



DUNEDIN 2017 VISION UPDATE

April 2018

Prepared by Jacobs

ACKNOWLEDGEMENTS

This vision is the result of collaboration from the Dunedin community, including community members, elected officials, and the planning team:

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CONTENTS

01. Introduction	1
02. Background	3
03. Online Survey	11
04. Downtown Dunedin (CRA)	17
05. Douglas Ave. Corridor	31
06. Patricia Ave. Corridor	41
07. SR 580 Corridor	51
08. Causeway Boulevard Gateway	63

01 Introduction



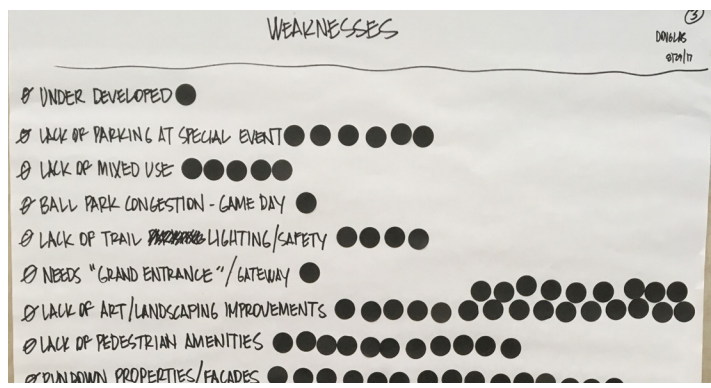
THE PROJECT

This document summarizes work that was conducted between June 2017 and April 2018 for the City of Dunedin Florida as part of the process of updating their community vision. This most recent work built on an initial vision that was prepared during 2005, and the work by city staff that took place in the subsequent years; these are described in Chapter 2 of this document.

WHAT YOU'LL FIND

Chapter 3 summarizes an online survey that was conducted over a seven-week period between July and September 2017, a period that included a five-day series of structured in-person visioning workshops that occurred between 27 and 31 August 2017.

These vision exercises focused on five distinct areas within the city: Downtown, the Douglas Avenue corridor; the Patricia Avenue corridor; the SR 580 corridor; and the Causeway Gateway district. Each of these areas is discussed as part of separate chapter within this document.



Each chapter contains five sections and begins with a short description of the subject district. It then summarizes the results of the relevant SWOT (Strengths, Weaknesses, Opportunities & Threats) analysis, including general comments regarding each component element. This is followed by a presentation and analysis of the vision statements that were generated by participants in the district’s visioning exercises followed by a short commentary. The third section in each chapter

summarizes the vision preference survey that was conducted with the participants. The fourth section summarizes the mapping exercises that were carried out as part of the exercises. Finally, each chapter ends with generalized comments and a section of proposed recommendations, specifically oriented to the specific district.

02 Background



2005 VISION

The City of Dunedin FL is part of the Tampa Bay region on the west coast of Florida. The city has a population of approximately 37,000 people and is located in Pinellas County, just north of Clearwater. In 2005, the City of Dunedin hired a consultant to help prepare a formal vision for the community. At that time, the city was seeing significant pressure for new development and redevelopment, and realized that the existing codes and regulations were not well equipped to address these new conditions. Many of the codes in place at the time had been crafted during the 1980s when development in the city was at a low, and the regulations were purposefully designed to create incentives and inducement for new development. A primary incentive provided through the zoning code was increased density and intensity of allowable development, particularly on key sites in and around the Downtown area.

For a variety of reasons, while new projects were built in the outlying areas of the city during the 1990s, relatively little new development occurred within the core of the city during that time. Instead, led by the Economic Development director, the City entered into an on-going period of methodical upgrading of infrastructure, public spaces and the redevelopment of existing buildings .

Main Street, which in the 1980s was a four-lane designated State of Florida arterial roadway, was converted to a two-lane city-owned street with on-street parking, expanded sidewalks and a range of pedestrian amenities and beautification features. This roadway extends from the shoreline, east through downtown where it connects with Skinner Boulevard and becomes S.R. 580.

While little new development occurred during the 1990s, the city in general and the Downtown in particular developed a reputation as a key destination in northern Pinellas County. A wide range of locally run shops,



boutiques, restaurants and other businesses emerged, along with a significant uptick in daytime tourism.

The financial boom of the early '00s brought renewed interest in large scale new development within Dunedin, even as the city was refining and enhancing its reputation as a small-scale, historic destination. The conflict between the density and intensity allowed in the codes and regulations, and this emerging perception of Dunedin's desirable "small town" feel, led to the decision to undertake the 2005 vision.

The city selected six distinct areas as a focus for the 2005 vision. These included:

- The Dunedin Causeway Gateway
- The CR 580 Corridor
- The Downtown Community Redevelopment Area (CRA)
- The Douglas Avenue Corridor
- The Patricia Avenue Corridor
- The Southside Neighborhoods



In addition to meeting with the elected officials and city Staff, the consultant team set up two community wide workshops. Each workshop was a three-hour time period, one held during a weekday evening and the second on a weekend day. Each workshop followed the same format and included a community SWOT Analysis (Strengths, Weaknesses, Opportunities, Threats); a community Character Preference Analysis; and a community Vision Statement exercise.

Over 200 people participated in the two workshops, the results of which helped inform a series of recommendations for changes in city policies and regulations.

Concurrent with leading the visioning sessions, the consultants reviewed the City's existing zoning code and land development regulations. The outcome of the workshops combined with the results of the code analysis produced a series of recommendations for changes and modifications to the city's zoning codes, development regulations and future land-use plan.

The primary recommendation from the 2005 visioning session was to change the regulations for development in the CRA from a use-based approach with height limits to a rudimentary form-based approach that promoted architecture over use, which enabled developers to achieve allowable densities and intensities while matching allowable height and bulk to the adjacent fronting right-of-way. The recommended approach also promoted the use of step-backs to help modify the perceived mass of three- and four-story structures that could result from the application of the regulations.

RECENT EVENTS

In the period between 2005 and 2017, the City of Dunedin experienced the same development cycles as seen in many other communities. Development continued apace until 2009 and 2010 and then fell precipitously due to the severe economic and financial recession. For about five years, relatively little development occurred in the city. Beginning in 2014 and then increasing in 2015, the city saw renewed interest in new development and redevelopment. The mixed use Victoria Place was completed at the western end of Main Street in 2016, the first full-scale example of the new development regulations.

While well received by owners and renters, the building received mixed-reviews from the citizenry. While many liked the architectural design, others felt that even at four stories (three stories at the eastern end), the building was simply "too big" for the city.

Even during the downturn, city staff continued to work on implementing the recommendations from the 2005 visioning process. They solicited, reviewed, vetted and approved a range of mandatory architectural styles for new developments. In response to the increasing demand for parking in the downtown, staff recommended, and elected officials approved, a program for instituting paid parking within the Downtown.

The implementation of this program was not without controversy. Many of the regular users of the downtown stores and restaurants were not familiar with the electronic format of the new parking payment system and others found the rules difficult to fully understand. Still others were upset that there were any fees at all, referencing a time when parking in the Downtown was plentiful, accessible and free.

In 2016, a local developer purchased a surface parking lot from the city and negotiated an agreement to build a four-story mixed-use project that would include an integrated



2017 VISION PROCESS

In July and August, a member of the consultant team met with city staff and elected officials, toured the city, and looked at ways in which the results from the earlier Vision had or had not been implemented during the period since 2005.

During this period, the consultants also worked with city staff and elected officials to establish a program for the current visioning process. Based on these meetings, the city decided to focus on five specific study areas:

- The Dunedin Causeway Gateway
- The SR 580 Corridor
- Downtown Dunedin (The CRA)
- The Douglas Avenue Corridor
- The Patricia Avenue Corridor

These five districts include some of the most commercially developed areas in the city and are key destinations for both local residents and visitors. They also include opportunities for redevelopment and revitalization.

As devised, the visioning process included two primary components: an online survey and a comprehensive series of in-person workshops.

parking structure, within which the city would control 195 spaces through a long-term lease. For modest hourly rates, these would be available to visitors to the downtown.

In 2017, the city hired Jacobs to conduct a visioning process that would revisit the 2005 Vision, engage citizens, property owners and business owners, and develop an updated vision. The following chapters outline the approach and the results of the public process, including commentary on the process, suggest options for an updated vision, and provide a range of recommendations for moving forward.



Online Survey

The survey included a variety of ways for community members to provide comments: yes/no questions; ranking questions; visual preference survey images; and a section for personal commentary. Additional information regarding the online survey is in Chapter 3.

The survey was uploaded to the city's website on 10 August 2017, and was available to the citizens for seven weeks before it was finally closed down on 30 September 2017.

During that time, over 420 unique responses were documented. These responses were tallied and the results used to inform the analysis of the five specific target study areas.

Visioning Workshops

The second major element of the visioning process was a series of in-person visioning workshops that were held at the Hale Center between Sunday 27 August 2017 and Thursday 31 August 2017. The process began with a two-hour introductory meeting on Sunday afternoon in which participants met the consultants, spoke with city officials, learned about the overall process and had a chance to discuss key issues and concerns.

Monday through Thursday included multiple workshops. These were divided into open two-hour sessions that any member of the Dunedin community could attend, and one-hour invited sessions oriented towards smaller groups within the community, generally looking to address one or a few particular issues in specific study areas. Many

of the visioning workshops were broadcast, real time, on DunedinTV with streaming on Facebook Live where additional comments could be captured.

Because of very high levels of interest in the Downtown, three of the two-hour public workshops focused specifically on this area. One workshop was dedicated to each of the four other target districts.

Each of the workshops followed the same format. Participants were asked to sit at round tables in groups of between four and ten people. The formal activities began with introductions of the consultant team and city staff, and any elected officials who might be attending. This was followed by a fifteen-minute overview presentation that spoke to some of the issues impacting cities like Dunedin, in general, as well as specific issues of interest and concern within the city.

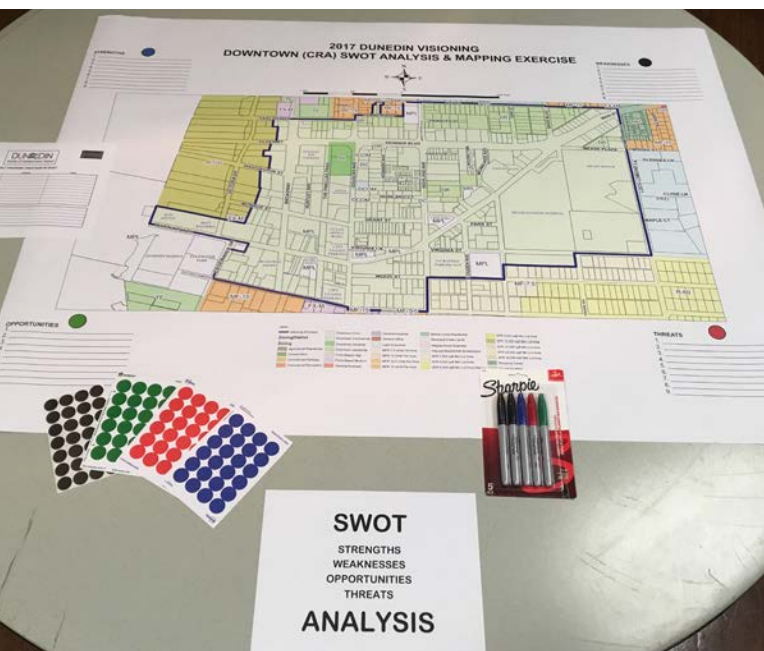
SWOT Analysis

The first exercise was a SWOT analysis, in which the participants at each table were asked to come up with lists of key features of the study area in question, beginning with key strengths, then key weaknesses, key opportunities and key threats. Strengths were broadly defined as the positive attributes of a particular area. Weaknesses, in contrast, were negative attributes. Opportunities were defined as those features or actions that could contribute positively to the district in question; these could include expanding on existing strengths, overcoming noted weaknesses, or adding entirely new features. Finally, Threats were seen as those issues, features, characteristics or situations that could negatively impact the long-term quality of the particular study area.

In general, this exercise took between twenty and thirty minutes to complete and engendered a great deal of discussion at each of the tables. Participants often generated a dozen or more items for each of the four categories, and each category generally had a similar number of entries.

After the lists were completed, the participants at each table were asked to come to a consensus as to the top three items in each of the four categories. Again, this engendered significant discussion, including some editing and rephrasing of key issues.

After each table developed its consensus responses to the SWOT assignment, these entries were collected and compiled into a “master” list of Strengths, Weaknesses, Opportunities and Threats.



Visual Preference Survey

While this was taking place, the audience participated in a Visual Preference Survey. This included 27 pairs of images organized around seven categories:

- Sidewalks
- Streets
- Public Space
- Parking
- Building Placement
- Building Massing
- Building Configuration

About half of the images were of locations within Dunedin; the remaining images were from locations outside the city and were selected to highlight a key characteristic or attribute.

For each pair of images, the audience was asked to select one of four responses:

- Like Both Images
- Like the Right Hand Image
- Like the Left Hand Image
- Dislike Both Images

The participants each received a pre-printed matrix that included rows and columns corresponding to the images and the options. Each pair of images was presented for approximately 20 seconds, with the entire exercise taking about ten minutes.

Mapping Exercise

Each table then undertook a mapping exercise. Table-sized maps of each study area were provided along with colored markers with each color corresponding with strengths (green), weaknesses (red), opportunities (blue) or threats (black). Participants were asked to add thoughts, ideas, recommendations and other commentary to these maps. These could follow the line of thought developed as part of the SWOT analysis, or could diverge into design recommendations, ideas for new developments, ROW improvements or anything else that the participants thought might be relevant to the future of the particular study area.

This exercise also produced considerable discussion and active participation and generally lasted about 15 minutes.

For the final exercise, the audience was shown the compiled lists of consensus strengths, weaknesses, opportunities and threats. These had been hand-printed on large poster-size sheets, which were attached to the walls of the assembly space. Each participant was given four strips containing three colored dots on each strip. The green dots corresponded to strengths; the red dots corresponded to weaknesses; the blue dots corresponded to opportunities; and the black dots corresponded to threats.

As participants exited the meeting room, they were asked to vote for their top three choices in each of the four categories but placing the colored dots next to the strengths, weaknesses, opportunities and threats that they felt were most important.

As with several of the other activities, this exercise engendered a good deal of conversation among participants.



