

Pier Working Group

Programmatic Element Recommendations

EXECUTIVE SUMMARY

The Pier Working Group (“PWG”) was formed in May, 2014, to confirm the programmatic priorities for consideration in the new St. Petersburg Pier. At the direction of Mayor Rick Kriseman, a 21-member volunteer citizen committee was appointed to create an inclusive and detailed public input process that reviewed relevant historical programmatic data, along with providing additional opportunities for the public to comment on essential elements of a new pier.

The following elements were classified as “required” by the PWG:

- Observation and viewing area’s are critical to the success of any program at the pier.
- Dining options, from casual to destination, are important to a wide variety of the community.
- Cycling, walking and jogging paths are more than a functional element; they are integral to the new pier experience.
- Transportation options from the pier uplands to the head are an essential element to a successful pier.
- Fishing.
- Courtesy and transient docks to accommodate both motorized and non-motorized watercraft.
- The new pier should have an environmental education element with the potential for an interactive marine discovery center.
- Some flexible event space and performance area(s) that include picnic areas and green space - adding a park-like atmosphere for visitor rest and recreation.
- Bike and watercraft rental.
- Retail opportunities that support the recreational elements of the new pier and enhance the visitor experience.

The PWG recognizes that all elements are subject to the current capital budget, sustainable operating costs and compliance with city design/permitting criteria. Additional factors such as shade, air conditioning, and coordination with the Downtown Waterfront Master Plan, are detailed further in the report.

RECENT PIER HISTORY & COMMUNITY INVOLVEMENT - TO DATE

The St. Petersburg Pier has a rich history dating back over 100 years. The current pier bridge and pier head completed construction in 1926, and are in need of replacement. The most recent structure at the pier terminus, the inverted pyramid, opened in 1973 and is supported by a separate foundation system (completed at the same time) which appears to still be sound.

In a 2004 report to City Council, it was stated that the structural maintenance program for the Pier approach and Pier head were no longer cost effective, and its replacement should be planned for in the next 10 years. In 2005, with Pinellas County, a TIF (tax-increment financing) mechanism with subsequent amendments was put in place to replace the Pier approach and head, with an agreed upon allocation of \$50M for the pending work.

In 2009, a mayoral appointed Pier Advisory Task Force was formed, and over 14 months, met extensively with the public, hired outside consultants, and provided options for both the pier itself as well as the program. These options were not limited to the over-water portion of the Pier, but included the uplands contiguous to the pier approach.

Following the Pier Advisory Task Force recommendations in 2010, additional community input and consulting activities were performed, resulting in a City Council authorized design competition in 2011. A juried selection of a new pier called the “Lens” was approved by City Council, and the design process continued into 2013. During that timeframe, opposition formed in two primary groups, one to save the inverted pyramid, and one opposed to the Lens design. In August 2013, a referendum to cancel the architectural contract for the Lens was successful, allowing the City to begin a new process for the pier.

In January 2014, Mayor Kriseman took office and, shortly thereafter, recommended a new Request for Qualifications (“RFQ”) to select a design consultant. In order to incorporate community input and create a new RFQ, the Pier Working Group was established to review, update, and recommend common activities/elements consistent with the desires of the community. This list of elements would then become the basis for what would be considered the programmatic elements necessary for the new St. Petersburg Pier.

PIER WORKING GROUP PROCESS & PUBLIC INPUT

The citizen-led PWG was comprised of citizens from a wide variety of backgrounds for a well rounded community based result.

Peter Clark, Chair

Founder & President – Tampa Bay Watch

Jackie Dixon

Dean – USF College of Marine Sciences

Emily Elwyn

President – St. Pete Preservation

Jen French

Rep. - Committee to Advocate for Persons with Impairments

Jopie Helsen

Owner – Sailor’s Wharf / Chair – Tampa Bay Marine Industry Region

Paul Hsu

Rep. - West Central Business District & Pier Advisory Task Force

Carter “Bud” Karins

Karins Engineering / Rep. - Concerned Citizens of St. Pete

Robin Link

Mainsail Art Festival

Lorraine Margeson

Environmental Activist

Brother John Mohammed

Rep. - Midtown / President - Childs Park Neighborhood Association

Jim Moriarty

Rep. - Build the Pier

Ed Montanari, Vice-Chair

American Airlines / Rep. – Pier Advisory Task Force

Marlene Murray

President – Meadowlawn Neighborhood Association

Marilyn Olsen

Past President – Downtown Neighborhood Assoc. / Rep. - Pier Advisory Task Force / Rep. - DWMP Task Force

