtown  
Tarpon Springs*





View of Downtown Tarpon Springs

Renaissance Planning Group  
Tampa, FL

JM04-10

## Downtown Gateway

The Downtown Gateway character district is focused on Tarpon Ave. which is the main street for the CRA. The suggested uses for this district are intended to promote mixed use residential development to support the retail along Tarpon Ave.

**Table 3-6: Density, Intensity, and Use Standards for Downtown Gateway Character District**

DOWNTOWN GATEWAY			
Density (Base/Max.) in dus/acre <sup>1</sup>			14 / 20
FAR (Max.) <sup>2</sup>			1.0
Non-Residential FAR (Max.) <sup>3</sup>			0.5
Impervious Surface Ratio (Max.)			0.8
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			2 / 3
Uses	Residential	Single Family Homes	X
		Clustered Housing	
		Garden Apartments	X
		Townhomes	X
		Midrise Apartments	X
		Live/Work Housing	X
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	
		Research Facility	
	Civic	Civic Buildings / Facilities	X
		Parking Structure	X

Table: Character District Development Standards for Downtown Gateway

- Notes: 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
- 2 All parcels fronting Tarpon Ave are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
- 3 All parcels along Tarpon Ave are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
- 4 Hotel development is limited to a maximum allowable building height of 4 floors. Hotels are allowed a maximum FAR of 1.5 and a maximum 45 lodging units per acre. The specific density, intensity and height standards as well as design standards for hotels will be defined by the land development regulations based on location.





View of Downtown Gateway  
Tarpon Springs

Renaissance Planning Group  
Tampa, FL.  
July '10

## Spring Bayou

The Spring Bayou character district is a predominantly residential district located near Spring Bayou. The waterfront location is suited to a 'residential scaled' bed & breakfast or inn in this district along with some medium density residential building types.

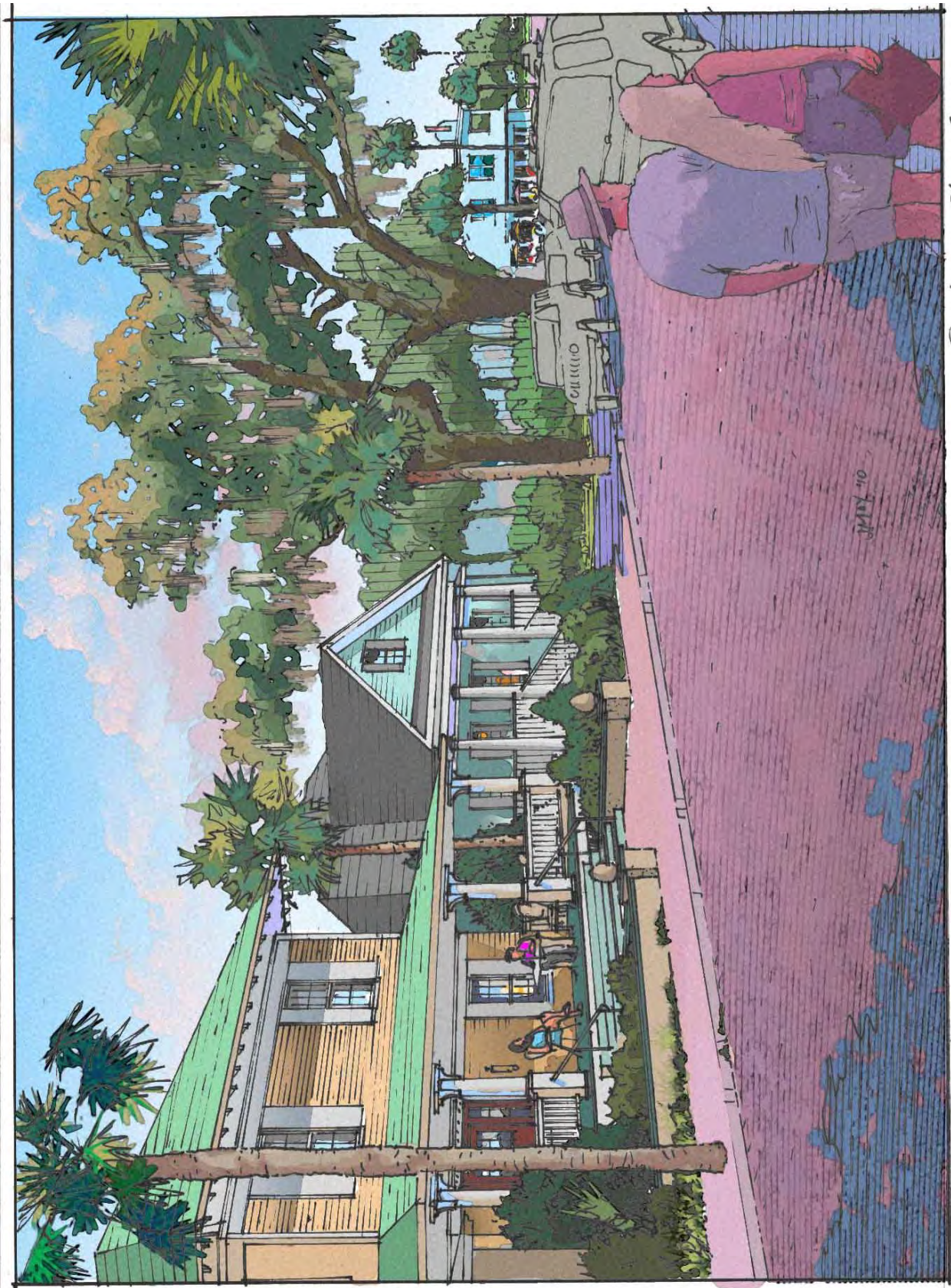
**Table 3-7: Density, Intensity, and Use Standards for Spring Bayou Character District**

SPRING BAYOU			
Density (Base/Max.) in dus/acre <sup>1</sup>			12 / 18
FAR (Max.) <sup>2</sup>			0.75
Non-Residential FAR (Max.) <sup>3</sup>			0.5
Impervious Surface Ratio (Max.)			0.75
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			1 / 3
Uses	Residential	Single Family Homes	X
		Clustered Housing	
		Garden Apartments	X
		Townhomes	X
		Midrise Apartments	
		Live/Work Housing	
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	X
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	
		Research Facility	
	Civic	Civic Buildings / Facilities	
		Parking Structure	

Table: Character District Development Standards for Spring Bayou

- Notes:
- 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
  - 2 All parcels fronting Tarpon Ave are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
  - 3 All parcels fronting Tarpon Ave are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
  - 4 Lodging development is limited to B&Bs and Inns in this character district; however, hotels may be permitted within the National Register Historic District subject to a Certificate of Approval from the Heritage Preservation Board. Hotels are permitted a maximum FAR of 0.75 and 30 units per acre. Inns are permitted a maximum FAR of 0.5 and 30 units per acre. B&Bs are permitted 3 beds per unit of underlying residential density.





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*View of Spring Bayou  
Tarpon Springs, FL*

## South Pinellas

The South Pinellas Avenue character district is focused on the South Pinellas Ave. retail corridor extending from Boyer to Morgan St. The primary intent of this character district is to encourage mixed use along the corridor with ground floor retail and residential or offices on upper floors.

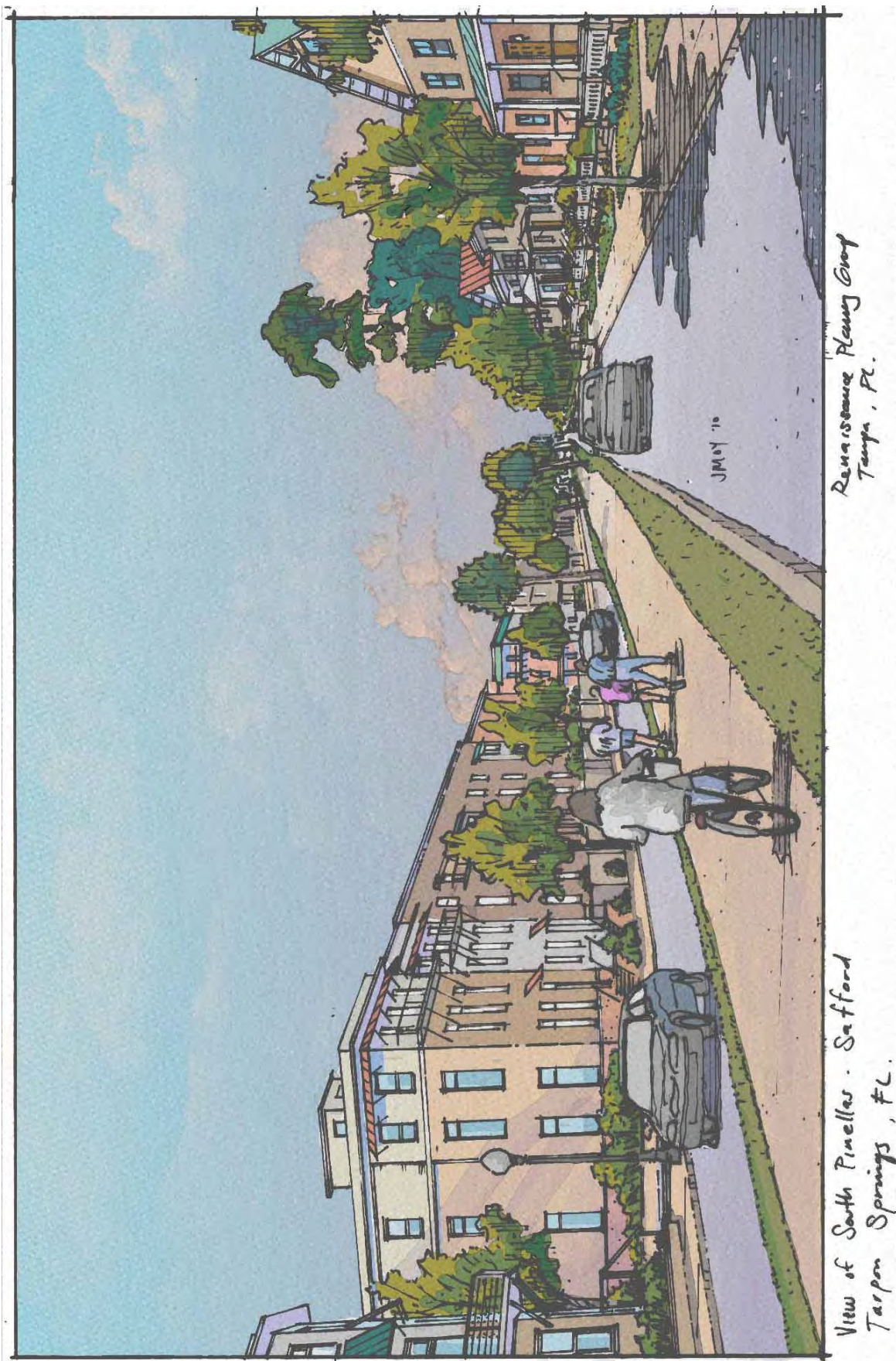
**Table 3-8: Density, Intensity, and Use Standards for South Pinellas Avenue Character District**

SOUTH PINELLAS			
Density (Base/Max.) in dus/acre <sup>1</sup>			18 / 24
FAR (Max.) <sup>2</sup>			1.25
Non-Residential FAR (Max.) <sup>3</sup>			1.0
Impervious Surface Ratio (Max.)			0.9
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			2 / 5
Uses	Residential	Single Family Homes	X
		Clustered Housing	
		Garden Apartments	X
		Townhomes	X
		Midrise Apartments	X
		Live/Work Housing	
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	X
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	X
		Research Facility	X
	Civic	Civic Buildings / Facilities	
		Parking Structure	X

Table: Character District Development Standards for South Pinellas Avenue

- Notes:
- 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
  - 2 All parcels fronting South Pinellas Ave are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
  - 3 All parcels fronting South Pinellas Ave are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
  - 4 Hotel development is limited to a maximum allowable building height of 6 floors. Hotels are allowed a maximum FAR of 2.0 (including structured parking) and a maximum 60 lodging units per acre. The specific density, intensity and height standards as well as design standards for hotels will be defined by the land development regulations based on location.





## South Gateway

The South Gateway character district consists of some large acreage redevelopment sites. The intent of the character district development standards is to encourage mixed use development with ground floor retail and residential or offices on upper floors.

**Table 3-9: Density, Intensity, and Use Standards for South Gateway Character District**

SOUTH GATEWAY			
Density (Base/Max.) in dus/acre <sup>1</sup>			18 / 24
FAR (Max.) <sup>2</sup>			1.5
Non-Residential FAR (Max.) <sup>3</sup>			1.0
Impervious Surface Ratio (Max.)			0.9
Recommended Building Height (Min. /Max.) in floors (measured from fin. grade)			3 / 5
Uses	Residential	Single Family Homes	
		Clustered Housing	
		Garden Apartments	
		Townhomes	X
		Midrise Apartments	X
		Live/Work Housing	X
	Lodging	B&B / Inn / Hotel <sup>4</sup>	X
	Mixed Use	Residential Mixed Use	X
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	
		Research Facility	X
	Civic	Civic Buildings / Facilities	
		Parking Structure	X

Table: Character District Development Standards for South Gateway

- Notes:
- 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.
  - 2 All parcels fronting South Pinellas Ave are allowed to apply existing FAR in lieu of the proposed maximum FAR where existing FAR exceeds the proposed maximum.
  - 3 All parcels fronting South Pinellas Ave are allowed to apply the maximum FAR allowance to commercial/non-residential development in lieu of the proposed maximum non-residential FAR.
  - 4 Hotel development is limited to a maximum allowable building height of 6 floors. Hotels are allowed a maximum FAR of 2.0 (including structured parking) and a maximum 60 lodging units per acre. The specific density, intensity and height standards as well as design standards for hotels will be defined by the land development regulations based on location.