Compilation

Following the visioning workshops, city staff collected all the materials that had been generated and began the task of compiling and organizing them. This included reviewing the information and comments that had been generated by the online survey and organizing them into a coherent format. The staff also organized the information that had been generated at the various visioning workshops.

These materials were turned over to the consultants in October 2017 for review and analysis.

Analysis

The consultant team reviewed the materials received from the city and organized these into relevant categories. Each set of materials was examined in detail and analyzed for internal coherence as well as relevance to other materials. A preliminary draft of this analysis was begun in December 2017 and continued into the new year. A complete first draft of the project document was completed in March 2018.



03 Online Survey



During June and July 2017, city staff prepared an online survey with assistance from the Jacobs' consultants. The survey was uploaded to the city's website on 10 August 2017, and was available to the citizens for seven weeks before it was taken down on 30 September 2017. During that time, over 420 unique responses (individuals) were documented. Highlights from key parts of the survey are summarized below. Additional detail and analysis are provided in the Appendices.

SURVEY RESULTS

Question Two of the survey asked participants to rank the five study areas in terms of overall importance to the city. On a scale of 1 – 5 with 5 being most important and 1 being the least important, the rankings are as follows:

- Downtown – 3.57
- SR 580 Corridor – 3.20
- Douglas Avenue Corridor – 2.99
- Dunedin Causeway – 2.90
- Patricia Avenue Corridor – 2.41

Question Three asked participants to highlight the most critical issues facing their top-ranked district.

Given that the Downtown was listed as the most important target area within the city, the top issues reflected this focus:

1. Parking (26%)
2. Development (22%)
3. Traffic (15%)
4. Maintaining the city’s current character (11%)
5. Walking and Cycling (11%)
6. Codes and Regulations (7%)
7. Safety (5%)

Question Four asked respondents to repeat the assessment from Question Three for their second highest ranked district. The items listed were similar to the previous question, although the order and relative weights were different:

1. Development (21%)
2. Traffic (15%)
3. Parking (14%)
4. Walking and Cycling (12%)
5. Codes and Regulations (8%)
6. Maintaining Current Character (6%)
7. Safety (3%)

These responses suggest that these seven issues are primary concerns for citizens within the city as a whole, with some change of priorities depending on the specific geographic area of focus.

Question Ten asked respondents to comment on the need to change the city’s zoning regulations in response to new uses and developments.

- Over a third of the respondents (39%) felt that **revising the codes** would be warranted to address issues related to building height or placement, and development density. A significant percentage of these responses were not concerned with the physical form of new buildings as much as the traffic that might be generated by new uses.
- 17% of the responses suggested a need to revisit and/or revise current **parking** policies, strategies and/or codes. Many comments suggested rescinding paid parking in the Downtown, but others suggested banning parking structures, banning underground parking, doing away with the parking bank, and otherwise providing more free parking.
- 6% of the responses suggested a need to address **traffic**, in particular the anticipated increase of traffic that would accompany new development.

NB: 12% of those who responded admitted that they felt they did not know enough about these issues to comment appropriately.

Question Fifteen asked respondents to highlight those districts that they frequented for shopping. Many respondents selected multiple districts, which were ranked as follows:

1. SR 580 Corridor 81%
2. Downtown 78%
3. Patricia Avenue 41%
4. Douglas Avenue 36%
5. Causeway 32%

Questions Sixteen and Seventeen asked if respondents felt that key retail opportunities were missing from the city. Just under half the respondents (48.6%) felt that such opportunities were missing. Of those who said “yes”, just over a third (34%) felt that the city needs additional grocery options, particularly in or near the Downtown. Others felt that the city also needs more and a greater variety of restaurants.

Question Eighteen gave the respondents a list of twelve potential land use additions and asked them to rank these in order from most to least desirable. Weighted by the city staff, the rankings are as follows:

- | | |
|--|------|
| 1. Downtown Grocery/Market | 9.11 |
| 2. Performing Arts Venue | 9.05 |
| 3. Music Venue at the Stadium | 8.90 |
| 4. Additional Restaurants (Douglas/Patricia/Causeway) | 8.78 |
| 5. Additional New Parks | 8.21 |
| 6. Tiny Home Neighborhood(s) | 6.68 |
| 7. Additional Hotels | 6.13 |
| 8. Other | 6.02 |
| 9. Employment Center (Office Center) | 5.96 |
| 10. Convention Meeting Space | 5.25 |
| 11. Additional Apartments | 4.57 |
| 12. RV Park | 3.28 |

SR 580 is the target district rated most in need of redevelopment, according to survey respondents

Question Twenty Four asked respondents to comment specifically on their favorite attributes of Downtown Dunedin.

- 37.1% of these responses highlighted the “**walkable**” quality of the Downtown.
- 33.7% of the responses referenced specific qualities using terms such as “**quaint**”, “**village**”, “**charm**”, and “**small town**”.
- 8.7% of the responses referenced “**parking**”, most in negative terms, although a few responses addressed the topic in a fairly even-handed way.

Question Twenty Five asked which of the targeted districts was most in need of redevelopment. The responses, ranked from highest to lowest:

- | | |
|----------------------------|-------|
| 1. SR 580 | 69.0% |
| 2. Patricia Avenue | 60.3% |
| 3. Dunedin Causeway | 38.4% |
| 4. Douglas Avenue | 24.0% |
| 5. Downtown | 9.9% |

Somewhat ironically, while the Downtown is seen as the most important of the five study areas, it is also seen as the area least in need of redevelopment.





Question Twenty Six asked about specific recommendations for improvements in these districts. 346 people responded with recommendations or comments for at least one corridor.

SR 580. Common comments included the need to upgrade the quality of the stores, improve the overall appearance, provide additional landscaping and green spaces, improve traffic flow and provide more traffic controls, and generally beautify the street that functions as the primary gateway into the city.

Patricia Avenue. This corridor garnered a wide range of comments, many focused on the need to update the “tired” appearance, attract more options including newer stores and restaurants, upgrade the infrastructure, streetscape, and overall appearance of the corridor.

Dunedin Causeway. Commenters provided a range of suggestions including: building a new bridge, widening the beaches, adding new development (particularly on vacant lots) including a hotel, more restaurants and retail options, redeveloping Causeway Plaza, improving traffic flows and reducing congestion.

Douglas Avenue. General comments suggest more shops and retail, more landscaping, including additional shade trees, upgrades to the stadium, additional street art and signage. A number of comments advocate an end to any more apartments or townhouses, and many comments that addressed the scale disparity between new development and the older buildings surrounding it. Several comments recommend continuing the integration of Douglas with the Downtown to create better pedestrian activity and retail options.

Downtown. The majority of comments suggest that the Downtown is doing well as it is, and do not advocate for any substantial changes.

Question Twenty Eight asked respondents to highlight specific locations or situations within each of the five study areas that were perceived to be congested, dangerous or otherwise in need of future attention. A wide range of locations were provided; each of these merits future attention from City staff.

Question Thirty One began with the suggestion that there might be a need for the City to revisit some of its existing Plans and/or zoning regulations and asked for input. This question elicited a wide range of responses, some of which were quite extensive and merit additional consideration. City staff should review all of the responses to this question carefully, looking not only at consensus themes -building heights, for example- but also as specific detailed concerns as well as proposed actions, changes or recommendations.

ONLINE SURVEY COMMENTS

Experience and analysis suggest that the responses that one might provide to an online survey vary somewhat from the responses one would provide in person at a public forum. Nonetheless, the vast majority of the nearly 430 people who responded to the city's online survey provided treated the exercise seriously.

High level analysis of the responses suggests that while many people in the community see Downtown as a vital and important part of the city, it is not everyone's primary area of focus. The CRA covers less than 200 acres in a city with a land area of over 10 square miles. Many residents visit the Downtown only infrequently and they are often more concerned with issues and conditions within or near their neighborhoods, or the places where they work, shop or regularly frequent.

This said, it is clear that most residents do feel strongly about the Downtown. They appreciate its qualities, in particular its walkability and physical characteristics, using terms such as "quaint", "village-like" and "small town feel" to describe these.

Parking is seen as a primary concern within the Downtown. The city recently implemented a paid parking strategy within the Downtown, the operations of which initially confused many of the residents, and continues to anger some. Many still feel that the city should not charge for parking in the Downtown, with a small minority suggesting that they no longer frequent establishments there because of this.

Also within the Downtown, new developments are often viewed with concern, both for physical characteristics and for the potential to further exacerbate traffic conditions which are perceived by many as increasingly congested and unsafe. On the other hand, there is a stated desire for a grocery store in or adjacent to the Downtown.



Outside of the Downtown, the primary area of focus seems to be the SR 580 corridor, which a majority of the residents visit to do at least some of their shopping. Commonly expressed sentiments include the need to upgrade the quality of the stores, improve the overall appearance of the roadway, including additional landscaping and green spaces, improve traffic flow and enhance safety.

Similar comments were also made for the Douglas Avenue and Patricia Avenue corridors (and to a lesser degree, for the Causeway), with recommendations for upgraded landscaping, streetscape and overall appearance, as well as additional retail and restaurant options.



Within the city as a whole, there was strong interest in a new performing arts venue, a music venue at the Douglas Avenue stadium, and additional parks.

Overall, there is considerable information contained with the results of the online survey. City staff should winnow through these materials in considerable detail, and use the insights, information and ideas contained within the survey as a starting point for future research as well as potential planning and/or design activities.



04 Downtown Dunedin (CRA)



DESCRIPTION

The Dunedin Community Redevelopment Area (CRA), often referred to as “Downtown Dunedin”, sits at the western end of Main Street, just east of the Bay. The CRA is approximately 180 acres in size, and contains a wide variety of uses including residential, commercial, office, retail, restaurants, light industrial, institutional, hospitality and other uses. It is the effective heart of the community and the part of Dunedin that is likely the best known to visitors from outside the city.

The Downtown has changed considerably since the 1980s, when Main Street was still part of the State’s arterial roadway system (S.R. 580) and many of the customers who traditionally frequented Downtown establishments had moved on to suburban alternatives.

The CRA was founded in the late 1980s to address this increasing decline. Main Street was reduced in width and on-street parking was added, as well as new landscaping, fixtures and street furniture. New parks were developed along with new events and activities; in parallel, new shops, restaurants and residential options began to emerge within the Downtown. As the tax base expanded and revenue to the CRA increased, money was used for additional civic improvements, community-wide events and other features that made the downtown more attractive to residents and visitors alike.

The real estate boom during the early 2000s created increased pressure for new buildings within the Downtown and raised concerns about the appropriate scale and size of new developments. In 2005, the city revisited its existing land use regulations and development codes and embarked on a multi-year program for revising and

Figure 4.1. Downtown (CRA) Boundary

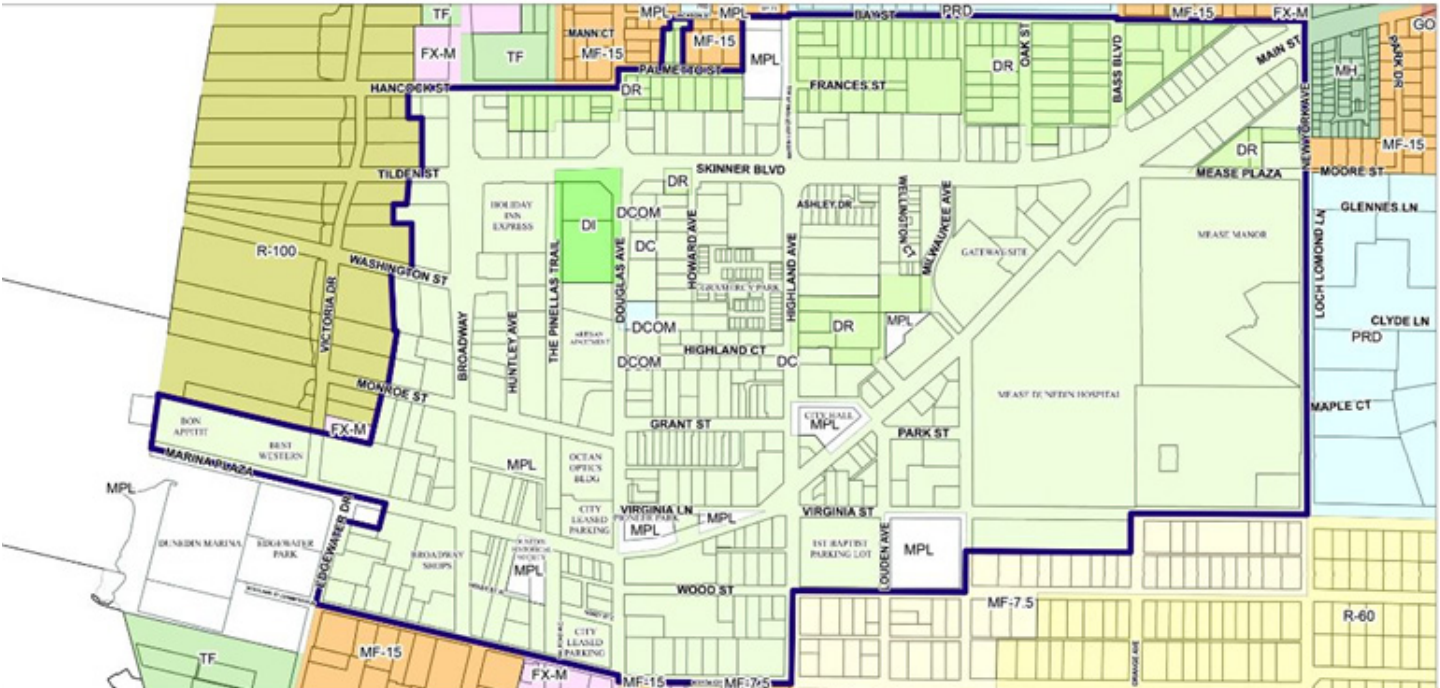
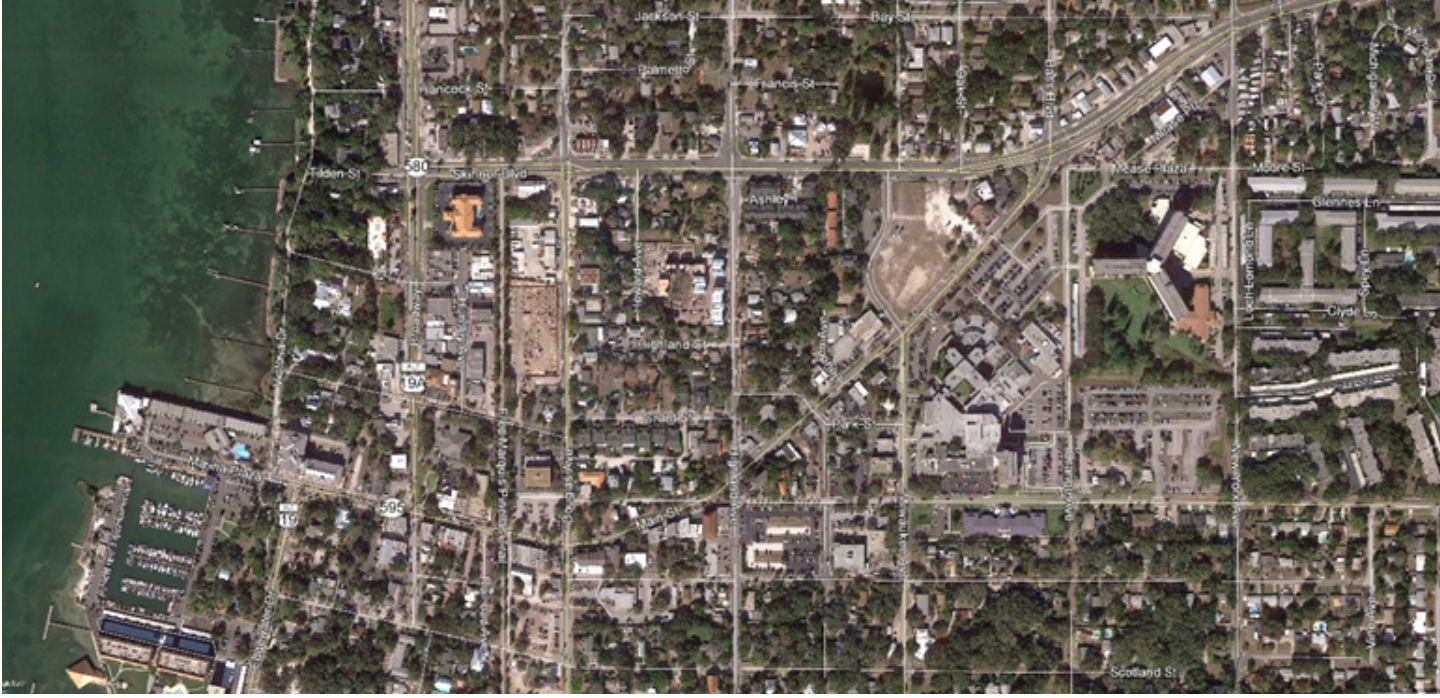