Ross Preville

Rep. - St. Petersburg Chamber of Commerce / Raymond James

David Punzak

Rep. - St. Petersburg Chamber of Commerce / Carlton Fields

Barbara Readey

General Manager – Vinoy Renaissance Hotel

Joe Reed

Ret. Investment Exec. / Rep. - Vote on the Pier

Angela Rouson

Board Member – Juvenile Welfare Board

Steve Westphal

Restaurateur / Board Member FRLA / Downtown Resident

Lisa Wheeler-Brown

President – Council of Neighborhood Associations

Members included individuals from community and neighborhood associations, the historic preservation society, the marine industry, environmental and accessibility advocates, many of whom also served on or participated in the Pier Advisory Task Force, Build the Pier, Vote on the Pier, and the Concerned Citizens Group.

As the first item of business, the Mayor recommended the following Mission Statement & Objectives which were adopted by the PWG:

MISSION STATEMENT & OBJECTIVES

The Pier Working Group will review and refine a cohesive programmatic proposal to the Mayor and City Council and community regarding the next St. Petersburg Pier. The Pier Working Group process will be inclusive and detailed, merging the best common ground elements proposed to date balanced with recognition of fiscal constraints and potential subsidy implications. The Pier Working Group's recommendations are intended to remain flexible, prioritizing the essential elements as gathered from both extensive analysis currently available and public outreach allowing a viable program proposal to be incorporated into the Request for Qualifications process soliciting new pier design teams at a future date.

1. Review all work products to date to establish common program elements to proceed with
2. Confirm programmatic requirements for viable uses and activities
3. Evaluate alternatives and essential characteristics for program components
4. Rank the selected program components into a "required" list and an "optional" list
5. Provide issues and constraints to be considered with selected programmatic components
6. Solicit public input regarding the proposed program to inform the group's final report

The PWG set out in June 2014 to review all relevant materials presented to date, with a focus on a) prior public input results, b) the Pier Advisory Task Force Report, c) the OpinionWorks survey, d) the Lambert Market Assessment and e) the 828 Alliance Report. Staying focused on the program, rather than what the structure will be that contains the program, the PWG established a subcommittee to focus on obtaining current public input.

The subcommittee, consisting of PWG members Peter Clark, Jen French, Carter "Bud" Karins, Robin Link, Lorraine Margeson, Ed Montanari (Subcommittee Chair), Joe Reed and Steve Westphal, began the process of obtaining public input. Their first steps were lengthy reviews of past program and public input to date, which became the quantitative elements of a Potential Pier Program Elements Survey (Exhibit A).

The top elements under consideration were:

Fine Dining	Flexible Event Space	Fishing
Open-Air Casual Dining	Comm. Gathering Space	Tram/Trolley
Fast Food	Amphitheater	Water Taxi
Café / Snack Bar	Exhibition Vessel Berth	Spa Beach to Vinoy Park
Banquet Space	Hotel	Bridge
Picnic Area	Observation Areas	Family Entertainment
Shopping	Cycling/Jogging/ Walking	Center
Kiosks	Motorized Boating	Amusement Park / Ferris
Bike / Watercraft Rental	Non-Motorized Boating	Wheel
Support Retail	Water Park	Marine Discovery Center
Performance/Stage	Courtesy Docks	Environmental Education

To be transparent and inclusive, ample opportunities were provided for citizens to list additional programmatic elements that may have not been included or fit a category above.

Public input sessions spanned five locations throughout the City, including the Childs Park Recreation Center, the Coliseum, Roberts Recreation Center, Lake Vista Recreation Center, and the J.W. Cate Recreation Center. Total attendees across these venues totaled 375 citizens.

In addition to the “in-person” venue driven meetings, an online survey was conducted simultaneously, resulting in an additional 1,585 respondents.

75 additional surveys were received from an independent citizen’s neighborhood and recreation center outreach.

