

The image is a composite of two photographs. The top photograph shows a modern building with large, dark-framed windows and a light-colored facade. The bottom photograph shows a courtyard area with several trees, concrete planters, and people walking. The scene is captured during the golden hour, with warm, low-angle sunlight creating long shadows and highlighting the textures of the buildings and foliage. The overall atmosphere is one of a vibrant, pedestrian-friendly urban environment.

Atlanta Beltline Case Study:

A Review of the Land Use Policy and Development Response to the Beltline and Pinellas Trail

MAY 2023

PLACE PROJECTS

A REVIEW OF DEVELOPMENT RESPONSE TO THE BELTLINE AND PINELLAS TRAIL

MAY 2023

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01 Introduction

For over 40 years, cities across the United States have been converting unused rail corridors into multi-use and recreational paths for moving people rather than goods. These types of transformations reflect a broader economic evolution of cities as places designed for experiences rather than industrial production. Since 1983, Pinellas County and its various municipalities, including the City of St. Petersburg, have been building what is now 45 miles of paved trails converted from a former railway. Fred Marquis Trail, also known as the Pinellas Trail, connects Tarpon Spring to St. Petersburg and several distinct communities along the way. Survey responses, news articles, and various planning reports make it clear that the Pinellas Trail is a celebrated countywide resource, but trail user count and land development data shows that this trail is drastically underutilized, particularly in St. Petersburg, the county's most populous city.

Despite being billed as a trail for a broad audience of users, trail usership is low and, outside of a major COVID bump in 2020, usership growth is stagnant or declining, which stands in contrast to the county's growing population. The makeup of users is predominantly cyclists, signaling a trail more characteristic of a suburban resource rather than an urban one even though Pinellas County is among the most urbanized counties in the state.

This paper suggests that stagnant and low diversity usership is a symptom of limited access and a dismissive land use pattern that is still reminiscent of when this corridor was a railway. A view of properties along the Pinellas Trail shows that the land development response to this premium recreational and mobility amenity is nearly non-existent, with only a handful of properties showing signs of reinvestment and engagement with the Pinellas Trail. This lackluster response is largely owed to the fact that nearly every property abutting the trail has single-use, low-density zoning restrictions that stifle what one might expect as a natural land development response to a public feature like the Pinellas Trail.

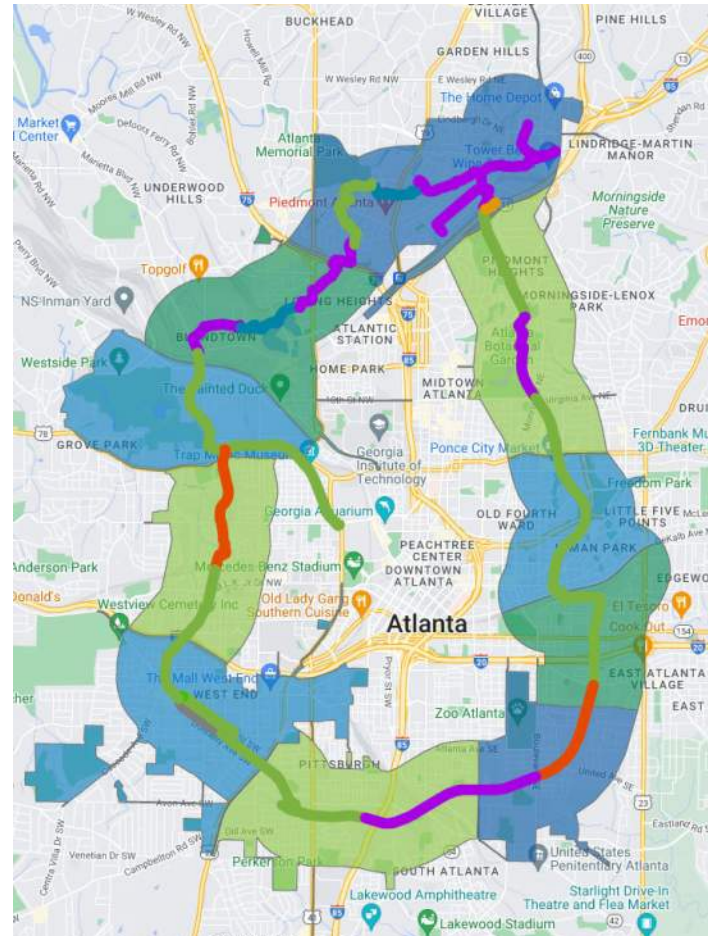


Figure 1: BeltLine Corridor and BeltLine Planning Area

Atlanta Beltline and a Trail-Oriented Land Development Response

The Atlanta BeltLine, specifically its first complete leg, the Eastside Trail, demonstrates how trail-oriented planning policies and mixed-use zoning can open the door for a land development response that combines trail life with residential, leisure, and employment uses. The BeltLine has provided the City of Atlanta with improved connectivity between different neighborhoods, increased mobility, and reduced dependency on cars.

The Atlanta BeltLine is widely regarded as one of the most successful examples of rail-to-trail conversion in the United States. Like the Pinellas Trail, Atlanta's BeltLine is situated on a repurposed

former rail corridor that was paved over to allow for walking, running, and cycling. Aside from the trail's physical improvements and infrastructure that the City of Atlanta has invested so heavily in, the BeltLine is well-known for the robust number of live-work-play development projects that have emerged, many of which with direct accessibility to the trail. This integration between private property and public trail has contributed greatly to the BeltLine's success.

Originally conceived in 1999, the BeltLine has become one of Atlanta's largest and most prolific economic development engines and a public amenity that is enjoyed across a broad spectrum of ages, incomes, ethnicities, and cultures. When completed in 2030, the Atlanta BeltLine will connect 45 neighborhoods throughout downtown Atlanta across 22 miles of primary BeltLine trail, 11 miles of connector trails, and over 1,300 acres of new and expanded greenspace. The BeltLine's network of pedestrian-friendly multi-use trails has provided for a more walkable and connected downtown, and has acted as a major catalyst to generate new development and economic growth in Atlanta.

The BeltLine initiative is primarily funded by a combination of tax increment financing revenues and a special taxing district which are supplemented with other state, local, and federal funds, as well as corporate and philanthropic funding. In total, approximately \$670M in public and private funds have been invested in the BeltLine. Much of the BeltLine's success can be attributed to the investment that the City of Atlanta made in the physical improvements and reconstruction of the trail itself. Equally as important to the public realm improvements, and the primary focus of this paper, are the zoning and land use policies that enabled walkable, mixed-use development to take place along the BeltLine. Almost a decade has passed since the inaugural section of the BeltLine was completed in 2013 and to date, the BeltLine has helped attract more than \$8.2B of private development. The types of development projects that have occurred vary across housing, office, restaurant,