View of South Gateway - Tarpon Springs



## South Safford

The South Safford character district is limited to the parcels located along the eastside of South Safford Ave. between Boyer and Meres Blvd. This district is mostly residential with some light industrial and neighborhood retail. The intent of the character district development standards is to encourage residential development with limited neighborhood retail development.

**Table 3-10: Density, Intensity, and Use Standards for South Safford Character District**

SOUTH SAFFORD			
Density (Base/Max.) in dus/acre <sup>1</sup>			10 / 12
FAR (Max.)			0.75
Non-Residential FAR (Max.)			0.35
Impervious Surface Ratio (Max.)			0.75
Recommended Building Height (Min./Max.) in floors (measured from fin. grade)			1 / 2
Uses	Residential	Single Family Homes	X
		Clustered Housing	X
		Garden Apartments	X
		Townhomes	X
		Midrise Apartments	X
		Live/Work Housing	X
	Lodging	B&B / Inn / Hotel	
	Mixed Use	Residential Mixed Use	
		Commercial Mixed Use	X
	Commercial	Commercial Building	X
	Industrial	Light Industrial	X
		Research Facility	
	Civic	Civic Buildings / Facilities	
		Parking Structure	

Table: Character District Development Standards for South Gateway

Notes: 1 All parcels are allowed to transfer the base residential development density to a receiving site within the CRD. The receiving site can receive residential density up to the proposed maximum residential density.

## C. DESIGN GUIDELINES

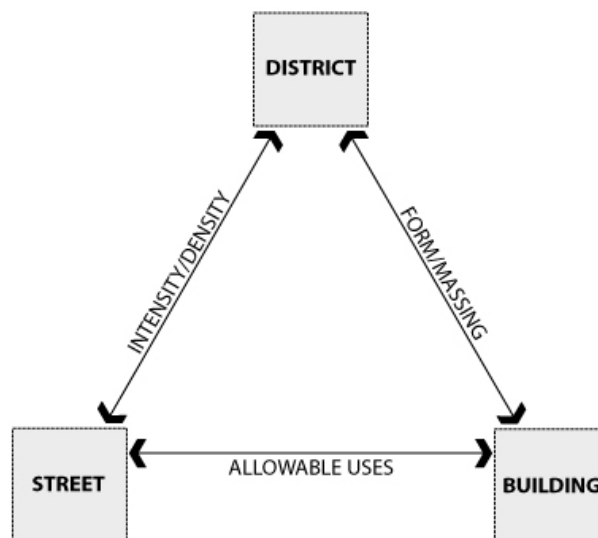
### Form-Based Approach

Building and site design standards are currently under consideration. Following adoption of the Special Area Plan, the City will complete building and site design standards that address development based on a combination of Character District location, street type and building type. The design standards will be form-based and adopted as part of the City's development regulations.

A form-based approach will be used to organize the design standards. Form-based regulations are focused on the spatial enclosure of the public realm, i.e. streets, plazas, etc. By defining the building massing and siting requirements for the facades and frontages along the major streets and public spaces, form-based regulations define the spatial enclosure and human experience in the public realm. Form-based regulations also define the organization of the public realm, especially streets, to serve functional requirements. Each component is defined within the larger parameters of a district or zone based in the urban-suburban-rural continuum.

Each character district will essentially be described in terms of the street and building typologies that it encompasses. The correlation between the three components, district, street, and building, translates into policy and design components, such as intensity/density, form/massing, and allowable uses, that are key to defining the essential character of the place.

**Figure 3-1: Correlation between District, Street, and Building Types**



The design standards for the Special Area Plan will be structured similar to a form-based code with the following sections:

**Figure 3-2: Proposed Framework for the Character District Design Standards**

<b>Character Districts Guidelines</b> Density/Intensity Mix of Uses Parking	
<b>Streetscape Guidelines</b> Street Organization Pedestrian Provisions Transit Provisions	<b>Building Guidelines</b> Building Heights Building Siting (Coverage and Frontage) Building Uses

### **Lot Coverage and Impervious Surface Ratios**

Form-based land development regulations do not typically address lot coverage through impervious surface ratios (ISR). Instead, the approach to addressing lot coverage is generally through permitted setback ranges and/or build-to-lines. The regulations encourage developments to build vertically (i.e. two stories and greater) and build structured parking, where appropriate, in order to reduce impervious surface, as well as utilize more ‘urban’ type water retention methods such as vaulted stormwater systems. On-site surface parking is minimized and on-street and public parking is maximized, where possible. Open space is directed at the public realm (i.e. street) and, in some cases, adjacent to the street in active front yards and interior building courtyards.

The Special Area Plan subject area is fairly dense with small parcels and substantial impervious surfaces, thus redevelopment is not expected to result in a significant increase to the current impervious surface conditions within the area.

### **Public Involvement and Development Character**

The Special Area Plan’s public involvement process included individual and team exercises for defining development character in the study area. Exercises conducted included map exercises to define the character district boundaries as well as worksheet exercises to define development character, building uses and street types for the districts. The primary intent of the process was to provide information about the various development possibilities and facilitate decision making about the future development character for the study area. The following four pages (Figures 3-3 through 3-6 include some of the graphics utilized to engage participants during the public involvement process. These figures are not intended to indicate a permitted architecture or design style; rather they are intended to convey potential, varying building forms and functions.

### **Religious Land Use and Institutionalized Persons Act**

It is intended that The Special Area Plan comply with Religious Land Use and Institutionalized Persons Act of 2000, 42 U.S.C. Section 2000cc et seq. Relief procedures to be followed are provided for in the City of Tarpon Springs Comprehensive Zoning and Land Development Code, Section 26.00.

**Figure 3-3: Building Types**

<b>RESIDENTIAL</b>	<b>SINGLE FAMILY HOMES</b>	1 to 2 Floors Building Height Landscaped Front and Side Yards Driveways/Garages or On-Street Parking	
	<b>CLUSTERED HOUSING</b>	1 to 2 Floors Building Height Landscaped Courtyard Garages or Courtyard Parking	
	<b>TOWNHOMES</b>	1 to 3 Floors Building Height Optional Landscaped Front Yard Driveways/Garages, Alley or On-Street Parking	
	<b>GARDEN APARTMENTS</b>	2 to 3 Floors Building Height Landscaped Courtyard On-Street Parking	
	<b>LIVE/WORK HOUSING</b>	2 to 3 Floors Building Height Optional Landscaped Front Yard On-Street Parking	
	<b>MIDRISE APARTMENTS</b>	2 to 4 Floors Building Height Optional Landscaped Courtyard On-Street Parking or Parking Garage	
<b>LODGING</b>	<b>HOTEL</b>	2 to 4 Floors Building Height Optional Landscaped Driveway/Portico On-Street, Rear Surface or Structured Parking	
	<b>BED &amp; BREAKFAST / INN</b>	1 to 3 Floors Building Height Optional Landscaped Front and Side Yards On-Street or Surface Parking	
<b>RETAIL</b>	<b>RETAIL BUILDING</b>	1 to 3 Floors Building Height Optional Arcade on Ground Floor On-Street, Rear Surface or Structured Parking	
<b>MIXED USE</b>	<b>RESIDENTIAL MIXED USE</b>	2 to 6 Floors Building Height Ground Floor Retail with Optional Arcade On-Street, Rear Surface or Structured Parking	
	<b>COMMERCIAL MIXED USE</b>	2 to 6 Floors Building Height Ground Floor Retail with Optional Arcade On-Street, Rear Surface or Structured Parking	
<b>INDUSTRIAL</b>	<b>LIGHT INDUSTRIAL FACILITY</b>	Varying Building Height Architectural Treatment of Facade On-Street, Rear Surface or Structured Parking	
	<b>RESEARCH FACILITY</b>	2 to 4 Floors Building Height Architectural Treatment of Facade On-Street, Rear Surface or Structured Parking	
<b>CIVIC</b>	<b>CIVIC BUILDING</b>	1 to 3 Floors Building Height Ground Floor Arcade or Entrance Foyer On-Street, Rear Surface or Structured Parking	
	<b>PARKING GARAGE</b>	2 to 4 Floors Building Height Optional Ground Floor Retail Architectural Treatment of Facade	



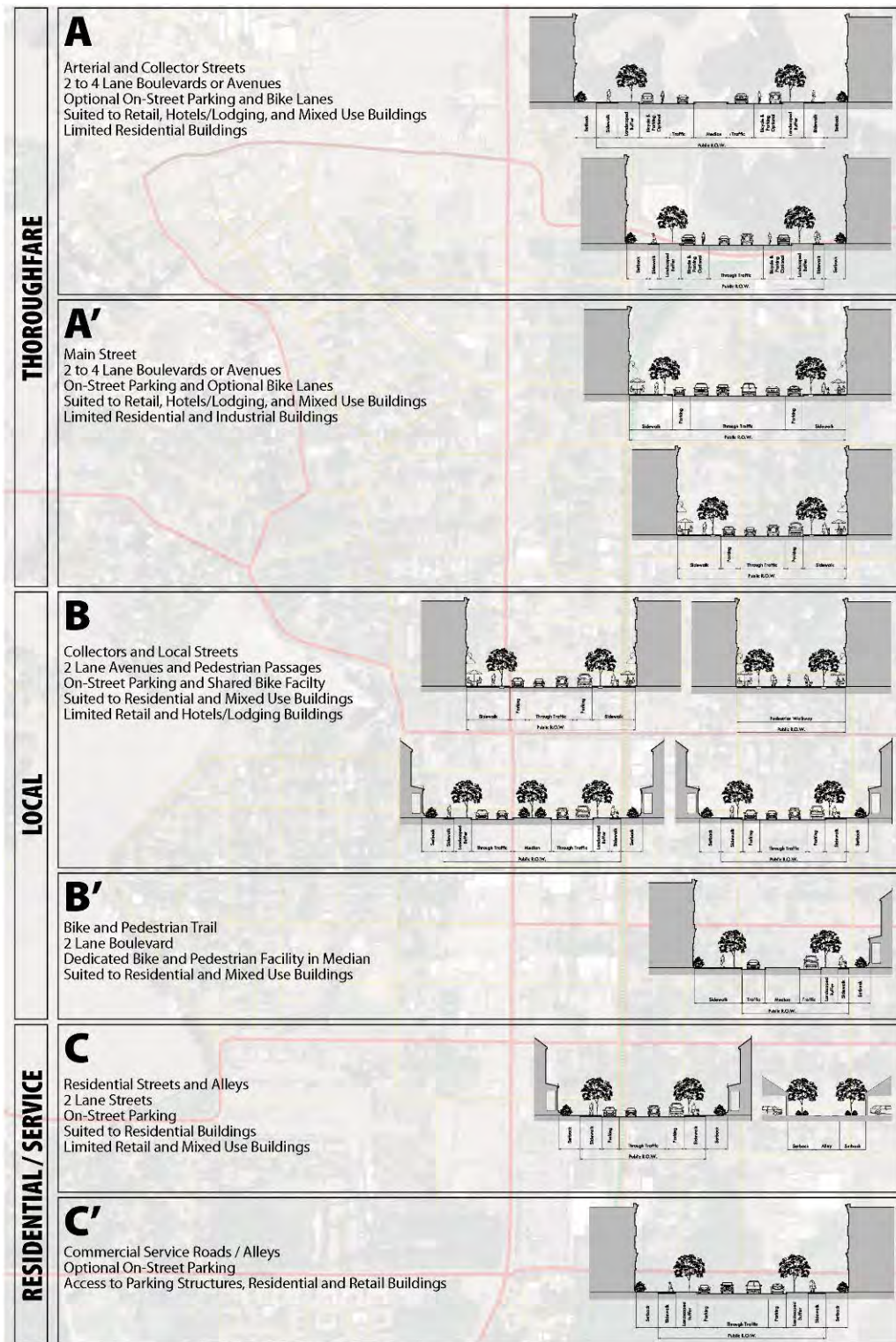
**CITY OF TARPON SPRINGS**  
**SPECIAL AREA PLAN**  
**SPONGE DOCKS and CRA**