Figure 4.2. Downtown (CRA) Aerial



refining these codes. The subsequent recession that commenced in 2009 put a damper on development pressures for over half a decade, but in recent years, development activity has recommenced, again highlighting some of the concerns about density, intensity and appropriate community character.



DOWNTOWN DUNEDIN (CRA) COMPOSITE SWOT ANALYSIS

Note: The Downtown was the study area of most interest a significant number of workshop attendees. As such, it became the focus of three separate visioning sessions, which are listed below simply as "One", "Two" and "Three".

STRENGTHS

One

"Small Town Atmosphere" (59%)

- "Small Town Atmosphere" (28%)
- "Small Local Business/Merchant Groups" (10%)
- "Walkability/Trail/Bike Friendly" (10%)
- "Quaint/Low Building Heights" (7%)
- "Non-Chain Stores/Restaurants" (4%)

"Sense of Community" (37%)

- "Arts & Community Events" (13%)
- "Waterfront Community" (13%)
- "Sense of Community" (8%)
- "Outdoor Ambience/Festivals/Activities" (3%)

Two

"Unique Community" (66%)

- "Unique – No Chain Restaurants/Stores" (20%)
- "Village Atmosphere/Small Town Feel" (16%)
- "Sense of Community/Diversity" (16%)
- "Many Activities" (14%)

"Walkability" (32%)

- "Pinellas Trail" (18%)
- "Walkable" (14%)

Three

"Unique Local Businesses" (27%)

- "Local Business/Small Business" (16%)
- "Uniqueness – No Chains" (11%)

"Diversity" (22%)

- "Artistic/Eclectic" (15%)
- "Diverse Architecture" (2%)
- "Ideological Diversity" (2%)
- "Diversity/Inclusion" (2%)
- "Mix of Uses/Services/Attractions" (1%)

"Walkability" (19%)

- "Walkability" (13%)
- "Trails" (6%)

"Vibrancy" (17%)

- "Vibrant Downtown" (13%)
- "Events/Spaces/Parks/Activities" (4%)

"Small Town Character" (16%)

- "Quaintness/Small Town" (12%)
- "Village Atmosphere" (4%)

Comments:

Overwhelmingly, the participants in the three sessions appreciate the Downtown for its unique mix of businesses, its "small town" character, its vibrancy, its diversity, its walkability and its overall sense of community.

WEAKNESSES

One

"Development" (36%)

- "Too Dense Development" (19%)
- "Setbacks from Sidewalks" (14%)
- "Too Dense" (3%)

"Parking" (30%)

- "Paid Parking" (21%)
- "Lack of Parking/No Plan" (8%)

"Traffic/Safety" (15%)

Two

"Mobility" (50%)

- "Traffic" (14%)
- "Width of Sidewalks/Trail (Narrow)" (14%)
- "Skinner Boulevard" (12%)
- "Transportation" (10%)

"Parking" (36%)

- "Paid Parking" (22%)
- "Lack of Parking" (14%)

"Infrastructure" (12%)

- "On-Site Water Retention" (12%)

Three

"Planning & Development" (35%)

"Functionally Obsolete Buildings" (16%)

"Too Rapid Growth" (7%)

"Lack of Affordable Housing" (6%)

- "Building Setbacks" (6%)

"Parking" (30%)

- "Paid Parking" (15%)
- "Lack of Parking" (11%)
- "Parking Confusion" (4%)

"Traffic/Pedestrian Safety" (20%)

- "Traffic Flow/Safety (Bikes/Golf Carts)" (9%)
- "Skinner is a Barrier" (6%)
- "Dangerous Pedestrian Crossings" (3%)
- "Confusing Douglas/Main Intersection" (2%)

"Lack of Uses within Downtown" (15%)

- "Lack of Groceries" (10%)
- "Lack of Diverse Retail/Limited Hours" (3%)
- "Lack of Hotel/Inn" (2%)

Comments:

The participants feel that the dominant weaknesses of the Downtown include parking -the perceived lack of it, the need to pay for it, the overall confusion surrounding it; traffic; pedestrian safety; confusion about planning and development; and a lack of desired uses.

OPPORTUNITIES

One

"Growth & Development" (40%)

- "Responsible Growth" (20%)
- "Historic Preservation" (10%)
- "Gateway Sites" (6%)
- "Revise Zoning" (4%)

"Street Design" (21%)

- "Pedestrian Zones/Street" (18%)
- "Landscaping/Streetscaping" (3%)

"Waterfront" (18%)

- "Improving Waterfront Amenities/Activities" (15%)
- "Public Access to the Marina" (3%)

"The Arts" (17%)

- "Encourage Arts" (13%)
- "Repurpose city Hall/Performing Arts/Visual Arts" (4%)

Two

"Development" (54%)

- "Gateway Development" (23%)
- "Encourage Sustainable Development" (21%)
- "Appropriate Vibrant Development" (10%)

"Planning" (47%)

- "Balance Decision-Making for Residents vs. Tourists vs Business" (21%)
- "Maintain Historic Area – Enhance" (13%)
- "Attract Younger People/Affordable Housing" (13%)

Three

"Preserve Existing Character" (33%)

- "Preserve Small Town Feel" (12%)
- "Historic Overlay to Protect Uniqueness" (12%)
- "Preserve Open/Green Space" (9%)

"Updated Development Regulations" (31%)

- "Increase Density" (15%)
- "Stronger Zoning Code" (5%)
- "One-for-One Development Zoning" (4%)
- "Architectural Styles" (4%)
- "Controlled Development" (3%)

"New Development" (14%)

- "Theater in the Round at Current city Hall" (6%)
- "Gateway Site – Municipal Development" (4%)
- "Consolidate city Offices" (3%)
- "New city Hall Site" (1%)

"Re-Design of Skinner Boulevard" (11%)

- "Make Skinner Walkable/Safer Trail Crossing" (9%)
- "City Acquisition of Skinner" (2%)

Several additional items received a small, but not inconsequential, number of votes.

- "Municipal Wi-Fi/Fiber Optic" (6%)
- "Looper Shuttle to Remote Parking/Expand Looper" (5%)

Comments:

The participants feel that the greatest opportunities lie in the areas of planning and development including reviewing and updating development regulations, looking to preserve desirable existing features and conditions, and working to improve streets and overall walkability.

THREATS

One

"Incompatible Development" (27%)

- "Large Building Heights/Small Setbacks" (19%)
- "Overdevelopment of All Uses/Density" (8%)

"Loss of Small Town Character" (25%)

- "Loss of Small Town Feel" (23%)
- "Chain Commercial/Retail" (2%)

"Loss of Walkability" (21%)

- Traffic/Pedestrian Conflicts (11%)
- Loss of Walkability (10%)

"Inadequate Infrastructure" (19%)

- "Infrastructure Condition/Availability" (12%)
- "Paid Parking/No Parking Plan" (7%)

Two

"Development" (44%)

- "Building Heights/Density" (16%)
- "Over Development" (13%)
- "Inappropriate Development" (7%)
- "Disappearing Small Town Character" (4%)
- "Loss of Sky Visibility with Building Heights" (2%)
- "Too Much Residential Density in Downtown" (2%)

"Parking & Congestion" (29%)

- "Patrons Turning Away/Lack of Parking/Congestion" (18%)
- "Paid Parking" (11%)

Two additional items each garnered a notable percentage of the votes:

- Climate Change/Stormwater Retention (13%)
- Losing the CRA (13%)

Three

"Development" (74%)

- "Overdevelopment" (23%)
- "Chain Stores" (22%)
- "Increased Building Heights/Density" (15%)
- "Gentrification" (8%)
- "Loss of Charm/Diversity" (5%)
- "Overpopulation" (1%)

"Downzoning" (27%)

Comments:

Participants felt overwhelmingly that the primary threat to the Downtown is development that is incompatible with the current look, feel and character of the Downtown generally, with specific concerns about density, height and "overdevelopment".

DOWNTOWN DUNEDIN (CRA) COMPOSITE VISION STATEMENTS

Participants in the various work sessions generated a large number of vision statements, most of which applied to the Downtown in particular, and some of which could apply to the community as a whole. (The statements are reprinted below as they were written, with a few corrections to obvious misspellings.)

- Safe welcoming walkable/bikeable tree lined streets where you can live and shop
- People, not cars, and enhance the walkability in downtown Dunedin!
- Pedestrian friendly, visual improvements (Art & Landscaping). Maintain setbacks. Be careful of high density replacing.
- We love Dunedin for its quirky, artsy, walkable and chill vibe. It needs some improvement with parking and dealing with traffic but overall we hope it doesn't change too much. We also feel we should (continue /improve to make it more attractive to young people and don't want it so belong over gentrified, corporate of full of chains.
- To maintain our small town and quaint vibe thru responsible development and respect to our heritage and our citizens.
- Main Ave (sic) positive growth in our downtown. Enhance walkability of downtown - i.e. walking Mall. Positive growth with small town charm.
- Walkable, 2-story rule, arts, history, recreation. Work- live - play-learn
- Downtown Dunedin is unique and must preserve its small town feel, walkability and welcoming character with greenspaces. Diverse small businesses, affordable housing and free parking - shuttle through downtown Main Street (not trip to Tarpon, parking lot to lot.) Rikshawalas (sic)- opportunity for jobs.
- Downtown Dunedin provides a diverse environment where all can live/work/play while creating a retail base that serves our residents and attracts others who contribute to our town and shares in the cost to keep Dunedin delightful.
- Dunedin shall: Maintain quaintness and keep small town feeling strictly enforce zoning codes and architectural standards. Ensure commercial growth supports health of existing businesses. Streetscaping and shade. Benches inviting places to sit.
- Pedestrian friendly, quaint downtown, local businesses centering around the Pinellas Trail and rich history favorable amenities
- Continue to improve the welcoming atmosphere and small town eclectic charm.
- Continue our focus on managed growth to maintain our small town feel, sense of community, and vibrancy.
- Maintain a small not overdeveloped and overbuilt community

- Grow Dunedin in a positive, nurturing way for every citizen.
- A place made for anyone and everyone!
- A walkable, green, urban area promoting the small town, old Florida feel while maintaining a viable and thriving downtown and accommodating new growth that contains walkable/ biking connectivity between neighborhoods and keeping with described architectural style.
- Embracing our past and applying those successes to our future.
- Creating our future city and caring neighborhoods by understanding and acknowledging our past through respect and hopeful growth.
- Preserve our village feel.
- Continued progress in development of user-friendly downtown, with emphasis on community, diversity and the arts.

Comments:

The majority of these statements reference the existing character of Dunedin and the Downtown – unique, diverse, walkable, user-friendly and charming with a distinct “small town” feel. Participants want these attributes maintained and enhanced. They recognize and accept that new development will occur, but feel that this should be “responsible”, small scale, and supportive of existing functions and businesses, in particular local retailers.

DOWNTOWN DUNEDIN (CRA) COMPOSITE VISUAL PREFERENCES

The visual preference survey addressed seven physical conditions.

Streets: In general, respondents seem to prefer streets that are not overly wide, contain a range of functions, support a variety of mobility modes, include trees and other forms of landscaping, and include building frontages close to the edge of the ROWs.

Sidewalks: Respondents appear to prefer sidewalks that are wider rather than narrow, support seating, outdoor dining and other activities, include streetscape and landscaping, and are fronted by buildings with windows, doors and other forms of visual or physical openings.

Public Spaces: While respondents found most of the presented public spaces as acceptable, there appears to be a preference for well defined, somewhat formal spaces, including both hardscape and landscape as well as various forms of street furniture and shade trees.

Parking: In general, respondents seem to respond better to on-street parking as opposed to surface lots or parking structures, with some preference for angled rather than parallel parking. Surface lots should include landscaping, clearly defined paths, entries, etc. and might better be located behind, rather than in front of, buildings.