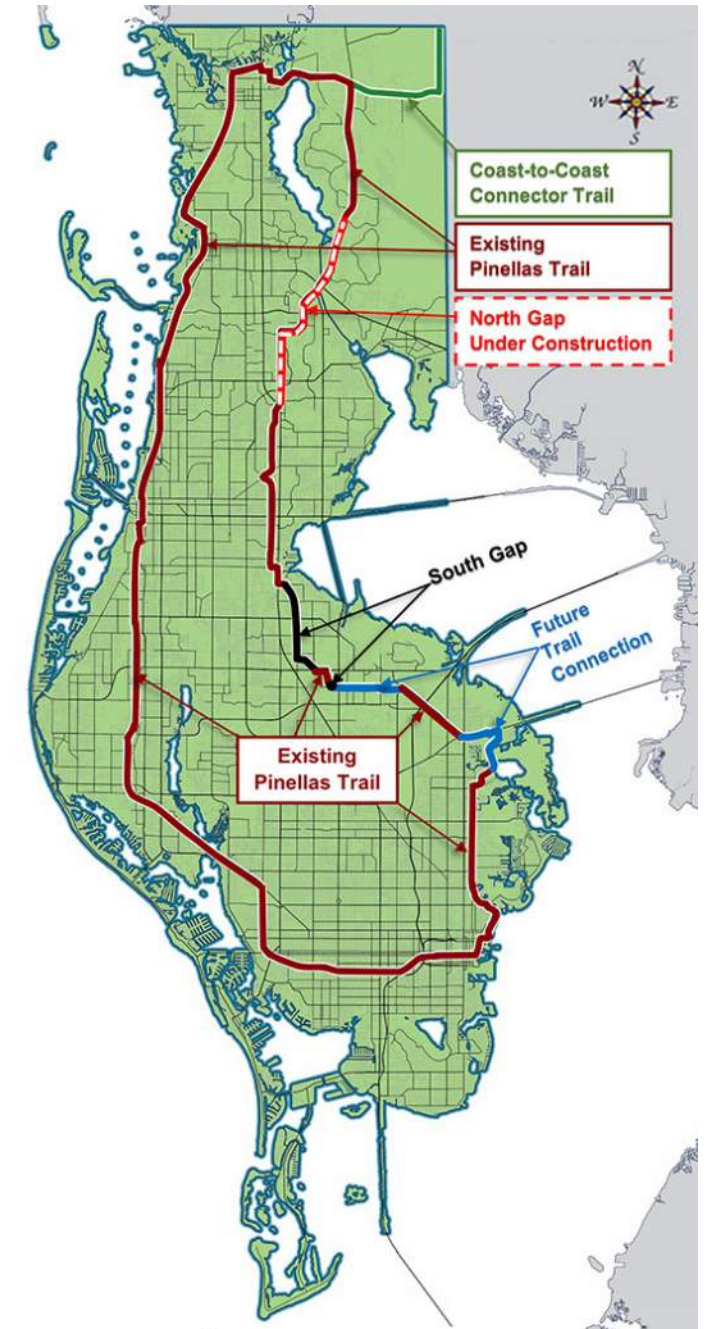


Figure 2: Pinellas Trail Loop Network Map

retail, and other commercial uses, and both new development and adaptive reuse are well represented. As further proof of the concept, the newly opened Westside Trail is experiencing similar levels of interest from developers, businesses, and residents that the BeltLine's Eastside Trail did when it first opened in 2013.

How is the City of St. Petersburg and Pinellas County addressing changes to land use policies?

With Vision 2050 and other planning initiatives like the WADA/Deuces Live Joint Action Plan, the City of St. Petersburg and its stakeholders are increasingly focused on refreshing land use policies to spur economic development and thoughtful growth.

“The Mission of the Warehouse Arts District/Deuces Live Joint Action Plan is to identify specific opportunities for collaboration between private property and public realm to find shared solutions which may benefit multiple properties and create a more unified sense of place and urban function.”

The Joint Action Plan highlights the opportunity to bolster the Pinellas Trail experience by integrating with adjacent property to attract activity and a broad array of people.

More recent studies and planning initiatives from the City and County include the SunRunner Rising Development Study (“SunRunner” and the Target Employment and Industrial Lands Study (“TEILS”. The SunRunner study provides strategies and recommendations for transit-oriented development (“TOD” along the new Bus Rapid Transit (“BRT” corridor. The study concluded that land use policies around BRT station areas should incorporate a mix of uses and transit-supportive density to help promote BRT ridership and ensure the investment in public transit is maximized. The TEILS found that certain industrially zoned areas of Pinellas County, including in Downtown St. Petersburg, are deserving of a transition to a more mixed-use zoning designation as a means to attract the County’s target employers and maximize economic growth.

The findings of the SunRunner study are interrelated with those of the TEILS, as both advocate for taking advantage of opportunities throughout Downtown St. Petersburg to create thriving mixed-use places where

people can live AND work in close proximity to public transportation.

The Role of the Pinellas Trail

Although not a central focus of either the SunRunner or TEILS, the Pinellas Trail can be leveraged to help advance the TOD policies and economic development goals that the City/County have outlined. As evidenced by the BeltLine, integration with surrounding property is key for creating an environment for living, working, and gathering on the trail. The BeltLine has become so much more than just a paved and landscaped biking, walking, and running trail because of the connectivity between public and private property that has occurred. The BeltLine is now a major engine of economic development for the City of Atlanta and the City is on track to achieve its goals of bringing 5,600 affordable housing units, 30,000 full-time jobs, and 48,000 temporary construction jobs.

The Pinellas Trail’s potential is particularly apparent in the areas of Downtown St. Petersburg, such as the 22nd Steet South/Warehouse Arts District corridor, where much of the land is vacant, industrially zoned, adjacent to the Pinellas Trail, and within the walking distance to the BRT stations. Such land provides exciting potential for redevelopment.

The Pinellas Trail’s proximity to the 22nd Street South BRT station provides the opportunity to create multimodal connections between the BRT and the Pinellas Trail, and the surrounding land could then be utilized to amplify transit-oriented development by helping attract businesses, build housing, and enhance the pedestrian experience to and from the stations.



Figure 3: Aerial view of the Pinellas Trail over the Warehouse District, the first section of purpose-built trail moving west from the core of downtown.

02 The Pinellas Trail's User Experience Today

Today, usage of the Pinellas Trail can be characterized by having limited access to pedestrians and being used primarily by cyclists. Friends of the Pinellas Trail, a non-profit Pinellas Trail advocacy organization, describes the trail as follows:

“The Pinellas Trail offers county residents and visitors a unique opportunity to enjoy the outdoors that is close to home, close to work, and close to where you want to go. Grab your in-line skates, put on your jogging shoes, or hop on your bicycle and head to the Pinellas Trail.”

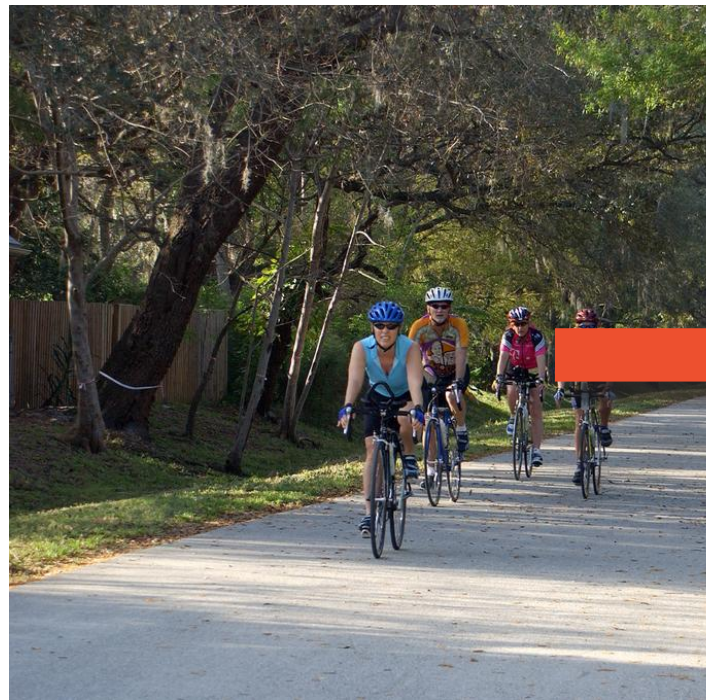
Various planning initiatives, including the Forward Pinellas Comprehensive Plan and St. Petersburg Comprehensive Plan, are in support of efforts to drive usership of the Pinellas Trail. The City of St. Petersburg supports “strategies that increase the accessibility of these facilities to a greater number of people and increase the connectivity of these facilities to parks, shopping centers, major employers and schools” (St. Pete Transportation Policy T15.3). Unfortunately, an analysis of usership along the trail reveals that usership is quite narrow.