When completing a survey, respondents were asked to rate the individual elements from “highest to lowest” and, once completed, select their “top ten” program priorities for the new pier. A benefit of being able to attend the sessions in person was that individuals were seated at tables, consisting of approximately eight citizens per table, where a separate process of discussion and “table ranking” could take place. During the review of this subject over the last six years, many citizens’ opinions have held firm in some areas, while many opinions have evolved over time. The table top sessions afforded individuals to share their rankings and work towards consensus, no different than what the City as a whole needs to do to complete this project. The resulting data is summarized in Exhibit B.

Following the public input process, the PWG reconvened to compare the results of their work to previous work on program elements, including the OpinionWorks Survey (December 2013), the Lambert Market Assessment (March 2010), and the Pier Advisory Task Force Report (June 2010).

RECOMMENDATIONS

The resulting highly rated elements from public input sessions conducted in June/July 2014 and online survey results were generally consistent with the body of work leading up to the PWG effort. While elements were rated and ranked in the public input sessions and all were considered desirable and consistent with past review, several of the elements have become recommended as top priorities by the PWG.

REQUIRED ELEMENTS

- **Observation Areas.** The pier experience is focused on public interaction with the water and observation areas. Both dedicated and passive elements are an integral part of the experience. Maximizing vistas, both of the waterfront and of the city from the pier, and minimizing potential view obstructions are critical to the ultimate design. The ability to have observation areas at various elevations are desirable elements as well.
- **Dining Options.** The dining option element was heavily discussed by the PWG. There was no disagreement from either the PWG or public input that creating both open-air casual and destination full-service air conditioned dining opportunities are required at the new pier. There was universal agreement that a variety of dining experiences and price points are welcome, including café/snack bars and fine dining.
- **Cycling / Walking / Jogging.** It is critical to provide flexible and safe lanes for this transportation element, mixing and, if needed, separating them to accommodate different speeds of transport that will accommodate all users. Linking to the city's existing trail system provides a functional and experiential adventure that should be included in any new pier design.
- **Transportation Options.** As important as the specific type of transportation option is ensuring the ease, speed and headways of any transportation element. Consideration should be given, but not limited, to a tram/trolley as well as a water taxi/ferry in conjunction with the cycling/walking/jogging element above. Environmentally friendly methods are encouraged. Fully accessible fixed linkages to parking and public transportation, ensuring seamless access, are required. Any transportation recommended must be viewed as part of the overall

pier experience, thoughtfully and efficiently carrying passengers to the pier terminus.

- **Fishing.** A most basic and required element of this pier is fishing. Recommendations included the potential to separate the fishing experience from the pedestrian experience from both a safety and cleanliness perspective. The inclusion of fish cleaning stations and potential for some type of artificial reef system, as well as thoughtful consideration as to where fishing areas should be, will benefit the overall pier experience. The PWG further recommends that the City engage the Ocean Team to assist in the details related to this element.
- **Marine Discovery / Environmental Educational Element.** The PWG recommends that the City engage the Ocean Team to further develop an environmental educational element and potential interactive marine discovery center. Designs must consider the unique water and environmental conditions of the site and the opportunity to enhance the public's awareness of the Gulf of Mexico with a focus on the Tampa Bay Estuary.
- **Courtesy & Transient Docks.** Consideration should be given to providing safe and effective courtesy and transient docks and to accommodate both motorized and non-motorized boating. The potential for a water ferry or water taxi rated highly in recent input and consideration for this, whether tied to the uplands or the pier itself, should be given consideration. Additionally, the potential to exhibit larger vessels has historically been a part of the pier experience and would be welcomed, again tied to either land or the pier itself.
- **Flexible Event Space Including Picnic Areas & Green Space.** Providing spaces to encourage social interaction that remain flexible are highly desired. The potential for a performance area, particularly one that does not appear empty when not in use, as well as flexible community space carry forward the best and basic elements for pier use and function. St. Petersburg and its downtown waterfront thrive on special events and providing a platform for this will benefit all. There should be an active balance of all types of areas, with a priority given to appropriate green space.
- **Bike & Watercraft Rental.** The ability for visitors to rent bicycles and watercraft is desired.
- **Retail.** Consideration should be given for support retail that enhances the recreational and visitor experience at the pier.

