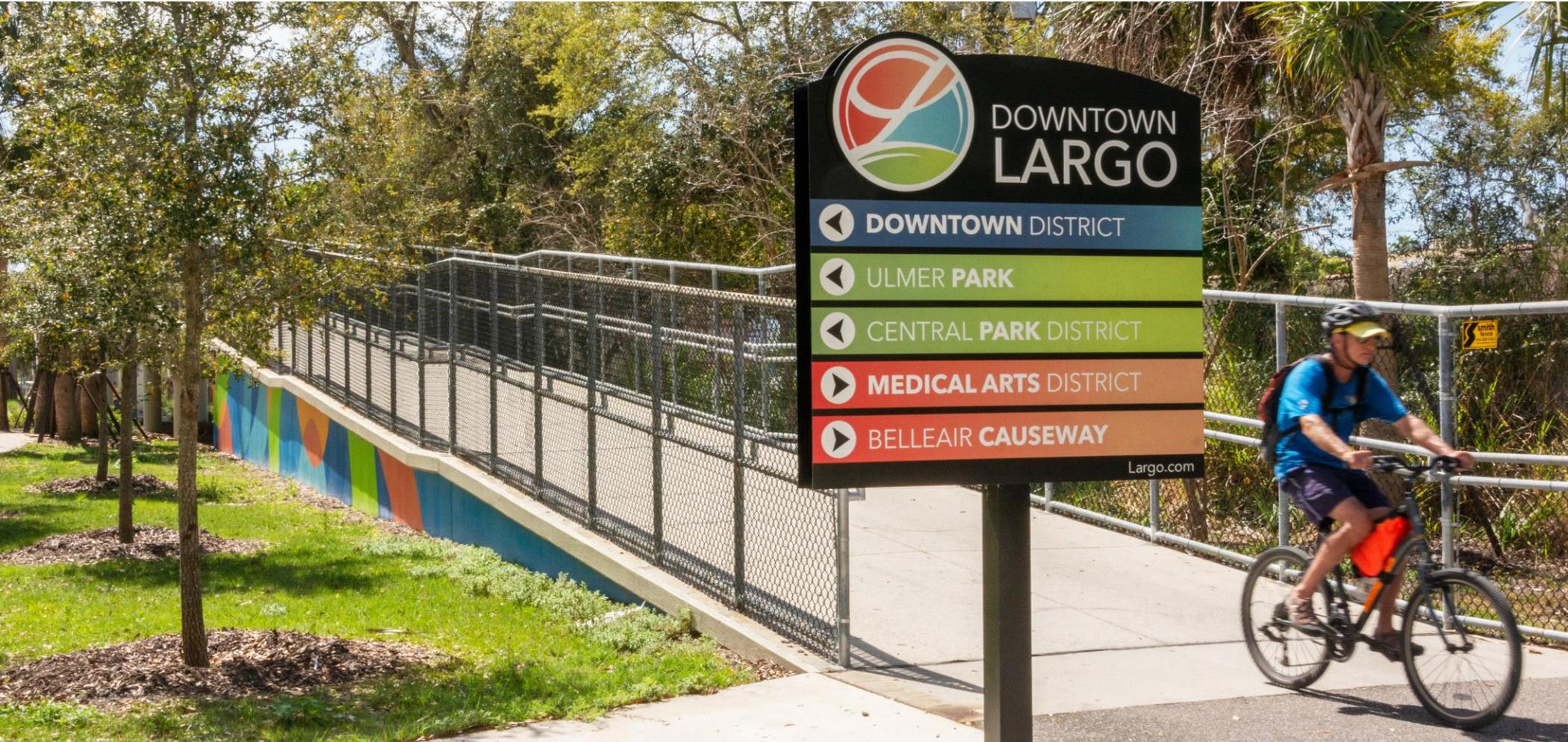


LARGO, FLORIDA

HEALTH AND WELLNESS CAMPUS STRATEGIC PLAN



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EAP 22/1 May 2022

Acknowledgments

The Tampa Bay Regional Planning Council wishes to acknowledge the generous assistance of:

City of Largo Mayor and Commission:

Mayor Woody Brown
Commissioner Seat 1, Vice Mayor, Michael Smith
Commissioner Seat 2, Samantha Fenger
Commissioner Seat 3, Eric Gerard
Commissioner Seat 4, Jamie Robinson
Commissioner Seat 5, Donna Holck
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This study was made possible by the United States Economic Development Administration, which supported this work through a grant under the 2020 Coronavirus Aid Relief and Economic Security (CARES) Act.