Users are primarily cyclists and use the trail for recreation/exercise.

Today, the makeup of Pinellas Trail’s usership is more analogous with a rural or suburban trail than an urban trail, largely due to accessibility limitations and a lacking mix of land uses. The Pinellas Trail is operating as an ordinary trail in the United States. A large body of research indicates that trail usage in the United States is dominated by recreational users (leisure, exercise, etc.) rather than utilitarian users (commuters, grocery shoppers, etc.). Though there are differing reasons for this phenomenon, a primary factor is the inadequacy of multimodal networks to connect a critical mass of origins (residential units)

with destinations (grocery stores, schools, and places of employment, etc.), as is the case with motorized travel.

A survey conducted in 2019 indicates that 88% of respondents usually use the Pinellas Trail for recreation or exercise. Trail count data by Forward Pinellas from between 2017 and 2022 reinforces this idea, as usership at each counting location is highest on Saturdays and Sundays.



Today: Limited uses, primarily cycling

Tomorrow: A destination in itself

Pinellas Trail usership may be stagnant or declining

Trail usage reports by Forward Pinellas provides data about the frequency and mode share of trips along the Pinellas Trail since 2017. Outside a significant increase in trail usership during 2020, year-to-year trail usership is generally declining, despite marginal increases in County population during that same period (see Table 1). Moreover, trail usage data indicates that cyclists are the dominant user group at each counter location.

Table 1: Pinellas Trail User Counts

Year	Trail Counts	% Annual Change	Pedestrian	Cyclist
2017	1,458,383		21%	79%
2018	1,223,114	-16.1%	38%	62%
2019	1,305,620	+6.75%	Not provided	Not provided
2020	2,154,036	+65.0%	Not provided	Not provided
2021*	1,945,427	-9.7%	30%	70%

*Technical problems with Palm Harbor and East Lake Tarpon counters resulted in missing data.

Both stagnant (or declining) usership and low pedestrian mode share may be signs that trail access is limited, and that surrounding properties lack significant residential densities and mix of uses to incentivize trail usage.

Limited access lowers pedestrian mode share.

Development along the Pinellas Trail predates the trail itself, thus the prevailing development pattern is “backs-turned” toward the trail, a symptom of the trail’s former use as a railway. Consequently, properties abutting the trail do not address the trail and tend to restrict direct access. Moreover, street crossings along trail/former rail corridor are infrequent so distances between access points are further than the adjacent block network. Where

cyclists may be willing to travel further distances between access points, pedestrians are more sensitive to access frequency. Trail access points are generally more than 1,300 feet and at times exceed 3,000 feet. At these distances, pedestrians begin to feel “trapped” and are deterred from venturing down the trail. In contrast, the Atlanta Beltline’s Eastside Trail has pedestrian access points approximately every 300 to 600 feet.



St. Petersburg

Long corridors of legacy warehousing limit direct access to the trail. Buildings often do not interface with the trail, presenting a “back-of-house” façade.



Seminole

Residential lots preclude public access to the trail. Backyards present privacy fences along the trail. Other than at street intersections, the prevailing subdivision of property does not allow for “mid-block” public access points.



Dunedin

Dunedin represents one of the most accessible areas along the trail and is accordingly the most active area on the trail, accounting for over 25% of all user trips along the entire trail. This area also has the highest frequency of Pedestrian users, though cyclists are still predominant.

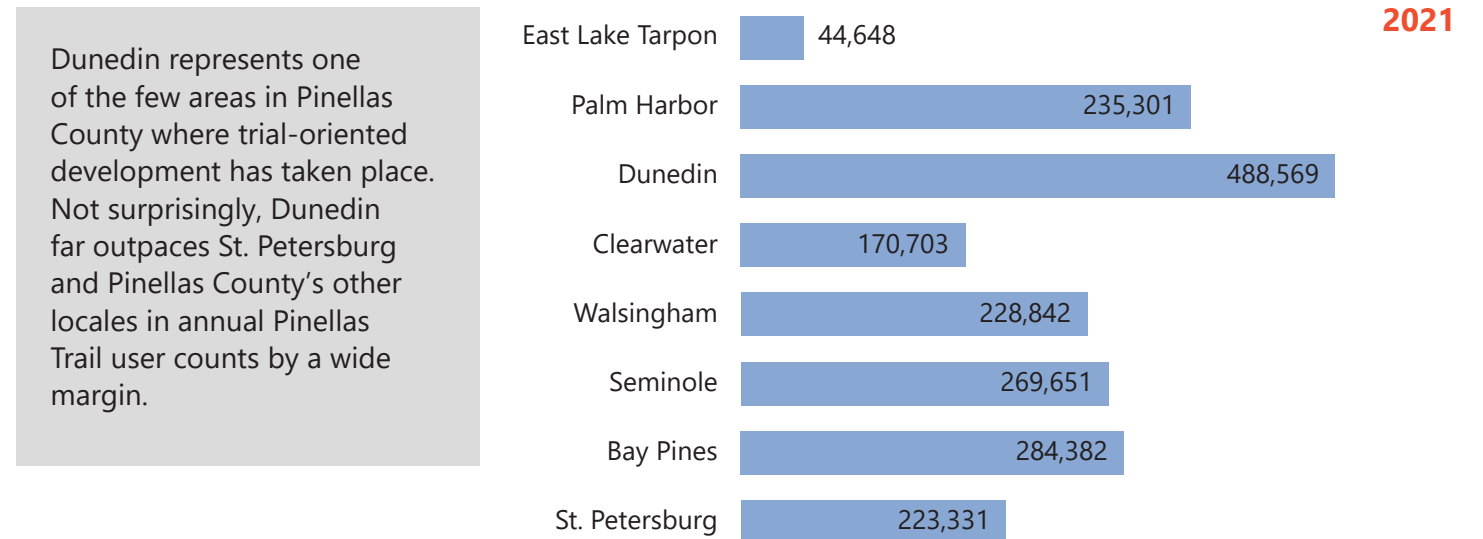
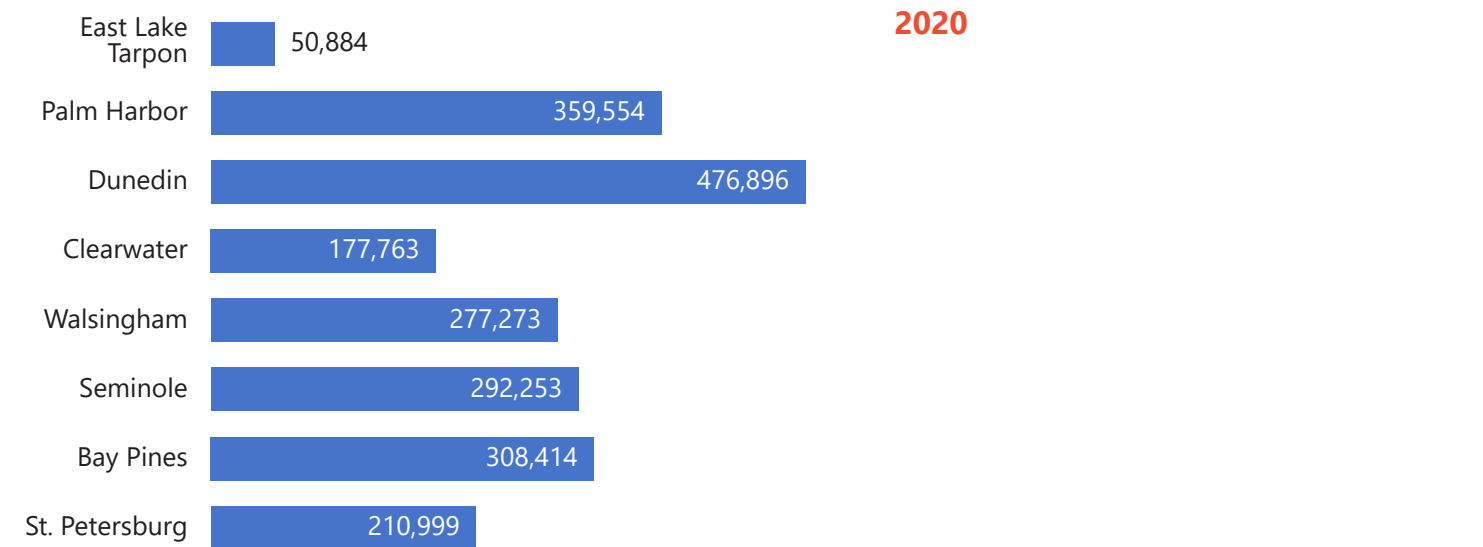