Building Placement: In general, the preference seems to be for buildings that are neither too close to the street nor too far away, and include some degree of landscaping and/or streetscape as part of their frontage.

Building Massing: Smaller scale (one- to three-story) buildings seem preferable to larger buildings, with some degree of articulation – variations in height and mass as opposed to buildings that are more block-like.

Building Configuration: There appears to be a preference for buildings with a more articulated appearance, including pitched roofs, balconies, galleries, porches and/or arcades, vertically oriented windows and a generally residential as opposed to commercial scale and feel.

Comments:

The survey was high-level and did not go into depth for any of the seven conditions. While the outcomes provide some general understandings, all of these need to be explored further and in more detail to provide specific and/or usable guidance for future planning or design efforts.

DOWNTOWN DUNEDIN (CRA) GENERAL COMMENTS

The CRA covers quite a large area and Main Street extends for nearly a mile from the easternmost edge of the CRA down to the waterfront. It is likely that there is not a unified perception of the “downtown” in its entirety and that different people perceive it in different terms and reference different locations and/or functions.

To a degree, the perceived “charm” of the downtown makes it desirable, not only for the people who currently live, work or shop there, but for others, including residents of Dunedin as a whole, as well as an increasing number of tourists, be these people making day trips from elsewhere in the region or multi-day visitors from further afield. While many aspects of this situation can be seen as desirable, the increasing presence of outsiders is something that cities and towns around the world have struggled to address. An influx of visitors is a boon to most merchants and business owners, but also creates congestion and conditions that local residents often find undesirable. It is extremely difficult, however, and ultimately self-defeating to look to maintain or even enhance the quality of the Downtown while preserving it only for locals; instead, the city should strive to optimize the benefits associated with a strong visitor presence while helping ensure that the influx of outsiders does not significantly disrupt life for residents.

The visioning sessions point to a perception amongst residents that traffic and parking are significant issues within the Downtown. To some degree, the Downtown has a traffic and parking problem because it’s a desirable place to visit and because parking may not be immediately available adjacent to the particular establishment a visitor (or resident) might want to visit. The most effective way to address both issues is to develop comprehensive district-wide mobility and parking strategies. The first should take into account all

types of movement within the district and all types of modes. For example, traffic that is looking only to move through the downtown should be discouraged; this may entail traffic calming on downtown streets as well as more prominent signage elsewhere in the community providing motorists with clear directions for how to get to key destinations -e.g. Honeymoon Island.

Traffic and Parking

The city should look to expand the discussion from traffic, in particular, to mobility, in general. The full variety of options for getting to and from and moving about within the Downtown should be discussed. These include additional options and facilities for bicyclists and pedestrians, as well as a wide range of vehicular options including busses, trolleys, jitneys, taxis and other ride-share services and the like.

Within the downtown proper, the city should strive to create a “park once” sensibility, in which both visitors and residents can park at a well located facility – be this a surface lot or a structure- and then walk to desired destinations. On-street parking spaces should be metered so as to provide regular turnover of cars, while district-wide facilities should be well located, easily found, easily used, and reasonably priced.

A community-wide discussion should be initiated about parking; this should include a frank examination of the fact that there really is no such thing as “free” parking. Different tiers of payment might be explored, whereby residents of the city can pay a single fee for an annual parking pass that entitles them to use certain district-wide facilities -i.e. lots and structures, but not on-street spaces. Fees for visitors should be set at a point that begins to address actual costs but not



so high as to actively discourage visitors from coming. The use of ParkMobile or a similar app for cell phones should be encouraged.

Development

A similar community-wide discussion should be held with respect to the overarching issue of development. This should touch on the role and use of the comprehensive plan, zoning codes, land-development regulations and other tools for impacting the ultimate size, scale, form and function of current and future development, but must also recognize two important issues: (1) property owners have significant rights as to how they can use their lands; (2) the larger real estate market has a major impact on the perceived value and purpose of properties.

This discussion must also address the current use of terms such as “quaint”, “charming” and “village-like” to discuss Dunedin’s current and potentially preferred future character. These terms are excessively vague and generally of no assistance to developers looking to build or planners looking to regulate. It is essential to move from such imprecise and subjective descriptors to a range of generally accepted principles and then to applicable guidelines that describe desirable physical conditions – e.g. the use of certain types of materials or architectural features, specific siting and/or massing criteria, etc. However they are determined, these principles and guidelines must allow property owners to achieve their currently allowable development density or intensity.



DOWNTOWN DUNEDIN (CRA) RECOMMENDATIONS

There is no doubt that the residents of Dunedin, particularly the several hundred who participated in the visioning efforts, care about the Downtown passionately. They see it as the heart of the community, as a true live-work-play environment, and as a place that many of them deeply enjoy.

They are concerned that current and future development efforts will negatively impact the current character, qualities and functions that they know and love. They recognize that new development and redevelopment are inevitable, but very much want that development to not only fit with the current scale, appearance and operations of the Downtown, but to qualitatively and quantitatively enhance them.

The outcomes of the visioning sessions should be refined through a series of community meetings, including focus groups to address and further define a number of recurring but subjective issues and terms such as “village-like”, “small town feel”, “quaint” and others. These meetings should probably be organized and led by outside professionals with experience in the fields of architecture, urban design and landscape architecture.

These meetings should become the ground work for preparing a full-fledged master plan for the Downtown. While the CRA adheres to an

overall plan, this is as much an accounting and administrative tool as a design guide. City staff have spent considerable time and effort refining and amending development regulations and developing a series of architectural design guidelines, but these are overly complex and detached from any overarching physical master plan for the downtown.

Such a master plan must address the physical, functional and economic development and redevelopment of the downtown, and must include specific development and redevelopment strategies as well as physical plans and design recommendations. These should address issues such as physical and functional compatibility of uses, the best ways to mix uses, both vertically and horizontally, the optimal provision of parking, enhanced mobility, expanded access for both pedestrians and cyclists, improved traffic safety and more.

Only once the emerging vision has been refined and the master plan completed, should the city rewrite the development code for the downtown to specifically support said vision and plan. As the plan builds on the vision, the code should build on the plan, becoming the essential DNA that ensures, regardless of when a project is developed or redeveloped or by whom, that future development will match the community’s goals for the future of their downtown.

05 Douglas Ave. Corridor



DESCRIPTION

The Douglas Avenue corridor extends for 9/10 of a mile, from Union Street at the south to Scotland Street to the north. The corridor is centered on Douglas Avenue and, for most of its length, is one lot deep on the east and west sides of the street. On the east side of the street at the south end of the corridor, between Union Street and Lexington Street, the land use is predominately single family residential. On the west side, single family extends from Union to Orangewood, and then converts to small scale commercial uses.

The middle of the corridor is defined by three large civic uses. The Public Library is on the east side of the street. Immediately to the north is Blue Jays Stadium, the spring training home of the Toronto Blue Jays and the permanent home of the Florida League affiliate, the Dunedin Blue Jays. Across the street is the Hale Center, a community center, primarily used by seniors.

Further north, the uses on both sides of the street become more eclectic, with a variety of residential, commercial, retail and restaurant buildings. Regardless of use, most of the existing buildings are small; one- or two-stories in height.



Figure 5.1. Douglas Avenue Boundary

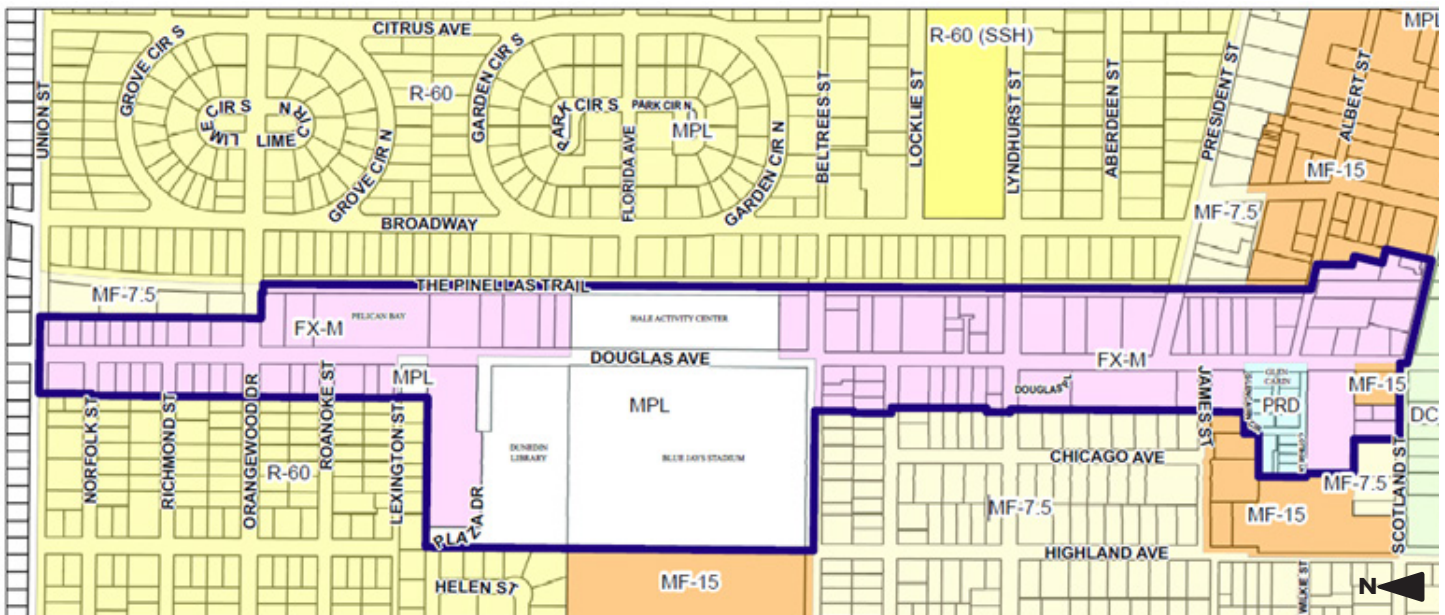


Figure 5.2. Douglas Avenue Aerial



Figure 5.3. Douglas Avenue Aerial (Central Section)



DOUGLAS AVENUE COMPOSITE SWOT ANALYSIS

STRENGTHS

The strengths can be organized into three dominant themes:

“Walkability” (49%)

- “Pinellas Trail” (20%)
- “Short Walk to Downtown” (18%)
- “Pedestrian Friendly/Walkable” (11%)

“Facilities” (31%)

- “Library/Hale Center/Stadium” (28%)
- “Municipal Facilities” (3%)

“Diversity” (20%)

- Mixed-Use Atmosphere (14%)
- Eclectic Architecture & History (6%)

Comments:

While specific facilities – the Library, the Hale Center and the Stadium – were perceived as the largest single strengths along the Avenue, walkability and accessibility (to the Pinellas Trail and Downtown) were generally seen as the most important attributes of the study area.

WEAKNESSES

The original lists of weaknesses can be combined to create four primary categories:

“Aesthetics” (37%)

- “Lack of Art/Landscaping Improvements” (27%)
- “No Identity or Visual Continuity” (6%)
- “Overhead Utilities” (3%)
- “Needs ‘Grand Entrance’/Gateway” (1%)

“Zoning” (28%)

- “FX-M Setbacks” (21%)
- “O’ Setbacks Are Ugly & Imposing” (4%)
- “Conflicts Between Zoning Districts” (3%)

“Property Maintenance” (17%)

- “Rundown Properties/Facades” (17%)

“Walkability” (16%)

- “Lack of Pedestrian Amenities” (12%)
- “Lack of Trail Lighting/Safety” (4%)

Comments:

The visual character of the study area and the negative impact of new zoning regulations (form based) were seen as the two greatest weaknesses along the Douglas Avenue corridor. And, even as walkability was seen as one of the area’s strengths, participants also felt that many desirable pedestrian amenities were missing.

OPPORTUNITIES

The proposed Opportunities can be combined to define three major categories:

“Beautification & Amenities” (54%)

- “Streetscaping/Walkability/Art/Landscaping” (33%)
- “Pedestrian Amenities” (9%)
- “Solar Trail Lighting” (8%)
- “Better Trail Lighting” (4%)

“Redevelopment & New Development” (30%)

- “Redevelopment Potential” (22%)
- “Create Day/Night Activity Hub” (6%)
- “Redevelopment of Old Homes” (1%)
- “Restaurants/Bars Around Stadium” (1%)

“Connectivity” (17%)

- “Link Main Street to Stadium/Downtown” (13%)
- “Municipal Corridor” (4%)

Comments:

The participants saw many opportunities to enhance the aesthetic quality and the walkability of Douglas Avenue. They also recognize that new development and redevelopment could be a boon for the area as well.

THREATS

The proposed Threats can be compiled into a number of primary categories:

“Development” (32%)

- “Over Development/Increased Density/High Density” (16%)
- “Development Regulations Stop Momentum” (16%)

“Codes & Regulations” (22%)

- “High Heights Backing up to Residential” (9%)
- “FX-M Development Imposing Height/10’ Setback” (8%)
- “Wall of Buildings with Current Regulations” (5%)

“Neighborhood Character” (19%)

- “Loss of Charm/Small Town Atmosphere/Culture” (19%)

“Pedestrian Safety” (15%)

- “Lack of Crosswalks” (9%)
- “Pedestrian Safety” (6%)

“Infrastructure” (9%)

- “Flood/Poor Drainage” (9%)

Comments:

Participants felt that development represents a potential threat to Douglas Avenue, both in terms of incompatible development and the lack of desirable development. The current codes and regulations are creating buildings that do not fit with their existing surroundings, and are perceived as a threat to overall neighborhood character.