OTHER CONSIDERATIONS

After reviewing a significant amount of qualitative data contained in the comment sections of the surveys, the PWG recommends the following elements be given due attention in the RFQ submission:

- **Downtown Waterfront Master Plan (“DWMP”).** The DWMP is a Charter required master plan with a required completion date of July 1, 2015. This plan focuses on a broad and diverse area of the City connected to the waterfront and, following its adoption, will be amended every seven years at a minimum. The pier process has been ongoing in earnest since 2008 and ensuring that future pier alternatives, particularly those on the uplands, should stay consistent with the direction of the DWMP. Likewise, the DWMP must track and intersect with the vast input to date on the pier to ensure a symbiotic relationship and seamless connections from the pier throughout the waterfront.
- **Green Building/LEED Certified Building.** The new pier must have a sustainable development platform, employing innovative and cost effective energy conservation techniques and potential to obtain LEED certification.
- **Capital/Operating Costs & Economic Sustainability.** The PWG recommends that the City fully analyze any selected concept(s) for long-term operating and economic sustainability.
- **Economic Development.** The new pier should become an engine for long-term economic growth, including providing jobs to the city’s local economy.
- **Visitors.** Recognize that the highest functioning pier will serve locals as well as tourists. Family-friendly activities and spaces will continue to resonate with this city’s population as well.
- **Shade & Air Conditioning.** Providing the ability to get out of the elements, including shade opportunities along the pier’s approach and the potential for air conditioned space at the terminus, is essential.
- **Parking.** Consistent with the required transportation element previously mentioned, the success of the pier and arguably the entire visitor experience depends on the ease with which parking can be accessed. It takes many elements to achieve that result and the PWG recommends ample parking proximate to transportation linkages be incorporated.
- **Accessibility.** Compliance with all Federal and State of Florida standards and access codes under the Americans with Disabilities Act (“ADA”) is needed for any pier design. Consideration should be given to “Universal Design”, which covers a broader spectrum making any built environment aesthetic and usable to the greatest extent possible by people of all abilities.

NEXT STEPS IN THE PROCESS

The PWG recommends the following to ensure a seamless result regarding the program for the pending design:

1. Continue to coordinate with the Downtown Waterfront Master Plan process. Particular attention should be paid to the programming on the uplands as it relates to the DWMP.
2. Conduct an updated market assessment, in a manner that will not adversely affect the overall project timeline, to assist shortlisted RFQ respondents in their programming exercise.
3. Conduct a restaurant request for proposals at the appropriate time to gauge the market opportunities, interest, and selection of future dining options.

This report focused capturing both a historical perspective and recognizing consensus items that exist in the St. Petersburg community today. The recommendations contained herein can serve as a guide for program direction in the pending pier RFQ to deliver concepts that will satisfy our community's common ground ideas for a new pier.

RESOURCES

- Exhibit A Potential Pier Program Elements Survey
- Exhibit B Pier Working Group Public Input Summary
- Exhibit C Additional Elements Provided Through Public Input
Located at <http://www.stpete.org/thenewpier/documents.asp>
- Exhibit D Pier Advisory Task Force Report
Located at <http://www.stpete.org/stpete/PierAdvisoryTaskForceFinalReport6310.pdf>
- Exhibit E OpinionWorks Survey
Located at <http://www.stpete.org/docs/StPeteVoterSurveySummary122013.pdf>
- Exhibit F Lambert Advisory Market Assessment
Located at <http://www.stpete.org/thenewpier/docs/StPetePierLambertAdvisorySummary.pdf>
- Exhibit G 828 Alliance Report
Located at <http://www.stpete.org/thenewpier/docs/Mayors828Alliance.pdf>

Exhibit A Potential Pier Program Elements Survey (Front Page)

POTENTIAL PIER PROGRAM ELEMENTS

NAME:	
ADDRESS:	
ZIP CODE:	EMAIL:

The Pier public engagement process begins with you. Below are elements that have repeatedly surfaced as important to citizens over the last five years, many of which were noted in the Pier Advisory Task Force Report, a market assessment, and a recent opinion survey. Please take the time to: 1) Rate the various program elements on a scale of 1 - 5 and 2) rank the top ten, starting with the most important element required in a new Pier.