Figure 4: Pinellas Trail User Count (2020-2021)

Limited residential density and land use diversity lowers pedestrian mode share.

As an off-street facility that mitigates conflicts with automobile traffic, the Pinellas Trail attracts a range of cyclists, including “strong and fearless, enthused and confident, and interested but concerned.” A 2019 survey indicates that “no cars or traffic” and “safety” were among the top reasons why cyclists use the trail. Likewise, limited conflicts with automobile traffic are a factor that attracts pedestrians to the Pinellas Trail, however not to the same extent as cyclists. Research shows that other determinants, specifically residential density and diversity of land use, have stronger correlations with pedestrian volumes.

Pedestrians are generally willing to walk up to about

10 minutes to access trail or park amenities. Walking conditions within 10 minutes must be safe and comfortable. The closer residential units, offices, and commercial space are to the trail, the more likely pedestrians are willing to use the trail to access those uses. Moreover, pedestrians are more sensitive to the frequency of points of interaction and interest. Natural landscaping, public art, and active spaces all contribute to pulling people onto the trail and giving them a reason to stay on the trail.

Today, residential density along the trail is very low and points of interest are far in between. This is especially the case in the Warehouse Arts District where long corridors of non-descript, sterile buildings and vacant land frame the trail corridor.

03 The Atlanta BeltLine & The Pinellas Trail of Tomorrow

The Pinellas Trail has the potential to provide for a more inclusive, active, and diverse trail experience, one that is complementary to vibrant urban life. The Atlanta BeltLine demonstrates the realization of a vision to become a world-class public amenity that accommodates a broad range of users.

What are the characteristics of an *active urban trail*?

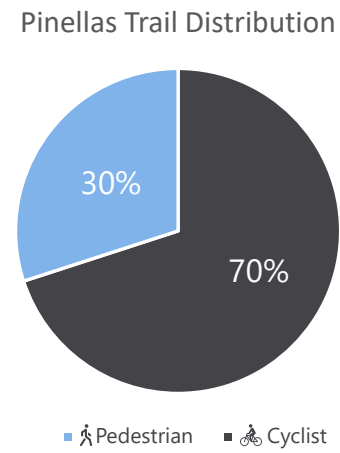
The Atlanta BeltLine represents a major evolution in urban trail usership. Whereas the Pinellas Trail had over 2.1 million trip counts across 44-miles of trail in 2020, the Eastside Trail (the first complete segment of the BeltLine) had 2 million trip counts across 3-miles of trail. A 2018 survey indicated that 80% of respondents were satisfied with the BeltLine and around 70% of respondents felt that the BeltLine improved their neighborhood. Survey data indicate a rich variety in age, income, racial, and mode diversity.

A defining data point that signals a contrast between the Pinellas Trail and Atlanta BeltLine is the fact that pedestrians are the predominant BeltLine user, a sign that both access and land use accommodate a wider range of users.



Figure 5: A plaza-like environment created on the BeltLine in between Ponce City Market, 725 Ponce, and Ford Factory Lofts.

The pie charts presented below show the mode share for pedestrians and cyclists on the Pinellas Trail (to the left) and the mode share at specific locations along the BeltLine's Eastside Trail. The mode share is between the two trails is flipped.

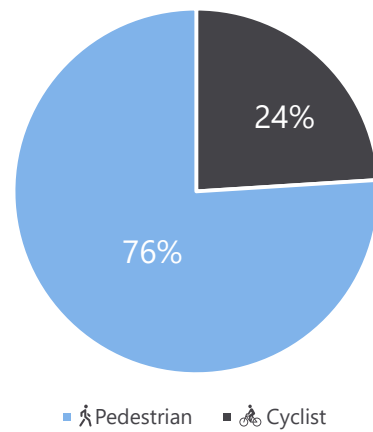


Atlanta BeltLine Eastside Trail Q1 2021

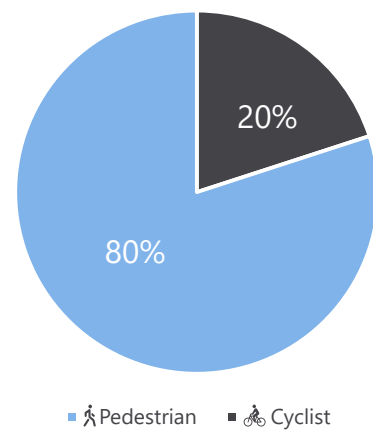
Atlanta BeltLine Inc.

January 1, 2021 → March 31, 2021

Ponce Distribution



Irwin Distribution



Dekalb Distribution

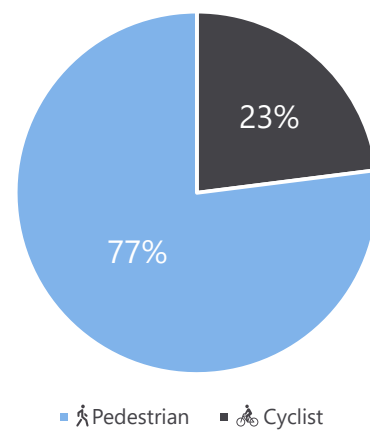


Figure 6: Pinellas Trail and Beltline Mode Share

The pie charts presented below show the mode share for pedestrians and cyclists on the Pinellas Trail (to the left) and the mode share at specific locations along the BeltLine's Eastside Trail. The mode share is between the two trails is flipped.