DOUGLAS AVENUE COMPOSITE VISION STATEMENTS

The participants at this workshop created a wide range of vision statements:

- I would like to see the openness of Douglas Ave to continue (no more tall buildings with zero lot lines), but with more small markets, coffee shops, or restaurants. Walkability would improve with more shade trees, and a plaza effect around the stadium would enhance visual appeal.
- Develop a walkable/business corridor to connect Douglas all the way to further develop north Douglas as an arts promenade and create north, south, east and west pedestrian business grid.
- Douglas Ave builds on the existing Muni Recourses (Library, Hale Center, Stadium) and becomes a "Municipal Corridor." Cohesiveness. Landscaping encroaches into the street in order to slow traffic. The south end visually highlights the Dunedin/Clearwater border. FXM is changed to require better setbacks
- We visualize a pedestrian friendly vibrant mixed use corridor of living spaces, art galleries, coffee shops, breweries, ice cream parlors, juice bars, organic eateries, traditional restaurants, art studios and lots of trees with access to the trail and existing neighborhoods. A work plan live and learn environment for our diverse community to prosper and enjoy.
- Create interactive mixed use opportunities to increase visibility, continuity and interaction with downtown.
- Improve Douglas Road with better walkability and more green spaces so that in ten years this corridor is a mix of local businesses and residences anchored by a variety of events at the stadium, library and Hale Center
- A diverse, walkable community to live, work and play.
- We want Douglas to be lower form base medium with 3rd floor setbacks, and curb setbacks from Beltrees to Scotland with tropical landscaping from Beltrees to Union - keep residential. We want setbacks along Pinellas Train with access & Safety. We see a small town vibe with advancements is solar power usage.

Comments:

In general, these statements speak to a desire to maintain the existing character, scale and functions of the corridor, but to enhance the overall aesthetics, improve pedestrian and cycling conditions, expand the number of retail and restaurant options and revise the current zoning to reduce the contrast between older and newer structures.

DOUGLAS AVENUE COMPOSITE VISUAL PREFERENCES

The visual preference survey addressed seven physical conditions.

Streets: In general, participants favored streets with significant landscaping, including trees, and low-scale building frontages.

Sidewalks: Respondents appear to prefer sidewalks that are wider rather than narrow, support seating, outdoor dining and other activities, include streetscape and landscaping, and are fronted by buildings with windows, doors and other forms of visual or physical openings.

Public Spaces: Participants prefer well defined and active public spaces that are well landscaped and include street furniture and shade trees.

Parking: The participants are not averse to surface lots but prefer that they have considerable landscaping. For on-street parking, angled parking seems preferable to parallel parking. There does not seem to be significant opposition to low-scale, well-designed parking structures.

Building Placement: In general, the participants seem to prefer buildings that are close to the fronting street but still set back a bit from the ROW.

Building Massing: Smaller scale (one- and two-story) buildings were definitely preferred over larger buildings; the participants preferred buildings with simple, geometric massing.

Building Configuration: There was a strong preference for buildings with distinct articulation, including pitched roofs, balconies, galleries, porches and/or arcades, vertically oriented windows.

Comments:

The survey was high-level and did not go into depth for any of the seven primary conditions. While the outcomes provide some general understanding of the sentiments of the people who participated in the Douglas Avenue visioning exercises, all of these need to be explored further and in more detail to provide specific and/or usable guidance for future planning or design efforts.

DOUGLAS AVENUE COMPOSITE DESIGN IDEAS

As part of the visioning exercise, participants were asked to provide thoughts, comments, recommendations and design ideas on large scale base maps that were provided. These were reviewed and analyzed. The following are some of the thematic ideas that emerged from these exercises:

- Provide consistent streetscape and landscaping along the length of Douglas Avenue
- Provide additional well-marked pedestrian crosswalks at regular intervals along the length of Douglas Avenue
- Define the intersection of Douglas and Union as the southern entrance to Dunedin generally and the Douglas Avenue corridor in particular
- Create a defined public space at the northwest corner of the Stadium site; make better use of the Stadium parking
- Provide more retail and commercial uses along the corridor
- Promote more developments like Glencairn (in contrast to the new townhouses which participants felt did not fit into the neighborhood)
- Enhance the Pinellas Trail: clean up, more lighting, benches, etc.

Comments:

While this exercise was preliminary, it did enable the participants to express a wide range of ideas about the Douglas Avenue corridor which they, as residents and business owners, know better than most people in the city. Most of these recommendations reinforce the ideas and comments gathered from the other exercises and, as such, should provide a generalized starting point from which the



Participants want well-marked pedestrian crosswalks, consistent landscaping, and a defined southern entrance to the corridor



DOUGLAS AVENUE RECOMMENDATIONS

The participants in the Douglas Avenue visioning exercises seem to deeply appreciate their neighborhood and to recognize the benefits of the corridor in terms of proximity to Downtown, the existence of the Pinellas Trail and a range of communal facilities, and the generally walkable character of the area. They wish to see coordinated upgrades to the landscaping, lighting and other streetscape features along the Avenue, as well as improvements to the Trail. They would like to see additional crosswalks and features to slow traffic and improve pedestrian safety. While they would like to see new development and redevelopment, particularly mixed-use developments, they feel strongly that the new townhouses, built under the recent code, are out of scale with the existing neighborhood.

The city should work with the Douglas Avenue constituents to build on these initial visions and to help clarify specific goals and opportunities. With this information, the city should prepare a formal corridor plan for Douglas Avenue. This should include not only the ROW but at least the entirety of the fronting properties on either side of the street. On the west, the plan should include the Pinellas Trail. On the east, the plan should incorporate the entirety of the Stadium and Library sites.

As a minimum, this plan should consider the following issues:

- Land uses along the street – residential, commercial, institutional, mixed-use, other appropriate uses

- Street design – drive lanes; opportunities for on-street parking; use and location of medians and plant strips; sidewalk design; ingress and egress points; infrastructure including drainage; relationship with adjacent buildings
- Urban design – in particular the relationship between buildings and the street; the relationship between buildings along the Avenue and the properties immediately behind them (particularly on the east)
- Economic Development – what types of retail and/or commercial uses might be most viable along Douglas Avenue? Are there particular locations where these uses might best be located? What is the size and scale of these uses?
- Parking – are there opportunities for on-street parking along Douglas Avenue? Are there locations where a district parking approach might work? How to take advantage of existing parking resources at the Stadium?

This plan could be undertaken by city staff or it could be outsourced to professional consultants. The former approach would likely take longer but not cost as much. The latter would incur a greater up-front cost, but could potentially move more quickly and provide a range of outside experience, insights and ideas that could inform the final outcome.

06 Patricia Ave. Corridor



DESCRIPTION

The Patricia Avenue Corridor extends 1.5 miles from Union Street, the southern border of the city, north to SR 580. Technically, the actual study area extends to just less than ½ mile of the street frontage (as shown in the map above). However, most participants used the workshops as an opportunity to speak to the corridor in its entirety and to the adjacent neighborhoods. The study area is centered on Patricia Avenue, one of the more diverse arterial streets in the city. The southern end of the Corridor is bounded on the east by commercial and single family residential development and on the west by Dunedin Elementary School and Dunedin Highland Middle School.



Figure 6.1. Patricia Avenue Boundary

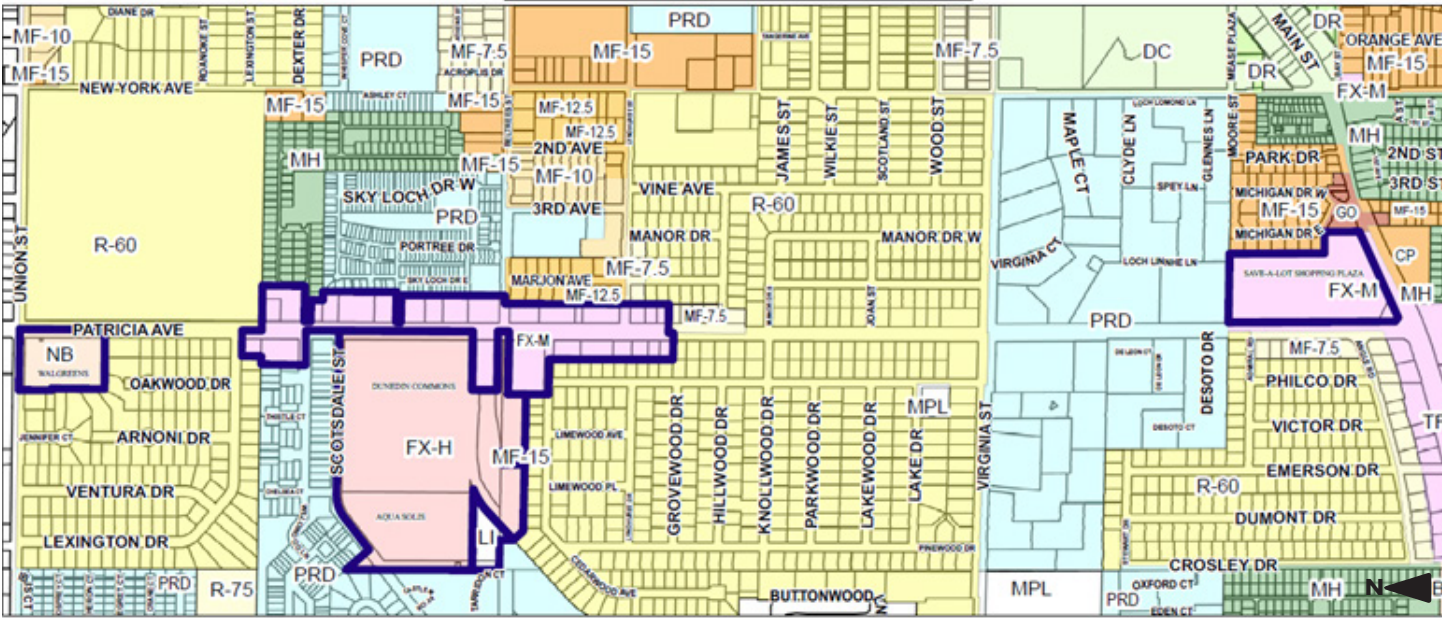


Figure 6.2. Patricia Avenue Aerial



Figure 6.3. Patricia Avenue Aerial (Eastern Section)



Further north, on the east side of the Corridor, the former Nielsen Company site is being redeveloped into a mixed-use complex with 56 townhomes, 280 apartments and 8,000 square feet of retail development. The west side of the street is a mix of small, one-story, stand-alone Post-War vintage commercial and retail structures.



North of Beltrees Street on the west and Cedarwood Street on the east, the land uses revert to single family residential. This development pattern runs for 1/2 mile to the intersection with Virginia Street. North of Virginia Street, the land uses change to multifamily apartments on both sides of the street. 1960s-era mid-rise buildings are integrated into the landscape which includes massive live-oak trees on both sides of the street .



At Admiral Road, the uses on the east side of the street convert once again to single family residences. The west side of the street is occupied by the Dunedin Plaza shopping center, a 1960s-era retail complex that is aligned parallel to Patricia Avenue for several hundred yards just south of the intersection with SR 580.

PATRICIA AVENUE COMPOSITE SWOT ANALYSIS

STRENGTHS

The strengths can be organized into three dominant themes:

“Location & Proximity” (43%)

- “Proximity to Blue Jays/Library/Downtown” (17%)
- “Proximity to Major Arteries” (13%)
- “Proximity to Schools” (5%)
- “Direct Traffic Route” (5%)
- “Easy Access to Hospital” (3%)

“Mixed-Use Environment” (30%)

- “Multi-Use to Create Live-Work-Play” (24%)
- “Young Families & Kids” (3%)
- “Multi-Use” (3%)

“Potential” (27%)

- “Has Great Potential” (14%)
- “Beginning Streetscape” (6%)
- “Stormwater & Streetscape Improvements” (4%)
- “More People to Spend Money” (3%)

Comments:

The participants recognize that Patricia Avenue’s central location provides easy access to many major destinations within the city. They also recognize that the Avenue and its immediate surroundings comprise a diverse and multi-use environment, and appreciate the area’s potential for a wide range of improvements.

WEAKNESSES

The original lists of weaknesses can be combined to create four primary categories:

“Street Design” (40%)

- “Lack of Streetscaping/No Bike Lanes” (20%)
- “Sidewalk/Bike-Pedestrian Access” (12%)
- “Ditches Need Updated Drainage” (7%)
- “Sidewalks/One Side” (1%)



The greatest number of identified weaknesses in the Patricia Avenue Corridor related to street design

“Aesthetics” (35%)

- “Lack of Benches/Landscaping/Fountains” (16%)
- “Lack of Sense of Place/Community Cohesiveness” (11%)
- “Overhead Power Lines/Abandoned Equipment” (8%)

“Development” (16%)

- “Lack of Restaurant Variety” (7%)
- “Too Many MF-15 Districts” (5%)
- “Lack of Updated Development” (4%)

“Safety” (9%)

- “Dark Building Corners/Homeless/Drugs” (9%)

Comments:

The participants feel that despite its importance as a regional connector street, Patricia Avenue is under-designed, lacking primary pedestrian and cycling amenities as well as streetscape, landscaping and other urban design features. They are also concerned about both on-going development activities (primarily the MF-15 (multifamily, 15 units to the acre) projects and future projects) and the lack of desired new development and redevelopment. Finally, there is concern about the Sav-a-Lot shopping center at the northern end of the corridor.

OPPORTUNITIES

While there was a great deal of diversity amongst the proposed opportunities, several themes predominated:

“Complete Streets” (32%)

- “Extended Landscaping/Complete Streets” (14%)
- “Proactive Traffic Solution” (9%)
- “Bike Lanes” (4%)
- “Walkability-Bikability” (4%)
- “Safe Pedestrian Crossings” (1%)

“Updated Aesthetics” (26%)

- “Update Buildings & Landscaping” (15%)
- “Pocket Park Addition” (5%)
- “Remodel One-Story Buildings (Don’t Go Higher)” (3%)
- “Increase Façade Grant” (3%)

“Redevelop Sav-a-Lot Site” (25%)

- “Offer Incentive for Sav-a-Lot Redevelopment” (15%)
- “Convert Sav-a-Lot to Looper/Better Mixed-Use” (10%)

“Business Development” (14%)

- “Business Opportunities – After School/Rec Center/Family MDs” (6%)
- “New Business Development” (5%)
- “Unify All Businesses in FX-M” (3%)

Comments:

The opportunities proposed by the participants addressed many of the perceived Weaknesses. They would like to see Patricia Avenue upgraded into a “complete street” (combining multi-modes of transportation into the ROW) including improved aesthetics both within the ROW and for adjacent buildings and developments. They would also like to see the Sav-a-Lot center redeveloped and an increased focus on neighborhood-serving businesses along the Corridor.

