

#### 4. FUTURE LAND USE ELEMENT

##### *Campus Land Area*

The plan update retains the same basic site boundaries as were represented in the 1995 plan (as amended in 1998), except that the Fountain Inn parcel at the southeast corner of Sixth Avenue South and Third Street South was purchased and demolished in 2003. The Fountain Inn site added approximately 1.6 acres to the current campus property. No other boundary change or acquisitions are proposed in the update. Certain cooperative arrangements with other property owners may be undertaken during the planning period for the interim accommodation of land consuming uses such as parking (see Element 11), but those arrangements would not involve the exchange or acquisition of property.

##### *Land Use Changes*

The overall disposition of uses in the update is largely consistent with that indicated in the 1995 plan. However, use changes are proposed for five specific sites:

- The site at the northeast corner of the campus, where the Campus Activity Center (CAC) is located, was shown as “Public/Common” in the 1995 plan. The area north and east of the CAC is indicated in the update for use as “Housing,” reflecting the new initiative to provide on-campus student residences.
- The site on the southeast corner of Fifth Avenue South and Third Street South was shown in 1995 as having “Academic” use. That site is shown in the update as “Public/Common” and will accommodate a parking structure.
- The Fountain Inn site, indicated as an out-parcel in the 1995 amended plan, is designated for “Public/Common use in the update and will accommodate the proposed Multi-purpose Student Facility.
- The building site south of the Fountain Inn and north of the Poynter Library was illustrated as part of the “Academic” use area in 1995, and designation carried over to this update.
- The southern half of the block bounded by Third and Fourth Streets South and Fifth and Sixth Avenues South is designated in the plan update for “Academic” use. The entirety of the block was shown for “Recreation” use in 1995. The Academic use is proposed to accommodate the Science and Technology Complex and future development.

### *Off-Campus Development*

The University proposes to collaborate with the City and other appropriate parties to identify an off-campus site or sites within close proximity to the campus where future research and development and related agency functions could be located. The University looks to a continuing and expanding relationship with nearby institutions such as All Children's and Bayfront Hospitals, and agencies such as USGS, DEP, NOAA and others, the outcome of which is expected to be robust growth of research activities that can be converted to applied technologies by companies and agencies. The intent is to create synergy out of the academic and research strengths of the University and related institutions that will enhance economic development for the City. The update contains new objectives and policies to work with the City to advance that agenda.

### *Land Use/Density Districts*

The plan update divides the USF property into three *land use/density districts*. Each district has a distinct character in terms of building density, spatial organization and primary land use functions.

- District 1 is the Peninsula, whose uses are mainly marine and oceanographic-oriented academic, research and agency functions. Approximately 10,500 GSF has been added since 1995. The projected "build-out" of the site, established in the 1995 plan, is 640,000 GSF. No new facilities are projected in the plan update for District 1. Please see Table 4a for information on current building area.
- District 2 is the Academic Core of the St. Petersburg campus, bounded by Fifth Avenue South, First Street South, Fourth Street South and Bayboro Harbor. While District 2 is principally intended to accommodate academic uses, provision is made for administrative, cultural and support uses to be integrally located with academic functions. District 2 contains 110,000 GSF constructed since 1995.
- The estimated building program in District 2 is summarized in Table 4a. The projected "build-out" for District 2 in the 1995 plan was 1,134,800 GSF, including a provision for 117,000 GSF in structure parking. The plan update recommends an increase in the build-out capacity of the district for flexibility to accommodate potential enrollment growth and change beyond the projected program period. As noted in Element 2 – Academic Program, the rate of enrollment growth could increase in later years as the four-year undergraduate program is fully assimilated. Further, should the development of student housing prove successful, the University will need to have the flexibility to accommodate more residential space on campus. The University will need to have capacity to provide structure parking as enrollment

increases and land is taken up for facilities. The land area of District 2 is increased from 41 acres to over 42 acres in the plan update, reflecting the inclusion of the Fountain Inn site.

- District 3, west of Fourth Street South, is designated as a “Academic” area, recognizing its linkage with other institutions to the west of the campus. The 48,500-GSF Children’s Research Institute is located in the site and its future expansion will be accommodated there as well. The indicated build-out capacity in the 1995 plan was 67,600 GSF. The Children’s Research Institute will be expanded in the next three to five years with an additional 55,000 GSF.

### **Plan Framework for Land Use**

The relative compactness of the St. Petersburg campus is such that practically all of the campus is embraced within the typical 10-minute class change area. Consequently, future academic uses can be reasonably located at most any site within the current boundary of the campus.

The land use pattern proposed for the campus is oriented in no small part to the urban context and uses that adjoin the campus, to be sure that the University reinforces (and is being reinforced by) its position in central St. Petersburg.