Trail-Oriented Land Development

The BeltLine has been able to attract such high usage because properties along the BeltLine are oriented towards the trail. The Eastside Trail, the BeltLine's first completed section, opened in 2013 and acted as a catalyst for new development in the area. The roughly 3-mile section was entirely reconstructed to feature paved trails, arts, landscaping, and lighting, and significant mixed-use development that is oriented towards the trail soon followed.



Today: Rail-oriented development



Tomorrow: Trail-oriented development

In contrast, the development form along the Pinellas Trail is largely what it was when the corridor still functioned as a railway, particularly in the Warehouse Arts District. However, we might expect that owners would reposition their land holdings to take advantage of the Pinellas Trail's mass appeal as a public resource for mobility and recreation if they had the opportunity to do so. A report published in 2017 by the National Association of Realtors indicates that most people want to live in neighborhoods with access to high quality walking and cycling amenities.

Development activity along the Atlanta BeltLine validates how a premium trail facility can excite robust reinvestment from the private sector. City officials, residents, and land developers in Atlanta typically view the areas surrounding the BeltLine as the region's "beachfront property" since it has become some of the most desirable real estate in the entire city, and the high rate of new development adjacent or in close proximity to the BeltLine validates the characterization.

Vibrancy creation, activation of public space, and placemaking along the BeltLine has been facilitated by mixed-use zoning.

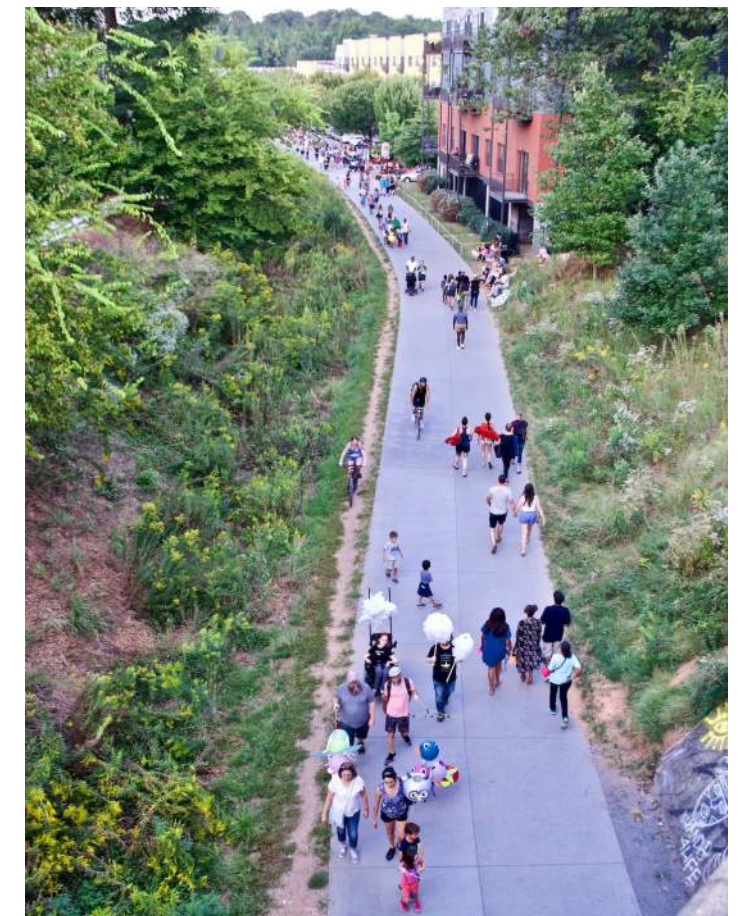


Figure 7: The Eastside Trail is lined with large trees and native grasses.

Ponce City Market

Ponce City Market is a prime example of the BeltLine’s capacity to spur development. First opened in 2014, Ponce City Market has become the most well-known property on the BeltLine and is credited with catalyzing much of the Eastside Trail’s development activity to date. The project transformed a former Sears, Roebuck & Co. distribution center into a vibrant mixed-use hub of activity along the BeltLine.

The historic building features 2.1 million square feet of retail, office, and residential space with direct access to the BeltLine. By 2016, over 90% of the office space had been leased and the retail portion of the project was filled with a mix of local and regional restaurants and shops.

A second phase, launched in 2022, will include another 31,000 Square feet of retail, a four-story timber loft office building that includes 90,000 square feet of office space and 23,000 square feet of retail, a 405-unit hotel/apartment building, and a 163 unit active-adult building. Following Phase II’s completion, it’s estimated that the entire project will house roughly 100 businesses that employ over 5,750 people, representing a major economic driver.