**Building Types Key**





Figure 3-4: Street Types



**CITY OF TARPON SPRINGS**  
**SPECIAL AREA PLAN**  
**SPONGE DOCKS and CRA**

Street Types Key





Figure 3-5: Residential Building Types

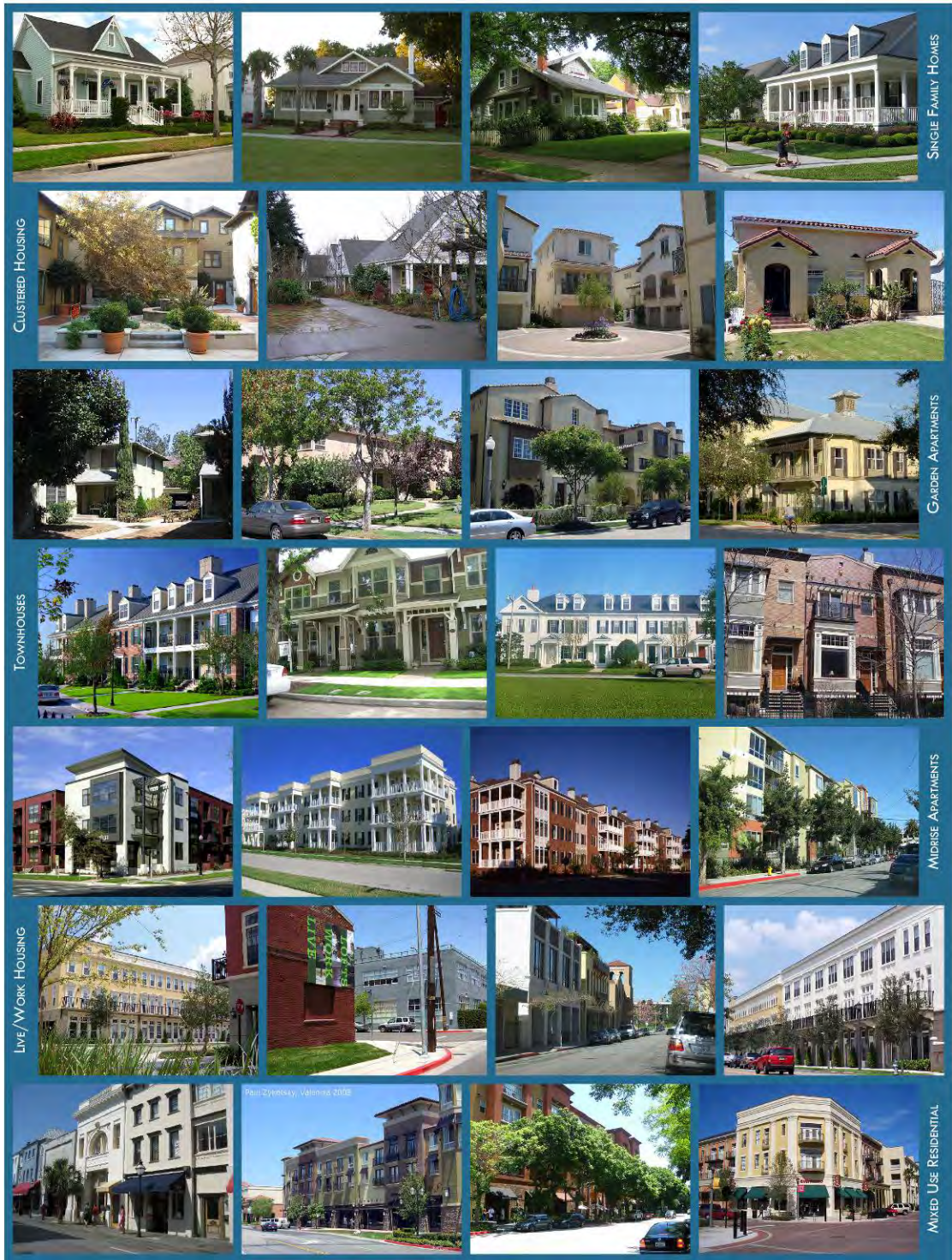
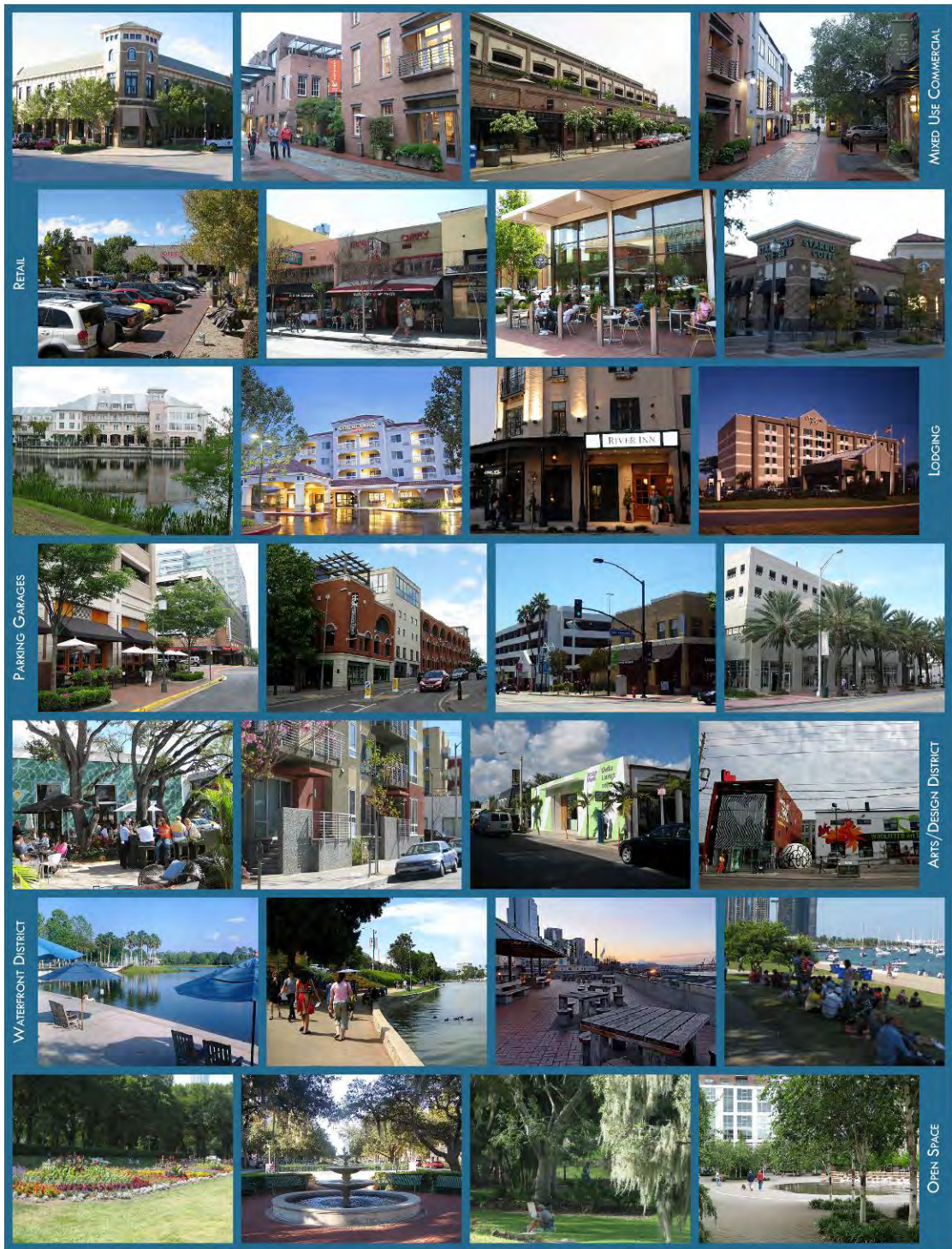




Figure 3-6: Non-Residential Building Types



\*Several images courtesy of the City of Tarpon Springs

## **D. AFFORDABLE HOUSING PROVISIONS**

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The Special Area Plan does not address affordable housing provisions. Affordable housing is not as substantial of a concern in the study area relative to other parts of the City. As part of the updated development regulations that will follow the adoption of the Special Area Plan, the City may explore affordable housing development incentives in certain areas.

The subsequent revisions to the land development regulations will include provisions in certain areas for the inclusion of Accessory Dwelling Units (ADUs). Such ADUs will be limited to a maximum 440 square feet in size, must be under the same ownership as the associated primary dwelling unit, and will not be considered to impact the base density requirements for the associated Character District. (However, ADUs will be included in determining the “maximum” density allowed for a project.) ADUs are a resourceful way to increase affordable housing.

## **E. MIXED USE DEVELOPMENT PROVISIONS**

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The Special Area Plan encourages mixed-use development in most parts of the study area. It includes the most urban of areas in the City and is one of the more urbanized areas of Pinellas County. The Special Area Plan is located at the heart the City and includes the downtown and Sponge Docks.

Where more than one type of use is permitted within a Character District, mixed-use development can be assumed to be permitted. (The City will consider further refinement of mixed-use development limitations when updating the development regulations, subsequent to the Special Area Plan adoption.) The individual amounts of residential and nonresidential development permitted for a certain parcel are restricted through residential density and overall building intensity standards. Overall development is further limited by building height maximums. These three bulk development restrictions together (i.e. density, intensity and height) will limit the total development for any given project.

As an example, a developer may desire to build a building consisting of both retail and residential uses in the Uptown Character District. The standards permit a density of 12 dwelling units per acre; however, a maximum 1.0 floor area ratio (FAR) that includes all uses within the building will have to be respected, as will the maximum three-story building height limit. In some cases, due to other potentially existing property limitations (i.e. parcel configuration, access and circulation limits, etc.), the developer may not be able to reach the development potential of the Character District’s permitted maximums.

## F. MOBILITY AND CIRCULATION

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Mobility and transit are addressed primarily through the City's multimodal plan (see Chapter IV. B). The City has a number of projects currently underway to improve mobility, including the reconstruction of Lemon Street and Safford Avenue, and the extension of Meres Boulevard. The City is also nearly complete with a signage and wayfinding master plan that will help to improve circulation throughout the CRA and Sponge Docks. The preferred schematic design for the signage was developed with assistance from the PRFG. A graphic depicting the various sign types is included on the following page.

Specific provisions addressing parking and access management will be addressed subsequent to adoption of the Special Area Plan, through revisions to the City's land development regulations. The provisions will address shared and structured parking, shared and strategically located access points, and onsite improvements to better accommodate (and encourage) pedestrians and bicyclists.

The Special Area Plan encourages increased mobility and improved circulation by encouraging the development of more mixed use, diverse environments. Further directives that ensure that mixed use development is pedestrian oriented and scaled will occur with subsequent changes to the City's land development regulations.

## G. LAND DEVELOPMENT REGULATIONS

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Subsequent to the adoption of the SAP, the City will prepare and adopt form-based regulations applicable to the planning area and consistent with the approved Special Area Plan. The regulations will address the correlation between Character District, street and building (use) type. The primary objective of the regulations will be to provide developers and builders with a framework for implementing the mixed use, pedestrian oriented neighborhoods envisioned through the Character Districts.

## H. PUBLIC/PRIVATE IMPROVEMENTS, CONTRIBUTIONS & INCENTIVES

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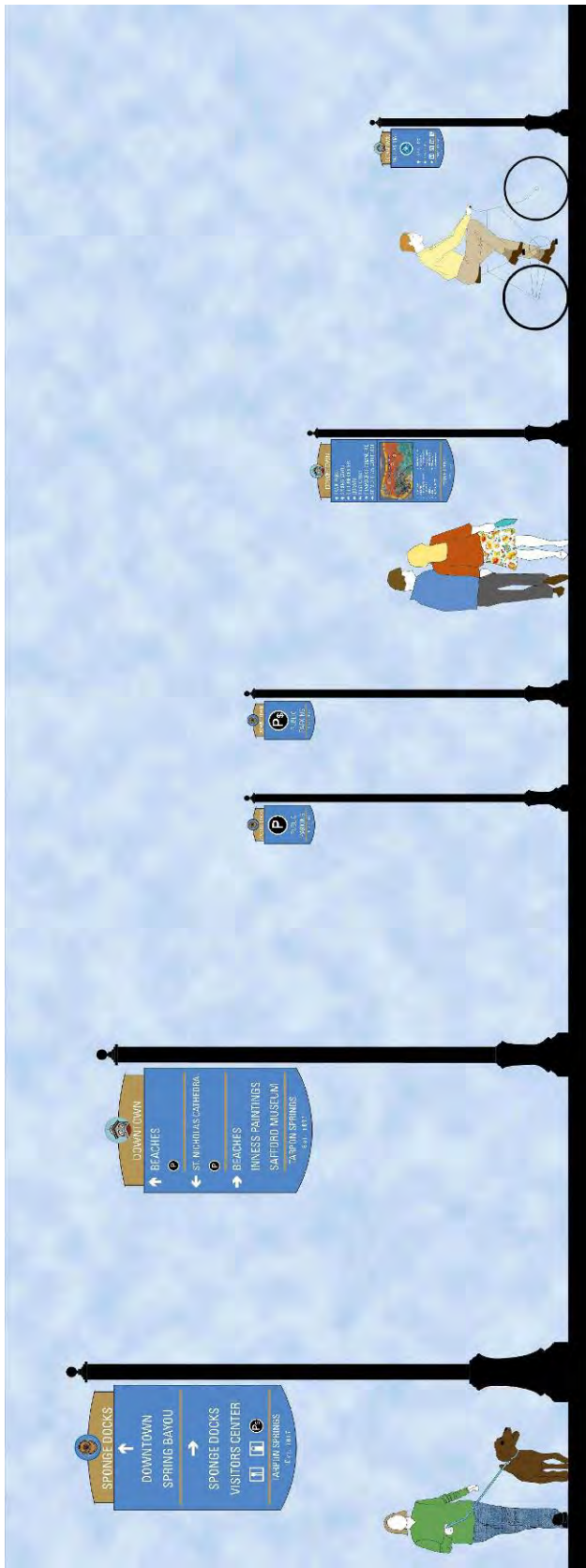
Numerous capital improvement projects in support of the Special Area Plan have either been recently completed or are underway. A list of such projects is included below:

### **Overhead to Underground Utility Line Conversion**

In 2007, the City utilized a \$1 million grant from the Executive Office of the Governor, Office of Tourism, Trade and Economic Development to convert a portion of the overhead utility system to an underground utility system. The work approach included focusing on placing underground the utility lines that make perpendicular crossings of Tarpon Avenue and Pinellas Avenue.

