City of St. Petersburg
Committee of the Whole
Meeting of March 28, 2019 @ 10:45 p.m.
City Hall - Room 100

A. Call to Order – Council Chair Charlie Gerdes

B. Discussion Items
   a. Weeki Wachee Fund – Maximo Park (Kornell)
   b. BRT Project – Evan Mory; Cheryl Stacks
   c. Discussion regarding Draft Complete Street Implementation Plan – Evan Mory; Cheryl Stacks

C. Next Meeting – April 25, 2019 @ 2:00 p.m., City Hall - Room 100
   FY20 – Capital improvement Projects Budget

D. Adjournment
TO: City Council Chair Charlie Gerdes, and Members of City Council
FROM: Evan Mory, Transportation & Parking Management Director
DATE: March 22, 2019
RE: COW Discussion Regarding BRT Project - Design Discussion Regarding Bike Lanes and Parking

As Council is aware, PSTA is working with the City and other various stakeholders to design a Bus Rapid Transit route from Downtown St. Petersburg to St. Pete Beach. During the planning phase of the project it was determined that there is not sufficient roadway width to keep all of the existing lane assignments on the 1st Avenues between 20th Street and Pasadena Avenue. Existing conditions are minimum-width vehicle lanes, bike lanes, and parking stalls which is causing certain operational and safety concerns at this time but is kept in place to serve as many needs of the driving, parking, and cycling public as possible. It has been determined that the roadway lane assignments will need to be re-allocated in order to properly design the BRT route. This is primarily due to the fact that BRT vehicles, like other transit and school buses as well as large trucks have an overall width of 10.5' including side mirrors. Additionally, by reallocating lanes in this roadway section, remaining parking stall widths will be improved when the project restriping is installed which should decrease yard parking and improve safety for drivers and passengers entering and exiting their parked vehicles.

The proposed restriping plan falls into two categories. For the section of the 1st Avenues west of 31st Street, the current design proposes to shift the existing bike lanes to Central Avenue. While this may be less desirable to some people who currently or could use the bike lanes on the 1st Avenues, it has been determined that due to the fact that the bike lanes can be moved to Central Avenue with minimal impacts, they should be in order to preserve parking on both sides of the roadways for the approximate 40 blocks of both 1st Avenues North and South. The City is currently working with the County to initiate this as part of a planned resurfacing project since the County owns and maintains this section of roadway.

The second category is a section of the 1st Avenues between 20th and 31st Street where the existing bike lanes cannot be moved to Central Avenue unless the existing angled parking were changed to parallel parking along with other intersection changes. This would have a dramatic effect on the number of spaces located on the primary retail corridor which experiences much higher parking occupancy than the 1st Avenues. The existing shared lane markings were recently installed and added to Central Avenue to encourage bicyclists to use the street instead of the sidewalks. They instruct people on bicycles to ride in the
MEMORANDUM

middle of the lane for their safety and inform motorists of the location in which they should expect people to ride bikes. The shared lane markings are the only way to reasonably accommodate cyclists on the roadway but are not as desirable as true bike lanes. Recent observations indicate that in a 12 hour daylight period it can be expected that over 225 people will utilize the existing bike lanes in a given day, plus those who ride in non-daylight hours. For these reasons, the option to move bike lanes to Central Avenue in this section is not being entertained.

Due to the decision not to move bike lanes to Central Avenue between 20th to 31st Streets, two alternatives for the 1st Avenues were developed for consideration in this 11-block section. The first alternative is to remove the bike lanes and preserve parking on both sides of the roadway. People on bike would be notified through wayfinding signs and shared lane markings that they could continue on the 1st Avenues in the travel lane or use 20th Street to transition to Central Avenue where in the travel lane they would share the lane with slower moving vehicular traffic. The second alternative preserves the parking on the left side of the roadway except for where one station is planned, but eliminates the right-side parking in favor of preserving a bicycle lane. This alternative would also allow for the parking on the left side to be brought up from minimum width to a more comfortable width of 9’ while also allowing the bike lane to be increased to 7’ from 5’ along with the increased width for the BRT lane (which is also shared with all left turning vehicles).

The removal of on-street parking should normally be avoided if possible, like is being accomplished for the remaining portions of the route both east and west of this section. In fact, the City has been actively working with the Grand Central District (which spans both the 1st Avenues and Central from 16th Street to 32nd Street) to increase on-street parking where possible. To date, 32 new spaces have been created by determining that some driveways and turn lanes could be eliminated in favor of adding on street parking. Staff will continue to work with the association and property owners to find additional parking for the district regardless of the ultimate roadway configuration.

Because the planning-level design showed that a decision would most likely be needed to choose between full bike-lane elimination or partial parking elimination, staff began collecting data and conducting public engagement over a year ago. Data indicates that the parking occupancy, on average for the two avenues, is only 30 and 32% which would indicate that removing approximately half the parking would result in retention of adequate parking capacity. However, the average has been calculated for the entire corridor between 20th and 31st Streets, and certain areas are more congested and other areas are less. Parking during special events will be more challenging if the supply is reduced, however the BRT service may help to relieve that pressure. Parking demand at times should be expected to cause better utilization of available off-street parking and should be easily absorbed within a reasonable walking distance in almost every circumstance.
Feedback has been received both in favor of parking retention and bike lane retention. During staff’s presentation additional data will be discussed as well as the public engagement process and feedback received. During the first meeting that this item was discussed with the HLUT Committee (January 10, 2019), staff indicated that it was too early to make a final recommendation. However, based on the information available at the time, it was stated that the recommendation was leaning towards preserving the bike lanes.

