STAFF REPORT

Community Planning and Preservation Commission
Certificate of Appropriateness Request

For Public Hearing and Executive Action on July 9, 2019 beginning at 2:00 p.m. in the Auditorium, The Sunshine Center, 330 Fifth Street North, St. Petersburg, Florida

According to Planning and Development Services Department records, no commissioner resides or has a place of business within 2,000 feet of the subject property. All other possible conflicts should be declared upon the announcement of the item.

Figure 1: Dr. ML King, Jr. Street South Bridge over Booker Creek, facing southwest. Photo taken June 2019.

Case No.: 18-90200055
Address: Dr. MLK St S from 6th Ave S to 7th Ave S
Date of Construction: Circa 1920
Local Landmark: Roser Park Local Historic District (HPC 87-01) – Contributing Structure
Owner: City of St. Petersburg
Request: Request for a Certificate of Appropriateness for demolition
Historical Context and Significance

Designation and Previous Determinations of Significance

The Roser Park area was developed by Charles Martin Roser beginning in the early 1910s as an early planned suburb of downtown St. Petersburg. From this time, the area’s development was influenced by its unique topography. Booker Creek, the body of water which the subject bridge crosses, and its surrounding parkland serve as a focal point of the neighborhood. The area was developed with, and has since retained, single-family residences of various architectural styles which represent St. Petersburg’s early development, including Craftsman and Colonial Revival. Elements of the urban landscape dating to the area’s early development, including rusticated concrete block retaining walls, brick streets, and parkland, have also been retained and continue to define Roser Park’s distinct character.

Roser Park Local Historic District (HPC 87-01) was designated to the St. Petersburg Register of Historic Places in 1987. The subject bridge is located within the boundaries of, and discussed in the designation reports as a contributing structure to, the local district. As a contributing structure to the local historic district, alterations, demolition, and new construction require the issuance of a Certificate of Appropriateness (COA). Per the City’s COA Matrix, demolition requires review by the Community Planning and Preservation Commission (CPPC).

The subject bridge was surveyed as part of the June 2018 Pinellas County Bridges Historic Resource Survey and considered to be potentially individually eligible for listing in the National Register of Historic Places as a result. The survey report included the following evaluation of significance:

The 9th Street South (Dr. M.L. King Jr. Street South) Bridge over Booker Creek in St. Petersburg was constructed in 1914 replacing two earlier wooden bridges across this ravine. This route was one of the earliest roads between the Pinellas settlement along Big Bayou and the new community which grew around the terminus of the Orange belt Railway when it arrived in 1888. The first trolley line built in St. Petersburg extended south to Gulfport at this crossing in 1904. In 1913, County Commissioner F.A. Wood, who lived along 9th Street South, spearheaded the effort to replace the wooden bridge with a concrete one. Designed by engineer C.C. Whitaker of Atlanta, the Edwards Construction Company built the bridge with the $18,750 cost split by the City, the County, and the St. Petersburg Investment Company…

Measuring 160 ft. long, the concrete bridge would be 45 ft. wide incorporating a 24 ft. roadway, with six ft. sidewalks, and the trolley line along the west side when constructed. This concrete Tee Beam bridge now has two lanes of southbound traffic flanked by pedestrian walkways lined with low concrete walls with square columns, pipe handrails, and cast decorative globe lamps. With an integral abutment, the bridge incorporates six spans measuring 36 ft. in length supported by open piles and piles set on walls. The bridge opened to traffic in March 1914… Within a week of its completion, developer C.M. Roser, who owned the land along the creek to the east of the bridge, hired the Edwards Construction Company to build two additional bridges at 6th Street and 8th Avenue in his new residential neighborhood to be called Roser Park.

As one of the main routes into the city serving trolley, pedestrian, and automobile traffic, this bridge is historically significant at the local level and for its association with the Edwards Construction Company…

Despite a significant change in the amount and nature of the traffic utilizing the subject bridge, it has retained historic integrity. This is especially true of the bridge’s design from the roadway as it spans the Booker Creek ravine. The majority of the railings that historically bordered the approaches to the bridge,

1 Cardno, Pinellas County Bridges Historic Resources Survey, (2018), 45-46.
shown in Figure 2, have been removed and concrete barriers added to shelter sidewalks from traffic, but the deck and railings of the bridge retain visual integrity (Figure 3).

Figure 2: Postcard showing subject bridge in 1923 or earlier, looking south.²

Figure 3: Subject bridge in 2019, looking south.

² Florida State Library and Archives, Image no. PC13242.
Project Description and Review

Project Description

The application (Appendix A), submitted by the City of St. Petersburg Engineering and Capital Improvements Director on behalf of the Florida Department of Transportation (FDOT) proposes total demolition of the existing bridge.

Although application materials include renderings of a proposed replacement bridge, COAs for the demolition of historic landmarks are generally reviewed by CPPC members separately from any consideration of new construction to avoid inappropriate influence on the Commission’s review of the extant resource’s significance and condition, which should be the focus of demolition review.

However, it is perhaps worth noting that the extant bridge was constructed in 1914 to accommodate a trolley line, two lanes of two-way vehicular traffic, and a pair of sidewalks. Located just outside of the southern boundary of Downtown St. Petersburg, the bridge now carries three lanes of one-way vehicular traffic as it heads south into many of the city’s residential communities, as well as into a main entrance to the Roser Park Local Historic District itself. The cohesion of Roser Park was dramatically affected by the construction of the 8th Street Connector, which splits traffic from its two-way flow along Dr. ML King, Jr Street South to one-way traffic heading northbound along 8th Street and southbound along Dr. ML King, Jr. Street through downtown. The construction of the 8th Street Connector, which opened to traffic in 1980, resulted in the demolition of 14 houses within the present-day boundaries of the Roser Park Local Historic District.3 The possible replacement of the subject bridge with a structure large enough to support two-way traffic along Dr. ML King, Jr. Street South could provide a future opportunity for the demolition of the 8th Street Connector and the reestablishment of this handful of parcels as residential properties.