**Figure 3-7: Preferred Schematic Design**





**TRAILBLAZER SIGN**

Located along major gateway roads and directs visitors toward larger areas and general destinations.

**VEHICULAR SIGN**

Located along primary and secondary routes and guides visitors to key destinations. These signs are usually more specific than trailblazer signs and may be used by pedestrians as well as vehicles.

**PARKING LOT SIGN**

Located at entrances to parking lots and provides information regarding the type of parking allowed.

**PEDESTRIAN DIRECTORY**

Located along high traffic and transitional pedestrian routes and may include a map oriented correctly to the urban environments, as well as a directory of buildings and businesses.

**TRAIL SIGN**

Located along the Pinellas Trail and directs users to locations within the downtown and sponge dock areas.

**WAYFINDING AND SIGNAGE PLAN**



### **Tarpon Avenue (SR 582) / Pinellas Avenue (SR 595) Roadway Improvements**

In 2008, District Seven of the Florida Department of Transportation (FDOT) partnered with the City to complete the construction of roadway improvements on Tarpon Avenue between Huey Avenue and Pinellas Avenue and on Pinellas Avenue between Dodecanese Boulevard and Morgan Street. The improvements included project upgrades such as new underground utility lines, the construction of all new sidewalks with brick accents, median islands, faux granite curb, and curb "bulb-outs". The City's portion of this project was approximately \$2.2 million dollars. This project was funded with a combination of Tax Increment Financing (TIF) revenues, impact fees, and grants.

### **Tarpon Avenue (SR 582) / Pinellas Avenue (SR 595) Landscaping - Phase I**

In 2009, the City completed Phase I of the landscape installation along select segments of Tarpon Avenue and Pinellas Avenue. The landscape materials that were installed included Crape Myrtles, African Iris, Sabal Palms, Dwarf Allamanda, and other shrubs, grasses, and groundcovers. The total cost of this project was approximately \$110,000. This project was funded with a grant from FDOT.

### **Historic Pedestrian Lighting**

The City is currently administering the installation of a historic pedestrian lighting system to complement the existing architecture, character and aesthetics within the Tarpon Springs National Register Historic District and Community Redevelopment Area (CRA). The project includes in installation of approximately 123 light poles, fixtures, and a power distribution system at a cost of \$670,000. This project is being funded with a grant from FDOT.

### **Pinellas Avenue (SR 595) Landscaping - Phase II**

In the coming months, the City will be completing Phase II of the landscaping for Pinellas Avenue. This project will include the installation of 3 varieties of Crape Myrtles and various shrubs and groundcovers. Phase II will be complete by the end of 2010. The estimated cost of the project is \$264,327.98. This project is being funded through Tree Bank revenues.

### **Lemon Street Roadway Improvement Project**

The City is constructing roadway improvements along Lemon Street from east of Banana Street to Levis Avenue. The project elements include traffic calming features, beautification through landscaping and street furnishings, improving bicycle access, and improving the environment for redevelopment. The cost of this project is \$771,941.71. This project is being funded with an earmark from the Federal government and Tree Bank revenues.

### **Signage & Wayfinding System**

The signage & wayfinding system defines districts and then visually promotes and reinforces this through the application of identification and informational graphics. The system is designed to move vehicles and pedestrians from point to point by creating awareness of destinations and districts, promoting them through wayfinding. The overarching objective of the wayfinding system is to create a sense of place for visitors so they understand where they are, where they are going, and so they remember the unique experience Tarpon Springs offers. The complete system will be installed in FY 2011. The estimated cost of the project is \$350,000.00. This project will be funded with Penny for Pinellas revenues.

### **Jurisdictional Transfer of Tarpon Avenue from FDOT to the City of Tarpon Springs**

City staff has initiated negotiations with FDOT to assume responsibility for Tarpon Avenue. This critical roadway within the CRA is central to redevelopment efforts. Its classification as a FDOT roadway greatly limits the use of the public rights-of-way for much needed signage, sidewalk cafes, special events, etc. and further restricts trees and landscaping that may be installed to “FDOT specifications”. Acquisition of the roadway will allow for more creative use of the rights of way and allow the City to de-emphasize the automobile to the betterment of cyclists and pedestrians. It is anticipated that the transfer will be completed by the end of the year.

### **North Safford Avenue Improvements**

The City is currently in process of designing the planned streetscape improvements for the North Safford Avenue/Pinellas Trail roadway from Tarpon Avenue north to Live Oak Street. The following features are included in the streetscape plans:

1. Reduce widths of the north and south bound travel lanes to 11' between Tarpon Ave. and Orange St. and 10' between Orange St. and Pine St.
2. Plant appropriate trees, shrubs, and groundcovers along the entire corridor.
3. Add sidewalks on east and west sides of road to provide a continuous pedestrian walkway from Live Oak St. to Tarpon Ave.
4. Create 6' sidewalk adjacent to bio-swale on east side of Safford Ave. adjacent to TSHA property.

The estimated cost of this project is \$500,000.00. This project will be funded with a combination of TIF, Tree Bank, and Penny for Pinellas revenues.

### **Façade Improvement Grants**

Beginning in FY 2011, the City will offer two CRA grant programs for business/property owners within the CRA. The City of Tarpon Springs Community Redevelopment Agency has established a Façade Improvement Grant Program and Façade Improvement Loan Program for the redevelopment of the downtown and to encourage increases in property values. The Façade Improvement Programs provide funding to new or expanded businesses in the CRA in the form of grant and loan assistance for improvements to building facades. It is the intent of these programs to encourage business redevelopment and expansions within its downtown that will in-turn be of benefit to the City's tax base and will provide better business and commercial opportunities for all residents of the City. The CRA Board has authorized staff to designate \$150,000 of CRA funds for the first year of the program.

### **Property Acquisitions**

The CRA acquired a strategic parcel of land on Tarpon Avenue in March 2010. The reason for this property acquisition is to construct a new mid-block parking lot with lighting, landscaping, and a public restroom facility. Design is currently underway and construction is scheduled for FY 2011. To date the City has spent \$188,853.80 on property acquisition, demolition, and design services. The City has budgeted \$250,000.00 for construction of the parking lot with all the funding coming from TIF revenues.

### **Sponge Docks Riverwalk Project**

The Sponge Docks Riverwalk project will complete the first link in an effort designed to better utilize the waterfront and provide another pedestrian corridor within one of Pinellas County's most popular tourist districts. This project will provide pedestrians with another walking option and help reduce dependence on the automobile to travel among the district's most frequented destinations. This project has been in the planning stages for quite some time and is now ready for implementation driven by this recently announced grant opportunity. The City has divided the Sponge Docks Riverwalk into 3 phases. Phase I of the project would be funded by a combination of TE and local funds and would be constructed directly adjacent to City-owned property on Dodecanese Boulevard. The Riverwalk would be approximately 10' wide and run for a length of approximately 435' with perpendicular walk-outs 20' in length. There is an opportunity for the City to designate some of the boat slips for transient users as long as the majority of slips are for commercial use. Other elements of Phase I that will be completed with local funds include landscaping, relocation of the iconic Sponge Diver statue; bollards, decorative brick/concrete, fabric shade structures, interactive splash fountain, etc. Phases II and III of the Riverwalk are still in the conceptual planning stages and are not included as part of this grant application. However, once the entire facility is completed, this district will have east-west pedestrian connectivity along the Anclote River as well as southerly connections to the Athens Street and Hope Street pedestrian and bicycle corridors. The City has applied for grant funding through FDOT for this project. The estimated cost of this project is \$2.0 million dollars.

## I. LOCAL ADOPTION PROCESS

The City of Tarpon Springs began the process of drafting the Special Area Plan in August of 2009 subsequent to the creation of the PRFG. This group of citizen and business owner stakeholders was charged with seeing the plan from conception to completion. Numerous PRFG public meetings and workshops were held to discuss the plan and review its progress. The following is a list of PRFG public meetings held with regard to the Special Area Plan:

MONTH	SAP TOPIC
December	Issues Effecting the Sponge Docks
January	Issues Effecting the CRA
February	Plan Vision and Objectives
March*	Character and Scale
June	Draft Development Standards
July	Revised Draft Development Standards
August	Draft Special Area Plan

\* The March meeting was held as a community workshop.

In addition, the plan was reviewed and recommended for approval by the City's Planning & Zoning Board and the Heritage Preservation Board, respectively. Subsequently, the plan was reviewed, approved and transmitted by the City Commission to the Florida Department of Community Affairs and Pinellas Planning Council.

The next step in the process will include City adoption of the Special Area Plan, by ordinance, as an amendment to the Tarpon Springs Comprehensive Plan. Within one year of the effective date of this plan, the City intends to adopt, by ordinance, form-based land development regulations to be based on the Special Area Plan Character District uses and development standards as well as identified street typologies.



## 4. PLAN IMPACTS

This chapter compares the potential build-out of residential dwelling units and non-residential building square footage for current and proposed future land uses. The results of which were the basis for reviewing potential impacts to potable water, sanitary sewer/wastewater, reclaimed water, and stormwater management.

### A. CURRENT AND PROPOSED FUTURE LAND USE

#### Current Future Land Use

The following table displays current future land use categories and their associated maximum permitted residential densities, and non-residential building floor area ratios (FAR).

**Table 4-1: Current Future Land Use Development Standards**

FLU	PARCELS	ACRES*	MAX DENSITY	MAX FAR
CG**	425	127.60	15	0.55
CL**	90	16.79	15	0.55
CN	15	2.95	10	0.2
IG	1	0.38	0	0.6
IL	3	1.49	0	0.5
P	1	6.82	0	0.1
R/OG	39	9.55	15	0.5
RM	103	19.55	15	0.5
RU	57	14.09	7.5	0.4
WATER	7	0.90	0	0
<b>Total</b>	<b>741</b>	<b>200</b>		

Table: Current Future Land Use for the Sponge Docks and CRA SAP Study Area

Notes: \* Includes only parcel area, not ROW area.

\*\* The CG and CL categories allow a maximum 0.45 FAR outside of the CRA. With respect to this SAP, this lower figure effects only the Sponge Docks Character District.

## Proposed Future Land Use

The following table includes the proposed future land use development standards. The standards (and permitted uses, as listed in the table in **Chapter 3 B**) are intended to replace the current Future Land Use categories.

**Table 4-2: Proposed Future Land Use Development Standards**

DISTRICT	DENSITY* (DUS/ACRE)		INTENSITY (FAR)		RECOMMENDED BUILDING HEIGHT	
	BASE	MAX	BLDG	NON- RES	MIN	MAX
<b>Downtown</b>	15	22	1.25	1.0	2	4
<b>Downtown Gateway</b>	14	20	1.0	0.5	2	3
<b>Municipal Gateway</b>	4	4	1.0	0.75	1	3
<b>North Pinellas</b>	14	18	1.0	0.75	2	3
<b>South Gateway</b>	18	24	1.5	1.0	3	5
<b>South Pinellas</b>	18	24	1.25	1.0	2	5
<b>South Safford</b>	10	12	0.75	0.35	1	2
<b>Spring Bayou</b>	12	18	0.75	0.5	1	3
<b>Uptown</b>	12	16	1.0	0.65	1	3
<b>Sponge Docks</b>	14	22	1.0	0.65	1	3

Table: Proposed Future Land Use for the Sponge Docks and CRA SAP Study Area

Notes:                      \* Separate temporary lodging standards regulating density, FAR and height are described in Chapter 3 B.

### **Methodologies for Measuring Maximum Yield Under Current Future Land Use**

Two methodologies were employed to calculate the maximum development impact under current future land use:

#### **Full Redevelopment**

A straight calculation measuring development impact based solely on the maximum development permitted and the total acreage of property, regardless of developability, by Future Land Use category. Permitted residential densities and/or non-residential intensities were assumed to be maximized, where possible.

#### **Proportionate Yield**

Because the current system for future land use permits either one use “or” another use – with any combinations of uses calculated based on the proportion of the site devoted to that particular use – the resulting impacts are difficult to calculate. Therefore, a proportionate yield methodology was employed to provide a more accurate build-out projection that is based on the existing proportionate breakdown between residential and non-residential. This use breakdown was calculated by Future Land Use category, per Character District location. For example, a Future Land Use category that includes 20 acres of property within a particular character district, and has a current proportionate share of land use area amounting to 25% residential and 75% non-residential, would be considered to build-out with that same proportionate share of uses. Therefore, five acres (25%) of that category would be considered built out to the maximum permitted with residential and 15 acres (75%) built out to the maximum permitted with non-residential.

### Maximum Yield Under Current Future Land Use – Full Redevelopment

The table below provides the maximum development potentials for each current future land use categories, by Character District, using the Full Redevelopment methodology.