Based on additional data, public engagement, and analysis, Administration has solidified its position that retention of the bike lane is in the best interest of the City and what PSTA should be requested to accommodate in the BRT design.

Attachments: Public Engagement Flyers
Position Statement from Grand Central District
Cheryl N. Stacks, P.E., PTOE, AICP
Transportation Manager
City of St. Petersburg

Dear Cheryl

Following multiple meetings on the Bus Rapid Transit (BRT) project with the Pinellas County Transit Authority (PSTA) and City of St. Petersburg respective staff members over the last six years, the Grand Central District Association Board (GCDA) has arrived at the following recommendation.

The proposed changes to the existing parking spots on 1st Avenues North and South to dedicated bicycle lanes between 20th and 31st Streets is our preferred choice.

While admittedly, losing some underutilized parking in those corridors isn't optimal for the growing residential population and businesses, the potential gain in allowing citizens and visitors to move through the city and to our district may have an enormous impact on the GCD.

In discussion with association members and the Board, the option to move the bike lane to Central Avenue was almost unilaterally opposed. Current parking configurations and host of motor vehicle and bicycle safety concerns were cited most often.

Grand Central would like to thank Evan Morey, Abhishek Dayal, Cheryl Stacks and Tom Whalen and associated staff members for involving us in the discussion about the future of transportation in the city and greater Bay Area region.

[Signature]

Jonathan Tallon
Board President
The City of St. Petersburg and Pinellas Suncoast Transit Authority (PSTA) are in the design stages of introducing Bus Rapid Transit (BRT) service in the Central Avenue corridor. This project will be the first premium transit service in Tampa Bay.

The Central Ave BRT will complement existing Central Avenue Trolley service with high quality, expedited, limited-stop travel from downtown St. Petersburg to St. Pete Beach, seven days a week on 1st Avenue N (westbound) and 1st Ave S (eastbound).

Goals of the Central Avenue BRT project include:

- Support local revitalization and economic development plans
- Attract new ridership (BRT is anticipated to be used by 4,500 passengers each day)
- Support residents and tourists with a fast, convenient transportation option between two of Pinellas’ major destinations
- Connect residents to employment opportunities

What does BRT mean for Central Avenue and 1st Avenues?

To add BRT service, the lane configuration of 1st Avenue N and 1st Avenue S must be changed to widen the left-most lane for Business Access and Transit (BAT), to be used by BRT and turning vehicles at intersections and into homes and businesses. Previous traffic studies completed by PSTA along 1st Avenues, demonstrate that the BAT lanes will not cause an increase in congestion. The City is collecting comments from the community regarding two options for bicycling and parking along the avenues between 20th Street and 31st Street until Friday, March 15, before presenting the City's preferred option to PSTA.

Existing: 1st Avenue
1st Avenue N - 20th Street to 66th Street
1st Avenue S - Pasadena Ave to 16th Street
**Bus Rapid Transit (BRT)**

**Grand Central Area**

**Alternative 1**

Removing one aisle of parking, widening parking on left side of street, retaining and widening bike lane

Considerations for both 1st Avenues:

- Parking aisle on left side retained and spaces widened for more comfortable parking
- Bike lane retained and widened to continue bike lane from Downtown to 31st Street

Considerations for Central:

- No change to parking
- Bicyclists will use existing shared lanes

**Alternative 2**

Retaining parking on both sides and widening parking aisles, except at Station Area near 22nd Street, add shared lane markings for bicyclists who chose to remain on 1st Avenue after the bike lane ends

Considerations for 1st Avenue South:

- Left-most lane widened to 12’ and dedicated to BRT and turning vehicles to access businesses and homes
- Bike lanes can be retained on 1st Avenue South in Downtown, including protected bikeway that’s east of MLK Street. Intersecting roads, such as 31st Street and 20th Street with bike lanes will help form a connected network for bicyclists. To continue this bicycle route network, bicyclists should be expected on 1st Avenue South and shared lane markings are appropriate.

Considerations for 1st Avenue North:

- Bike lanes can be retained on 1st Avenue North from Downtown so bicyclists should be expected on 1st Avenue North, even if there is no bike lane west of 20th Street, so shared lane markings are appropriate
- Dedicated left-most lane widened to 12’ and dedicated to BRT vehicles and turning vehicles to access businesses and homes

Considerations for Central:

- Bike lanes cannot be added to Central Avenue east of 31st Street due to the angled parking; bicyclists will use existing shared lane markings

For more information and to provide feedback, visit stpete.org/transportation.
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What does BRT mean for Central Avenue and 1st Avenues?