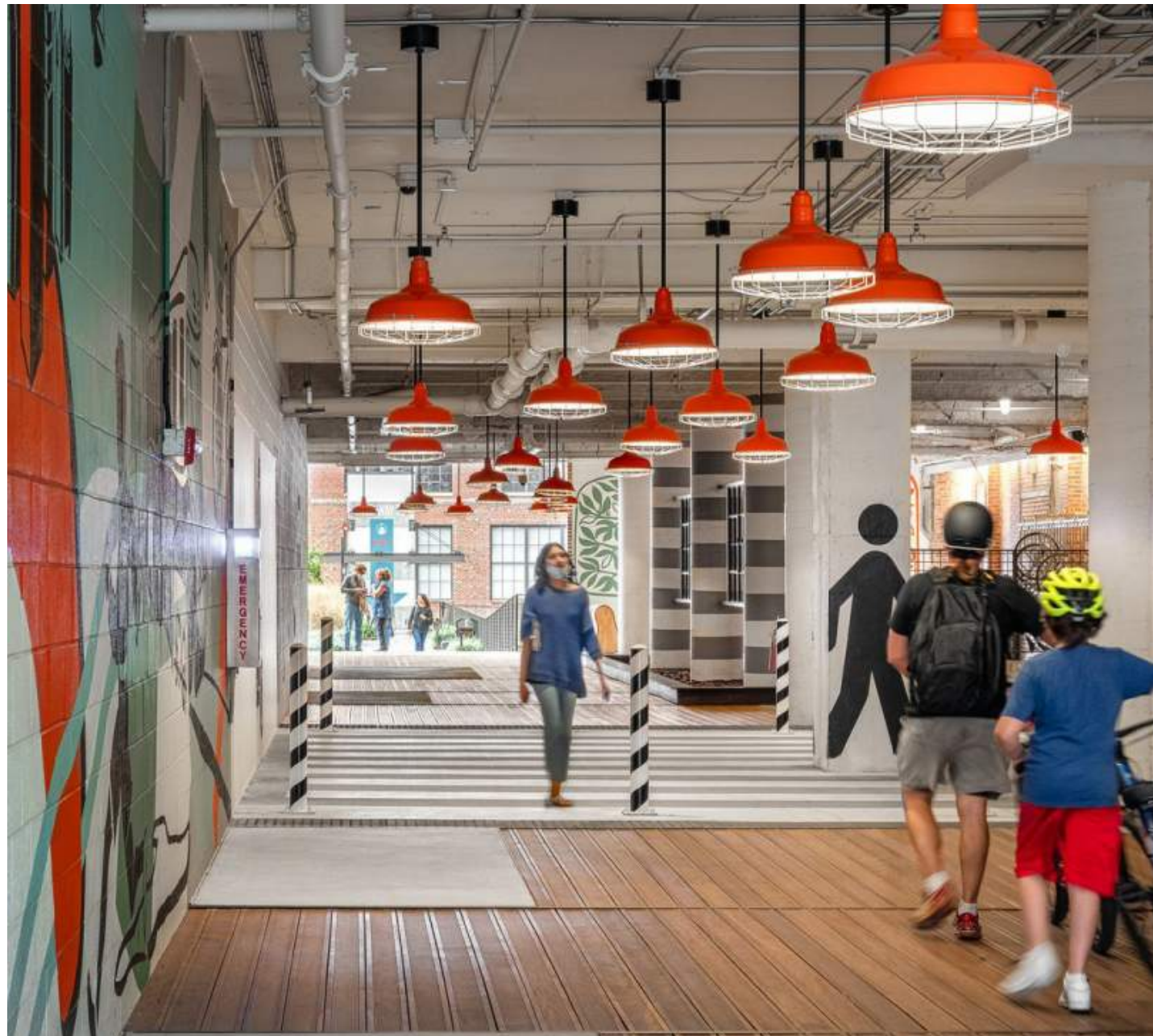


Figure 8: Ground-floor breezeway with access directly to the BeltLine.



Figure 9: Ponce City Market's Central Food Hall located on the ground-floor.



Figure 10: Ponce City Market, facing south along the Eastside Trail.

725 Ponce

725 Ponce is the redevelopment of a former single-story grocery store to a Class-A, 12-story, 370,000 square foot office building with a 60,000 square foot grocery on the ground-floor. Built in 2019, the building's office space and ground-floor is 100% leased, demonstrating rapid absorption and demand. Tenants include McKinsey & Co, BlackRock, and Chick Fil A, and the grocery space is occupied by Kroger.



Figure 11: 725 Ponce, facing north along the BeltLine.

SPX Alley

SPX Alley includes BeltLine-fronting retail and dining space with 19 townhouses above, adjacent to the StudioPlex Lofts.



Figure 12: BeltLine-fronting retail and restaurant space with 19 townhouses above.

Studioplex

Studioplex is a collection of vibrant retail brands that tie into the surrounding urban fabric located along the Eastside Beltline Trail between Irwin Street and Edgewood Avenue. Studioplex Lofts, the renovation of a cotton compress warehouse, houses creative-class businesses and loft-style residences. Studioplex has 31,000 SF of retail and restaurant space beneath 19 luxury townhomes.



Figure 13: The Residences at Studioplex, situated above ground-floor BeltLine retail.

Edge on the BeltLine

Edge on the BeltLine is a mixed-use community along the Atlanta BeltLine's Eastside Trail. The 4.5-acre, \$80 million project incorporates 350 multifamily apartments, 10% of which are dedicated to workforce housing, and 27,000 square feet of retail, dining, and loft-style office space fronting the BeltLine.



Figure 14: A multifamily development on the southern edge of the Eastside Trail.

Fourth Ward Project - 760 Ralph McGill

A multi-phased new development currently under construction that will feature a 480,000 square foot office building, 359-unit apartment building, and a 157-room hotel. The office component has achieved significant pre-leasing, having attracted MailChimp for a new 300,000 square foot headquarters situated on the BeltLine.



Figure 15: Rendering of the Fourth Ward mixed-use development along the BeltLine.

Krog Street Market

The Krog Street Market is an adaptive reuse project featuring the transformation of a former Atlanta Stove Works company building to a modern food hall and retail market. The opening of the Krog Street Market in 2014 generated new foot traffic and catalyzed other ground-up and adaptive reuse projects in the immediate area. Today, the entire area containing Krog Street Market, SPX Alley, and the other mixed-use properties along the BeltLine's Eastside Trail is known as the Krog Street District.

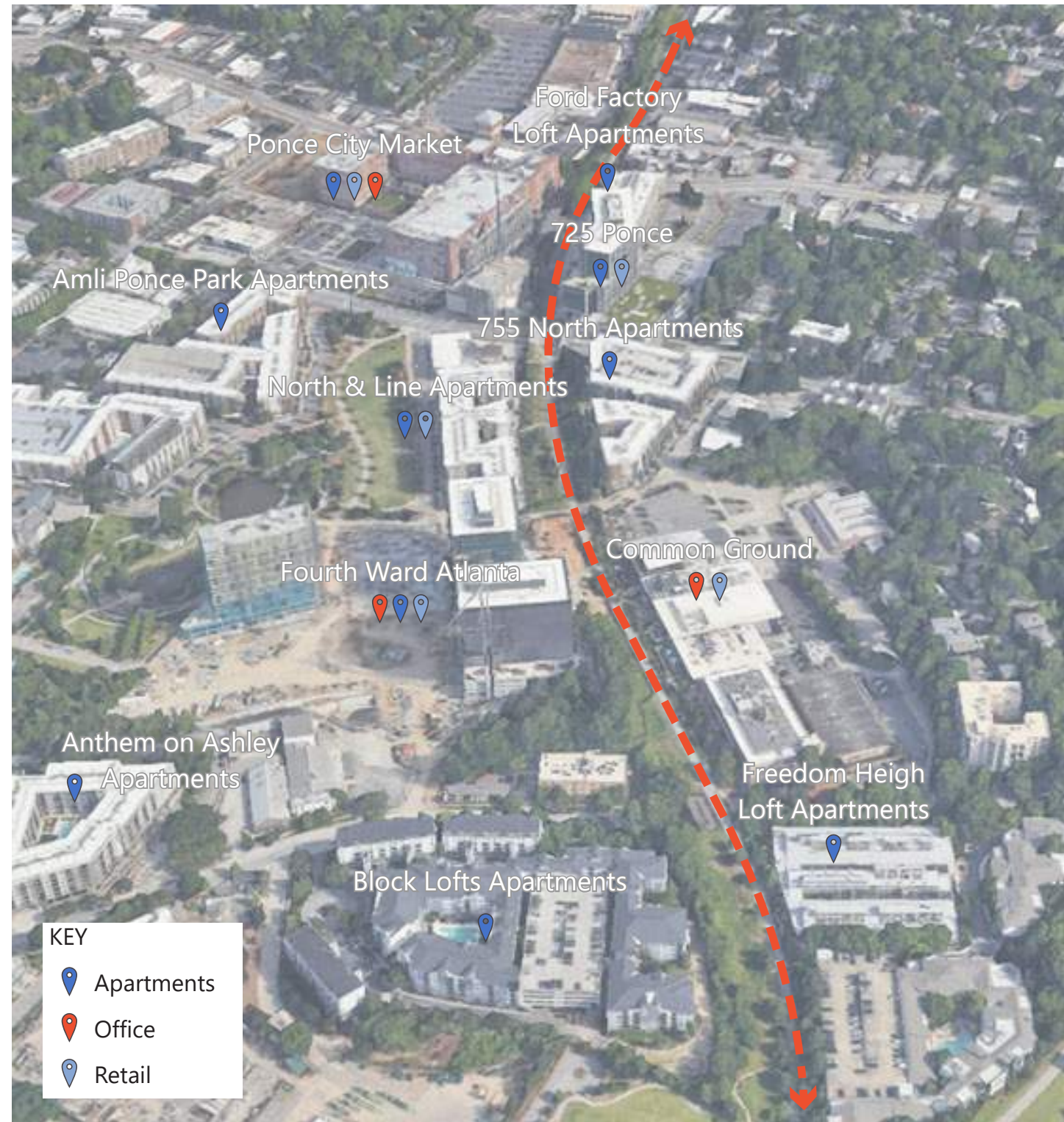


Figure 16: Entrance to Krog Street Market.