**Table 4-3: Current Future Land Use, Full Redevelopment Yield, for the SAP Study Area**

FLU	Parcel Count	Acreage	Residential (Dwelling Units)	Non-Residential (Square Feet)
<b>Downtown</b>				
CG	86	20.60	309	403,703
CL	7	0.80	12	15,740
R/OG	4	0.55	8	11,935
RM	11	2.02	30	44,017
RU	2	0.38	3	6,621
<b>Total</b>	<b>110</b>	<b>24.35</b>	<b>362</b>	<b>482,018</b>
<b>Downtown Gateway</b>				
CG	30	7.55	113	147,917
R/OG	21	5.68	85	123,798
<b>Total</b>	<b>51</b>	<b>13.23</b>	<b>198</b>	<b>271,714</b>
<b>Municipal Gateway</b>				
P	1	6.82	0	29,717
RU	1	3.59	27	62,517
<b>Total</b>	<b>2</b>	<b>10.41</b>	<b>27</b>	<b>92,234</b>
<b>N Pinellas Ave</b>				
CG	1	0.78	12	15,309
CL	44	10.92	164	214,015
R/OG	3	0.50	7	10,868
RM	4	0.78	12	17,076
<b>Total</b>	<b>52</b>	<b>12.98</b>	<b>195</b>	<b>257,268</b>
<b>S Gateway</b>				
CG	14	22.63	339	443,534
<b>Total</b>	<b>14</b>	<b>22.63</b>	<b>339</b>	<b>443,534</b>
<b>S Pinellas Ave</b>				
CG	65	22.47	337	440,418
<b>Total</b>	<b>65</b>	<b>22.47</b>	<b>337</b>	<b>440,418</b>
<b>S Safford Ave</b>				
CG	7	1.33	20	26,110
CN	12	2.33	23	40,546
RM	15	3.09	46	67,322
<b>Total</b>	<b>34</b>	<b>6.75</b>	<b>90</b>	<b>133,977</b>



<b>Spring Bayou</b>				
CG	33	8.17	123	160,168
R/OG	11	2.81	42	61,289
RM	17	3.56	53	77,450
RU	12	1.92	14	33,402
<b>Total</b>	<b>73</b>	<b>16.46</b>	<b>232</b>	<b>332,308</b>
<b>Uptown</b>				
CG	10	3.44	51	67,430
CL	24	3.29	49	64,530
CN	3	0.62	6	10,803
RM	43	8.64	130	188,179
RU	42	8.21	62	142,999
WATER	7	0.90	0	0
<b>Total</b>	<b>129</b>	<b>25.10</b>	<b>298</b>	<b>473,942</b>
<b>Sponge Docks</b>				
CG	179	40.64	609	796,625
CL	15	1.78	27	34,872
IG	1	0.38	0	9,801
IL	3	1.49	0	32,387
RM	13	1.46	22	31,777
<b>Total</b>	<b>211</b>	<b>45.74</b>	<b>658</b>	<b>905,383</b>
<b>Grand Total</b>	<b>741</b>	<b>200.11</b>	<b>2737</b>	<b>3,832,796</b>

Under the current categories, the total development potential represents the maximum allowable permanent residential units OR non-residential building area, not both in combination. If a development project combines uses, the total permitted development is calculated based on each use's proportionate share – the proportion of the site devoted to a particular use.

**Maximum Yield Under Current Future Land Use – Proportionate Yield**

The table below provides the maximum development potentials for each of the current future land use categories, by Character District, using the Proportionate Yield methodology.

**Table 4-4: Current Future Land Use, Proportionate Yield, for the SAP Study Area**

FLU	Parcel Count	Acreage	Residential (Dwelling Units)	Non-Residential (Square Feet)
<b>Downtown</b>				
CG	86	20.60	20	377,811
CL	7	0.80	1	14,731
R/OG	4	0.55	1	11,170
RM	11	2.02	2	41,194
RU	2	0.38	0	6,196
<b>Total</b>	<b>110</b>	<b>24.35</b>	<b>23</b>	<b>451,102</b>
<b>Downtown Gateway</b>				
CG	30	7.55	46	87,392
R/OG	21	5.68	35	73,142
<b>Total</b>	<b>51</b>	<b>13.23</b>	<b>81</b>	<b>160,534</b>
<b>Municipal Gateway</b>				
P	1	6.82	0	29,717
RU	1	3.59	0	62,517
<b>Total</b>	<b>2</b>	<b>10</b>	<b>0</b>	<b>92,234</b>
<b>N Pinellas Ave</b>				
CG	1	0.78	2	12,295
CL	44	10.92	32	171,877
R/OG	3	0.50	1	8,728
RM	4	0.78	2	13,713
<b>Total</b>	<b>52</b>	<b>12.98</b>	<b>38</b>	<b>206,614</b>
<b>S Gateway</b>				
CG	14	22.63	0	443,534
<b>Total</b>	<b>14</b>	<b>22.63</b>	<b>0</b>	<b>443,534</b>
<b>S Pinellas Ave</b>				
CG	65	22.47	25	407,247
<b>Total</b>	<b>65</b>	<b>22.47</b>	<b>25</b>	<b>407,247</b>
<b>S Safford Ave</b>				
CG	7	1.33	7	16,585
CN	12	2.33	8	25,755
RM	15	3.09	17	42,763
<b>Total</b>	<b>34</b>	<b>6.75</b>	<b>33</b>	<b>85,104</b>

<b>Spring Bayou</b>				
CG	33	8.17	76	61,254
R/OG	11	2.81	26	23,439
RM	17	3.56	33	29,620
RU	12	1.92	9	12,774
<b>Total</b>	<b>73</b>	<b>16.46</b>	<b>144</b>	<b>127,087</b>
<b>Uptown</b>				
CG	10	3.44	40	15,480
CL	24	3.29	38	14,813
CN	3	0.62	5	2,480
RM	43	8.64	100	43,198
RU	42	8.21	47	32,827
WATER	7	0.90	0	0
<b>Total</b>	<b>129</b>	<b>25.10</b>	<b>230</b>	<b>108,797</b>
<b>Sponge Docks</b>				
CG	179	40.64	80	691,343
CL	15	1.78	4	30,267
IG	1	0.38	0	8,507
IL	3	1.49	0	28,110
RM	13	1.46	3	27,581
<b>Total</b>	<b>211</b>	<b>45.74</b>	<b>87</b>	<b>785,809</b>
<b>Sponge Docks and CRA SAP Study Area</b>				
<b>Grand Total</b>	<b>741</b>	<b>200</b>	<b>661</b>	<b>2,868,062</b>

Under the current categories, the total development potential using the Proportionate Yield methodology represents the maximum allowable permanent residential units AND non-residential building area, in combination.

## **Methodologies for Measuring Maximum Yield Under Proposed Character District Standards**

Two methodologies were employed to calculate the maximum development impact as a result of the proposed future land use changes:

### **Full Redevelopment**

A straight calculation measuring development impact based solely on the maximum development permitted and the total acreage of property, regardless of developability, by Character District. Permitted densities were assumed to be maximized with the remainder of the total maximum permitted building square footage consumed by nonresidential uses.

For example, the Downtown Character District has a permitted residential density of 15 units per acre, a permitted non-residential FAR of 1.0, and a permitted total building FAR of 1.25. At a total building FAR of 1.25, the redevelopment potential for an acre of property in the Downtown Character District would be assumed to include a maximum building area of 54,450 square feet. The maximum permitted residential density is first applied, giving the property the potential to develop with a maximum of 15 dwelling units. At an overall average assumed 1,500 square feet per dwelling unit (Special Area Plan-wide), the residential portion of the property would take up 22,500 square feet, or 41% of the total permitted building area. The remainder of the building, 31,950 square feet, is assumed to consist of non-residential uses (at an FAR of 0.73, also within the permitted 1.0 non-residential FAR). Therefore, an acre of property in Downtown would have a maximum development potential of 15 residential units and 31,950 square feet of non-residential. It is important to note that further limitations on development such as maximum permitted heights, site conditions, parking needs, stormwater needs, site amenities, market demands, etc. are not included in this methodology.

### **Redevelopment Probability**

The Redevelopment Probability approach involves a detailed parcel by parcel examination of existing development using established criteria to determine the future potential redevelopment likelihood of each parcel within a character district. In this case, the maximum development potential is determined using the same methodology as in the Full Redevelopment exercise; however, only parcels determined to have true redevelopment potential were considered. The remaining parcels not considered to have a substantial redevelopment probability were held with their existing development. The residential impact of the Redevelopment Probability approach assumes the realization of base residential density on all parcels regardless of redevelopment potential. The criterion used for determining redevelopability included:

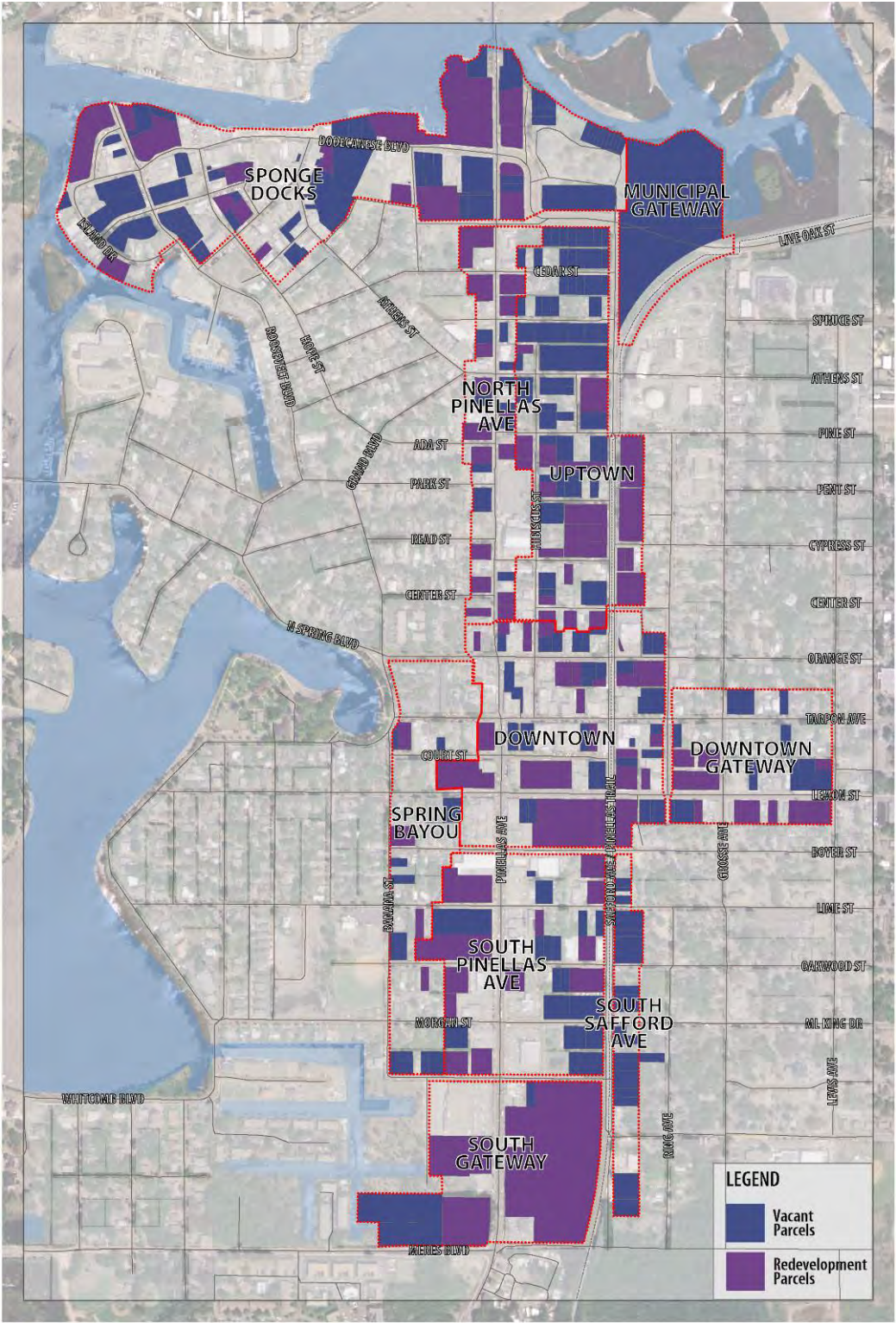


**Vacancy** – All parcels listed with the Pinellas County Property Appraiser as having an DOR code classification of “vacancy” were assumed as vacant.

**Redevelopment** - Parcels listed with the Pinellas County Property Appraiser as having a market value (land and building) per acre less than the average market value per acre for the district were assumed as redevelopment with the exception of single family parcels in established neighborhoods and open space/preservation parcels. Redevelopment parcels are assumed to have half the development potential of vacant parcels.

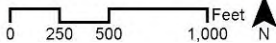
The following map highlights the parcels utilized for redevelopment based on the above described methodology and criteria.

Map 4-1: Redevelopment Probability – Vacant and Redevelopment Properties



**CITY OF TARPON SPRINGS**  
**SPECIAL AREA PLAN**  
**SPONGE DOCKS and CRA**

**Vacant/Redevelopment Map**



### Proposed Character District Standards – Maximum Yield, Full Redevelopment

The table below shows the maximum development potential, by Character District, using the Full Redevelopment methodology.