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Grand Central Area

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Considerations for 1st Avenue South:
- Parking aisle on left side retained and spaces widened for more comfortable parking
- Bike lane retained and widened to continue bike lane from Downtown to 31st Street

Considerations for Central:
- No change to parking
- Bicyclists will use existing shared lanes

Alternative 2

Retaining parking on both sides and widening parking aisles, except at Station Area near 22nd Street, add shared lane markings for bicyclists who chose to remain on 1st Avenue after the bike lane ends and before it starts in Downtown

Considerations for 1st Avenue South:
- Left-most lane widened to 12’ and dedicated to BRT and turning vehicles to access businesses and homes
- Bike lanes can be retained on 1st Avenue South in Downtown, including protected bikeway that’s east of MLK Street. Intersecting roads, such as 31st Street and 20th Street with bike lanes will help form a connected network for bicyclists. To continue this bicycle route network, bicyclists should be expected on 1st Avenue South and shared lane markings are appropriate.

Considerations for Central:
- Bike lanes cannot be added to Central Avenue east of 31st Street due to the angled parking; bicyclists will use existing shared lanes

What’s the parking like on 1st Avenue South (between 20th Street and 31st Street) and how is it being used now?
- Parking available on both sides of all blocks (except north side of 2200 block); number of spaces varies based on driveways and other factors; some driveways are very wide, which significantly restricts the number of parking spaces that can be marked along the block
- Parking largely serves as overflow for the adjacent commercial properties, multi-family residential, and limited single-family residential uses
- Average occupancy is 30%; highest occupancy is generally east of 22nd Street, with average occupancy in those blocks near 60%

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**BUS RAPID TRANSIT (BRT)**

**FIRST AVENUE NORTH**

**Grand Central Area**

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Considerations for 1st Avenue North:
- Bike lanes can be retained on 1st Avenue North from Downtown so bicyclists should be expected on 1st Avenue North, even if there is no bike lane west of 20th Street, so shared lane markings are appropriate
- Left-most lane widened to 12' and dedicated to BRT and turning vehicles to access businesses and homes

Considerations for Central:
- Bike lanes cannot be added to Central Avenue east of 31st Street due to the angled parking; bicyclists will use existing shared lanes

**What's the parking like on 1st Avenue North (between 20th Street and 31st Street) and how is it being used now?**
- Parking available on both sides of all blocks (except south side of 2000 block); number of spaces varies based on driveways and other factors
- Parking largely serves as overflow for the adjacent commercial properties, multi-family residential, and limited single-family residential uses
- Average occupancy is 32%; peak occupancy is about 60% and occurs both at lunch time and the evening

For more information and to provide feedback, visit stpete.org/transportation.

Transportation and Parking Management
727-892-5341
www.stpete.org/transportation
BUS RAPID TRANSIT BASICS

- Service quality of rail transit combined with the flexibility and cost-effectiveness of buses
- BRT systems may include a range of features:
  - Semi-dedicated lanes
  - Upgraded/uniquely branded stations with level-boarding and off-board fare collection
  - Signal priority for schedule adherence
  - More frequent service and longer operating hours
  - Additional passenger capacity including bikes and wheelchairs
- Address population and employment growth
- Support economic development
CENTRAL AVENUE BUS RAPID TRANSIT

- Highest ridership corridor in Pinellas County
- Better serve increasing transportation needs for workers, tourists, residents and businesses
- Reduce current travel time (end-to-end) 30%
- Provide a fast, easy & reliable car-free option to/from major destinations and residential areas

REGIONAL VISION FOR PREMIUM TRANSIT AND BRT
WHEREAS, PSTA and the City have worked in partnership to develop and analyze alternative routes to connect the regionally significant activity center of downtown St. Petersburg with the County’s tourist-driven economic base along the Gulf Coast beaches; and

WHEREAS, the City has worked cooperatively with PSTA in the development of the capital elements to be included in the Project, including but not limited to a semi-dedicated bus lane, construction of new station/stops designed for a limited stop service, reconstruction of the 1st Avenue North and 1st Avenue South corridors as needed, improved traffic signal technology, and 60’ articulated bus vehicles; and

WHEREAS, the public engagement process for the Project included dedicated public meetings as well as presentations provided to various community groups and individuals to gather comments and recommendations from stakeholders; and

WHEREAS, PSTA and City representatives will continue discussions with stakeholders through the design and construction of the Project; and
PROJECT CHARACTERISTICS

- 11-mile Bus Rapid Transit corridor
- 17 stations/station pairs
- Serves cities of St. Petersburg, South Pasadena and St. Pete Beach
- Projected ridership of 4,500/day

PLANNING DECISIONS REVIEW
SEMI-DEDICATED BUSINESS ACCESS AND TRANSIT (BAT) LANE

- Necessary component required to meet criteria for Federal funding (at least 50% of the route)
- Traffic analysis conducted that considered the traffic impacts along the route, including BAT lanes on the 1st Avenues
- By utilizing signal timing adjustments LOS on the 1st Avenues actually improves the intersection LOS for the 2 existing LOS E intersections and overall only 2 intersections will operate at LOS D while also accommodating the BRT project requirements
Table 3-1: No Build (2020) Intersection Level of Service

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Table 3-3: Alternative Two (2020) Intersection Level of Service

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PLANNING DECISIONS REVIEW
LEFT-SIDE OPERATIONS WITH RIGHT-SIDE BOARDING