About the TBRPC's Economic Analysis Program

The Tampa Bay Regional Planning Council (TBRPC) is an association of local governments from Citrus, Hernando, Hillsborough, Manatee, Pasco, and Pinellas Counties. Since 1999, the TBRPC has been producing economic impact studies for a variety of public and private sector clients. Using the most powerful analytical tools, including IMPLAN and REMI PI+, the Council's Economic Analysis Program has produced hundreds of reports covering topics such as job creation, land use, natural resources and energy, as well as a variety of public policy questions.

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EXECUTIVE SUMMARY AND RECOMMENDATIONS

Executive Summary

From emergency care to routine or specialized medical services, the Largo Medical Arts District, also referred to as the Largo Health and Wellness Campus, offers comprehensive healthcare to residents and visitors from throughout the Tampa Bay region. The district was designated in 2009 to reflect the economic importance of the medical sector as a community asset and to support the health and wellness-related businesses that have located there over time. The district is an example of an industry cluster; a combination of inter-dependent industries in related fields that take advantage of scale economies in labor and equipment to develop specialized but strong job growing economies. Silicon Valley's software cluster and Detroit's automobile manufacturing cluster are well-known examples, but smaller clusters in many industries may grow under the right conditions.

The City of Largo has an opportunity to incentivize the development and expansion of health care services within the district to enhance an organically formed industry cluster. In 2015, a Medical Arts District Conceptual Master Plan was created to establish a community-supported vision for the area and guide more detailed planning for the development of the district over the next 10-15 years. The designation of the formal district and the creation of the master plan are critical steps toward achieving the broader objectives of the City's Comprehensive Plan (last updated in 2019) and the West Bay Drive Community Redevelopment District Plan (2010); however, additional planning is needed to garner the community support and investment necessary for effective plan implementation.

With funding provided by the Federal Coronavirus, Aid, Relief, and Economic Security Act (CARES Act) of 2020, the City of Largo contracted with the Tampa Bay Regional Planning Council (TBRPC) to prepare a strategic plan which complements and expands upon the City's past planning efforts within the Medical Arts District and

the West Bay Drive Community Redevelopment District. TBRPC's strategic plan provides an update to the 2015 analysis of the district's existing conditions; case study examples of medical districts from throughout the country; potential redevelopment design concepts and economic development considerations, and implementation guidelines that can support City staff in efforts to implement priority projects and engage local stakeholders.

The conceptual diagrams and site plans presented are illustrative and do not represent any specific plan or action under consideration by City of Largo. Any formalized decisions will be guided by extensive community discussion and feedback.

Recommendations

The staff of the Tampa Bay Regional Planning Council (TBRPC) offer a series of recommendations for the City of Largo to consider:

1. The 2015 Largo Medical Arts District Master Plan represented a significant first step in defining a vision and development strategies for the district; however, plan implementation is an ongoing process that must be adapted to new conditions and circumstances. Incorporate the results of the **urban design strengths, weaknesses, opportunities, and threats (SWOT) analysis**, detailed on pages 13-22, in future planning and stakeholder engagement efforts.
2. Communities near and far are actively developing Medical Arts Districts. Use the **case examples** provided on pages 23-26 to inform stakeholders of the co-benefits of district-wide collaboration. By learning from the steps of others, City staff and stakeholders can anticipate the Largo community's journey toward progress, from immediate next steps to world-class potential.
3. There are many stakeholders - including property owners, hospital representatives, and residents - that will be affected by the district's redevelopment. New participants in this process will need to be engaged and previous participants "brought up to speed." This strategic plan includes **redevelopment concepts**, pages 28-31, and **economic development considerations**, pages 32-33, for support in the City's public outreach efforts. Phased action items and considerations regarding potential funding, the magnitude of costs, project partners, and methods of engagement are provided on pages 34-37 to provide a **guiding framework for plan implementation**.

These recommendations, and the strategic plan overall, reflect the visions, strategies, and priorities as defined by the community through the City of Largo's prior public engagement efforts.