**Table 4-5: Full Redevelopment/Maximum Yield for the SAP Study Area**

CHARACTER DISTRICT	TOTAL REDEVELOPMENT ACREAGE	RESIDENTIAL (DU)	NON-RESIDENTIAL (SF)
Downtown	24.3	365	777,024
Downtown Gateway	13.2	185	298,469
Municipal Gateway	10.4	42	391,000
North Pinellas	13.0	182	292,874
South Gateway	22.6	407	867,519
South Pinellas	22.5	404	616,747
South Safford	6.8	68	119,273
Spring Bayou	16.9	135	349,757
Uptown	25.1	301	641,556
Sponge Docks	45.7	640	1,031,894
<b>Total</b>	<b>200.5</b>	<b>2,730</b>	<b>5,386,112</b>

Under the proposed Character Districts, the total development potential represents a combination of both residential dwelling units and non-residential square footage. The total potential has not been adjusted to reflect reductions necessitated by maximum permitted heights, site conditions, parking needs, stormwater needs, site amenities, market demands, etc. These factors are incredibly difficult to measure at this level of analysis for such a broad area. The results would inevitably reduce the total number of dwelling units and non-residential square footages.

The above numbers provide a very general, raw measure of the categorical impacts as a result of changing the general future land use development potential maximums related to residential density and non-residential floor area ratio (FAR). While the measure provides some useful information, there are limitations to this approach. While this kind of measure can work well in vacant and undeveloped areas, it doesn't account for the varied existing conditions and circumstances of developed urban areas. For example, the community may desire to increase densities within a particular neighborhood in an effort to bring in new development, increase walkability and transit viability, and to give neighborhood businesses (both existing and future) a stronger chance of survival. However, not every parcel within the neighborhood is likely or suitable for additional development or redevelopment. As a result, potential increases with future redevelopment can be grossly overstated.

**Proposed Character District Standards – Maximum Yield, Redevelopment Probability**

The table below shows the maximum development potential, by Character District, using the Redevelopment Probability methodology.

**Table 4-6: Redevelopment Probability/Maximum Yield for the SAP Study Area**

CHARACTER DISTRICT	TOTAL REDEVELOPMENT ACREAGE	RESIDENTIAL (DU)	NON-RESIDENTIAL (SF)
Downtown	24.3	365	592,798
Downtown Gateway	13.2	185	187,204
Municipal Gateway	10.4	42	134,840
North Pinellas	13.0	182	178,302
South Gateway	22.6	407	444,372
South Pinellas	22.5	404	400,526
South Safford	6.8	68	100,709
Spring Bayou	16.9	135	186,503
Uptown	25.1	301	507,038
Sponge Docks	45.7	640	684,510
<b>Total</b>	<b>200.5</b>	<b>2,730</b>	<b>3,416,803</b>

Under the proposed Character Districts, the total development potential represents a detailed parcel by parcel examination of existing development using established criteria to determine the future potential redevelopment likelihood of each parcel. It includes a combination of both residential dwelling units and non-residential square footage. This exercise assumes that all redevelopment parcels (including vacant parcels) maximize their development potential by first utilizing their entire permitted residential density at an overall average assumed 1,500 square feet per dwelling unit. Then, the remainder of their overall maximum permitted building square footage is filled with nonresidential uses. The residential impact of the Redevelopment Probability approach assumes the realization of base residential density on all parcels regardless of redevelopment potential.

Important to note, the total potential has not been adjusted to reflect reductions necessitated by maximum permitted heights, site conditions, parking needs, stormwater needs, site amenities, market demands, etc. These factors are incredibly difficult to measure at this level of analysis for such a broad area. The results would inevitably reduce the total number of dwelling units and non-residential square footages.



The above numbers provide a more realistic measure of impacts as a result of changing the general future land use development potential maximums related to residential density and non-residential floor area ratio (FAR). This measure more accurately accounts for the varied existing conditions and circumstances of the subject area, as not every parcel is likely or suitable for additional development or redevelopment. As a result, potential increases with future redevelopment are more practical.

## B. CHANGES IN DEVELOPMENT POTENTIAL

The following tables provide maximum development yield comparisons using both the “Full Redevelopment” and “Proportionate Yield/Redevelopment Probability” methodologies.

### Full Redevelopment

Table 4-7: Change in Development Potential for the SAP Study Area

MAX POTENTIAL BUILD-OUT	RESIDENTIAL (DU)	AND/OR	NON-RESIDENTIAL (SF)
Current Future Land Use <i>Full Redevelopment</i>	2,737	OR	3,832,796
Proposed Character Districts - <i>Full Redevelopment</i>	2,730	AND	5,386,112
<b>TOTAL DIFFERENCE</b>	<b>-7</b>		<b>1,553,316</b>

The maximum potential build-out results for the Special Area Plan range from an overall potential reduction in the total number of residential dwelling units by 7 units to an overall potential increase in non-residential square footage by about 1.55 million square feet for full redevelopment build-out of the entire subject area of the Special Area Plan.

It is important to note that the current regulations include one use “or” the other, proportionately, while the proposed regulations include both uses (i.e. one use “and” the other). The latter is important in part to encourage mixed use development; however, this makes it very difficult to measure the current maximum potential build-out against that which could occur under the proposed changes. In essence, in the “full redevelopment” methodology there are two current future land use scenarios shown: one measuring total build-out as if all residential, and the other as if all non-residential. While this is certainly unrealistic, it does provide some useful measures for calculating potential impacts based on differences between theoretical maximums.

### Proportionate Yield / Redevelopment Probability

Table 4-8: Change in Development Potential for the SAP Study Area

MAX POTENTIAL BUILD-OUT	Residential (DU)	AND/OR	Non-Residential (SF)
Current Future Land Use <i>Proportionate Yield</i>	661	AND	2,868,062
Proposed Character Districts - <i>Redevelopment Probability</i>	2,730	AND	3,416,803
<b>TOTAL DIFFERENCE</b>	<b>2,069</b>		<b>548,741</b>

The maximum potential build-out results demonstrate an overall potential increase in the total number of residential dwelling units by 2,069 units and an overall potential increase in non-residential square footage by about 549,000 square feet for build-out of the entire subject area of the Special Area Plan. Although this methodology assumes that all redevelopment properties will maximize their permitted development potential, it is still the more realistic of the two methodologies because it more accurately accounts for the varied existing conditions and circumstances of the subject area.

### Balancing Employment and Population

Balanced employment and population drives stronger functioning urban neighborhoods. It helps to alleviate traffic congestion by giving people more options to live closer to work. It also helps to balance directional traffic patterns. Currently, the ratio is weighted heavily on the “jobs” side with over twice as many jobs in the area than residents.

At a maximum potential build-out, the study area would experience a nearly 313% increase in the total number of housing units under the proposed Special Area Plan when compared to the maximum potential build-out under current future land use. Non-residential development under the same scenario comparisons would amount to only a 19% increase. As a result, the area would start to see a stronger balance between employment (i.e. non-residential) and population (i.e. housing units) under the proposed plan.

The MMTD, which extends beyond the area of the Special Area Plan, currently has a population to jobs ratio of approximately 0.6 persons per job. The Special Area Plan study area is the commercial/business/tourist center of the City and, thus has an even lower ratio of approximately 0.4 persons per job. Under a current future land use build-out scenario, that number could actually decrease to nearly 0.2, further unbalancing the ratio. However, under the Special Area Plan proposal, a stronger balance to approximately 0.8 persons per job is expected.

The persons per job ratios included in the previous paragraph assume 2 persons per residential unit based on 2000 Census Data and 1 job per 500 square feet of non-residential space based on the Planner's Estimating Guide. Most office jobs average 250 to 350 square feet per employee while retail jobs average approximately 500 square feet for community and neighborhood scaled retail and 1000 square feet per employee for regional retail. Since most non-residential square footage in the study area is community or neighborhood scaled retail, the persons per job ratio computation assumes 500 square feet per job. A stronger persons to job ratio requires that the area attract more office jobs with lesser square footage needs per job as opposed to wholesale or regional retail jobs.

## C. INFRASTRUCTURE & PUBLIC FACILITIES ANALYSIS

### Potable Water

Earlier this decade, the City of Tarpon Springs embarked on a program to become water supply independent. The City is currently completing the permitting required to construct a reverse osmosis water treatment facility, scheduled to come online in April 2012. Once completed, the facility will be capable of producing up to 5.0 million gallons of drinking water on an average day basis and up to 6.4 million gallons per day (mgd) on a single day. This design capacity is expected to meet the City's average and peak capacity drinking water needs for more than 20 years without a facility expansion and will render the City water supply independent. The City's current projected need for water by the year 2025 is 3.7 mgd.

For the purposes of calculating impact on potable water demand, a comparison of current and proposed future land use category changes was undertaken. This analysis uses the County's adopted level-of-service of 120 gallons per capita per day (gpcpd) for permanent residents and applies an overall average of 0.23 gallons per square foot standard for non-residential square footage and temporary lodging units. (Beginning in the year 2015 the 120 gpcpd figure is planned to drop to 115 gpcpd to reflect new trends in technology and alternate sources, green redevelopment trends, etc.)

The table below shows the potential maximum water demand for the Special Area Plan study area based on current future land uses using the Proportionate Yield methodology and the proposed changes using the Redevelopment Probability methodology, respectively.

**Table 4-9: Potable Water Impacts for the SAP Study Area**

<b>Current Future Land Use</b>	<b>DU or SF</b>	<b>Multiplier (p/du)</b>	<b>LOS (gpcpd or gsf)</b>	<b>Potable Water Demand (gpd)</b>
Residential	<b>661</b>	1.84	120	<b>145,949</b>
Non-Residential	<b>2,868,062</b>	1	0.23	<b>659,654</b>
<b>TOTAL</b>				<b>805,603</b>
<b>Redevelopment Probability</b>	<b>DU or SF</b>	<b>Multiplier (p/du)</b>	<b>LOS (gpcpd or gsf)</b>	<b>Potable Water Demand (gpd)</b>
Residential	<b>2,730</b>	1.84	120	<b>602,784</b>
Non-Residential	<b>3,416,803</b>	1	0.23	<b>785,865</b>
<b>TOTAL</b>				<b>1,388,649</b>

Under the current future land use, the maximum potable water demand on the entire Special Area Plan study area is estimated at approximately 806,000 gallons per day compared to a potential 1.39 million gallons per day under the proposed changes. The difference in potable water demand amounts to an approximate 583,000 gpd maximum increase under the proposed Special Area Plan, at build-out.

As mentioned above, the design capacity of the City's upcoming reverse osmosis water treatment facility is expected to meet the City's average and peak capacity drinking water needs for more than 20 years without a facility expansion and will render the City water supply independent, and the current projected need for water by the year 2025 is 3.7 mgd. Adequate system capacity appears to be available to meet the potential increased demand for potable water.

Per the City's existing Comprehensive Plan policies regarding potable water, the City will continue to ensure that adequate water supplies and potable water facilities are in place and available to serve new development no later than the issuance of a certificate of occupancy or its functional equivalent by a local government. Prior to approving a building permit or its functional equivalent, the City will consult with Pinellas County Utilities/Tampa Bay Water to determine whether adequate water supplies will be available to serve the development no later than the anticipated date of issuance of a certificate of occupancy or its functional equivalent.

### **Reclaimed Water**

The City's reclaimed water system is designed to distribute highly treated effluent discharged from the City's advanced wastewater treatment facility and provides a valuable resource for irrigation of landscaping, lawns, parks, greenways, and the City's golf course. Currently, the system consists of two 2.0 million gallon above ground storage tanks, for a total storage capacity of 4.0 million gallons, and pumping station at the Wastewater Treatment Plant with a distribution system and a remote control system telemetry system that monitors and regulates flow at the City's golf course storage pond. The City's reclaimed water customer base is a mix of residential and commercial customers.



The City of Tarpon Springs' continues to expand its water reuse and conservation programs which have helped to reduce the demand for potable water use. This includes ongoing expansion of the City's reclaimed water distribution system. Such measures will continue to improve potable water supply within the City of Tarpon Springs.

### Sanitary Sewer / Wastewater Treatment

The City of Tarpon Springs provides wastewater treatment service via the City's wastewater treatment plant. The current average daily flow is estimated at 1.87 million gallons per day (mgd) and the current capacity is estimated at 4.0 mgd, leaving an excess capacity of approximately 2.13 mgd. For the purposes of calculating impacts on sanitary sewer demand, a comparison of current and proposed future land use categories was undertaken. This analysis uses the City's adopted level-of-service for wastewater of 85 gpcpd for permanent residential units and a 0.2 gsf for non-residential square footage.

The table below shows the potential maximum wastewater demand for the Special Area Plan study area based on current future land uses using the Proportionate Yield methodology and the proposed changes using the Redevelopment Probability methodology, respectively.