PLANNED BRT STATION ON 1ST AVENUE NORTH AT 58TH STREET
RECENT COMMUNITY OUTREACH

Several neighborhood and stakeholder meetings conducted in 2018-2019:

- Palmetto Park
- Grand Central District
- CONA
- Central Oak Park
- Methodist Town
- Historic Kenwood
- EDGE District
- Pasadena Cove Condominiums
- Harborside Condominiums
- USF St. Petersburg
- Tradewinds
- Don Cesar Resort
- St. Pete Chamber of Commerce

PLANNING DECISIONS REVIEW
1ST AVENUES CROSS-SECTION

Typical Existing Cross-Section West of 16th Street

EXISTING
1st Avenue
1st Avenue N - 20th Street to 66th Street
1st Avenue S - Pasadena Ave to 16th Street
PLANNING DECISIONS REVIEW
1ST AVENUES CROSS-SECTION

Typical Existing Cross-Section West of 16th Street

All lanes currently at minimum widths
- 7-8' parking aisles
- 10' travel lanes
- 5' bike lane

Wider (12') lane is needed to successfully operate the BRT within the BAT lane.

Existing cross-section must be changed.

Typical parking conditions along 1st Avenues showing vehicles parked with tires over the granite curbs due to narrow parking aisles near travel lanes with high motor vehicle speeds.

PLANNED 1ST AVENUES CROSS-SECTION
WEST OF GRAND CENTRAL

1st Avenues
- Parking aisles on both sides retained and widened
- Left-most lane widened to 12' to serve as BAT lane
- Bike lane removed and relocated to Central Avenue

Central Avenue
- Bike lane relocated and added to Central Avenue
- Curb lane is sufficiently wide to add a bike lane
- Popular destinations for bicyclists
At Station Areas, parking on left side to be converted as necessary to allow room for transit stations. Minor widening to move the curb (up to approximately 3') may also be necessary. However, the limited number of stops means the impacts to existing land use will be minimal.

REMAINING PLANNING DECISION ALTERNATIVES AREA OF FOCUS
PROPOSED ALTERNATIVE 1 - BIKE LANES

- Bike lane retained and widened to add painted buffer
- Parking aisle on left side retained and widened
- Left-most lane widened to 12’ to serve as BAT lane

PROPOSED - Alt 1
Parking on Left and Buffered Bike Lane on the Right
1st Avenue N and S
20th Street - 31st Street

PROPOSED ALTERNATIVE 1 - BIKE LANES STATION AREA

Near 22nd Street, parking on left side to be converted as necessary to allow room for transit station. Minor widening to move the curb (up to approximately 2-3’) may also be necessary.
PROPOSED ALTERNATIVE 2 – SHARED LANES WITH PARKING BOTH SIDES

- Bikes lanes removed and shared lane markings added to right lane
- Parking aisle on both sides retained and widened
- Left-most lane widened to 12' to serve as BAT lane

PROPOSED ALTERNATIVE 2 – SHARED LANES WITH PARKING BOTH SIDES STATION AREA

Near 22nd Street, parking on left side to be converted as necessary to allow room for transit station. Minor widening to move the curb (up to approximately 3') may also be necessary.
ON-STREET PARKING OCCUPANCY ASSESSMENT

- Requested based on feedback from community in Fall 2017
- City of St. Petersburg completed on-street parking assessment, Fall 2017 (updated in early 2019):
  - Conducted along both sides of 1st Avenues N and S between 16th Street and 34th Street
  - Identified the number of spaces by block and average occupancy at various time points
    - 7 am (weekdays only), 11 am, 1 pm, 6 pm
    - Weekdays and Weekends

PARKING OCCUPANCY ASSESSMENT GENERAL FINDINGS – 1st AVENUES

- Staff collected data at 23 different time periods to review parking occupancy and also reviewed utilization of off-street lots during afternoon and evening.

- Parking aisle closest to Central Avenue is generally more occupied, except certain blocks adjacent to multi-family residential.

- Average occupancy for both avenues is 30-32%, with highest-utilized blocks averaging 60% occupancy. Highest average occupancy for the entire corridor was observed on Saturday, January 29, 2019 at 6pm (37%).
FOCUS AREA CONSIDERATIONS
20TH STREET TO 31ST STREET

- Continuity of Bike Network with dedicated bike lanes
  - Includes total removal of parking on one side (right side) and retains bike lane (right side);

  OR

  - Retains both aisles of parking and removes dedicated bike lanes (replaced with shared lane marking as bicyclists will be expected in curb lane)

- Average parking occupancy is generally 30%, though varies with certain blocks utilized at higher frequencies.

- Existing bicycle use varies and but has been as high as 300 cyclists in a given day.
GREATER GRAND CENTRAL AREA
OPEN HOUSE – JANUARY 8, 2019

Approximately 30 people in attendance with 8 written comments

5 people commented in favor of retaining bike lanes, and especially noted concerns with shared lane markings on the 1st Avenues and the proposed transition to Central Avenue on 20th Street if the bike lane was terminated.

0 people commented in favor of parking retention, with one person suggesting that parking could be removed at a later date to add another motor vehicle lane to compensate for the BRT lane.

3 people did not state a preferred alternative.