General Criteria for Granting Certificates of Appropriateness and Staff Findings

1. The effect of the proposed work on the landmark or the property upon which such work is to be done.

The proposal includes total demolition.

2. The relationship between such work and other structures on the landmark site or other property in the historic district.

The subject bridge is highly visible from many significant vistas and contributing properties throughout the western portion of the Roser Park Local Historic District. Its demolition and replacement would result in the noticeable intrusion of a modern piece of infrastructure into the district.

3. The extent to which the historic, architectural, or archaeological significance, architectural style, design, arrangement, texture and materials of the local landmark or the property will be affected.

Although it is an unquestionably contributing and significant element of the Roser Park Local Historic District, the concrete tee beam bridge is not among the most distinctive resources, or even landscape features, of the district. Its removal is not expected to result in a substantial loss of significance or integrity of the district overall.

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4. Whether the denial of a Certificate of Appropriateness would deprive the property owner of reasonable beneficial use of his or her property.

The application (Appendix A) does include information on an option to rehabilitate, rather than replace, the subject bridge; it therefore stands to reason that the denial of a COA for demolition would require the FDOT and/or the City of St. Petersburg to repair the existing bridge and keep it in service. It is noted, however, that the rehabilitation option would ultimately cost an estimated $2.85 million more than pursuing the bridge’s immediate demolition and replacement.

5. Whether the plans may be reasonably carried out by the applicant.

The proposed project appears to be appropriate under this criterion. The FDOT has dedicated a considerable amount of resources to the project already through planning and stakeholder meetings (Appendix B).

6. A COA for a noncontributing structure in a historic district shall be reviewed to determine whether the proposed work would negatively impact a contributing structure or the historic integrity of the district. Approval of a COA shall include any conditions necessary to mitigate or eliminate negative impacts.

This criterion is not applicable to the proposed project.

Additional Guidelines for Demolition

Additional guidelines for demolition. In approving or denying applications for a COA for demolition, the Commission and the POD shall also use the following additional guidelines:

1. The purpose and intent of these additional requirements is to determine that no other feasible alternative to demolition of the local landmark or contributing property can be found.

As noted above, the rehabilitation the subject bridge, a project which would extend its life by approximately 20 years, is cited in the application as a possibility that would ultimately cost $4.25 million, whereas replacement of the bridge in the near future would total $1.4 million. The St. Petersburg Historic and Archaeological Preservation Overlay does not prescribe a dollar amount or proportion at which rehabilitation versus replacement becomes cost-prohibitive.

2. No COA for demolition shall be issued by the Commission until the applicant has demonstrated that there is no reasonable beneficial use of the property or the applicant cannot receive a reasonable return on a commercial or income-producing property.

As noted, rehabilitation allowing an extension of the subject bridge’s lifespan is possible. The bridge is publicly-owned infrastructure and produces no income.
3. The Commission may solicit expert testimony and should request that the applicant furnish such additional information believed to be necessary and relevant in the determination of whether there is a reasonable beneficial use or a reasonable return. The information to be submitted by a property owner should include, but not be limited to, the following information:

   a. A report from a licensed architect or engineer who shall have demonstrated experience in structural rehabilitation concerning the structural soundness of the building and its suitability for rehabilitation including an estimated cost to rehabilitate the property.

   b. A report from a qualified architect, real estate professional, or developer, with demonstrated experience in rehabilitation, or the owner as to the economic feasibility of rehabilitation or reuse of the property. The report should explore various alternative uses for the property and include, but not be limited to, the following information:

   i. The amount paid for the property, date of purchase, remaining mortgage amount (including other existing liens) and the party from whom purchased, including a description of the relationship, if any, between the owner of record or applicant and the person from whom the property was purchased, and any terms of financing between the seller and buyer.

   ii. The most recent assessed value of the property.

   iii. Photographs of the property and description of its condition.

   iv. Annual debt service or mortgage payment.

   v. Real estate property taxes for the current year and the previous two years.

   vi. An appraisal of the property conducted within the last two years. The City may hire an appraiser to evaluate any appraisals. All appraisals shall include the professional credentials of the appraiser.

   vii. Estimated market value of the property in its current condition; estimated market value after completion of the proposed demolition; and estimated market value after rehabilitation of the existing local landmark for continued use.

   viii. Evidence of attempts to sell or rent the property, including the price asked within the last two years and any offers received.

   ix. Cost of rehabilitation for various use alternatives. Provide specific examples of the infeasibility of rehabilitation or alternative uses which could earn a reasonable return for the property.

   x. If the property is income-producing, submit the annual gross income from the property for the previous two years as well as annual cash flow before
and after debt service and expenses, itemized operating and maintenance expenses for the previous two years, and depreciation deduction and projected five-year cash flow after rehabilitation.

xi. If the property is not income-producing, projections of the annual gross income which could be obtained from the property in its current condition.

xii. Evidence that the building can or cannot be relocated.

xiii. The Commission may request that the applicant provide additional information to be used in making the determinations of reasonable beneficial use and reasonable return.

xiv. If the applicant does not provide the requested information, the applicant shall submit a statement to the Commission detailing the reasons why the requested information was not provided.

c. The Commission may ask interested individuals and organizations for assistance in seeking an alternative to demolition.

4. The Commission shall review the evidence provided and shall determine whether the property can be put to a reasonable beneficial use or the applicant can receive a reasonable return without the approval of the demolition application. The applicant has the burden of proving that there is no reasonable beneficial use of the property or that the owner cannot receive a reasonable return. If the applicant fails to establish the lack of a reasonable beneficial use or the lack of a reasonable return, the Commission shall deny the demolition application except as provided below.

5. The Commission may condition any demolition approval upon the receipt of plans and building permits for any new structure and submission of evidence of financing in order to ensure that the site does not remain vacant after demolition.

The subject bridge’s demolition and replacement are inseparably linked. Staff highly recommends that an appropriate replacement be carefully considered and a COA for new construction be approved before this demolition is permitted to begin.