The master plan update continues to concentrate the academic core zone around the - proposed Central Lawn. The academic core is anchored on the southwest by the Library and on the northeast by the Campus Activity Center and the proposed housing, with the balance of the uses fronting on the Central Lawn being instructional and research facilities as well as the proposed Multi-purpose Student Center. The peninsula itself remains as a center of marine and oceanographic research, as well as a working waterfront where research vessels and other equipment and vehicles are accommodated.

The balance of the land use pattern consists of support uses that are generally arrayed at the periphery of the academic core, but still in relative close proximity. That includes parking which occupies interstitial lots within the core blocks and larger freestanding areas on sites at the edges of the campus. A new Support Services Building is located at a peripheral location adjacent to First Street.

(See Figures 4-b and 4-c.)

### **Land Use Districts**

Figure 4-b illustrates the future land use districts for the campus. The academic use district embraces most of the core area between First Street and Third Street, plus all of the peninsula except the DEP property. The use area for Support Service functions is shown at the southwest corner of First Street South and Sixth Avenue South, and an area designated as public/common at the northeast corner of the core area (at the edge defined by First Street and Fifth Avenue) contains uses such as the Campus Activity Center and the Snell House. The proposed housing district is directly adjacent.

West of Third Street, in the block also defined by Third Street and Fourth Street South and Fifth and Sixth Avenues South, the use designation is recreation as evidenced by the existing recreation field.

USFSP will also pursue partnerships with other agencies and the private sector to provide off-site research space for university activities.

### **Density**

The projection of development density is illustrated in a somewhat different configuration than the use districts described above. The reason is that the land use development of the campus is planned to occur in an integrated, urban way, with the expected density being a function of location and spatial organization and not of individual use categories. The projected density has been calculated by the placement of anticipated program elements plus a factor for unanticipated future facilities use opportunities and possible shifts in the location of proposed program facilities should circumstance dictate such shifts. The calculation of density is based on a general average of four stories for the building locations that have been identified in the Urban Design Element. The theoretical "build-out" capacity is summarized in Table 4a. Three areas have been delineated for purposes of illustrating the average density of development.

The density and program accommodation for the peninsula (District 1) will likely evolve into a more intensive space, with a tighter scale and functional organization than the campus proper. The peninsula will rely on the expansiveness of its harbor perimeter for open space relief more than on the relatively traditional quadrangles and courtyards around which the campus proper will develop.  
area is considered

The 10-year and total build-out capacity of Districts 1-3 are summarized in Table 4a.

It should be noted that the density calculations based on average building height have taken account of structures on the First Street edge of the campus in the vicinity of the Whitted

Airport needing to be not more than two stories and subject to review and compliance with St. Petersburg's airport zoning requirements.

(See Figure 4-d and Table 4-a.)

**Goal**

The Land Use goal of the USFSP master plan is to organize campus land uses in close and logical proximity to one another and compatible with adjacent land uses in the community.

**Summary of Objectives and Policies**

Objective 4.1. Ensure that the bayfront open space use is protected and enhanced, as described under the Urban Design Element.

Policy 4.1.1. USFSP shall designate the open space area adjacent to the bayfront between Poynter Park and the boathouse on the Peninsula as a protected open space not to be built upon except for structures and improvements ancillary to its use as a park-type area for the campus; USFSP shall effectuate improvements in the shore edge and the open space to achieve the park type environment.

Policy 4.1.2. USFSP shall effectuate a trade of land with, or secure an easement from, the Florida Department of Environmental Protection (FDEP) to provide the open space at the northwest end of the peninsula, contingent on redevelopment of the FDEP site for new, expanded space by FDEP.

Objective 4.2. Abide by the recommended maximum build out and FAR limits for each density district described and illustrated in the "Framework" discussion of this plan element.

Policy 4.2.1. USFSP shall require that land use and development density follow the land use and density provisions as described and illustrated in this plan element, and shall follow the 10-year build out floor area ratios as described in this Element as maximum density standards to be followed in the development of each district of the campus. The 10-year maximum buildout density is indicated in Figure 4-d and Table 4-a of this plan element.