NOTICE: All information volunteered on this survey is subject to public records requests under Florida law.

Please prioritize the following potential program elements
Note: Element descriptions located on back of this sheet

		Lowest	Low	Medium	High	Highest
		1	2	3	4	5
DINING	Fine Dining	<input type="radio"/>				
	Open-Air Casual Dining	<input type="radio"/>				
	Fast Food	<input type="radio"/>				
	Cafe / Snack Bar	<input type="radio"/>				
	Banquet Space	<input type="radio"/>				
RETAIL / COMMERCIAL	Picnic Area	<input type="radio"/>				
	Shopping	<input type="radio"/>				
	Kiosks	<input type="radio"/>				
	Bike / Watercraft Rental	<input type="radio"/>				
	Support Retail	<input type="radio"/>				
ENTERTAINMENT	Performance / Stage area	<input type="radio"/>				
	Flexible Event Space	<input type="radio"/>				
	Community Gathering Space	<input type="radio"/>				
OTHER	Amphitheater	<input type="radio"/>				
	Exhibition Vessel Berth	<input type="radio"/>				
ACTIVITIES	Hotel	<input type="radio"/>				
	Observation Areas	<input type="radio"/>				
	Cycling / Jogging / Walking	<input type="radio"/>				
	Motorized Boating	<input type="radio"/>				
	Non-Motorized Boating	<input type="radio"/>				
	Water Park	<input type="radio"/>				
	Courtesy Docks	<input type="radio"/>				
TRANSPORT	Fishing	<input type="radio"/>				
	Tram / Trolley	<input type="radio"/>				
	Water Taxi	<input type="radio"/>				
ATTRACTIONS	Spa Beach to Vinoy Park Bridge	<input type="radio"/>				
	Family Entertainment Center	<input type="radio"/>				
	Amusement Park / Ferris Wheel	<input type="radio"/>				
	Marine Discovery Center	<input type="radio"/>				
	Environmental Education	<input type="radio"/>				
----- WRITE IN ALTERNATIVE SUGGESTIONS BELOW -----						
		<input type="radio"/>				
		<input type="radio"/>				
		<input type="radio"/>				
		<input type="radio"/>				
		<input type="radio"/>				

Please use this left hand space to rank your top TEN program elements 1 - 10

Exhibit A

Potential Pier Program Elements Survey

(Back Page)

ST. PETERSBURG PIER PROGRAM ELEMENTS

Public engagement is essential to the success of the next Pier process. This process starts with establishing the program, of which there has been extensive public input on to date. Attached are program elements brought forward from the Pier Advisory Task Force Report (2010), the Lambert Market Assessment Study (2010), a recent Public Opinion Survey (2013), and multiple public input sessions. These are not all-inclusive, but a starting point for consideration, and agreed upon as a starting point by the Mayor's Pier Working Group (2014).

Your review rating and prioritizing the attached elements, as well as adding additional elements into blank spaces, is welcomed. The elements brought forward previously by the public are categorized on the attached sheet, with room to include any additional elements as desired.

DURING THE TABLE TOP DISCUSSIONS, PLEASE DO THE FOLLOWING:

INDIVIDUALS

1. Please input your name, address and zip code on the individual sheet.
2. Rate each element on a scale of 1 - 5, with 5 being "Highest Priority" for the new St. Petersburg Pier.
3. Feel free to add any additional elements to the sheet, which will be shared with all respondents for the group discussion.
4. Once elements are rated, please rank your top ten elements in order of importance to you.

TABLE

1. Once individual rankings are complete, your table will work together to review and reach consensus as a group on a "Master Sheet" to rate elements.
2. Of all elements considered, please rank the top ten in order of importance (as a group).



Project Area Under Consideration For Elements

The project area above is focused on over-water development as well as the adjacent/complimentary uplands of Spa Beach and the parking lot south of the approach with its respective 10 year lease opportunities for leveraging private dollars.

To further clarify elements, basic definitions include:

Pier Program: Desired activities, uses

Fine Dining: Could mean a "destination" restaurant

Banquet Space: Flexible space, potentially connected to a restaurant, for banquets, events, weddings, available for group activities

Kiosks: Exhibit or retail, free standing

Support Retail: A museum gift shop for example that supports a commercial venture, vs. a dedicated retail establishment.