6. The Commission may grant a COA for demolition even though the local landmark, or property within a local historic district has reasonable beneficial use or receives a reasonable return if:

a. The Commission determines that the property no longer contributes to a local historic district or no longer has significance as a historic, architectural or archaeological local landmark; or

As noted above, the subject bridge has been evaluated in the course of numerous studies, some as recent as 2018, and been consistently determined to retain historic significance and integrity.

b. The Commission determines that the demolition of the designated property is necessary to achieve the purposes of a community redevelopment plan or the Comprehensive Plan.

The bridge is not directly addressed by a community redevelopment plan or the City’s Comprehensive Plan, but Dr. ML King, Jr. Street is classified as a Future Major Street by the Comprehensive Plan. As such,
it will be expected to serve as one of the connections between Downtown and the neighborhoods to its south.

7. The Commission may, at the owner's expense, require the recording of the property for archival purposes prior to demolition. The recording may include, but shall not be limited to, video recording, photographic documentation with negatives and measured architectural drawings.

Documentation of the existing bridge has been recommended as part of the Section 106 process by representatives of the State Historic Preservation Office. City staff recommends that, as a contributing resource to a Local Historic District in addition to its National Register eligibility, the City’s Urban Planning and Historic Preservation Division, be given copies of any documentation performed as part of mitigation efforts for the State.

Staff Recommendation

The natural and urban landscapes of the Roser Park Local Historic District are unequivocally incredibly important aspects of the district’s historic significance, and elements of this landscape which have been identified and listed as part of the district’s historic designation are rightfully treated as contributing resources whose alteration requires review through the COA process. In the case of the Dr. MLK, Jr. Street South Bridge over Booker Creek, the resource is undeniably significant due to its historic association with the district’s early development and retains a high degree of integrity allowing it to display this significance. Additionally, the bridge is among the earliest remaining bridges in Pinellas County.

Despite this importance as a historic resource, however, the composition of the subject bridge itself is not among the character-defining built or natural landscape features that make Roser Park so strongly visually distinct from other historic areas of the city. The scarcity of a creek or ravine as deeply recessed as Booker Creek in this location is what creates the uniqueness of the subject bridge.

Further, the nature of Dr. ML King, Jr. Street South has changed over time and it now serves as a major north-south corridor through the city. The existing bridge cinches to three lanes a road which is four lanes wide to both its north and south. While this narrowing of the road and the historic fabric of the bridge do serve as visual clues to the nature of the historic district below, it is also substandard by contemporary measures in a number of ways, as detailed by the application.

The 1980 construction of the 8th Street Connector, which increased the capacity of Dr. ML King, Jr. Street by separating it into two one-way streets in the location of the bridge, resulted in the loss of a number of historic homes and created a visual and physical barrier within the Roser Park Local Historic District. The connector remains in use, though input provided by residents of the area has continued to suggest that their long-term preference would be to see the connector eliminated and the subject bridge returned to use by two-way traffic. This is not the current proposal, but the extant bridge is far from capable of handling such an increased volume.

It is staff’s conclusion that the most appropriate way to address increased traffic volume along Dr. ML King, Jr. Street South is to increase the subject bridge’s capacity and allow traffic to pass the district along its western border, which will require the bridge’s replacement. While the demolition of the 1914 subject bridge will certainly constitute the loss of a historic resource, it appears to be necessary to accommodate surrounding traffic and prevent the cost of an expensive repair which would ultimately result in replacement.

Based on a determination of general consistency with Chapter 16, City Code of Ordinances, staff therefore recommends that the Community Planning and Preservation Commission approve the Certificate of Appropriateness request for the demolition of the Dr. ML King, Jr. Street South Bridge over Booker Creek, with the following conditions:
1. Plans, including receipt of plans for construction permits, evidence of financing, and a general construction timeline for a replacement bridge be approved through the issuance of a Certificate of Appropriateness by the Community Planning and Preservation Commission prior to the demolition of the existing bridge;

2. The replacement bridge be designed to include references to the existing bridge and the historic district; and

3. The plans for a replacement bridge include an entrance marker, in keeping with the Roser Park Neighborhood Association’s branding and satisfactory to COA review, in ROW.

References


Appendix A:

Application No. 18-90200055
TO: Planning and Development Services

ATTN: Laura Duvekot

PROJECT No. 17081-110
MLK St S Bridge Replacement

We are sending you [ ] attached [ ] under separate cover via _____ the following items:
[ ] Shop Drawings [ ] Prints [ ] Plans [ ] Specifications [ ] Samples
[ ] Copy of letter [ ] Change Order [ ]

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<th>Dwg. No.</th>
<th>Item</th>
<th>Comments</th>
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<tr>
<td>1</td>
<td></td>
<td>Certificate of appropriateness application</td>
<td></td>
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</tbody>
</table>

These are transmitted as checked below:

[ ] For approval [ ] Approved as submitted [ ] Resubmit _____ copies for approval
[ ] For your use [ ] Approved as noted [ ] Submit _____ copies for distribution
[ ] As requested [ ] Returned for correction [ ]
[x] For review/comment [ ] Return to this office

REMARKS:

COPY TO: Project File

Signed: [Signature]
Project Manager
All applications are to be filled out completely and correctly. The application shall be submitted to the City of St. Petersburg's Planning and Development Services Department, located on the 8th floor of the Municipal Services Building, One Fourth Street North, St. Petersburg, Florida. Laura Duvekot, Historic Preservationist II, (727) 892-5451 or Laura.Duvekot@stpete.org