THREATS

The proposed Threats can be compiled into a number of primary categories:

“Sav-a-Lot Complex” (42%)

- “Sav-a-Lot Complex – Homelessness/Crime/Drugs” (33%)
- “Empty Retail at Sav-a-Lot” (5%)
- “Potential Crime” (4%)

“Traffic” (37%)

- “Unmanaged Traffic” (16%)
- “Traffic” (9%)
- “Future Traffic Congestion” (7%)
- “Increasing Traffic” (3%)
- “Traffic Accidents & Back-Ups” (1%)
- “Safety” (1%)

“Development Regulations” (15%)

- “Incompatible Building Heights” (8%)
- “Possible Zoning Changes” (7%)

“Natural Environment”

- Flooding (5%)

Comments:

By a significant margin, the Sav-a-Lot Center and traffic dominated the participants’ lists of potential Threats. The Center is seen as a haven for crime, homelessness and drug use and considered a significant blight. The participants feel that traffic at present is too heavy and is expected to get heavier; they are concerned about congestion, accidents and safety. Finally, there are concerns that recent zoning changes are producing developments that are incompatible with existing uses and that future changes will generate more of the same.

PATRICIA AVENUE COMPOSITE VISION STATEMENTS

The participants at this workshop created a wide range of vision statements:

- “Work-Live-Play environment (+ Learn); walkable from Douglas/Trail/Downtown; re-consider traffic options!”
- “We visualize a cohesive, safe, pedestrian- and bicycle-friendly tree lined complete street that fosters a casual, welcoming sense of community worthy of unique small businesses and family friendly festivals.”
- “While managing safety, manage growth to avoid canyon feel. Give Patricia Corridor an updated, comfortable, historical sense of community to connect with downtown and 580 corridor. Encourage small, local business opportunities to meet community needs.”

- “A corridor with its own identity and value as a destination for adjoining residential uses that complements downtown through a strong connection to west end of 580.”
- “To maintain a beautiful and safe commercial corridor that provides core businesses and professional jobs for a growing population.”

Comments:

While expressed in different terms, all of these statements suggest a desire to enhance and increase the mix of uses along the corridor, to control traffic and improve conditions for walking and cycling, to create a clear identity and to turn Patricia Avenue into an environment that both supports the residents who live near it and also become an identified destination within the city.

PATRICIA AVENUE COMPOSITE VISUAL PREFERENCES

The visual preference survey addressed seven physical conditions.

Streets: In general, participants favored multi-modal streets with significant landscaping, including trees, and low-scale building frontages.

Sidewalks: Respondents appear to prefer sidewalks that are wider rather than narrow, support seating, outdoor dining and other activities, include streetscape and landscaping, and are fronted by buildings with windows, doors and other forms of visual or physical openings.

Public Spaces: Participants prefer well defined and active public spaces that are well landscaped and include street furniture and shade trees.

Parking: The participants seem somewhat leery of parking structures and large surface lots; if present, they prefer that they have considerable landscaping. For on-street parking, angled parking seems preferable to parallel parking.

Building Placement: In general, the participants seem to prefer buildings that are close to the fronting street but not immediately adjacent to the ROW.

Building Massing: Smaller scale (one- to three-story) buildings were definitely preferred over larger buildings.

Building Configuration: There was a strong preference for buildings with distinct articulation, including pitched roofs, balconies, galleries, porches and/or arcades, vertically oriented windows.

Comments:

The survey was high-level and did not go into depth for any of the seven primary conditions. While the outcomes provide some general understanding of the sentiments of the people who participated in the Douglas Avenue visioning exercises, all of these need to be explored further and in more detail to provide specific and/or usable guidance for future planning or design efforts.

PATRICIA AVENUE COMPOSITE DESIGN IDEAS

As part of the visioning exercise, participants were asked to provide thoughts, comments, recommendations and design ideas on large scale base maps that were provided. These were reviewed and analyzed. By and large, the participants felt free to comment on issues and opportunities throughout the neighborhoods on either side of Patricia Avenue and did not limit themselves to the specific locations highlighted for focus on the base maps. The participants also generally recognized that the corridor is comprised of multiple segments, many of which have different characters and require different approaches.

- Nearly every map included comments about redeveloping the Sav-a-Lot shopping center.
- Many maps highlighted areas along the corridor that are subject to regular or periodic flooding.
- Pedestrian safety is a key concern; maps highlighted specific locations perceived as dangerous or for which crosswalks are recommended.
- Maps also highlighted locations for improved streetscaping.
- At least two maps suggest reconnecting Beltrees Street from the east to Patricia Avenue.
- The cluster of commercial buildings south of Beltrees, particularly on the west side of the street, are seen as poorly maintained and in need of upgrading or redevelopment.
- Tree buffers should be provided on the rear lot line of commercial properties along Patricia, separating them from residential uses behind them.

Comments:

While this exercise was preliminary, it did enable the participants to express a wide range of ideas about the Patricia Avenue corridor specifically, and some of the adjacent neighborhoods in general. Most of these recommendations reinforce the ideas and comments gathered from the other exercises and, as such, should provide a generalized starting point from which the city can initiate future actions aimed at improving the corridor.





PATRICIA AVENUE RECOMMENDATIONS

The Participants in the Patricia Avenue visioning sessions appreciate the advantages of their location within the city as a whole, and benefits of having access to a primary north-south route such as Patricia. However, they are concerned about traffic, both in terms of congestion and safety, and feel that the Avenue is under-designed and in need of significant upgrading, both within the ROW and on many of the properties that front on to the street. There appears to be regular or periodic flooding along the Avenue, which should be addressed as part of any approach to street improvements.

The Sav-a-Lot center is seen by almost every participant as negative and a blight on the surrounding neighborhoods. The city should look for opportunities to have these concerns addressed. This could involve stricter code enforcement, additional safety patrols, discussions with the Center's ownership about incentives for upgrading and improvements, or more.

The Dunedin Commons project on the former Nielsen site is seen as out of scale and out of character with the rest of the neighborhood and participants are worried that it will add significant traffic to Patricia Avenue. They also worry about additional sites within the neighborhoods that have been re-zoned to MF-15 and the potential impacts if and when these sites are redeveloped.

The city should convene a series of meetings with the Patricia Avenue constituents to build on the work initiated at the visioning sessions and to clarify specific goals and opportunities. With this information, the city should prepare a formal corridor plan for Patricia Avenue. This should include not only the ROW but at least the entirety of the fronting properties on either side of the street.

At a minimum, this planning process should consider the following issues:

- Street design – drive lanes; opportunities for on-street parking; use and location of medians and plant strips; sidewalk design; cycling amenities, ingress and egress points; infrastructure including drainage; relationship with adjacent buildings
- Public Space – are there opportunities for small plazas, pocket parks, squares or similar public spaces along the length of the Corridor, particularly in proximity to commercial uses.
- Urban design – in particular the relationship between buildings and the street; the relationship between buildings along the Avenue and the properties immediately behind them.
- Zoning – can additional requirements be added to the MF-15 regulations to address the interface between these zones and adjacent lower-scale zoning? Can special zoning categories or development regulations be created to address particular issues along Patricia Avenue?
- Economic Development – can some of the current commercial uses along the Corridor, particularly towards the middle, be upgraded, changed or expanded to better serve the adjacent neighborhoods.
- Sav-a-Lot Redevelopment – are there opportunities for redevelopment of the shopping center, perhaps into a true mixed-use anchor/destination at the north end of the Avenue.

This plan could be undertaken by city staff or it could be outsourced to professional consultants. The former approach would likely take longer but not cost as much; the latter would involve up-front costs but might take less time and provide additional experience, insights and ideas.

07 SR 580 Corridor



DESCRIPTION

The SR 580 Corridor is centered on SR 580 (Main Street), which is the major east-west arterial through Dunedin.

For purposes of the Visioning exercises, the corridor was broken into two segments. The West segment extended from just west of the intersection with Michigan Drive to the intersection with Keene Road.

The East segment extended from Keene Road to the intersection with Belcher Road. Each segment is approximately one mile long for a total length of two miles.

While many in the community view SR 580 as primarily a commercial corridor, it includes a wide range of land uses. The predominant zoning category is GB – General Business, but the corridor also includes CP – Commercial Parkway, NB – Neighborhood Business, SC – Shopping Center, and small parcels zoned C – Conservation and TF – Tourist Facilities. A portion of the west segment has been zoned

FX-M – Form Based Medium, with a greater emphasis on design and overall appearance than on specific uses. This is one of the outcomes of the previous 2005 Visioning and subsequent planning efforts.

SR 580 is a state-owned and maintained arterial roadway whose primary purpose is viewed as the movement of vehicles. From just east of Downtown Dunedin, the road is designed as a high-speed, multi-lane arterial, with a minimum of two through lanes, striped medians, and turn lanes at intersections. As the road extends to the east, the Right of Way (ROW) becomes wider. At the intersection with Michigan Street, the ROW is 90 feet wide. At the intersection with Patricia Avenue the ROW is 110 feet wide. At the intersection with Lake Haven Road the ROW is 140 feet wide, and it maintains a width of approximately 130 feet for the rest of its length to the east. Unlike local streets in Dunedin, the Florida Department of Transportation (FDOT) is responsible for the design and operations of this state route, including determining the minimum widths of the ROW.

Figure 7.1. SR 580 Corridor Boundary (Western Section)

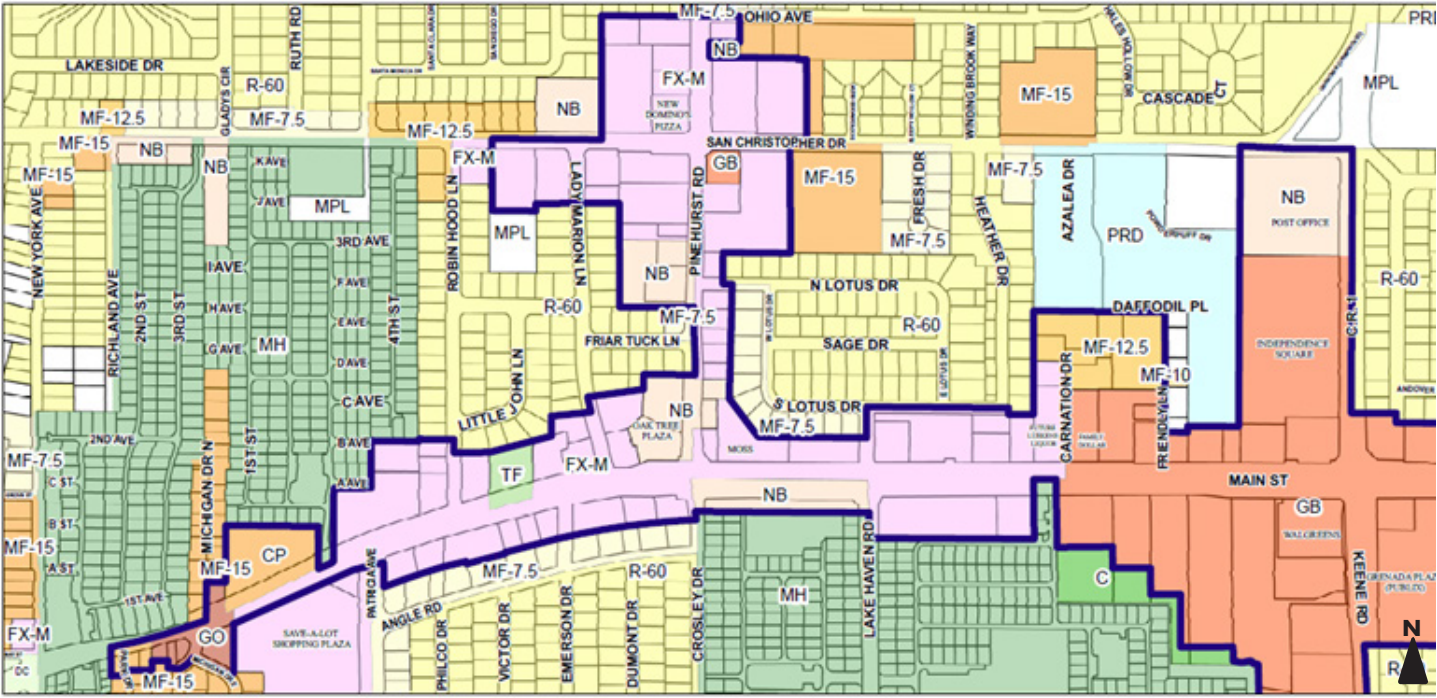


Figure 7.2. SR 580 Corridor Boundary (Eastern Section)

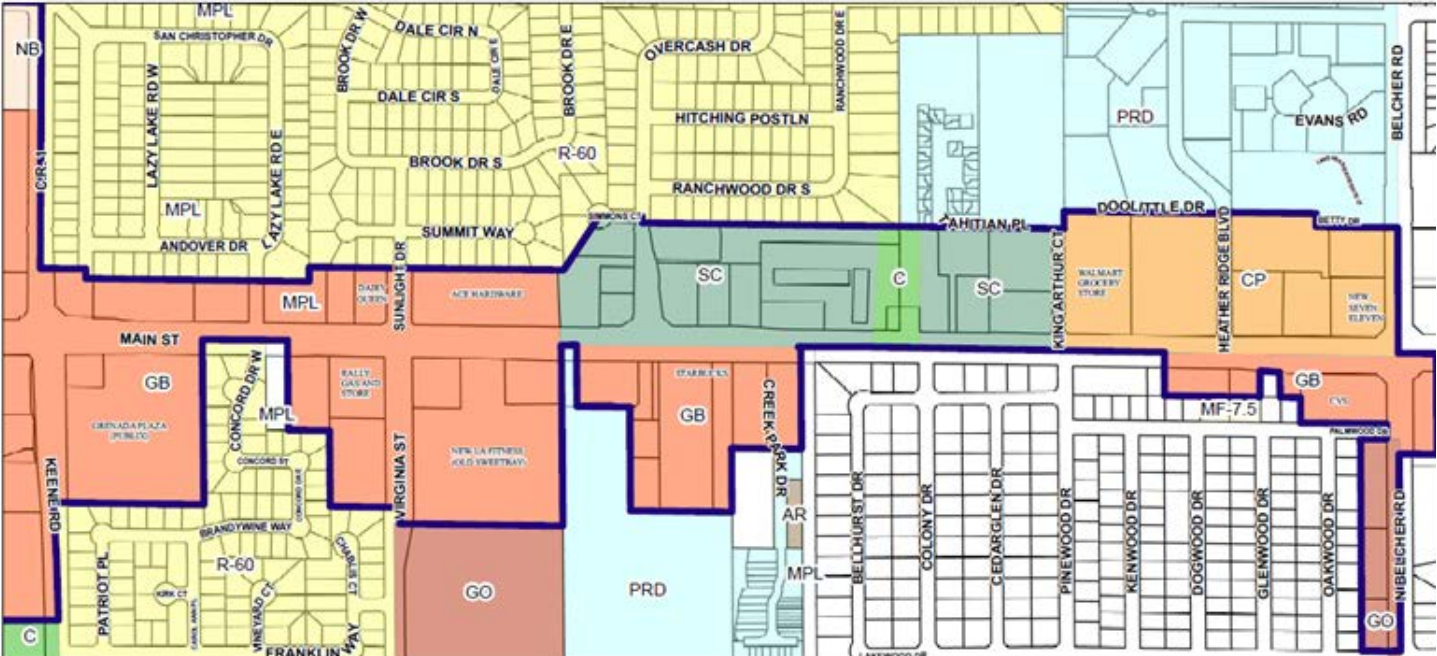


Figure 7.3 is the intersection of SR 580 and Lake Haven Road. It shows multiple through lanes, turn lanes to both the left and the right, and striped medians. The aerial also shows clearly striped pedestrian crosswalks, but the two that run across SR 580 are each over 100 feet in length. At an average walking pace (3 miles per hour, or 4.4 feet per second) it would take over 20 seconds for a pedestrian to cross SR 580.