- Policy 4.2.2. USFSP shall consult with the staff of the Florida Board of Education on those circumstances deemed by the University to merit consideration of change or alteration of the land use plan or projects to determine whether such change may be in order and, if so, by what terms the adopted campus master plan or projects should be amended.
- Policy 4.2.3. Campus master plan amendments that, alone or in conjunction with other amendments, exceed the thresholds established in S.1013.30, F.S., shall be reviewed and adopted under the provisions of S.1013.30, F.S. Amendments to the campus master plan that do not exceed these thresholds shall be consolidated into an annual submission and submitted thresholds shall be consolidated into an annual submission and submitted to the Office of Capital Programs for review and approval on the Board of Regents.
- Objective 4.3. Ensure that future land uses are compatible with and appropriate to topographic and soil conditions on campus.
- Policy 4.3.1. USFSP shall, maintain its regular procedure of assessing the suitability of development sites relative to topography, soils conditions (including the presence of sink holes), drainage, utilities and infrastructure connections, and vehicular and service access and program affinities as part of the initial pre-planning and siting studies for individual projects as those projects are brought into implementation. USFSP shall require the integration of natural topographic and other features in project designs in order to develop the campus in harmony with its natural environment.
- Policy 4.3.2. The University shall maintain a database of existing soils and topographic conditions, which shall be updated on a regular basis, and as additional data developed for future construction projects become available.
- Policy 4.3.3. As part of the design process for any programmed improvement (major project) and prior to approval and acceptance of the design by the University, USFSP shall require that geotechnical testing be conducted to determine relevant soil characteristics of the site and to ensure that the design(s) reflect consideration of these conditions.

Policy 4.3.4. USFSP shall ensure that appropriate methods of controlling soil erosion and sedimentation to help minimize the destruction of soil resources shall be used during site development and use. Such methods shall include, but not be limited to:

- Phasing and limiting the removal of vegetation;
- Minimizing the amount of land area that is cleared;
- Limiting the amount of time bare soil is exposed to rainfall;
- Use of temporary ground cover on cleared areas if construction is not imminent; and
- Special consideration shall be given to maintaining vegetative cover on areas of high soil erosion potential (i.e., steep or long slopes, banks of streams, stormwater conveyances, etc.)

Objective 4.4. Ensure that the development of future land uses takes place in a way that is coordinated with the availability of adequate facilities and services to support the uses.

Policy 4.4.1. USFSP shall assess unforeseen land uses that may arise from grant awards or other circumstances of unanticipated future facilities by comparing those unforeseen uses with the uses and density guidelines set forth for land use districts in this plan element. Upon the determination of appropriate location and consistency with density guidelines, the University will undertake pre-planning and site planning studies. In the event that the appropriateness is in question, the subject use will be submitted for review under the proceduresObjective 4.5.

Policy 4.4.2. Policy 17: USFSP shall undertake an annual review of the schedule of capital improvements to ensure that the capital improvements are consistent with the land use and development factors as described in this plan element, and that such improvements are acknowledged in the periodic review set forth in Objective 4.6.

Objective 4.5. Ensure that measures can be undertaken to minimize or avoid off-campus constraints to campus development and to minimize or avoid conflicts of campus development within the context area.

- Policy 4.5.1. Through interlocal agreements and memoranda of understanding, USFSP shall work with the host community to minimize both campus conflicts with host community land uses within the context area and also off-campus constraints that may limit future development on campus.
- Policy 4.5.2. USFSP shall continue to identify any circumstance whereby future land acquisition may be necessary or appropriate to accommodate currently unforeseen development projects or strategies (such as remote parking, grant opportunities, utility corridors, etc.), and shall determine the appropriate timetable, funding, and development coordination measures associated with the prospective acquisition. Similar measures will be applied in the event of any circumstance calling for the sublease of campus land to others.
- Policy 4.5.3. Proposed amendments to the adopted campus master plan, which do not exceed the thresholds established in S.1013.30, F.S., and which have the effect of changing land use designations or classifications, or impacting off-campus facilities, services or resources, shall be submitted to the host local government for a courtesy review.
- Policy 4.5.4. USFSP shall participate with the City of St. Petersburg in the reciprocal review of plans and development proposals, consistent with provisions established in the Intergovernmental Coordination Element.
- USFSP shall
- Policy 4.5.5. The USFSP shall protect existing natural resources by limiting development to the density (FAR) levels as described and illustrated in this plan element, by designating open space areas as defined in the open space plan and configure retention and detention facilities in such a way that natural vegetation characteristics of the campus will be maintained and enhanced.
- Policy 4.5.6. Where the acquisition of additional lands is necessary for the continued growth and expansion, the University shall coordinate with the appropriate local government on any required amendment to the local government's Comprehensive Plan.