**GENERAL INFORMATION**

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<td>The City of St Petersburg</td>
<td>727-892-5383</td>
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<td>Owner's Name</td>
<td>Property Owner's Date Phone No.</td>
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<tr>
<td>One Fourth St N, St Petersburg, FL, 33701</td>
<td><a href="mailto:brejesh.prayman@stpete.org">brejesh.prayman@stpete.org</a></td>
</tr>
<tr>
<td>Owner's Address, City, State, Zip Code</td>
<td>Owner's Email</td>
</tr>
<tr>
<td>Brejesh Prayman, Engineering &amp; Capital Improvements Director</td>
<td>727-892-5383</td>
</tr>
<tr>
<td>Authorized Representative (Name &amp; Title), if applicable</td>
<td>Representative’s Daytime Phone No.</td>
</tr>
<tr>
<td>One Fourth St N, St Petersburg, FL, 33701</td>
<td><a href="mailto:brejesh.prayman@stpete.org">brejesh.prayman@stpete.org</a></td>
</tr>
<tr>
<td>Owner’s Address, City, State, Zip Code</td>
<td>Representative’s Email</td>
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**APPLICATION TYPE** *(Check applicable)*

- Addition
- New Construction
- ✓ Demolition
- Relocation
- Other:

**TYPE OF WORK** *(Check applicable)*

- Window Replacement
- Door Replacement
- Roof Replacement
- Mechanical (e.g. solar)
- Other:

**AUTHORIZATION**

By signing this application, the applicant affirms that all information contained within this application packet has been read and that the information on this application represents an accurate description of the proposed work. The applicant certifies that the project described in this application, as detailed by the plans and specifications enclosed, will be constructed in exact accordance with aforesaid plans and specifications. Further, the applicant agrees to conform to all conditions of approval. It is understood that approval of this application by the Community Planning and Preservation Commission in no way constitutes approval of a building permit or other required City permit approvals. Filing an application does not guarantee approval.

**NOTES:**

1) It is incumbent upon the applicant to submit correct information. Any misleading, deceptive, incomplete or incorrect information may invalidate your approval.

2) To accept an agent’s signature, a notarized letter of authorization from the property owner must accompany the application.

Signature of Owner: __________________________ Date: 4/26/19

Signature of Representative: __________________________ Date: 4/26/19
Completed COA application

Application fee - $1000.00 Primary Building / $500 Accessory Structure

Site plan or survey of the subject property:
- To scale on 8.5" x 11" paper
- North arrow
- Setbacks of structures to the property lines
- Dimensions, locations of all property lines, structures, parking spaces

Elevation drawings:
- On 8.5" x 11", 8.5" x 14", or 11" x 17" paper
- Depicts all sides of existing & proposed structure(s)

Floor plans:
- To scale: on 8.5" x 11", 8.5" x 14", or 11" x 17" paper
- North arrow
- Locations of all doorways, windows, and walls (interior & exterior)
- Dimensions and area of each room

Photographs of the subject property

Written description explaining why there is no feasible alternative to demolition, no reasonable beneficial use of the property or why the applicant cannot receive a reasonable return on a commercial or income-producing property:

The CPPC may solicit expert testimony and will likely request that the applicant furnish such additional information believed to be necessary and relevant in the determination of whether there is a reasonable beneficial use or a reasonable return:

1. A report from a licensed architect or engineer who shall have demonstrated experience in structural rehabilitation concerning the structural soundness of the building and its suitability for rehabilitation including an estimated cost to rehabilitate the property.

2. A report from a qualified architect, real estate professional, or developer, with demonstrated experience in rehabilitation, or the owner as to the economic feasibility of rehabilitation or reuse of the property. The report should explore various alternative uses for the property and include, but not be limited to, the following information:
   a. The amount paid for the property, date of purchase, remaining mortgage amount (including other existing liens) and the party from whom purchased, including a description of the relationship, if any, between the owner of record or applicant and the person from whom the property was purchased, and any terms of financing between the seller and buyer.

(continued next page)
b. The most recent assessed value of the property.

c. Photographs of the property and description of its condition.

d. Annual debt service or mortgage payment.

e. Real estate property taxes for the current year and the previous two years.

f. An appraisal of the property conducted within the last two years. The City may hire an appraiser to evaluate any appraisals. All appraisals shall include the professional credentials of the appraiser.

g. Estimated market value of the property in its current condition; estimated market value after completion of the proposed demolition; and estimated market value after rehabilitation of the existing local landmark for continued use.

h. Evidence of attempts to sell or rent the property, including the price asked within the last two years and any offers received.

i. Cost of rehabilitation for various use alternatives. Provide specific examples of the infeasibility of rehabilitation or alternative uses which could earn a reasonable return for the property.

j. If the property is income-producing, submit the annual gross income from the property for the previous two years as well as annual cash flow before and after debt service and expenses, itemized operating and maintenance expenses for the previous two years, and depreciation deduction and projected five-year cash flow after rehabilitation.

k. If the property is not income-producing, projections of the annual gross income which could be obtained from the property in its current condition.

l. Evidence that the building can or cannot be relocated.

m. The Commission may request that the applicant provide additional information to be used in making the determinations of reasonable beneficial use and reasonable return.

n. If the applicant does not provide the requested information, the applicant shall submit a statement to the Commission detailing the reasons why the requested information was not provided.

3. The Commission may request that the applicant provide additional information to be used in making the determinations of reasonable beneficial use and reasonable return.

4. If the applicant does not provide the requested information, the applicant shall submit a statement to the Commission detailing the reasons why the requested information was not provided.
Figure 1: General Location Map of the Proposed Project
# Diagonal Dimensions

## Depth of Beams (see table below)

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NOTES

UTILITY WORK
BY
HIGHWAY CONTRACTOR
AGREEHENr, 5EE

ADJUSTMENTS IN ROADWAY PLANS

LEGEND

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XIMATE LOCATION

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CORE

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NOTE PROTECTION

\[ \text{PR I' SEO} \]

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(SEE LIFTING PLANS)

\[ \text{EXISTIN LIGHT'ING (TO} \]

\[ \text{IE REMOVED} \]

HORIZONTAL CURVE DATA

CURVE CUMES

\[ \text{PI STA} = 13+47.83 \]

\[ \text{A} \]
\( = 10^\circ \ 39 \ 30' \)\n
\[ \text{T} \]
\( = 32 \ 37 ' \)\n
\[ \text{R} \]
\( = 10658 \)\n
\[ \text{PT STA} = 13+54.50 \)