As the aerial view of the intersection between SR 580 and Keen Road displays, there is no dominant pattern for the buildings that front onto SR 580. Buildings come in multiple sizes and shapes. Some sit immediately adjacent to the arterial; others are set back behind parking lots. Tree cover and landscaping are intermittent and sporadic. Most properties include their own ingress and/or egress drives and there is little shared parking.

This aerial taken just east of Belcher Road shows the wide range of land uses and buildings that can be found on SR 580. It includes shopping centers for various sizes and depths, with varying amounts of surface parking in front of them. It also includes conventional arterial strip centers with limited parking as well as stand-alone commercial structures. On the south side of the road, single-family houses sit adjacent to the ROW, with their backs turned to the road and fences separating them from view.

Figure 7.3. SR 580 and Lake Haven Rd Aerial



Figure 7.4. SR 580 East of Belcher Rd



Figure 7.5. SR 580 and Keen Rd Aerial





The top left photo shows SR 580 looking east, just west of the intersection with Patricia Avenue. It shows two lanes of traffic in each direction, a continuous center turn-lane and striped bike lanes on both sides. There are also sidewalks on both sides, including planted buffers, and reasonable tree canopies on adjacent private properties.



Further east, the ROW widens to accommodate three lanes of through traffic in each direction. Bike lanes and buffered sidewalks are still included on both sides of the street. Light poles and power lines still run parallel to and across the ROW.



The bottom left image, from the south side of SR 580 shows the wide range and variety of signage along the corridor and the imposing presence of the light poles and power lines. While this image includes both a striped bike lane and buffered sidewalks it also points to conditions that make it uncomfortable to bike or walk along the corridor.

SR 580 COMPOSITE SWOT ANALYSIS

STRENGTHS

The strengths can be organized into three dominant themes:

“Accessibility” (45%)

- “Major Ingress-Egress to city/Arterial” (22%)
- “Traffic Counts” (10%)
- “Evacuation Route” (9%)
- “Accessibility” (3%)
- “Six Lanes” (1%)

“Commercial Activities” (32%)

- “Shopping” (14%)
- “Large Tax Base” (6%)
- “Provides Services” (5%)
- “Commercial Mixed-Use” (4%)
- “Street Necessary for Chain Stores” (3%)

“Physical Characteristics” (24%)

- “No Billboards” (13%)
- “No High-Rises” (11%)

Comments:

The participants recognize that SR 580 is arguably the primary ingress into and egress from the city, particularly in an east-west direction. It carries large volumes of traffic and provides access to a wide variety of uses, including retail, restaurants, commercial uses and services. They also appreciate that the fronting buildings are relatively low-scale and that there are few, if any, major billboards along the route.

WEAKNESSES

The original lists of weaknesses can be combined to create two primary categories:

“Physical Characteristics” (52%)

- “Plaza Layout, Small Business Facades, Poor Aesthetics” (21%)
- “Unattractive/Uninviting” (19%)
- “No Parks/Green Areas” (5%)
- “Identity Uplift” (sic) (4%)
- “Does Not Have a ‘Town Feel’” (2%)
- “Above Ground Utilities” (1%)

“Traffic & Safety” (47%)

- “Pedestrian/Vehicle Safety” (19%)
- “Not Walkable or Bikable” (9%)
- “Excessive Traffic/Congestion” (7%)
- “Entrance/Access to Businesses from 580” (6%)
- “No Transit Ingress” (4%)
- “Inefficient East/West Traffic Light Timing” (2%)

Comments:

Notwithstanding the noted strengths, the visioning participants recognize that the physical characteristics of SR 580 can be discordant, with no apparent themes or continuity, and a divergent range of buildings of different ages, sizes, placements and uses. The route also carries high volumes of traffic and experiences periodic traffic congestion; as such, the participants feel that it is not safe for cyclists or pedestrians and is often uncomfortable to drive, with ingress/egress issues and inefficient light timing.

OPPORTUNITIES

Among the range of proposed opportunities, several themes predominated:

“Improve Physical Character” (39%)

- “Enhance Streetscape/Add Medians/Greenery” (16%)
- “Connect to Feel of Downtown” (11%)
- “Renovate/Replace Older Buildings” (7%)
- “Improve East Front Door” (4%)
- “Consistent Design” (1%)

“Enhance Transportation Functions” (29%)

- “Parking Garage at Sav-a-Lot with Downtown Looper” (15%)
- “Safer Cross Walks” (9%)
- “Improving Mass Transit” (4%)
- “Add Bus Rapid Transit & Bike Lanes” (1%)

“New Commercial Options” (29%)

- “Teen Related Areas/Shopping” (11%)
- “Healthy Food/Vegan Options” (9%)
- “Professional or Tech Businesses” (5%)
- “New Adaptive Commercial Development” (2%)
- “Visitors Center” (2%)

Comments:

The participants see opportunities to improve the physical character of the corridor, to improve the operational functioning of the corridor, in particular, traffic flows, pedestrian safety and mass transit, and to add new commercial, retail and restaurant options.

THREATS

The proposed threats can be compiled into three primary categories:

“Traffic & Safety” (38%)

- “Pedestrian Safety/Not Friendly/Dangerous” (20%)
- “Uncoordinated Traffic Lights” (11%)
- “Amount of Traffic/Increase” (4%)
- “Walkability” (3%)

“Loss of Commercial Businesses” (31%)

- “Retail Conversion to Housing” (14%)
- “Losing Small Businesses” (13%)
- “Stagnation of Commercial Development” (4%)

“Blight” (26%)

- “Blighted Buildings & Abandoned Properties” (25%)
- “Unattractive Businesses” (1%)

Comments:

The participants view traffic and safety as the primary Threat to the corridor. They feel that SR 580 is not safe to walk along or to cross, that traffic flow is currently poor even as volumes increase. They fear the continuing loss of commercial businesses, in particular local small businesses. They also perceive and fear an ongoing increase in abandoned or blighted buildings.

SR 580 COMPOSITE VISION STATEMENTS

The participants at this workshop created a wide range of vision statements:

- “An aesthetically pleasing vibrant Blvd. with essential services as well as unique and alluring businesses along the way toward downtown”
- “We envision an aesthetically re-invigorated 580 corridor, commercial/franchise properties, including teen-centric, 24 hour and healthy vegan food options, all with a cohesive Dunedin identity funneling towards downtown (can be colorful and involve additional landscaping).”
- “Gateway to Dunedin’s unique, not urban setting; Limiting traffic democide by limiting building sprawl/density. Create functional areas for food and social gatherings. Require green space and buffers, (and) Setbacks from 580.”

- “Create similarity to Downtown Dunedin historic charm and character while encourage small business growth, including restaurants and improving traffic flow.”
- “To provide a clean, safe, and vibrant corridor to and from the downtown.”

Comments:

All of these statements speak to a desire to make the Corridor more aesthetically pleasing and more walkable, to create character (not unlike that found in Downtown Dunedin), and to increase the variety and diversity of stores, restaurants and business options.

SR 580 COMPOSITE VISUAL PREFERENCES

The visual preference survey addressed seven physical conditions.

Streets: While the participants generally appreciated the benefits of a multi-modal complete street, it is not clear if they see the opportunities to apply this approach to the 580 corridor.

Sidewalks: Respondents appear to prefer sidewalks that are wider rather than narrow, support seating, outdoor dining and other activities, include streetscape and landscaping, and are fronted by buildings with windows, doors and other forms of visual or physical openings.

Public Spaces: Participants prefer public spaces that are large, well-landscaped and include a range of street furniture, shade trees and design features.

Parking: The participants prefer surface parking that is well landscaped; they seem to have no antipathy to well-designed, low-scale parking structures. If on-street parking is to be utilized, there appears to be a preference for angled as opposed to parallel parking.

Building Placement: In general, the participants seem to prefer buildings that are set back some distance from the fronting ROW.

Building Massing: Participants prefer smaller scale (one- to three-story) buildings over larger buildings.

Building Configuration: Participants appear to prefer buildings with distinct architectural features including pitched roofs, balconies, galleries, porches and/or arcades, vertically oriented windows. There appears to be preference for a commercial or mixed-use appearance as opposed to more residential character.

Comments:

The survey was high-level and did not go into depth for any of the seven primary conditions. While the outcomes provide some general understanding of the sentiments of the people who participated in the SR 580 visioning exercises, all of these need to be explored further and in more detail to provide specific and/or usable guidance for future planning or design efforts.

SR 580 COMPOSITE DESIGN IDEAS

As part of the visioning exercise, participants were asked to provide thoughts, comments, recommendations and design ideas on large scale base maps that were provided. These were reviewed and analyzed. Because of the length of the corridor, the maps were broken into eastern and western halves. Several themes emerge from these exercises:

- Multiple blocks along the corridor are seen as opportunities to “renovate/replace old/derelict buildings.”
- A number of intersections are highlighted on multiple maps as dangerous; these include the intersection of SR 580 and Keene Road, the intersection of SR 580 and Belcher Road, and the ingress/egress for the Walmart store.
- On one map, for those areas that have recently be re-zoned, the new FX-M zoning designation was crossed out and replaced with the comments “one story” in certain locations away from the corridor, and “OK three stories” immediately adjacent to SR 580.

- The intersection of SR 580 and Belcher Road is seen as an opportunity to “improve the front door” into the city.
- In keeping with the comments from the Patricia Avenue sessions, one map spoke to the need to redevelop the Sav-a-Lot shopping center.

Comments:

While this exercise was preliminary it did enable the participants to express a wide range of ideas about the SR 580 corridor. Most of these recommendations reinforce the general comments gathered from the other exercises and provide some specific locations where key issues such as traffic safety need to be addressed.



SR 580 RECOMMENDATIONS

The participants in the visioning sessions for SR 580 appreciate that the road serves as the major east-west entrance into and exit from the city. They also recognize and appreciate the diversity of retail, commercial and restaurant uses located along this corridor. They worry, however, that traffic volumes are already too high and continuing to increase, and that the corridor is dangerous for cyclists and pedestrians. They feel that the aesthetics of the corridor could be dramatically improved, even as the worry about the number of abandoned or poorly-maintained buildings.

SR 580 is controlled by the Florida Department of Transportation and not by the city. Most properties that front onto the corridor are privately owned. As such, the city's abilities to impose new requirements or regulations on the ROW and the development parcels is limited. The recent re-zoning of several areas towards the west end of the corridor highlights one method whereby the city can look to effect positive change, recognizing however that these changes will only occur slowly, as owners look to renovate or redevelop their properties.

In many locations along the corridor, the road includes concrete sidewalks and striped bicycle lanes, and many intersections include zebra-striped pedestrian crosswalks in all four directions. All of these meet the standard base requirements for acceptable street design. Users, however, do not feel safe because of the large volumes of relatively high-speed traffic and because of the extensive time needed to cross from one side of the road to another.

In many locations, traffic flows are impeded because of the numerous curb cuts on both the north and south sides of the corridor. Each property has at least one ingress/egress point and larger properties often have multiple entries and exits. The city can look to work with the State on an access management plan for the corridor in which adjacent property owners would look to share one or two primary and well-marked ingress/egress points; in many instances, these points could occur on the perpendicular streets that intersect with SR 580, thereby reducing the number of curb cuts on the corridor itself. This could potentially improve traffic flows along the corridor, facilitate easier ingress/egress movement and, in addition, create a district approach to parking on private properties.

With respect to the perception that buildings have been abandoned or are ill-maintained, the city can increase its code enforcement activities to insure that all structures adhere to requirements related to general health, safety and welfare, and to official standards for appearance, maintenance, etc. If and where the city finds owners actively looking to sell or redevelop their properties, the city should offer to provide technical services to look at ways in which the properties could be redeveloped to enhance both the operations and aesthetics of the corridor (this might be particularly applicable to those parcels that have been re-zoned to FX-M).

The city can also look at updating or revising its existing regulations pertaining to signage, lighting, parking lots and other elements that are within the city's control and which could help enhance the overall aesthetics of the Corridor. For properties where minor renovations or upgrades could have a substantial impact, the city might work with owners to procure low- or no-interest loans or grants for effect façade improvements.

Regardless of operational, administrative or regulatory limitations, the city should establish a set of basic criteria for future development along the Corridor, especially with respect to building use, placement, massing and configuration (appearance), as well as parking, lighting, signage and other attributes that might impact to overall appearance of a development. The city should work with property owners to make these criteria clear and to get a clearer understanding of how owners might be able to positively respond to them.

The city should also work with the State to define effective access management approaches, and to look into further design features that could enhance safety, particularly for pedestrians and cyclists.

08 Causeway Blvd.



DESCRIPTION

The Causeway Gateway Corridor is centered around Causeway Boulevard as it moves east to west, transitioning from Curlew Road to the east of Alt 19A (Bayshore Boulevard), across Alt 19A, and continuing to the point where it begins to pass over the water on its way to Honeymoon Island.