GRAND CENTRAL AREA
CANVASSING & SURVEY SUMMARY

Over 75 points of contact, through direct communication or via emailed or voicemail comments

In-Person Canvassing along 1st Avenues – 63 Contacts
• 11 in favor of Dedicated Bike Lane (Alt. 1)
• 14 in favor of Retained Parking Lanes (Alt. 2)
• 38 did not state a preference

Survey Summary – 15 Responses
• 3 in favor of Dedicated Bike Lane (Alt. 1)
• 11 in favor of Retained Parking Lanes (Alt. 2)
• 1 did not state a preference, just support of BRT
GRAND CENTRAL AREA
STATED PREFERENCES

- Mayor’s Bicycle Pedestrian Advisory Committee has voted to indicate a preference for Alternative 1 that preserves the bike lanes
- Complete Streets Committed has voted to indicate a preference for Alternative 1
- Discussions and presentations with adjacent neighborhood associations has not resulted in formal positions
  - Historic Kenwood
  - Palmetto Park
- St. Pete Chamber has indicated support for BRT though has not stated a preferred alternative for this section
- Grand Central District Association provided letter indicating preference for Alternative 1

NEXT STEPS

- 60% Design Plans need to be completed in Summer 2019 with this decision resolved
- Design completion in mid-late 2019
- Execute Interlocal Agreement between City and PSTA for City’s funding contribution
- Support Construction
CENTRAL AVENUE BUS
RAPID TRANSIT
GRAND CENTRAL AREA
CROSS SECTION
City Council Committee of the Whole
MARCH 28, 2019
TO: City Council Chair Charlie Gerdes, and Members of City Council
FROM: Evan Mory, Transportation & Parking Management Director
DATE: March 22, 2019
RE: COW Discussion Regarding BRT Project - Design Discussion Regarding Bike Lanes and Parking

As Council is aware, PSTA is working with the City and other various stakeholders to design a Bus Rapid Transit route from Downtown St. Petersburg to St. Pete Beach. During the planning phase of the project it was determined that there is not sufficient roadway width to keep all of the existing lane assignments on the 1st Avenues between 20th Street and Pasadena Avenue. Existing conditions are minimum-width vehicle lanes, bike lanes, and parking stalls which is causing certain operational and safety concerns at this time but is kept in place to serve as many needs of the driving, parking, and cycling public as possible. It has been determined that the roadway lane assignments will need to be re-allocated in order to properly design the BRT route. This is primarily due to the fact that BRT vehicles, like other transit and school buses as well as large trucks have an overall width of 10.5' including side mirrors. Additionally, by reallocating lanes in this roadway section, remaining parking stall widths will be improved when the project restriping is installed which should decrease yard parking and improve safety for drivers and passengers entering and exiting their parked vehicles.

The proposed restriping plan falls into two categories. For the section of the 1st Avenues west of 31st Street, the current design proposes to shift the existing bike lanes to Central Avenue. While this may be less desirable to some people who currently or could use the bike lanes on the 1st Avenues, it has been determined that due to the fact that the bike lanes can be moved to Central Avenue with minimal impacts, they should be in order to preserve parking on both sides of the roadways for the approximate 40 blocks of both 1st Avenues North and South. The City is currently working with the County to initiate this as part of a planned resurfacing project since the County owns and maintains this section of roadway.

The second category is a section of the 1st Avenues between 20th and 31st Street where the existing bike lanes cannot be moved to Central Avenue unless the existing angled parking were changed to parallel parking along with other intersection changes. This would have a dramatic effect on the number of spaces located on the primary retail corridor which experiences much higher parking occupancy than the 1st Avenues. The existing shared lane markings were recently installed and added to Central Avenue to encourage bicyclists to use the street instead of the sidewalks. They instruct people on bicycles to ride in the
middle of the lane for their safety and inform motorists of the location in which they should expect people to ride bikes. The shared lane markings are the only way to reasonably accommodate cyclists on the roadway but are not as desirable as true bike lanes. Recent observations indicate that in a 12 hour daylight period it can be expected that over 225 people will utilize the existing bike lanes in a given day, plus those who ride in non-daylight hours. For these reasons, the option to move bike lanes to Central Avenue in this section is not being entertained.

Due to the decision not to move bike lanes to Central Avenue between 20th to 31st Streets, two alternatives for the 1st Avenues were developed for consideration in this 11-block section. The first alternative is to remove the bike lanes and preserve parking on both sides of the roadway. People on bike would be notified through wayfinding signs and shared lane markings that they could continue on the 1st Avenues in the travel lane or use 20th Street to transition to Central Avenue where in the travel lane they would share the lane with slower moving vehicular traffic. The second alternative preserves the parking on the left side of the roadway except for where one station is planned, but eliminates the right-side parking in favor of preserving a bicycle lane. This alternative would also allow for the parking on the left side to be brought up from minimum width to a more comfortable width of 9' while also allowing the bike lane to be increased to 7' from 5' along with the increased width for the BRT lane (which is also shared with all left turning vehicles).