**Table 4-10: Sanitary Sewer / Wastewater Treatment Impacts for the SAP Study Area**

Current Future Land Use	DU or SF	Multiplier (p/du)	LOS (gpcpd or gsf)	Potable Water Demand (gpd)
Residential	<b>661</b>	1.84	85	<b>103,380</b>
Non-Residential	<b>2,868,062</b>	1	0.20	<b>573,612</b>
<b>TOTAL</b>				<b>676,992</b>
Redevelopment Probability	DU or SF	Multiplier (p/du)	LOS (gpcpd or gsf)	Potable Water Demand (gpd)
Residential	<b>2,730</b>	1.84	85	<b>426,972</b>
Non-Residential	<b>3,416,803</b>	1	0.20	<b>683,361</b>
<b>TOTAL</b>				<b>1,110,333</b>

Under the current future land use, the maximum sanitary sewer demand on the entire Special Area Plan study area is estimated at approximately 677,000 gallons per day compared to a potential 1.1 million gallons per day under the proposed changes. The difference in wastewater demand amounts to an approximate 433,000 gpd maximum increase under the proposed Special Area Plan, at build-out. Adequate system capacity is available to meet the potential increased demand for sanitary sewer.

### Stormwater Management (Drainage)

The City's Future Land Use Element (FLUE) of the Comprehensive Plan currently sets impervious surface ratio (ISR) standards for development, by future land use category. The standards for the current future land use categories within the Special Area Plan are listed in Table 4-11 below:

**Table 4-11: Current Future Land Use – Impervious Surface Ratios**

FLU	ISR
CG	0.85
CL	0.85
CN	0.60
IG	0.90
IL	0.85
P	0.20
R/OG	0.75
RM	0.75
RU	0.65

The City's current land development regulations also set ISR standards similar to those found in the FLUE. The City is obligated by the Tarpon Springs Comprehensive Plan to assure that potential impacts to stormwater drainage are satisfactorily addressed prior to development approval. Impervious surface impacts are currently evaluated on a case by case basis as redevelopment is proposed and post-development rates must not exceed predevelopment conditions. The Special Area Plan subject area is fairly dense with small parcels and substantial impervious surfaces, thus redevelopment is not expected to result in a significant increase to the current impervious surface conditions within the area.

As mentioned earlier, site plan approval is required prior to the development of any property. At that time, the stormwater management system for the site will be required to meet all City and Southwest Florida Water Management District (SWFWMD) stormwater management and water quality criteria. The City of Tarpon Springs Stormwater Action Plan contains detailed information on the 5 basins that comprise the City's stormwater management area. The Stormwater Action Plan includes 24 projects. It is estimated that over the next seven fiscal years the City will spend \$5.3 million dollars to complete 24 projects. The dedicated source of funding to complete the projects identified in the Stormwater Action Plan is the Stormwater Utility Fee. The Stormwater Infrastructure Schedule, which itemizes drainage projects over a five-year span, is one of the capital improvement schedules set forth in the Capital Improvements Element of the Comprehensive Plan.

## 5. RELEVANT COUNTYWIDE CONSIDERATIONS

### A. CONSISTENCY WITH THE COUNTYWIDE RULES

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The Special Area Plan proposed Community Redevelopment District (CRD) Future Land Use designation including the ten Character Districts can be considered consistent with the Countywide Plan Rules and the conditions of approval for submission of a Special Area Plan.

This plan seeks to comply with the purpose of the CRD category by:

- Designating an area of the county for redevelopment in accord with a special area plan
- Encouraging redevelopment with a combination of uses identified by the CRD plan category within specified target neighborhoods (i.e. Character Districts)
- Setting residential density and non-residential intensity standards consistent with the redevelopment strategy for this category

In addition, this plan seeks to comply generally with the Countywide Rules by:

- Promoting redevelopment of older properties in a manner that contributes to the quality of urban design found in most of the Character Districts
- Promoting a wide variety of uses for both residents and visitors
- Creating a unique as well as distinct sense of place in the plan area with urban oriented mixed use development standards (and urban form-based guidelines through the City's land development regulations) that give physical distinction and an enhanced sense of arrival to the area.
- Improving multimodal access throughout the plan area by encouraging mixed-use neighborhoods.

All of the uses as shown within the proposed Character Districts in the Special Area Plan comply with primary and secondary uses allowed as well as the use characteristics allowed within the CRD category.

### B. ROADWAY LEVEL OF SERVICE (LOS) AND MASS TRANSIT

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The area included within the Special Area Plan is part of the City's recently established Multimodal Transportation District (MMTD). In fact, much of the genesis for drafting this Special Area Plan was to further implement the MMTD by redeveloping and enhancing the City's core as a mixed use, diverse, pedestrian friendly area that encourages and supports walking, bicycling and transit use, and thus helps to alleviate vehicular travel demand on primary City roadways.

Due to the establishment of the MMTD, most roadways in the area are not subject to typical vehicular Level of Service (LOS) impacts analyses. The MMTD focuses heavily on making on-site and off-site improvements that will raise the LOS for pedestrians, bicyclists and transit riders. Developments are evaluated on a case-by-case basis for their level of impact to the system and what potential improvements might be deemed necessary to improve system function. The MMTD serves to assure that enhancements are made to the transportation network that will improve the system's commitment to multimodal diversity.

While the City does not have an adopted LOS standard for roadways within the MMTD, there are LOS standards for pedestrian, bicycle, and transit facilities. This approach was approved by the City, FDCA, and FDOT because a stronger connection between urban form, development character and transportation must be made to ensure an improved array of choices for personal mobility and accessibility that can support the desired redevelopment pattern in the City. The principal roadways providing access to study area – Pinellas Avenue (Alternate U.S. 19) and Tarpon Avenue (SR 582) – are constrained roadways that cannot be widened to meet the existing traffic levels or future demand generated by redevelopment. At the same time, however, Tarpon Springs is seeking to revitalize its downtown core areas and encourage redevelopment that provides for a vibrant, thriving destination with a wide range of travel options. Rather than viewing this situation as an inherent conflict, it presents an opportunity to link land use and transportation objectives in a way that promotes more compatible, resource-efficient mobility options at the local level, while supporting countywide and regional mobility strategies. The adopted LOS standards within the MMTD are as follows:

	BICYCLE LOS STANDARD	PEDESTRIAN LOS STANDARD	TRANSIT LOS STANDARD
Existing Condition	D	C	F
Adopted Target (2015)	C	C	E
Adopted Target (2025)	C	B	D

The current LOS scores for bicycles, pedestrians, and transit for the corridors most likely to be impacted by the development/redevelopment opportunities created by the SAP are shown in the table below.



**Table 5-1: Existing Multimodal LOS Scores**

ROADWAY	FROM	TO	ART PLAN LOS SCORE			LOS GRADE			ADJUSTED EXISTING LOS		ADJUSTING EXISTING LOS SCORES	
			Bike	Ped	Bus	Bike	Ped	Bus	Bike	Ped	Bike	Ped
Alt. US 19	Dodecanese Blvd.	Pine Street	4.57	4.48	0.55	E	D	F	3.43	3.36	C	C
Alt. US 19	Pine Street	Orange Street	4.44	4.37	0.55	D	D	F	4.26	4.20	D	D
Alt. US 19	Orange Street	Tarpon Avenue	4.4	4.37	0.55	D	D	F	2.82	2.80	C	C
Alt. US 19	Tarpon Avenue	Lemon Street	4.16	3.15	0.88	D	C	F	3.00	2.27	C	B
Alt. US 19	Lemon Street	Lime Street	4.43	3.86	0.8	D	D	F	3.81	3.32	D	C
Alt. US 19	Lime Street	MLK Drive	2.61	3.6	0.8	C	D	F	2.38	3.28	B	C
Alt. US 19	MLK Drive	Meres Blvd.	2.95	4.47	0.5	C	D	F	2.21	3.35	B	C
Dodecanese Blvd.	Alt. US 19	Roosevelt Blvd.	2.18	1.82	2.31	B	B	D	1.87	1.57	B	B
Lemon Street	Disston Ave.	Safford Ave.	3.74	2.66	1.1	D	C	E	3.10	2.21	C	B
Lemon Street	Safford Ave.	Alt. US 19	3.19	2.3	1.1	C	B	E	2.74	1.98	C	B
Live Oak Street	Safford Ave.	Alt. US 19	3.22	2.11	0.99	C	B	F	2.83	1.86	C	B

ROADWAY	FROM	TO	ART PLAN LOS SCORE			LOS GRADE			ADJUSTED EXISTING LOS		ADJUSTING EXISTING LOS SCORES	
Orange Street	Grosse Ave.	Safford Avenue	3.68	1.98	1.1	D	B	E	2.98	1.60	C	B
Orange Street	Safford Avenue	Alt. US 19	3.68	1.76	1.1	D	B	E	2.87	1.37	C	A
Orange Street	Alt. US 19	N. Spring Blvd.	3.68	1.76	1.1	D	B	E	2.98	1.43	C	A
Safford Ave.	Live Oak St.	Tarpon Ave.	2.05	2.3	1.16	B	B	E	1.76	1.98	B	B
Safford Ave.	Tarpon Ave.	Lemon St.	1.97	2.21	1.1	B	B	E	1.47	1.65	A	B
Safford Ave.	Lemon St.	Meres Blvd.	2.04	2.79	1.1	B	C	E	1.75	2.40	B	B
Tarpon Ave.	Levis Ave.	Grosse Ave.	4.13	3.57	1.0	D	D	E	3.22	2.78	C	C
Tarpon Ave.	Grosse Ave.	Safford Ave.	4.39	3.66	1.0	D	D	E	3.56	2.96	D	C
Tarpon Ave.	Safford Ave.	Alt. US 19	4.13	3.46	1.05	D	C	E	2.97	2.49	C	B
Tarpon Ave.	Alt. US 19	S. Spring Blvd.	4.13	3.46	1.05	D	C	E	3.55	2.98	D	C

Source: City of Tarpon Springs Multimodal Quality of Service Analysis - 2008

The MMTD's schedule of improvements also includes the operation of a Local Transit Circulator that would provide a local transit loop serving the MMTD, connecting tourist destinations such as the Sponge Docks to the downtown. It would also provide connections from residential areas to employment centers, such as the hospital and St. Petersburg College. The plan dictates that the circulator will operate with 15 minute headways, 16 hours per day, Monday through Saturday. To solidify the presence and importance of transit in the MMTD it is vital to increase the residential density within the SAP boundaries to support the ridership needed to operate a local trolley in the aforementioned fashion.

The City is currently in the process of adopting a Mobility Fee Ordinance, pursuant to the most recent Growth Management Legislation (SB 360). The Mobility Fee is intended to provide development projects within the MMTD, with a "pay-and-go" requirement. The revenue generated from this fee will be used to fund mobility projects throughout the MMTD that will help achieve the target LOS standards for bicycle, pedestrian, and transit facilities.

When all the investments are made to the City's multimodal transportation network, the future multimodal LOS scores of the major corridors will be as shown in the table below.

**Table 5-2: Future Multimodal LOS Scores**

ROADWAY	FROM	TO	FUTURE ART PLAN LOS SCORE			FUTURE ADJUSTED LOS		FUTURE LOS SCORES		
			Bike	Ped	Bus	Bike	Ped	Bike	Ped	Bus
Alt. US 19	Dodecanese Blvd.	Pine Street	4.28	3.65	4.4	2.34	2.74	C	B	B
Alt. US 19	Pine Street	Orange Street	4.16	3.65	4.8	3.50	3.99	D	D	B
Alt. US 19	Orange Street	Tarpon Avenue	4.11	3.62	3.3	2.32	2.63	C	B	C
Alt. US 19	Tarpon Avenue	Lemon Street	3.81	3.68	4.8	2.65	2.74	C	C	B
Alt. US 19	Lemon Street	Lime Street	3.95	3.8	3.3	3.27	3.40	C	C	C
Alt. US 19	Lime Street	MLK Drive	1.92	3.55	4.8	2.27	1.23	A	B	B
Alt. US 19	MLK Drive	Meres Blvd.	2.46	3.86	3.3	2.90	1.85	B	C	C
Dodecanese Blvd.	Alt. US 19	Roosevelt Blvd.	2.18	1.82	6.93	1.57	1.87	B	B	A
Lemon Street	Disston Ave.	Safford Ave.	1.29	2.16	4.62	1.79	1.07	A	B	B
Lemon Street	Safford Ave.	Alt. US 19	1.29	2.16	6.6	1.38	0.83	A	A	A
Live Oak Street	Safford Ave.	Alt. US 19	3.24	2.14	3.52	1.88	2.85	C	B	C
Orange Street	Grosse Ave.	Safford Avenue	1.98	1.88	4.4	1.52	1.60	B	B	B
Orange Street	Safford Avenue	Alt. US 19	1.98	1.67	4.4	1.30	1.54	B	A	B
Orange Street	Alt. US 19	N. Spring Blvd.	1.98	1.67	4.4	1.35	1.60	B	A	B
Safford Ave.	Live Oak St.	Tarpon Ave.	2.05	1.75	4.62	1.12	1.31	A	A	B
Safford Ave.	Tarpon Ave.	Lemon St.	1.97	2.21	4.4	1.65	1.47	A	B	B



ROADWAY	FROM	TO	FUTURE ART PLAN LOS SCORE			FUTURE ADJUSTED LOS		FUTURE LOS SCORES		
Safford Ave.	Lemon St.	Meres Blvd.	2.24	2.09	4.62	1.34	1.43	A	A	B
Tarpon Ave.	Levis Ave.	Grosse Ave.	3.64	3.4	4.2	2.65	2.84	C	C	B
Tarpon Ave.	Grosse Ave.	Safford Ave.	4.16	3.66	4.0	2.96	3.37	C	C	C
Tarpon Ave.	Safford Ave.	Alt. US 19	3.9	3.46	4.2	2.49	2.81	C	B	B
Tarpon Ave.	Alt. US 19	S. Spring Blvd.	3.9	3.46	4.2	2.98	3.35	C	C	B

Source: City of Tarpon Springs Multimodal Quality of Service Analysis - 2008

The MMTD also aims to strike a balanced ratio of population to jobs as a means to further alleviate vehicular transportation impacts to the system. In 2007, the MMTD as a whole had a population to jobs ratio of 0.6 persons per jobs. The area within the CRA and Sponges Docks obviously has an even lower ratio, 0.4 persons per job, as this is the commercial/business/tourist center of the City. The FDOT multimodal handbook recommends a range of 1 to 3 persons per job. Therefore, an increase in population (i.e. dwelling units) within the Special Area Plan study area could lower the need for non-vehicular trips between work and home as well as further implement the MMTD by helping to increase the balance between population and jobs.