1 INTRODUCTION

About the Tampa Bay Regional Planning Council

Established as Florida's first Regional Planning Council in 1962, the Tampa Bay Regional Planning Council (TBRPC) provides a forum to foster communication, coordination, and collaboration among its member governments. Serving six counties (Citrus, Hernando, Hillsborough, Manatee, Pasco, and Pinellas) and twenty-one municipalities therein, the Council provides a wide range of services, including:

- Economic Modeling and Analysis
- Economic Development District
- Community Visioning and Planning
- Spatial Growth Modeling
- Hurricane and Hazard Preparedness Planning
- The Official Disaster Planning Guide
- GIS Mapping Services
- LEPC: Hazardous Materials
- Technical Assistance to Local Governments
- Agency on Bay Management
- Bay Soundings Quarterly Environmental Journal

As one of the first Regional Economic Models (REMI) users in Florida, TBRPC has been providing economic analysis services to government agencies, non-profits, and the private sector. Since 1999, TBRPC has conducted over 400 economic impact studies, covering topics such as transportation, environmental and natural resources management, land use decisions, business investment incentives, taxation, sports and other events and festivals. Many of these reports are available from the TBRPC website: tbrpc.org/eap.

CARES Act Technical Assistance

The United States Economic Development Administration has provided a grant under the 2020 Coronavirus Aid, Relief, and Economic Security Act (CARES Act), to the TBRPC to provide economic recovery technical assistance to the Council's regional partners. From 2020 and into 2022, TBRPC has called for projects from partner agencies seeking technical assistance on economic development and for COVID-19 recovery in particular.

As of February, 2022, TBRPC has completed visualization and economic analysis studies for the City of New Port Richey; an aviation cluster study for the City of Zephyrhills; an economic recovery plan for Manatee County; a study of small business patterns for Pinellas County; and a study visualizing development strategies along the Highway U.S. 19 corridor for Pasco County. TBRPC intends to complete projects throughout the Tampa Bay Area under this program through 2022.



Figure 1. TBRPC 3-D visualization of conceptual plan for Downtown New Port Richey (2020)

Past Successes in District Planning

In coordination with the City of Largo's Community Development staff, Tampa Bay Regional Planning Council (TBRPC) prepared a strategic plan which complements and expands upon the City's planning efforts within the Medical Arts District and the West Bay Drive Community Redevelopment District. The development of the plan was guided by the following objective and process:



Objective: Provide technical assistance and resources to the City of Largo that can effectively “bridge the gap” between the existing Medical Arts District Conceptual Master Plan and future implementation efforts; representing a seamless continuation of the visioning, stakeholder engagement, and planning process that began in 2015.

The strategic plan is intended to provide stakeholders and the City with a decision-making tool to support the implementation of the 2015 Medical Arts District Conceptual Master Plan's guiding principles and themes (as described on pages 11-12 of the Plan). This proposed Strategic Plan can be considered as a supplement to step two of a three-tiered planning process:

1. Adoption of the Comprehensive Development Code of the City of Largo (effective 2018); City of Largo Comprehensive Plan Update Forwarding our Future 2040 (2019); and the West Bay Drive Community Redevelopment District Plan (2009);
2. Creation of the City of Largo's Medical Arts District Conceptual Master Plan (2015);
 - a. **The Largo, Florida Health and Wellness Campus Strategic Plan (2022);**
3. Detailed Implementation Plan(s) that prioritize, schedule, design, and fund specific components of the Medical Arts District Conceptual Master Plan and the supplemental Strategic Plan (to be coordinated on an ongoing basis by the City).



Process: Use three-dimensional (3-D) visualization and case study analysis to test ideas, compare alternatives, identify priorities, and assist in consensus building among stakeholder groups. The 2022 study was conducted in two phases.

In the first phase, **Inventory and Analysis**, TBRPC staff reviewed local plans and land development regulations, conducted site visits to establish existing conditions, and analyzed plans and case studies collected from municipalities facing similar opportunities and challenges in health and wellness district planning.

In the second phase, **Conceptual Planning and Design**, TBRPC staff applied best practices in urban design to provide an analysis of urban design conditions and redevelopment concepts for the Largo Medical Arts District. Pages 18-25 of the City of Largo's Medical Arts District Conceptual Master Plan provided TBRPC with a guiding framework for conceptual planning and design.