Flexible Event Space: Could include area for art shows, entertainment, dances, open air market, could be air conditioned or open air

Community Gathering Space: Public meeting space

Exhibition Vessel Berth: Area within project capable of berthing a moderately sized transit or display vessel accessible by the public

Motorized Boating: Marine activity designated for motorized boats of various sizes

Non-Motorized Boating: Marine activity designated for boats without motors such as sailboats, rowing/paddling, kayaks, etc.

Water Park: As simple as a splash pad for kids or significant such as Adventure Island

Courtesy Docks: Docks dedicated for transient or temporary visitation of the Pier area and downtown

Tam / Trolley: ADA accessible transportation

Family Entertainment: An arcade for example

Amusement Park: Designated area providing a variety of amusement rides and activities, for example, a ferris wheel

Marine Discovery Center: A marine education center similar to "Great Explorations"

EXHIBIT B

Pier Working Group Public Input Summary

	CITY OF ST. PETERSBURG	<i>Pier Working Group</i>
	SUMMARY INPUT RESULTS	<i>July, 2014</i>

Public Input Venues	Date		
Childs Park Rec Center	06/19/14	Total Participants At Venues:	375
The Coliseum	06/24/14	Other Surveys Submitted ¹ :	75
Roberts Rec Center	06/26/14	Online Survey's:	1,585
Lake Vista Rec Center	06/30/14	Total Survey's Received:	2,035
JW Cate Rec Center	07/02/14		

1. Independent surveys received from a citizen's neighborhood & Rec Center

Cumulative Results - Online + In Person

ELEMENT PRIORITY RANKINGS	
ELEMENT	QUANTITY IN TOP 10
Open-Air Casual Dining	1,192
Observation Areas	1,006
Cycling / Jogging / Walking	977
Tram / Trolley	780
Fishing	663
Shopping	626
Marine Discovery Center	612
Café / Snack Bar	611
Fine Dining	573
Bike / Watercraft Rental	573

ELEMENT RATINGS			
ELEMENT	QUANTITY RATED	RATING	
Observation Areas	1,162	5	Highest Rating
Bike / Watercraft Rental	619	4	High Rating
Fine Dining	549	3	Medium Rating
Support Retail	390	2	Low Rating
Hotel	1,249	1	Lowest Rated

Highest Rated Elements

Highest #5 Rated Elements	Quantity	Highest #4 + #5 Rated Elements	Quantity
Observation Areas	1162	Observation Areas	1659
Open-Air Casual Dining	1012	Open-Air Casual Dining	1618
Cycling / Jogging / Walking	989	Cycling / Jogging / Walking	1489
Tram / Trolley	808	Tram / Trolley	1377
Fishing	690	Fishing	1146
Courtesy Docks	564	Bike / Water Rental	1105
Marine Discovery Center	504	Courtesy Docks	1035
Water Taxi	504	Performance Stage	1035
Environmental Education	498	Flexible Event Space	1033
Bike / Watercraft Rental	486	Marine Discovery Center	1001
Performance / Stage Area	480	Café / Snack Bar	994
Flexible Event Space	469	Water Taxi	968
Non-Motorized Boating	429	Environmental Education	956
Shopping	407	Picnic Area	932
Café / Snack Bar	398	Non-Motorized Boating	901
Community Space	393	Shopping	882
Picnic Area	387	Community Space	876
Fine Dining	351	Fine Dining	770
Motorized Boating	299	Ampitheater	652
Ampitheater	280	Motorized Boating	635
Amusement / Ferris Wheel	275	Exhibition Vessel Berth	619
Family Entertainment Center	266	Support Retail	616
Water Park	242	Family Entertainment	601
Exhibition Vessel Berth	237	Kiosks	493
Spa Beach to Vinoy Bridge	223	Spa Beach to Vinoy Bridge	489
Support Retail	218	Amusement / Ferris Wheel	486
Fast Food	140	Water Park	454
Banquet Space	135	Banquet Space	387
Kiosks	135	Fast Food	342
Hotel	71	Hotel	162