Eastside Trail: Aerial Overview

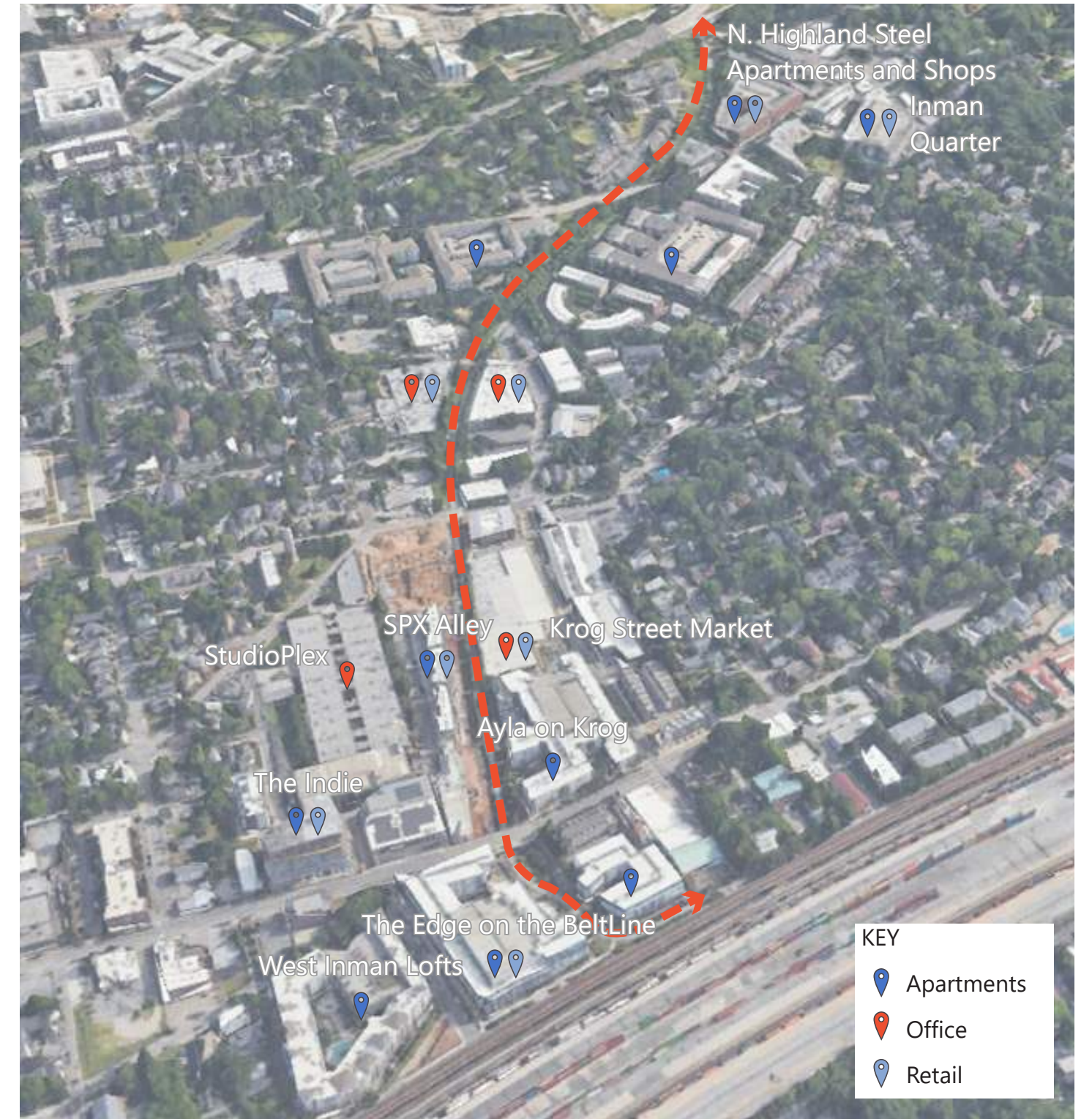
The relationship between new development and the BeltLine is even more pronounced when looking at it from an aerial perspective, particularly in the area near Ponce City Market. The BeltLine has catalyzed both adaptive reuse and new development, resulting in a great mixed-use environment with thousands of residential units, office space, and retail space with seamless connectivity to the trail. Parts of the trail transition from employment or commercial-heavy uses to residential primary uses, helping to establish a variety of character context across the trail experience.

As one moves south on the Eastside Trail from Ponce City Market towards the Krog Street Market and SPX Alley, the variety in experience continues with connectivity to additional residential and commercial properties.



As evidenced by the amount of development that has proliferated along the Eastside Trail, people want to live and work adjacent the BeltLine. The BeltLine has attracted several thousand units of housing and significant office and commercial development. The mixed-use projects surrounding the BeltLine have attracted employment, dispelling the myth that industrially zoned land is the only way to drive employment growth.

The BeltLine has become a significant recruiting tool and means for employee retention for these companies. Prior to the BeltLine, new corporate/Class A office development was concentrated along the Peachtree corridor particularly in Buckhead Village. As the BeltLine takes shape, it is quickly becoming the center of gravity for Downtown Atlanta's employment.



04 Planning policies that enabled the BeltLine's success

Atlanta BeltLine officially began in 2005 with the creation of the Atlanta BeltLine Partnership ("ABLP"), a grassroots movement that garnered significant support from the local community. That same year, the Atlanta City Council established the Atlanta BeltLine, Inc. ("ABI") as the implementation and administration agency for the BeltLine. A Tax Allocation District ("TAD") was also passed in 2005 covering the properties that surround the BeltLine corridor. The TAD revenues would provide the initial funding necessary to get the BeltLine from concept to implementation. In 2021, additional funding was passed in the form of a Special Servicing District ("SSD"). The SSD will not only fund the completion of the BeltLine's trail, transit, and park network, but frees up the TAD to help fund other BeltLine initiatives such as affordable housing and small-business support.

In addition to the creative funding mechanisms, the City of Atlanta has also implemented several land use policies aimed at fostering inclusionary mixed-use development along the BeltLine.

BeltLine Overlay District

In 2007, recognizing that the BeltLine is a fundamental public livability asset for the neighborhoods it serves, the City approved an overlay district that helps encourage a high-quality relationship between private property and public realm. The overlay covers properties within ¼ mile radius of the BeltLine and introduces criteria for facades, lighting, loading, landscaping, signage, and pedestrian connections to help new developments fit into the prevailing character of the BeltLine. The stated goals of the BeltLine Overlay District include:

- Create a diversified urban environment where people can live, work, shop, meet and play;
- Promote public health and safety by providing a pedestrian-oriented environment that includes active street-level uses, sufficient sidewalk widths, and primary pedestrian access from sidewalks to adjacent building entrances;

- Promote development of a wide range of housing types appropriate to meet various housing needs and income levels;
- Facilitate safe, pleasant and convenient pedestrian and bicycle circulation and minimize conflict between pedestrians and alternative transit modes;
- Increase the affordable housing inventory.
- Promote air quality.
- Reduce auto dependency.
- Concurrently advance economic development through an increased tax base.