The study area includes about a third of a mile of frontage along Alt 19A, and incorporates the Caledesi (Publix) Shopping Center at the northeast corner of the intersection of Curlew Road and Alt 19A. From Alt 19A, the study area extends for 2/3 of a mile to the west, and includes a diverse range of land uses – multifamily, tourist facilities and neighborhood businesses. A large part of the study area

has been zoned FX-M (Form Based Medium), including the Causeway Shopping Plaza on the northwest corner of the intersection of Causeway Boulevard and Alt 19A.

The Causeway Shopping Plaza is a 1970s-era shopping center with buildings set well back on the site and separated from the fronting roads by a large surface parking lot.

Causeway Boulevard is a divided multilane arterial roadway for much of its length. At peak periods, traffic to and from Honeymoon Island backs up on the Causeway, extending onto Alt 19A and Curlew Road.

Figure 8.1. Causeway Boulevard Gateway Boundary

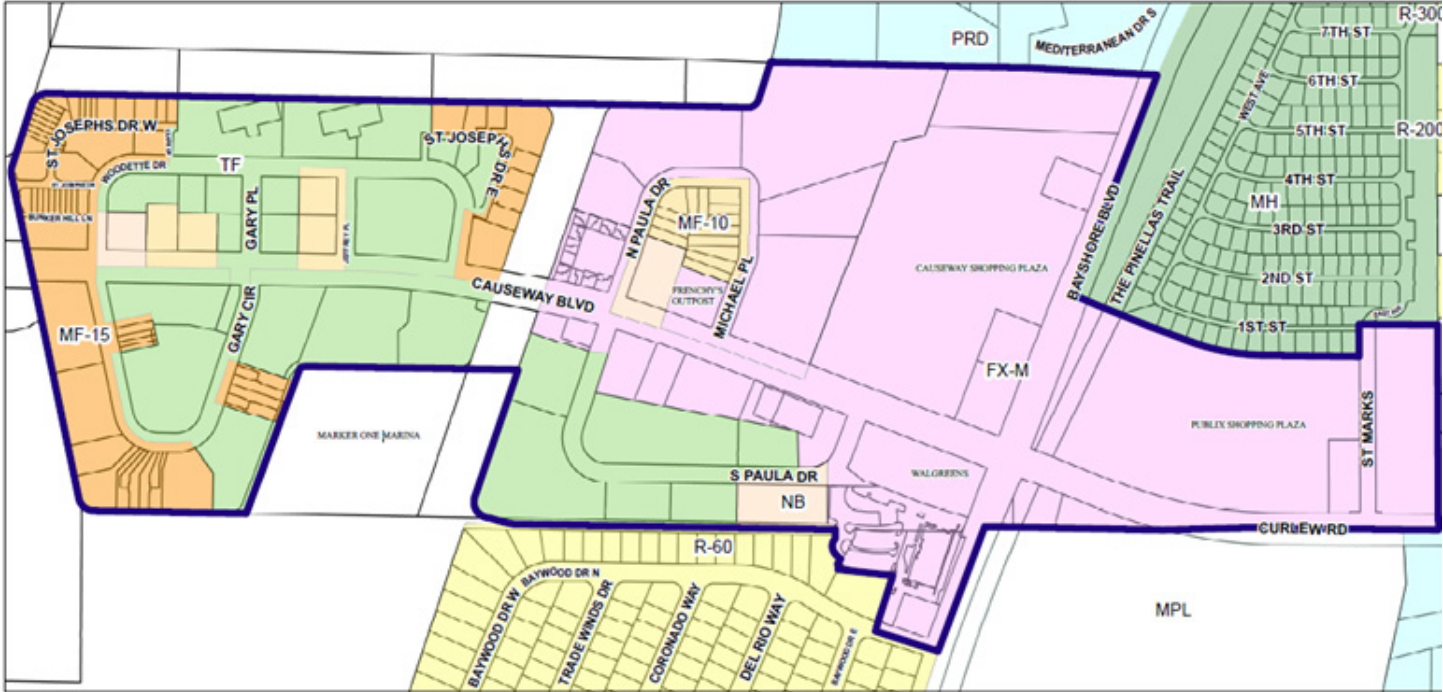


Figure 8.2. Causeway Boulevard Gateway Aerial





CAUSEWAY BOULEVARD GATEWAY COMPOSITE SWOT ANALYSIS

STRENGTHS

Three strengths dominated the participants' responses:

- "Bike Path & Causeway Shoreline" (29%)
- "Free Recreation along the Causeway" (27%)
- "Natural Beauty and Wildlife" (27%)

A fourth item received the remainder of the votes:

- "Gateway to Honeymoon Island" (16%)

Comments:

Participants at the visioning session spoke passionately about the natural beauty of their location, about access to the shoreline and to Honeymoon Island and about the many recreational opportunities.

WEAKNESSES

The individual weaknesses generated by the participants can be combined to create two primary categories:

"Traffic Safety" (42%)

- "Traffic Density & Safety Issues at US Alt 19 and Curlew Road" (28%)
- "Unsafe Pedestrian Crossings (Bayshore & Curlew)" (14%)

"Causeway Shopping Center" (33%)

- "Conditions of Causeway Shopping Center" (32%)
- "Causeway Shopping Does not Meet Residents' Needs" (1%)

Two additional individual items received significant votes:

- "Low Elevation – Vulnerable to Storms & Flooding" (15%)
- "Bridge Reliability" (10%)

Comments:

Due to the popularity of the shoreline, the Bay and Honeymoon Island, and the role of US Alt 19 as a regional artery, considerable volumes of traffic move through the Causeway study area, north and south along Alt 19 and east and west along Curlew Road/Causeway Boulevard. These volumes of traffic have made the intersection of these two arteries a safety hazard for pedestrians as well as cyclists, especially given the proximity of the Pinellas Trail only a few dozen feet to the east.

As with Patricia Avenue, the participants of the Causeway visioning sessions are extremely dissatisfied with the conditions, quality and offerings at the only retail center within their study area – the Causeway Shopping Center; they feel it is under-maintained, out of date, and ill-suited to their needs.

While participants have concerns about the reliability of the bridge to Honeymoon Island, the bridge is scheduled for near-term replacement and design options are under study by the State of Florida.

OPPORTUNITIES

Among the range of proposed Opportunities, several themes predominated:

“Bike-Ped Facilities” (30%)

- “Pedestrian/Bike Amenities/Flyovers” (16%)
- “Improved Pedestrian Safety” (11%)
- “More Visible Crosswalks” (3%)

“Transportation Improvements” (27%)

- “Better Traffic Flow” (15%)
- “Sustainable Local Shuttle to Downtown” (12%)

“Causeway Center Condition Improvements” (24%)

- “Clean Up/Improve/Redevelop Causeway Center Buildings” (24%)

“Business Development” (20%)

- “More Small/Local Businesses/Connect with Downtown Design” (20%)

Comments:

The participants see opportunities to improve conditions within the study area for both pedestrians and cyclists, particularly in terms of safety and street crossings. They would like improved traffic flows and reduced congestion as well as transit options to Downtown Dunedin. They also see opportunities to improve the Causeway Shopping Center and the addition of more small and/or local businesses within the study area.

THREATS

The listed threats can be combined to form five areas of concern:

“Traffic & Safety” (40%)

- “Increased Traffic (Curlew & US Alt 19)/Congestion” (20%)
- “Dangerous Street Crossings” (20%)

“Environmental Concerns” (24%)

- “Pollution & Environmental Issues” (19%)
- “Storms & Flooding” (14%)

“Fed/State Overruling & Preemption of Local Desires” (10%)

“Bridge” (8%)

- “Bridge Condition – Poor; Often Doesn’t Work” (7%)
- “New Bridge” (1%)

“New Development” (5%)

- “Form-Based Zoning” (3%)
- “Gentrification” (2%)

Comments:

The participants view traffic and safety as a primary threat. They are also keenly aware of the fragility of the low-lying study area, both to pollution and to increased flooding. In part due to these issues, they fear intervention by the Federal government. They are concerned about the failings of the current bridge but nervous about the proposed designs for the new bridge. Finally, a small percentage of the respondents worry about the impact of new development.

CAUSEWAY BOULEVARD GATEWAY COMPOSITE VISION STATEMENTS

The participants at this workshop created a range of vision statements:

- “To keep the existing beach and (cannot read writing) opportunities while enhancing it with appropriate development like festivals and tourism.”
- “We want the causeway to meet the needs of residents through growth that includes balance between density and affordability. Improved beautification, projects open space and embraces a tropical beachy identity.”
- “We envision a beautifully landscaped, safely designed clean gateway to Honeymoon Island, where traffic flows, osprey fly, dolphins leap, people are happy, development density is low, water is clean, development is sustainable meeting storm challenges, and taking advantage of solar opportunities and clean energy.”
- “We visualize a vibrant pedestrian and bicycle friendly causeway rich with natural beauty, trees and clean water that can accommodate our growing community. We also visualize a safe and aesthetically pleasing entrance onto Causeway Blvd.”
- “We would like to see it with no more development, but landscaping along the road on Wood (sic) Island should be improved to enhance the visual looks and beauty of the island.”

Comments:

Almost all of these statements speak to a desire to maintain and enhance the current character of the Causeway study area – access to the water, natural beauty, environmental features, recreation- while addressing concerns about traffic congestion, safety and over-development.

CAUSEWAY BOULEVARD GATEWAY COMPOSITE VISUAL PREFERENCES

The visual preference survey addressed seven physical conditions.

Streets: The participants indicated a preference for wider, tree-lined and landscaped streets, with amenities for pedestrians and cyclists, and low-scale adjacent development.

Sidewalks: Respondents appear to prefer wide sidewalks with pedestrian amenities, landscaping, street furniture and activities such as outdoor dining.

Public Spaces: Participants prefer well-defined public spaces with more of a focus on landscaping and trees than on street-related activities.

Parking: The participants prefer well-landscaped surface parking lots with clearly demarcated walkways. There is no apparent antipathy to low-scale, well designed parking structures, and if on-street parking is to be utilized, there appears to be a preference for angled as opposed to parallel parking.

Building Placement: In general, the participants seem to prefer buildings that are set back some distance from the fronting ROW.

Building Massing: Participants prefer small scale (one- to two-story) buildings, and appear to have significant antipathy for larger buildings.

Building Configuration: Participants appear to prefer low-rise, residential scale buildings with distinct architectural features including pitched roofs, balconies, galleries, porches and/or arcades, vertically oriented windows.

Comments:

The survey was high-level and did not go into depth for any of the conditions. While the outcomes provide some general understanding of the sentiments of the people who participated in the SR 580 visioning exercises, all of these need to be explored further and in more detail to provide specific and/or usable guidance for future planning or design efforts.

CAUSEWAY BOULEVARD GATEWAY COMPOSITE DESIGN IDEAS

As part of the visioning exercise, participants were asked to provide thoughts, comments, recommendations and design ideas on large scale base maps that were provided. These were reviewed and analyzed. A number of clear themes emerge from these exercises:

- Every map indicates that the intersection of US Alt 19 and Curlew Road/Causeway Boulevard is of concern. Comments include:
 - "Traffic congestion; poor traffic flow"
 - "Bottleneck"
 - "Pedestrian safety threat"
 - "Danger"
- There is concern about the intersection of Curlew Road and the Pinellas Trail, with recommendations for better signalization and even the use of flyovers.
- Several of the maps highlight concerns about the current conditions of the Causeway Shopping Center, and the desire to see improvements. Comments range from "Slumlord" to "Make this better" to "Redesign Causeway Plaza; Better Parking; Local Businesses"
- Several of the maps point to issues associated with Honeymoon Island, in particular a concern that the entry process at the Island causes traffic to back up for more than a mile during peak periods. Many comments point to the difficulty cars have in gaining access to Causeway Boulevard for the adjacent neighborhoods during these peak periods.
- There are a number of comments relating to development, including concerns about the height of the proposed Hampton Inn, a desire to repeal existing TF (Tourist Facilities) zoning and replace it with MFR (Multifamily Residential).

Comments:

While this exercise was preliminary it did enable the participants to express a wide range of ideas about the SR 580 corridor. Most of these recommendations reinforce the general comments gathered from the other exercises and provide some specific locations where key issues such as traffic safety need to be addressed.



CAUSEWAY BOULEVARD GATEWAY RECOMMENDATIONS

The participants in the visioning sessions for the Causeway Boulevard Gateway are generally passionate about their proximity to the water, access to Honeymoon Island and a range of recreational activities, and the natural beauty of their setting. They are concerned about losing these benefits, and particularly concerned with the high volumes of traffic, particularly during peak daily, weekly and seasonal periods. They worry about traffic safety and feel that the Causeway Shopping Center is poorly maintained and lacking in desirable stores, restaurants and other facilities.

The shopping center is privately owned. city officials can work to insure that buildings, parking lots and other facilities are up to code, well maintained, and comply with all necessary building and zoning regulations, but in the absence of specific ordinances, there is little that can be done to force additional compliance.

The traffic issues within the study area are well known and plans are underway to replace the existing bridge, potentially with a fixed-span that would alleviate some of the current concerns about congestion. Additional studies can be undertaken to prepare strategies for enhancing pedestrian and cyclist safety along the major streets within the Study Area – US Alt 19, Curlew Road and Causeway Boulevard. Crossing Alt 19 is particularly important as cyclists and pedestrians attempt to move between the water and the Pinellas Trail on the east side of Alt 19.

The study area was the subject of a master planning study in recent years, which involved

considerable community participation. The city might revisit this study, in collaboration with the local community to determine if particular suggestions need to be revisited and/or refined and updated and to evaluate the impacts of implementing recommendations from that study.

With respect to concerns about aesthetics, the city can look into implementing a formal streetscape strategy for Causeway Boulevard, and might look to update or revise regulations pertaining to signage, lighting, parking lots and other key elements.

Where property owners within the study area indicate interest in redevelopment or development of currently vacant parcels, the city can require mandatory design reviews during which specific design-related and/or operational concerns can be addressed in the presence of community members. These could help establish a mutual rapport between residents and developers and potentially lead to win-win outcomes for new development and redevelopment.

With respect to the residents' concerns about an increasing impact of Federal regulations, particularly those related to flooding, sea level rise and other environmental factors, the city can serve as a liaison between Federal officials and local residents, helping explain issues and concerns and keeping the residents apprised of potential changes as they occur. And, while the proposed new bridge to Honeymoon Island is being overseen by the County and State, the city can play a similar role in helping citizens understand the impacts and implications of the various alternative designs under consideration.

DUNEDIN **2017 VISION** UPDATE

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DUNEDIN
Home of Honeymoon Island