The removal of on-street parking should normally be avoided if possible, like is being accomplished for the remaining portions of the route both east and west of this section. In fact, the City has been actively working with the Grand Central District (which spans both the 1st Avenues and Central from 16th Street to 32nd Street) to increase on-street parking where possible. To date, 32 new spaces have been created by determining that some driveways and turn lanes could be eliminated in favor of adding on street parking. Staff will continue to work with the association and property owners to find additional parking for the district regardless of the ultimate roadway configuration.

Because the planning-level design showed that a decision would most likely be needed to choose between full bike-lane elimination or partial parking elimination, staff began collecting data and conducting public engagement over a year ago. Data indicates that the parking occupancy, on average for the two avenues, is only 30 and 32% which would indicate that removing approximately half the parking would result in retention of adequate parking capacity. However, the average has been calculated for the entire corridor between 20th and 31st Streets, and certain areas are more congested and other areas are less. Parking during special events will be more challenging if the supply is reduced, however the BRT service may help to relieve that pressure. Parking demand at times should be expected to cause better utilization of available off-street parking and should be easily absorbed within a reasonable walking distance in almost every circumstance.
Feedback has been received both in favor of parking retention and bike lane retention. During staff’s presentation additional data will be discussed as well as the public engagement process and feedback received. During the first meeting that this item was discussed with the HLUT Committee (January 10, 2019), staff indicated that it was too early to make a final recommendation. However, based on the information available at the time, it was stated that the recommendation was leaning towards preserving the bike lanes.

Based on additional data, public engagement, and analysis, Administration has solidified its position that retention of the bike lane is in the best interest of the City and what PSTA should be requested to accommodate in the BRT design.

Attachments: Public Engagement Flyers
Position Statement from Grand Central District
MEMORANDUM

TO: City Council Chair Charlie Gerdes, and Members of City Council
FROM: Evan Mory, Transportation & Parking Management Director
DATE: March 22, 2019
RE: COW Discussion Regarding Draft Complete Streets Implementation Plan

Please find attached a detailed Power Point Presentation as backup material for the March 28th meeting to discuss the Draft Complete Streets Implementation Plan. The purpose of the March 28th meeting is to review the major components of the Plan including several relatively minor changes that have been made since we last met with Council based upon continued public engagement and refinement. It is staff’s desire to receive near-final input from Council on the Plan in order that we may finalize it in a timely manner based on the direction provided by the full Council Committee.

The Plan’s major components are available in the Power Point such as the overall goals and objectives as well as strategic approaches intended to realize the benefits of the Complete Streets concepts contained within the Plan. Perhaps the most important portions of the plan document are the City maps which show the physical environment the Plan strives to achieve over the next 20+ years – the maps truly are the essence of the Plan. The quadrant maps are not significantly different than what has been displayed at City Hall in the past, but they will be displayed again at City Hall the week of March 25th in order that Council and others may see the maps on a large-scale basis. The entire draft plan is available at www.stpete.org/completestreets. As final input from Council is received, staff will also be making final formatting and other minor changes required to bring the plan to Final Draft stage. Once Final Draft stage is achieved, the plan will be scheduled for full Council’s consideration and formal approval.

We look forward to discussing the draft Plan with Council on the 28th and hope that Council agrees that the Plan fulfills the goals of the previously approved Council Complete Streets Resolution and subsequent feedback.

Attachments: Power Point Presentation
St. Petersburg Complete Streets Implementation Plan

City Council Committee of the Whole
March 28, 2019

Evan Mory - Transportation & Parking Management Director
Cheryl Stacks, P.E. - Transportation Manager
Lucas Cruse, AICP – Bicycle Pedestrian Coordinator

Complete Streets Policy

1. Planning and design shall equally consider all modes
2. Land use context matters, not just motor vehicle level of service
3. Implementation Plan to guide future facilities
4. Draw upon all appropriate sources of funding
5. City Departments shall incorporate principles into work plans
"Council hereby affirms its support of the Complete Streets Program, including City of St. Petersburg Administrative Policy #020400 regarding the Complete Streets Program, which calls for the City of St. Petersburg to continue the development of its transportation system with the intent to create a comprehensive, integrated, and connected network where Complete Streets are designed and operated to promote safety and accessibility for all users of our roads, trails, and transit systems, including pedestrians, bicyclists, transit riders, motorists, and operators of commercial and emergency vehicles, and people of all ages and physical and economic abilities."

[emphasis added]
Central Avenue Lane Elimination

Sections of Central Avenue previously included four lanes with two lanes of parallel on-street parking. One lane in each direction was re-purposed to convert the parking to angled spaces. This significantly increased parking capacity and reduced motor vehicle speeds.