Through the BeltLine Overlay District, the City of Atlanta is ensuring that "the redevelopment of properties adjacent to and within walking distance of the BeltLine Corridor entails a compatible mixture of residential, commercial, cultural and recreational uses, and design standards conceptualized in the BeltLine Redevelopment Plan... promote and ensure the public health, safety and welfare of its citizens." (Sec. 16-36.002 Findings, purpose, and intent; BeltLine Overlay District).

BeltLine Affordable Housing & Inclusionary Zoning

Affordable housing is a critical component of the BeltLine. The stated goal by the ABI is to create or preserve 5,600 units of affordable and workforce housing within the TAD by 2030. As of 2022, over 3,100 of affordable units have been created or preserved within the TAD, and another 1,700 have been created outside of the TAD but within ½ mile of the BeltLine, representing a total of approximately 5,000 units of affordable housing in walking distance to the BeltLine.

As part of the BeltLine Overlay District, all residential rental development that takes place around the BeltLine shall be subject to Atlanta's Affordable Workforce Housing regulations. The ordinance requires that at least 10-15% of the units within

new multifamily development projects shall be set aside for individuals earning under 80% of the area's median income ("AMI"). Given the a high volume of residential development that has proliferated along the BeltLine, the affordable housing regulations have been responsible for creating hundreds of affordable housing units with several hundred more in the pipeline.

In addition to requiring portions of market rate projects to contain affordable units, the Atlanta BeltLine also diverts funds raised from the TAD and allocates 15% of these revenues into the Atlanta Beltline Affordable Housing Trust Fund. The SSD also provided for \$45M of additional affordable housing funds to further help in reaching the BeltLine's affordable housing goals.

To date, ABI has established the following mechanisms for delivering affordable housing targets: homebuyer incentives, developer incentives, proactive land acquisition, and transfer of development rights.

Atlanta's mixed-use approach around the BeltLine

To break the trail down into bite-sized pieces for planning, Atlanta introduced ten "subarea" districts, each with their own master plan that coordinates land use, transportation investments, park and open space investments, and neighborhood values/priorities. Atlanta adopts these master plans as the comprehensive vision (with a horizon of between 15 and 20 years).

A hallmark of each subarea master plan is the mixed-use approach to land use abutting the BeltLine. Like the Pinellas Trail, the BeltLine is grappling with the legacy of disinvested industrial land uses and structures that are largely obsolete without a functioning railway. Like Pinellas County and St. Petersburg, Atlanta desires to maintain some of these historic uses to preserve future potential for modern industrial/employment uses. The "Industrial Mixed-

Use" designation has provided prospective developers in Atlanta with a steppingstone between industrial uses of the past to modern uses of the future.

Atlanta's Industrial Mixed-Use regulations call for at least 30% of the total floor area of a development to be dedicated to industrial uses. Any non-industrial uses can be a mixture of residential and non-residential uses. Examples of industrial uses allowable under the Industrial Mixed-Use designation include breweries, nurseries, showrooms, research labs, and technical schools.

Art and Culture

Art on the Atlanta BeltLine features a year-round public art collection as well as temporary exhibitions designed to engage the community in thoughtful expression. Spanning several miles of trail on the east and west sides of Atlanta, the linear art gallery represents artists from across Atlanta, the nation, and the world in a variety of mediums: sculpture, murals, dance, music, theater, photography, fashion, film, and more. Since 2010, Art on the Atlanta BeltLine has grown in scope to become the largest temporary outdoor art exhibition in the South and is completely free to the public.

05 The Atlanta BeltLine & The Pinellas Trail of Tomorrow

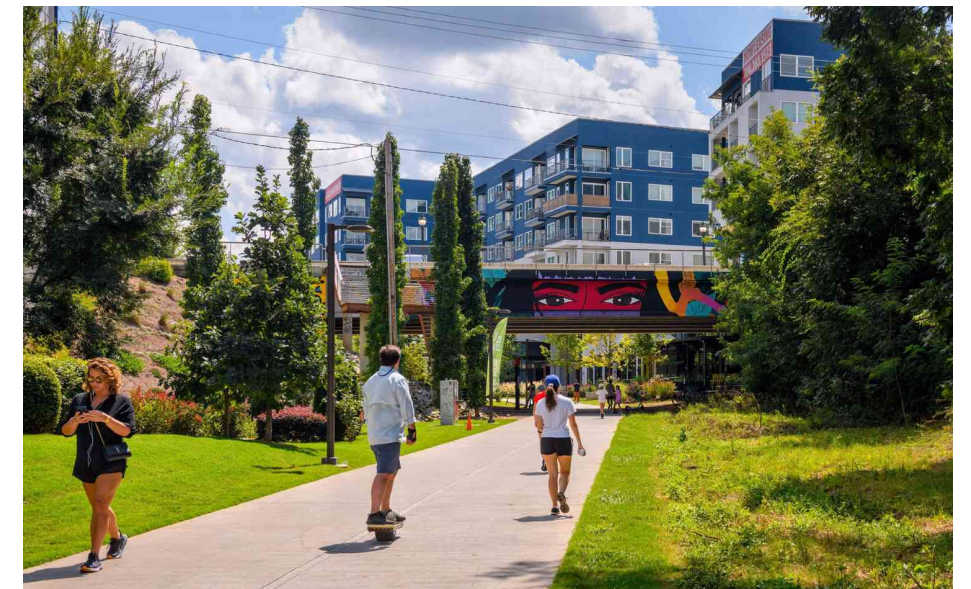
The success of the Pinellas Trail depends on many factors, including the County, multiple municipalities, and thousands of existing and future landowners. The City of St. Petersburg can help lead the way by refreshing their land use and zoning policies to enable trail-oriented redevelopment which will leverage the Pinellas' Trail's natural attributes and spur new development, bringing new housing, office, and lifestyle uses to the Pinellas Trail while simultaneously supporting the transit oriented planning goals outlined in the SunRunner TOD study and the TEILS

In-line with the recommendations offered by the SunRunner study and TEILS, this paper recommends that the City consider the following zoning enhancements for industrially zoned property that is next to the Pinellas Trail and within a BRT station area:

- Expand use allowances to include the broadest range of uses.
- Abolish 'dwellings per acre' density controls in lieu of using combined 'floor area ratio' intensity controls.
- Increase height allowances to allow for a mid-rise environment.
- Introduce criteria for requiring either workforce housing (to meet affordable housing goals) and/or "industrial-flex" space along a "sliding scale"
- Introduce design criteria that encourages lighting, landscaping, and public access to the trail.

The City needs to consider land development policies for properties adjacent to the trail in ways that allow for land development to transition from legacy railway to trail orientation and in the process broaden access to the trail. Short of allowing a broad mix of uses at intensities that support project success, the Pinellas Trail will remain an underutilized public resource.

Atlanta's BeltLine demonstrates the dramatic impact that a rail-to-trail conversion can have on a City's civic life, economic development, and public transportation, connecting dozens of different neighborhood's within Atlanta's urban core and helping people conduct their lives in and around transit.






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