TRAFFIC DATA

\[ \text{YEAR} \]
\( = 2018 \)

\[ \text{ADT} \]
\( = 16,000 \)

\[ \text{YEAR} \]
\( = 2023 \)

\[ \text{ADT} \]
\( = 16,000 \)

\[ \text{YEAR} \]
\( = 2041 \)

\[ \text{ADT} \]
\( = 19,600 \)

\[ \text{DES W R T} \]
\( = 1.5 \)

\[ \text{DE W SPEED} \]
\( = 35 \) MPH

VERTICAL CURVE DATA ALONG
\[ \text{S CONSt. 8TH ST. S (INK ST.)} \]

\[ \text{BRIDGE NO. 155527} \]

\[ \text{FLORIDA 30 CM DIA. PIPE (OUTER CURVE)} \]

\[ \text{LON MEMBER EL. 27.913} \]

\[ \text{DESIGN PLUG EL. 26.230} \]

\[ \text{EL. 16.200} \]

\[ \text{RED WALL NR-2} \]

\[ \text{24 IN. DIA. STEEL PIPE PILES (TPY)} \]

\[ \text{APPROXIMATE EXISTING GROUND} \]

\[ \text{STAIRS AT S. Const 8th St. S} \]

\[ \text{CURVE NO} \]

\[ \text{CURVE NO} \]

\[ \text{CURVE NO} \]

\[ \text{CURVE NO} \]
Existing Bridge Looking South

Existing Bridge Looking Southwest
Proposed Bridge Looking South

Proposed Bridge Looking Southwest
City Project No. 17081-110 - FDOT 430501-1

COA Demolition Text

Written description explaining why there is no feasible alternative to demolition, no reasonable beneficial use of the property or why the applicant cannot receive a reasonable return on a commercial or income-producing property:

**PROJECT INTRODUCTION AND BACKGROUND INFORMATION**

The FDOT is evaluating the rehabilitation or replacement of the existing bridge over Booker Creek (FDOT Bridge No. 157117) with a new bridge (FDOT Bridge No. 157269) since the bridge is structurally deficient. The existing bridge is a 163-foot long, six-span, concrete tee beam bridge that was constructed in 1914. The roadway is off-system and the project is within the urban area boundary for Pinellas County. Although this is an off-system bridge, federal funding will be applied to this project. The project includes the evaluation of the existing structurally deficient bridge to retrofit the existing or construct a new bridge. Rehabilitation would restore the existing deteriorated condition and scour critical foundations. Construction of a new bridge would provide three lanes, two bike lanes, two shoulders, and two sidewalks; and construction of new retaining walls. All improvements will be within existing right of way (ROW) and will support The City of St. Pete’s future desire to two-way Dr. Martin Luther King Jr. St.

The previously recorded Dr. Martin Luther King Jr. St. (9th Street)/Booker Creek Bridge/FDOT Bridge No. 157117 (8PI8746) was not included as a contributing resource to the National Register-listed Roser Park Historic District (8Pl6915) at the time of designation in 1998 (Bureau of Historic Preservation 1998). However, the MLK St. (9th Street)/Booker Creek Bridge (8PI8746) was considered as a contributing resource within the local Roser Park Historic District. The local Roser Park Historic District was listed by the City of St. Petersburg Planning Department as a local landmark site on February 17, 1987. The MLK St. (9th Street)/Booker Creek Bridge (8PI8746) is considered National Register-eligible as a contributing resource to the National Register-listed Roser Park Historic District (8Pl6915) under Criterion A in the areas of Transportation and Community Planning and Development as it is an unaltered historic bridge built in the same era as the neighborhood and continues to maintain its historic physical integrity.

**DEMOLITION JUSTIFICATION**

For the Dr. Martin Luther King Jr. St. Bridge #157117 the design options include 1) rehabilitation or 2) replacement. While rehabilitation is possible, it would reduce the aesthetics qualities of the structure and the neighboring Roser Park Historic District and Campbell Park. The rehabilitation option reduces the bridge's aesthetics due to the structurally required crutch bents (left image) and Carbon Fiber Reinforced Plastic (CFRP) fiber patching (right Image).

The rehabilitation option would have a service life of up to only 20-years which requires a full bridge replacement in less than 20 years. The rehabilitation option would only delay the inevitable bridge replacement which will expose the Roser Park and Campbell Park neighborhoods to two bridge
construction projects in less than 20 years. In comparison, a modern bridge replacement would have a service life of 100-years. Additionally, because of the shorter service life, the cost of rehabilitation ($1.7M) would be in addition to the cost of a future bridge replacement ($2.5M) in under 20 years, making the rehabilitation option $2.85 million (rehab cost + inflation of the replacement costs at 3% inflation over 20 years) more expensive than the bridge replacement option. From these details, we believe the bridge replacement would preserve the historic aesthetic quality as it has been designed to replicate elements of the existing structure (Refer to images of proposed structure), reduce community construction impacts, and reduce the overall cost to local, state, and federal governments.

The CPPC may solicit expert testimony and will likely request that the applicant furnish such additional information believed to be necessary and relevant in the determination of whether there is a reasonable beneficial use or a reasonable return:

1. A report from a licensed architect or engineer who shall have demonstrated experience in structural rehabilitation concerning the structural soundness of the building and its suitability for rehabilitation including an estimated cost to rehabilitate the property.
   A report was created by FDOT which compared rehabilitation cost to bridge replacement and recommended replacement.