Example Complete Streets
4th Street North
Complete Streets Example of Modifications to Improve Bike Lanes through Resurfacing - Pinellas Point Drive South

Before
- Minimum bike lanes adjacent to curb
- Travel lanes with variable widths
- Complaints of excessive speeding

After
- Narrowed travel lanes
- Widened bike lanes
- Added buffer for additional comfort

Complete Streets Example of Modifications to Improve Bike Lanes through Resurfacing - MLK Street North

Before
- 5 vehicle lanes, including center turn lane
- Complaints of excessive speeding
- Limited crossing opportunities
- No bike lane
- Sidewalk located at back of curb in most areas

After
- Repurposed one travel lane
- Narrowed travel lanes
- Bike lanes added with buffer for additional comfort and safety
- Crosswalks under construction
**ST. PETERSBURG Complete Streets Implementation Plan**

- Began in early 2017 and is anticipated to be adopted in Spring 2019
- Guided by the Complete Streets Committee with considerable input from stakeholders and general public
- Serves as the update to the City’s Bicycle Pedestrian Master Plan
- Expected to be updated every four years

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**Public Engagement Activities**

- 4 public Workshops throughout St. Petersburg
- 750+ project surveys completed
- Targeted Stakeholder Meetings
  - Complete Streets Committee
  - BPAC
  - CONA and individual neighborhood associations
  - Chamber tours and presentations
  - Central Avenue Council
  - CAPI presentations
- Majority support shown through public engagement activities
Public Comments

- Early public meetings and comments helped form basis of the Plan’s content and recommendations
- After publication of the first draft additional changes have been made such as:
  - Stronger emphasis on the need to consider LDR amendments that could increase density and/or reduce parking requirements on transit-priority corridors
  - Additional crossings, especially in South St. Petersburg
  - New map showing all potential lane reduction for Plan’s 20+ year implementation cycle
  - Clearer language describing Goals and Objectives

Implementation Plan Highlights Goals and Objectives

- Enhance Safety and Provide Comfortable Access
- Provide Mobility Options for an Integrated Transportation Network
- Provide Transportation Efficiency that Promotes Reliable Travel Times
- Promote Social Equity
- Encourage and Support Economic Development
- Support High Quality of Life and Community Placemaking
- Support Improved Public Health
- Advance Community Sustainability and Environmental Efforts
Implementation Plan Highlights Strategic Approaches for Transportation Network

- Placemaking
- Safety and Maximum Desired Operating Speeds
- Integrated Networks of Facilities for Each Mode
- Transit Oriented Development (TOD)
- Sustainability & Smart Growth
- Health In All Policies

Placemaking
Safety and Maximum Desired Operating Speeds

For design purposes, the Plan identifies Maximum Desired Operating Speeds as a Strategic Approach for improved Public Safety

- Departs from traditional approach in which streets are generally designed to highway standards regardless of land use context which allows for variable speeds and high speeds
- Determined based on consideration for land use, street type, and modal priority, and guided by Complete Streets Committee
- Allows the built environment to be constructed for desired operating speeds that encourage motorists to drive accordingly
- Essential part of placemaking and safety such that corridors prioritized for people and storefronts due not have traffic operating at high speeds

Safety and Maximum Desired Operating Speeds

**WHY SPEED MATTERS**

- **FIELD OF VISION AT 35 MPH**
- **FIELD OF VISION AT 35 TO 40 MPH**

<table>
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<th>HIT BY A VEHICLE TRAVELING AT:</th>
<th>20 MPH</th>
<th>30 MPH</th>
<th>40 MPH</th>
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<td>1 out of 10 pedestrian deaths</td>
<td>1 out of 10 pedestrian deaths</td>
<td>1 out of 10 pedestrian deaths</td>
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Integrated Networks of Facilities for Each Mode

- Leverages historic grid of streets to provide parallel networks for each mode
- Adjacent land use matters
- Connectivity and intuitive transitions between facility types are essential
- Modal Priority guided by Complete Streets Committee
- Coordinated with concurrent planning efforts with PSTA, Forward Pinellas, and FDOT for additional integration with regional transportation

Transit Prioritized Streets and Vehicle Prioritized Streets

- Transit priorities align with PSTA core routes.
- Higher concentration of Vehicle-prioritized corridors in suburban areas with a higher concentration of Transit-Prioritized streets in the traditional neighborhoods.
Combined Vehicle and Transit Prioritized Streets
For Motorists and Transit Operations

- Corridors distributed across the City at roughly 1-mile to 1.5-mile spacing between prioritized streets; contextually appropriate for vehicle type.

- Emphasis is on providing reliable travel times at reasonable speeds for the surrounding context.

Bicycle Network

- Establishes low stress network across City.

- Facility type varies based on context, available right-of-way, etc.

- Full network comprises 20% of street network with corridors identified every 4-5 blocks, and utilizes parallel routes where feasible.
Fully Connected Network for all modes
- Transit priorities coordinated with PSTA and regional transportation planning efforts
- Vehicular priorities include consideration for longer distance trips, freight movement, and suburban areas where the grid breaks down
- Mobility options that encourage shorter trips by bicycle and preserves capacity on the major streets for longer trips

Transit Oriented Development
- Encourage land development that supports walkable and bikeable environments with placemaking that supports local businesses
- Encourage higher densities on locationally-advantaged corridors
- Heightened pursuit of Transit-Oriented Development linked with transit-prioritized corridors
Sustainability and Health in All Policies

Plan supports other critical, related City initiatives such as Health in All Policies and plans, such as the Integrated Sustainability Action Plan

- "Promote the use of Compact and Complete Communities principles for all new development and redevelopment efforts"

- "Develop a community-wide green infrastructure plan that is integrated with all other relevant local plans"

- "Implement an active living program and provide resources and infrastructure to support it"

Implementation Plan Highlights for Transit Users

- Identifies streets to prioritize core routes
  - Aligns with the Advantage Pinellas Plan
  - Supports Transit Oriented Development concepts