- Policy 4.5.7. The University shall permit no new development, expansion or replacement of existing development in areas designated for Conservation or Preservation, unless development is undertaken by federal or state government in the public interest and the impacts are mitigated. Before any such development is authorized and a plan of development approved, USFSP shall conduct a review of all available environmental and economic options (including the costs of mitigation). If this review indicates that development in designated conservation areas is the only viable option, then USFSP will pursue all reasonable efforts to minimize and mitigate any unavoidable impacts to such areas.
- Policy 4.5.8. USFSP shall include in its project and site suitability assessments an evaluation of the relationship of the project to on-campus and off-campus development constraints, conflicts, or limits vis-à-vis traffic, infrastructure, and drainage.
- Objective 4.6. Ensure that incompatible use relationships are eliminated or mitigated in the event that such incompatibilities exist or arise.
- Policy 4.6.1. USFSP's Facilities Review Committee, including administrative and academic staff, shall continue to periodically review the status of land use and facilities program development on the campus, including currently unanticipated future facilities and grant award opportunities. The charge is to identify trends or needs for change in use patterns, density, program affinities and relationships to open space, circulation and utility patterns that might affect the land use plan, and to determine whether such circumstances should be corrected to maintain the integrity of and compatibility with the land use plan and constraining factors, or cause the plan to be altered or amended to reflect valid needs. The group will report its periodic findings to the president and recommend circumstances when and by which amendment of the adopted campus master plan may be merited, or where projects should be limited or amended.
- Objective 4.7. Ensure that academic functions are concentrated in the core area around the Central Lawn, except for those requiring waterfront access on the Peninsula.
- Policy 4.7.1. USFSP shall establish the mixes of land uses for each of the density districts identified in Figure 4-b:
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Objective 4.8. Locate service and utility uses along First Street across from the airport, abiding by applicable airport zoning restrictions.

Policy 4.8.1 USFSP shall review all proposed service and utility uses along First Street with the airport authorities during the planning and design stage of future projects.

Objective 4.9. Maintain a density and scale of development on the campus properties that is compatible with the adjacent off-campus uses.

Policy 4.9.1. USFSP shall ensure that land use and development at the edges of campus property will be compatible with adjacent off-campus uses by:

- Maintaining the use and density levels indicated for use and density districts described and illustrated in this plan element.
- Specifying that the design of building masses and heights, setbacks, screening, site lighting, parking and landscape is undertaken with specific regard to adjacent off-campus uses (including the airport).

Objective 4.10. Ensure adequate area and locations for utility requirements to serve the estimated 10-year development, and that utility extensions are accomplished in cost-effective increments. Wherever possible, new campus development should utilize existing utility corridors and minimize disruption of those corridors.

Policy 4.10.1. USFSP shall avoid building construction on the street corridors currently traversing the campus (defined herein as the existing rights of way, even as such streets may be vacated and/or transferred to the University). The intent shall be that those corridors remain clear for presentation of utilities, visual continuity, and retention of service and emergency vehicle access and, in some instances, access to parking areas.

Policy 4.10.2. USFSP shall coordinate future land uses with the availability of facilities and services to ensure that utilities and infrastructure needed to support future development are available at adopted levels of service, consistent with the concurrency provisions contained in S.1013.30, F.S. USFSP shall review and evaluate all future construction projects to ensure that adequate provisions for infrastructure and utilities have been incorporated into the design by documenting:

- The provision and maintenance of necessary utility easements, corridors, and points of connection.
- The provision of adequate supply lines to accommodate future development and facility expansion.
- The provision of open space and safe and convenient traffic flow and parking at established levels of service.

Objective 4.11. Protect existing natural resources, and identify and protect any historic and archaeological resources of the campus.

Policy 4.11.1. USFSP shall adopt and adhere to the Conservation Element policies regarding to environmental management, and shall require adherence to these standards by all parties performing design and construction of facilities on University property.

Policy 4.11.2. USFSP shall maintain an inventory and evaluation of all archaeological and historic properties under University ownership, including the Williams House, that appear to qualify for the National Register of Historic Places.

Policy 4.11.3. USFSP shall consult and coordinate with the Department of State's Division of Historical Resources prior to any land clearing, ground disturbing, or rehabilitation activities which may disturb or otherwise affect any property which is included, or eligible for inclusion, in the National Register of Historic Places. The historic USGS Building will be protected and its setting enhanced in the development of the campus, as will the Snell House, where state historic designation is being sought by the University.

- Policy 4.11.4. USFSP shall consider the effects of such an undertaking identified 4.11.2 above on any historic property that is included, or eligible for inclusion, on the National Register for Historic Places. The University shall afford the State Division of Historical Resources a reasonable opportunity to comment on such an undertaking.
- Policy 4.11.5. Prior to a historic property being demolished or substantially altered in a way that adversely affects its character, form integrity or archaeological or historical value, the University shall consult with the Department of State's Division of Historical Resources to avoid or mitigate any adverse impacts, or to undertake any appropriate archaeological salvage excavation or recovery action.