2. A report from a qualified architect, real estate professional, or developer, with demonstrated experience in rehabilitation, or the owner as to the economic feasibility of rehabilitation or reuse of the property. The report should explore various alternative uses for the property and include, but not be limited to, the following information:
   a. The amount paid for the property, date of purchase, remaining mortgage amount (including other existing liens) and the party from whom purchased, including a description of the relationship, if any, between the owner of record or applicant and the person from whom the property was purchased, and any terms of financing between the seller and buyer.
      Not applicable since the structure is a publicly owned transportation facility
   b. The most recent assessed value of the property.
      Not applicable since the structure is a publicly owned transportation facility
   c. Photographs of the property and description of its condition.
      Photographs are provided in the application
   d. Annual debt service or mortgage payment.
      Not applicable since the structure is a publicly owned transportation facility
   e. Real estate property taxes for the current year and the previous two years.
      Not applicable since the structure is a publicly owned transportation facility
f. An appraisal of the property conducted within the last two years. The City may hire an appraiser to evaluate any appraisals. All appraisals shall include the professional credentials of the appraiser.

   Not applicable since the structure is a publicly owned transportation facility

g. Estimated market value of the property in its current condition; estimated market value after completion of the proposed demolition; and estimated market value after rehabilitation of the existing local landmark for continued use.

   Not applicable since the structure is a publicly owned transportation facility

h. Evidence of attempts to sell or rent the property, including the price asked within the last two years and any offers received.

   Not applicable since the structure is a publicly owned transportation facility

i. Cost of rehabilitation for various use alternatives. Provide specific examples of the infeasibility of rehabilitation or alternative uses which could earn a reasonable return for the property.

   See initial statement

j. If the property is income-producing, submit the annual gross income from the property for the previous two years as well as annual cash flow before and after debt service and expenses, itemized operating and maintenance expenses for the previous two years, and depreciation deduction and projected five-year cash flow after rehabilitation.

   Not applicable since the structure is a publicly owned transportation facility

k. If the property is not income-producing, projections of the annual gross income which could be obtained from the property in its current condition.

   Not applicable since the structure is a publicly owned transportation facility

l. Evidence that the building can or cannot be relocated

   Transportation bridge structures cannot be relocated.

m. The Commission may request that the applicant provide additional information to be used in making the determinations of reasonable beneficial use and reasonable return.

   To be determined by the Commission

n. If the applicant does not provide the requested information, the applicant shall submit a statement to the Commission detailing the reasons why the requested information was not provided.

   To be determined by the Commission
3. The Commission may request that the applicant provide additional information to be used in making the determinations of reasonable beneficial use and reasonable return.
   To be determined by the Commission

4. If the applicant does not provide the requested information, the applicant shall submit a statement to the Commission detailing the reasons why the requested information was not provided.
   To be determined by the Commission
Stakeholder Meeting Summary

LOCATION: Poynter Institute
801 3rd Street South
St. Petersburg, Florida 33701
March 28, 2019
6:00 pm – 8:00 pm

The meeting was held at The Poynter Institute located at the address listed above. Upon entry, attendees were asked to sign in and provided with a comment form (see attached sign-in sheet). The meeting started with introductions and the presentation began at 6:15 PM (see attached for presentation and display boards). The presentation was followed by an informal Question and Answer (Q&A) session, which has been summarized below.

Q: Kai: Why isn’t the home at 901 7th Street eligible?
   A: The resource doesn’t meet the criteria for the National Register of Historic Places (NRHP) or have the context of integrity intact.
   A: Ken and SHPO mentioned the standing structure would be reevaluated and the results shared with the group.
   A: Alyssa (SHPO) mentioned there can be an owner objection to not have the property included in the historic district.
   A: Alyssa mentioned changes in the façade and additions to the building likely occurred.

Q: Terry Smith asked about the commercial property 701 MLK Street.
   A: it was reiterated that this structure was ineligible.

*It was noted the bridge was initially in local historic district but not national, this has since changed.

*It was noted that Roser Park is contributing to the NRHP historic district boundaries.

Laura: Legal descriptions of local boundaries in 1988, created the new map and match the definition of the boundary as discussed in the ordinance and that the local historic district includes the bridge.

*It was noted that the Roser Park Future Neighborhood Plan is consistent with the project.

*It was mentioned that an archaeological survey was conducted for the impact/construction limits and the Area of Potential Affect (APE) for historic resources covered a larger area.

Q: Kai asked what archaeological tests were done to determine “no findings”.
   A: Ken explained that dig tests were performed within the right of way by professional archaeologists.

*Maintenance of Traffic (MOT) was discussed; it was mentioned the bridge would not be completely shut down due to and during construction activities.
Q: Is there potential to fast track the bridge replacement due to safety concerns?
A: Craig explained that construction will take longer due to the city’s request for the bridge to remain partially open during construction. The replacement would take place in two phases (essentially one side and then the other) and has an approximate two-year construction schedule.

A: Juan explained that the bridge just became eligible for replacement and that the 1988 retrofit stabilized the structure and that it is not an immediate threat to safety.

Q: Alyssa: Can trucks be re-routed away from the bridge in the meantime before construction to lessen the wear and tear?
A: This is likely not possible; no other viable options.
A: The bridge is posted for weight restrictions.

Q: The current railings don’t seem safe. A child could fall over or fall through the gap in the railings.
A: The railings are substandard; the city would need to address any temporary safety measures on the existing bridge.

Q: Ken: Is there opposition to replacement?
A: No one objected
• General response- the replacement must have an appropriate design and historic look.
• Ken noted that the Memorandum of Agreement (MOA) would cover the design elements and mitigation measures to be employed.
• Alyssa (SHPO) mentioned mitigation measures should be meaningful to the community. Drone videos, makers, photos etc. as a way to remember and document the bridge.

Q: For Alyssa: Because the bridge qualifies for historic preservation, are there specific policies regarding reconstruction?
A: The SHPO doesn’t have a say once it’s determined the bridge will be replaced.

*The City of St. Petersburg explained the Certificate of Appropriate (COA) process, and the public hearings required. It was noted that 2 COA’s are needed; one for demolition of the bridge and one for the new construction of the bridge.