- Promotes reliable travel time with opportunities for improvements through prioritized traffic operations

- Considers comfort of transit stops

- Provides improved street crossings
Implementation Plan Highlights for Motorists

- Identifies streets to prioritize vehicle travel
- Promotes reliable travel times
- Designs for contextually appropriate speeds to reduce likelihood for variable and excessive speeding
- Improves design for other roadway users that encourages more predictable movements of people walking and bicycling

Implementation Plan Highlights for Bicyclists

- Establishes low stress network across the City
- Provides facility types that fit context and considers the transitions between them
  - Wider bike lanes
  - Separated bike lanes
  - Trails
  - Neighborhood Greenways
- Neighborhood Greenways
  - Leverages prior investments in neighborhood traffic calming
  - Improved crossings of major streets
Implementation Plan Highlights for Pedestrians

- More and better crossings
- Continued pursuit of filling sidewalk gaps that's coordinated with ADA Transition Plan
- User comfort factored into decision-making
  - Wider sidewalks
  - Buffered from adjacent motor vehicle traffic
  - Landscape and shade considered

Implementation Plan Highlights Realizing Complete Streets

**Ongoing Process Improvements**
- Policy Changes
- Project Delivery Changes
- Land Development Regulation Changes
- Demonstration and Pilot Projects

**Capital Program Projects**
- Recommended Network of Connected Facilities
- Phased Implementation with Focus on Next Five Years
- Public Involvement to Happen with Each Project

**Program Enhancements**
- Education
- Encouragement

**Evaluation and Performance Measures**
- Tracking Progress Towards Plan Goals
- Using the Proper Tools and Metrics for Each Project
Implementation Plan
Capital Program
Highlights

North St. Petersburg

Implementation Plan
Capital Program
Highlights

South St. Petersburg
Implementation Plan
Capital Program
Highlights

West St. Petersburg

Implementation Plan
Capital Program
Highlights

Central/Downtown
Implementation Plan
Capital Program Highlights

Phase 1 – Year 1

Implementation Plan
Capital Program Highlights

Phase 1 – Year 1
Phase 2 – Years 2-5
 Implementation Plan Capital Program Highlights

All Phases

Implementation Plan Potential Lane Re-Allocations

- Opportunities to re-allocate lanes to maximize system efficiency and improve public safety
  - Space re-allocation varies - bike lanes, parking, and/or BAT lanes for transit
- Represents small percentage of the City’s road network
- Timing varies
  - Capital program phasing for proactive consideration
  - Could consider during regular pavement maintenance/resurfacing
- For each major project, the process will include
  - Technical analysis that considers all modes
  - Significant public engagement
  - Notification to properties immediately adjacent to the project before final decision is made
Why Complete Streets

Why Complete Streets?

1) Enhances the quality of life for our residents
2) Improves the local economy

How does it enhance quality of life?

• Provides more transportation options for our citizens
• Improves health through providing active transportation opportunities
• Slower speeds reduce likelihood of being seriously injured or killed while using the street system
• Provides walkable neighborhood connections
• Provides bikeable city connections
• Fosters a more family-friendly & age-friendly environment
• Prepares the City for a less car-centric future
• Recognizes the need to protect certain streets as being primarily to serve motor vehicles
Why Complete Streets

How does it improve the local economy?

- People driving slower see the adjacent businesses and their signs along the street – raises awareness that the business is there and is accessible
- Neighborhood-scale retail can serve more nearby residents who can safely access businesses by car, bike, or on foot
- Companies look to relocate or remain in communities where their employees have higher quality of life, particularly companies trying to attract top talent right out of school (Regional Competitiveness)
- Can transform retail/mixed-use corridors to places people want to drive to, not just through (placemaking)

Communities Pursuing Complete Streets

Over 1,400 Complete Streets policies have been passed in the United States, including those adopted by 33 state governments (including the State of Florida).
Tampa – St. Petersburg – Clearwater Metropolitan area ranked #9 in report that quantifies risks to pedestrians and ranks cities/regions according to highest risks.


**ST. PETERSBURG ROADWAY FATALITIES**
**JANUARY - DECEMBER 2018**

**44 PEOPLE KILLED IN TRAFFIC CRASHES IN 2018**

- **1 FATALITY**
  - person riding bicycle

- **15 FATALITIES**
  - people in passenger vehicles

- **7 FATALITIES**
  - people riding bicycles

- **7 FATALITIES**
  - people riding motorcycles

- **14 FATALITIES**
  - people walking

**MOTOR VEHICLES ONLY**

**VULNERABLE ROADWAY USERS**
Why Complete Streets

Implementation Plan Next Steps

- Refinement of Plan Document

- March 28th City Council COW

- Council Considers Plan Adoption (April/May)
Today Through Full Council Meeting

- Seeking Council’s input on the plan today – particularly the overall Plan including goals, objectives, and maps
- Full Draft Plan is available online at www.stpete.org/completestreets
- Hard copies available upon request
- Staff available for individual meetings, or to receive written comments from Council members
- Staff to finalize Plan draft and schedule for consideration by full Council for a vote April/May

St. Petersburg
Complete Streets Implementation Plan

For more information, see www.stpete.org/completestreets