To date, much progress has been made with the implementation of the MMTD. Notable improvements currently underway include the extension of Meres Boulevard from Pinellas Avenue to U.S. Highway 19. This was recommended by the City's multimodal plan as a key street connection to provide local alternative routes through the City. Lemon Street is being reconstructed as a primary east-west multimodal facility from Banana Street to Levis Avenue, and will include wider sidewalks and bicycle sharrows. Also, the City's sidewalk program continues to fill sidewalk gaps throughout the MMTD.

As a result of the proposed standards of the Special Area Plan, typical vehicular transportation impacts due to the potential for additional non-residential square footage will be mitigated greatly by the implementation of an urban form that will result in more pedestrian-friendly, highly sustainable mixed-use environments. As indicated above, and per the MMTD, developments will be evaluated for their transportation impacts and enhancements on a case-by-case basis to ensure that the appropriate improvements are being made at the appropriate time.

Additional information concerning roadway LOS and mass transit can be found in the *City of Tarpon Springs Multimodal Quality of Service Analysis* (August 2008).

### C. SCENIC/Non-COMMERCIAL CORRIDORS

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There are no Scenic/Non-Commercial Corridors in the subject area of the Special Area Plan.

## D. COASTAL HIGH HAZARD AREAS (CHHA)

The area subject to the Special Area Plan is located mostly within a Community Redevelopment Area. Certain portions of the Special Area Plan fall within the Coastal High Hazard Area (CHHA), as indicated on the map on the following page. The CHHA map will be updated every year to reflect the most recent conditions.

The maximum build-out potential of the plan area as a whole amounts to an overall increase in the total number of potential residential dwelling units by 2,069, from 661 to 2,730. The vast majority of these units will be built outside of the CHHA.

Implementation of the Special Area Plan will include provisions limiting residential development for properties located within the CHHA at the time of initial adoption to the maximum densities as permitted under the property's former Future Land Use Map category. For properties that become a part of the CHHA as a result of future boundary changes, the residential development will be limited to the maximum densities permitted by the Special Area Plan prior to the property being located within the CHHA (detailed in Map 5-1). The table below lists the existing development standard limitations for each of the Future Land Use categories within the study area. The issue of maintaining current maximum densities will be further minimized because properties will be permitted to transfer their density to other properties within the CRD. However, density transfers to properties within the CHHA will not be permitted. Also, the extension of Meres Boulevard from Pinellas Avenue to U.S. Highway 19 will act as an additional hurricane evacuation route, especially for persons located in the South Pinellas Avenue and South Gateway Character Districts.

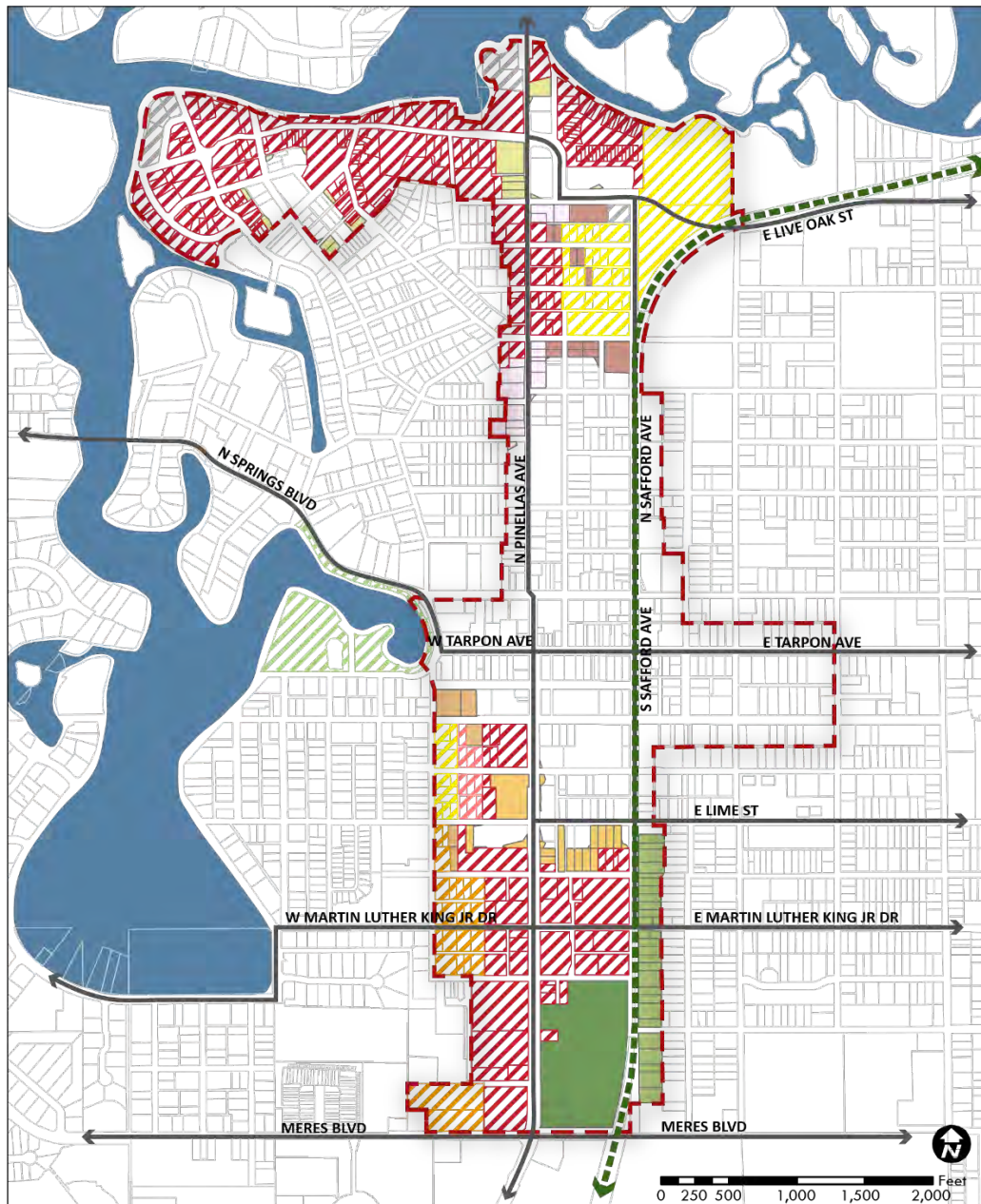
**Table 5-3: Current Future Land Use Maximum Densities and Intensities**

<b>Future Land Use</b>	<b>Max Density (DU)</b>	<b>Max Non-Res FAR</b>
Commercial General (CG)	15	0.55*
Commercial Limited (CL)	15	0.55*
Commercial Neighborhood (CN)	10	0.2
IG	0	0.6
IL	0	0.5
Preservation (P)	0	0.1
Residential/Office General (R/OG)	15	0.5
Residential Medium (RM)	15	0.5
Residential Urban (RU)	7.5	0.4
WATER	0	0

Table: Current Future Land Use within the SAP Study Area

Notes: \* The CG and CL categories allow a maximum 0.45 FAR outside of the CRA.

Map 5-1: Coastal High Hazard Area and Future Land Use



**CITY OF TARPON SPRINGS - SPONGE DOCKS and CRA SPECIAL AREA PLAN**  
*Coastal High Hazard Area (CHHA) - Updated December 2020*

**LEGEND**

**CHHA Parcels 2010**

- Residential Urban  
DU = 7.5 FAR = 0.4
- Residential Medium  
DU = 15 FAR = 0.5
- Residential/Office General  
DU = 15 FAR = 0.5
- Commercial General/Commercial Limited  
DU = 15 FAR = 0.55
- Industrial Limited  
DU = 0 FAR = 0.5
- Recreational Open Space  
DU = 0 FAR = 0.25

**CHHA Parcels Current**

- Sponge Docks  
DU = 14 FAR = 0.65
- Uptown  
DU = 12 FAR = 0.65
- North Pinellas Ave  
DU = 14 FAR = 0.75
- Spring Bayou  
DU = 12 FAR = 0.5
- South Pinellas Ave  
DU = 18 FAR = 1.0
- South Safford Ave  
DU = 10 FAR = 0.35
- South Gateway  
DU = 18 FAR = 1.0

- SAP Study Area
- Major Arterial
- Pinellas Trail



## **E. DESIGNATED DEVELOPMENT / REDEVELOPMENT AREAS**

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### **The Community Redevelopment Area (CRA)**

The majority of the Special Area Plan is located mostly within the CRA as adopted under the provisions found in Florida Statutes. The vast majority of the Special Area Plan coincides with the CRA boundaries; however, a small portion of the plan area includes the Sponge Docks, west of the CRA. The Pinellas County Board of County Commissioners has delegated authority to the Tarpon Springs Community Redevelopment Agency to plan for the CRA.

### **The Historic District**

A portion of the Special Area Plan covers a portion of the City of Tarpon Springs Historic District. In 1990 the city adopted the Historic Resources Ordinance and established the local Historic District which incorporated the National Register Historic District and created the Heritage Preservation Board (HPB) to maintain the historic charm and character of Tarpon Springs. The HPB reviews proposed improvements and modifications to structures located in the historic district through the Certificate of Approval process. The board uses design guidelines and adopted standards in the city's land development regulations to review any construction, alteration, restoration or rehabilitation that requires a building permit and affects the exterior appearance of buildings in the district.

The adoption of the Special Area Plan will not affect the integrity or current procedures in place within the Historic District. The guidelines and standards of the district will supersede those of the Special Area Plan and any subsequent changes to the City's land development regulations.

## **F. PUBLIC EDUCATIONAL FACILITY AND ADJOINING JURISDICTIONS**

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### **The Public School System**

Impacts upon public schools were calculated using the Pinellas County Development Tracking spreadsheet (countywide system approved by the Department of Community Affairs for tracking school impacts) using the potential residential increase of 2,069 units as shown in Table 5-4. The tracking system takes into account existing approved developments, existing students, current and projected capacity and automatically calculates the expected future impact (last column of the spreadsheet).

**Table 5-4: Potential Public School Facility Impacts**

Current and 5-Year Projected Student Impact on Public School Facilities  
Associated with Future Land Use Case: \_\_\_\_\_ Date: \_\_\_\_\_

Impacted Concurrency Service Area (CSA)*	Current Year Enrollment	5 Year Projection	Current Year Capacity	Anticipated 5 Year Capacity	Current Utilization	Anticipated 5 Year Utilization Vested Only	Anticipated 5 Year Utilization Vested with FLUM Amendment
ELE CSA D	10498	10530.5	11996	12036	87.5%	87.5%	90.1%
MID CSA C	8668	8375.9	9200	9376	94.2%	89.3%	90.9%
HIGH CSA	32726	30526.8	36329	36479	90.1%	83.7%	84.3%
Total Change in Residential Units**	2069						
Total Elementary Students	310.38						
Total Middle Students	144.83						
Total High Students	208.8						
Reserved Seats for Elementary Students	0						
Reserved Seats for Middle Students	0						
Reserved Seats for High Students	0						

\* Concurrency Service Area as delineated in the Public School Facilities Element (see Figures 1, 2, and 3).

\*\* Total Change in Residential Units is defined as the increase or decrease in the number of residential units associated with the proposed Future Land Use Map Amendment.

It is important to note that this analysis is based upon a full implementation period of 5 years, whereas the future build-out time-frame of the Special Area Plan is likely to be 20-25 years. Lastly, if the full redevelopment of residential build-out under the current FLUM designations are considered (Table 5-4) and compared to the full residential redevelopment of the character districts, there is actually a small net decrease of units. For consistency of analysis, however, the proportionate yield methodology is used.

The Special Area Plan is not anticipated to have a substantial impact on the public school system. The number of school age children in the subject area is expected to continue to decrease in the coming years. Also, the majority of the type of residential development encouraged by the plan (i.e. mixed-use buildings, multiple family residential, live-work housing, garden apartments and townhomes) typically carries a lower school age child per household rate, thus decreasing the potential for impacts.

### Adjoining Jurisdictions

The Special Area Plan is not adjacent to an adjoining jurisdiction.

# 6. APPENDIX

**NOTICE OF TRANSFER OF DEVELOPMENT RIGHTS**

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**SPECIAL DENSITY TRANSFER WARRANTY DEED**

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