Q: If the bridge is replaced and considered a two way, does the 8th Street Bridge could be removed?
A: Laura (City): The bridge is the “entrance” to the historic district. The COA will evaluate existing conditions, if repair is possible, and the new construction that is being proposed.
A: Craig: the bridge will be replaced with the same existing typical section (3-lane). There will be additional shoulders (8 ft wide), sidewalks (10ft wide) with 11 ft travel lanes. The city will have the option to expand to 4-lanes if desired, but that is not currently what FDOT has planned. It was also noted that this project was only eligible for an in-kind experiment.

Q: Explain the notification process for this meeting.
A: The FDOT notified all parties that attended the June 2018 meeting; notices on social media; notices to the Roser Park and Campbell Park neighborhood associations.
Q: How much bigger will the proposed bridge be compared to the existing bridge?
   A: Craig: The proposed bridge will be approximately 36 additional feet in width.

*It was noted that the survey results showed more ROW than expected.

*The County did a bridge survey in 2018. It was mentioned this is the oldest remaining bridge in Pinellas County.

Q: The current bridge has “character defining” lighting, is it possible to save them and use them on the new bridge, or to try to replace them with similar lighting options?
   A: FDOT: we will look into more aesthetic lighting options.
   A: Craig explained that federal funding only allows FDOT to replace at existing conditions.

*It was noted the brick streets will not be impacted

Q: Will city fund aesthetic enhancements?
   A: Local funds can be used for this.
   A: City funds have already been added to widen the bridge so that the city has room to widen to 4-lanes, if desired.
     • The plan view and typical section were reviewed in greater detail. Craig Fox mentioned he would send these graphics, the display boards and the presentation, to all attendees.

Q: Has there been any feedback on the substructure? The MSE walls don’t seem to fit the character of the neighborhood
   A: The cost of converting the MSE walls to piles would be a substantial cost and the city would have to fund this.
     • Action: Craig noted a ballpark estimate could be provided.
     • Residents noted that there was illegal activity occurring under the bridge and this design may help with these issues.
     • It was noted there is no existing view from the Campbell Park side.
     • It was noted that a façade may be used on the substructure.

Q: How high are the sidewalks?
   A: 6 Inches high and separated by an 8’ wide shoulder.

*Craig noted trees would not be removed-some may be trimmed (referring to the lack of trees displayed in the meeting graphic).

Q: Has funding been decided?
   A: Federal funding has been decided. Any additional funding would have to come from the city (of St. Petersburg).

Q: Can the timeline for replacement be accelerated?
   A: The schedule is currently being accelerated; the anticipated end of design is currently June 2022.
Q: What is the timeline for the COA?
   A: Could take upwards of two months and the COAs can be combined. The COA decision can be appealed to the city council

*It was decided a presentation to the council may be appropriate.

The meeting concluded shortly after 8 PM.

Attachments
Presentation
Display Boards
Sign-in sheets
Proposed Bridge
Alternative Railing
Window Types

Type A

Type B

Type C

Increase 2" for structures with overlay.

Existing Bridge

Proposed Bridge

Bridge Replacement Design Project
(Bridge No. 157117)
9th St. S. (MLK Jr. St. S.) From 6th Ave. S. To 7th Ave. S.
Pinellas County, Florida
Financial Project ID: 430501-1-32-01
Federal Project No: D717-027-B

Florida Department of Transportation- District 7

Proposed Bridge
Rendering and Details
Your view of Brookside is blocked by the Ninth Street Bridge. This photo card shows the Ninth Street Bridge and trolley line drawn on a map going down to St. Petersburg to Gulfport. This is one of St. Petersburg’s oldest bridges.

Woodbrook Park sits at its base. Listen and you can hear the water running over the rocks in Booker Creek. The footbridge was replaced in 1997.

Postcard courtesy of Kon Mlozyk.

The map shows the project limit and various areas of interest. The Bridge Replacement Design Project (Bridge No. 157117) is highlighted with a blue outline. The project limits are shown with dashed lines.

Legend:
- PARK BOUNDARY
- NATIONAL REGISTER HISTORIC DISTRICT
- FLOWLINE

Financial Project ID: 430501-1-32-01
Federal Project No: D717-027-B
9th Street South
(Dr. Martin Luther King Jr. Street South)
Bridge Replacement (Bridge No. 157117)
Design Project

Pinellas County, Florida
FPID: 430501-1-32-01
FAP No.: D717-027-B

Cultural Resource Committee Meeting #2
March 28, 2019
AGENDA
• Project Details – Craig Fox and Jesse Blouin
• Project Need – Juan Valenzuela
• Overall Project Approach – Craig Fox
• Community Involvement and Input – Jesse Blouin
• Bridge Alternatives – Juan Valenzuela
• Section 106 Process and CRAS – Ken Hardin
• Historic and Archeological Resources – Ken Hardin
• Roser Park Neighborhood – Ken Hardin
• Project Schedule – Craig Fox
Project Details

- Project limits
  - From 6th Avenue South to 7th Avenue South
  - One-way facility

- City of St. Petersburg

- Pinellas County
  - Within County urban area boundary

- Urban general minor arterial

- Off system

- Booker Creek Watershed

- Roser Park Historic District National Register of Historic Places (NRHP) - listed and locally designated
Project Need

- Structural issues
  - Posted weight restrictions
  - Foundation susceptible to settlement
  - Scour susceptible
  - Superstructure is structurally deficient – Poor Superstructure Rating
  - No shoulders – functionally obsolete
Project Need - Existing Bridge

- Original construction – 1914
- Bridge determined by State Historic Preservation Officer (SHPO) to be eligible for the NRHP as a contributing resource to the Roser Park Historic District
- Sufficiency rating – 49.5
- Superstructure rating – 4 (poor)
- Load Rating – 0.29
- Scour - critical
- Vertical clearance – meets min. 2-ft drift clearance
- Horizontal clearance – 33’-10” min.
Overall Project Approach

- **Agency Coordination/Concerns**
- **Identify Community Concerns**
- **Environmental Permitting/Clearance and Engineering Data Collection**
- **Design Plans Development**
- **Permits Process**
- **Plans Complete**
- **Construction**

Denotes Activity in Progress
Community Involvement

• Community Concerns
  • Preservation of the City of St. Petersburg’s historic resources
  • Aesthetics
  • Bicycle and pedestrian safety
  • Maintenance of traffic during construction
  • Noise and vibrations during construction
Community Input

- Coordinate with local government
  - Ongoing throughout project duration

- Meet with stakeholder groups
  - Last meeting held on June 26, 2018
A “No Build” Alternative Poses Multiple Safety Concerns

• Low load rating = 0.29 where a passing load rating is 1.0

• Listed as unstable and scour critical in latest Bridge Inspection Report due to spread footing foundations

• Functional obsolescence due to not having shoulders adjacent to travel lanes with a barrier separating the sidewalk and without bike lanes

• Age is over 100 years

• Sufficiency Rating = 0.49 where anything below 0.50 becomes eligible for replacement
A Rehabilitation Alternative is Temporary and Cost Prohibitive

- Strengthening measures are required to improve the load rating and stabilize the foundation

- The superstructure can be strengthened via Carbon Fiber Reinforced Polymer (Requires intermediate pile bent supports in each span)

- The foundations can be stabilized with micro-piles/deep foundations (Requires driving piles through all existing spread footings)

- This is all low head room work that will require special equipment and has a limited life span which will ultimately require replacement within 20 years

- Cost = $4.25 Million (Bridge Only - excludes roadway/drainage/lighting, etc.)
Replacement of existing bridge addresses many concerns

• Improves roadway approach to match bridge

• Maintains access to all side streets

• Provides bicycle and pedestrian accommodations

• Provides a new structure with a 100 year service life

• Provides Aesthetic Railing and Lighting

• Cost = $1.4 Million (Bridge Only - excludes roadway/drainage/lighting, etc.)
Bridge Alternatives – Reconstruction

• Existing View from Roser Park
• Proposed Rendered view from Roser Park (Existing trees – preserved)
Bridge Alternatives – Reconstruction

• Close up and samples
Section 106 Process

**Initiate Section 106 Process**
- Establish undertaking
- Identify appropriate SHPO
- Plan to involve the public
- Identify other consulting parties

**Undertaking is type that might affect historic properties**

**Identify Historic Properties**
- Determine scope of efforts
- Identify historic properties
- Evaluate historic significance

**Historic properties may be affected**

**Assess Adverse Effects**
- Apply criteria of adverse effect

**Historic properties are adversely affected**

**Resolve Adverse Effects**
- Continue consultation

**FINDING:**
- No undertaking/no potential to cause effects
  - Proceed with Project
- No historic properties affected
  - Proceed with Project
- No historic properties adversely affected
  - Proceed with Project
- Historic properties are adversely affected
  - Identify Mitigation/Prepare Memorandum of Agreement then Proceed with Project

We are here
• Cultural Resources Assessment Survey (CRAS) - completed
• Determination of Eligibility for Significant Properties - completed
• Section 106 Determination of Effects documentation - in process
• Continued consultation - in process
• Development of mitigation measures - as applicable
• Preparation of Memorandum of Agreement - as applicable
Fieldwork completed March 2018

Results include six historic resources within project area:

- Two previously recorded
- Four newly recorded

SHPO concurred with Cultural Resources Assessment Survey (CRAS) findings in February 2019
Previously Recorded Historic Resources

• **8PI08746 - 9th Street Booker Creek Bridge**
  • Built 1914
  • 1989 original survey-FDOT Bridge No. 157117
  • 1987 contributing to Local Historic District
  • 1998 bridge was not included in National Register of Historic Places (NRHP) district boundaries as a contributing resource
  • 2019 bridge determined contributing to NRHP historic district boundaries

• **8PI06915 - Roser Park Historic District**
  • 1987 Local Historic District
  • 1998 NRHP Listed
Newly Recorded Historic Resources

- 8PI12914 - 556 MLK Street South
  - Constructed circa 1955
  - Determined Ineligible for the NRHP

- 8PI12915 - 901 7th Avenue South
  - Constructed circa 1906
  - Determined Ineligible for the NRHP
Newly Recorded Historic Resources

8PI12916

- **8PI12916 - Tropicana Automotive at 701 MLK Street South**
  - Constructed circa 1949
  - Determined Ineligible for the NRHP

- **8PI12917 - Roser Park**
  - Constructed circa 1914
  - 1987 contributing to Local Historic District
  - 1998 Park was not included in NRHP listed historic district as a contributing resource
  - 2019 SHPO determined Park contributing to NRHP historic district boundaries
• Archaeological testing successfully conducted, no evidence of previously recorded sites found

• One archaeological occurrence identified consisting of historic artifacts mixed with construction materials, which does not constitute an archaeological site
Locally Designated Roser Park Historic District
City of St. Petersburg Boundary

Roser Park - Local Historic District

- Local Historic District
- Contributing
- Non Contributing
- Park

9th St Booker Creek Bridge (8P18746) Location
Roser Park Future Neighborhood Plan (Last Update - 2013)
9th Street South (Martin Luther King Jr. Street South) Bridge Replacement (Bridge No. 157117) Design Project From 6th Avenue South to 7th Avenue South

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<tr>
<th>Task</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
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<tr>
<td>Design Begins</td>
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<td>Data Collection</td>
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<td>June 2019</td>
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<td>Final Design Plans</td>
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- * = Design Begins
- = Design Ends
- = Construction Begins
- = Stakeholder Meeting

Project Schedule

FPID: 430501-1-32-01
FAP No.: D717-027-B
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## 9th Street South (MLK Jr. Street South)

**Bridge Replacement Design Project**  
*from 6th Avenue South to 7th Avenue South*

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**Stakeholder Meeting**  
**March 28, 2019**

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Appendix C:
Maps of Subject Property
Community Planning and Preservation Commission

Roser Park Bridge

AREA TO BE APPROVED, SHOWN IN

CASE NUMBER
18-90200055

SCALE: 1" = 117'