2

**INVENTORY AND
ANALYSIS**

Largo Medical Arts District and Conceptual Master Plan

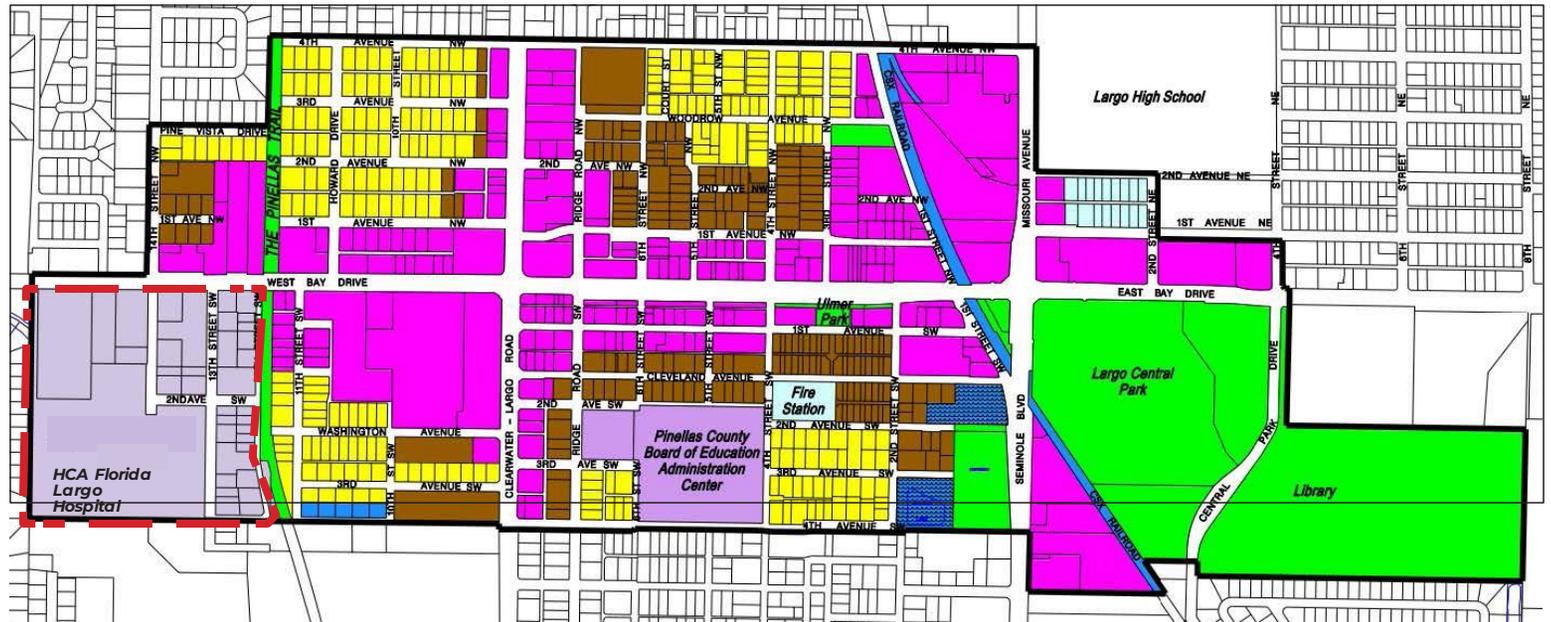
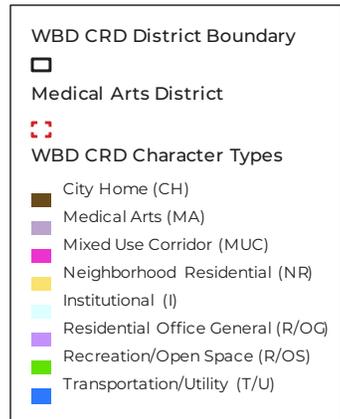
Designated in 2009, the 37-acre Medical Arts District is 0.8 miles west of Downtown in the heart of Largo. The area's location, bordered by West Bay Drive to the north, McKay Creek to the west, the Pinecrest Golf Club to the south, and the Fred Marquis Pinellas Trail to the west, provide a unique opportunity to leverage significant community assets, including the historic downtown and a multi-use recreational trail.

The district is in the western portion of Largo's West Bay Community Development District (WBD CRD) (Figure 2). The West Bay Drive CRD was established to create a mixed-use urban environment that reflect the community's desire to regenerate the traditional downtown in a modern context and once again make it the heart and center of the City.

The district is characterized by a cluster of medical training and service facilities. Several major medical institutions including HCA Florida Largo Hospital, the Diagnostic Clinic, and the Eye Institute of West Florida are located within the district. The primary anchor, HCA Florida Largo Hospital, employs over 307 active and affiliated physicians, 1,683 caregivers, and attracts over 88,916 patients each year.

Figure 2. West Bay Drive Community Redevelopment District

The **Medical Arts (MA) District** Character Type allows office and commercial development surrounding HCA Florida Largo Hospital, as well as short term stay residential units supporting the medical function.



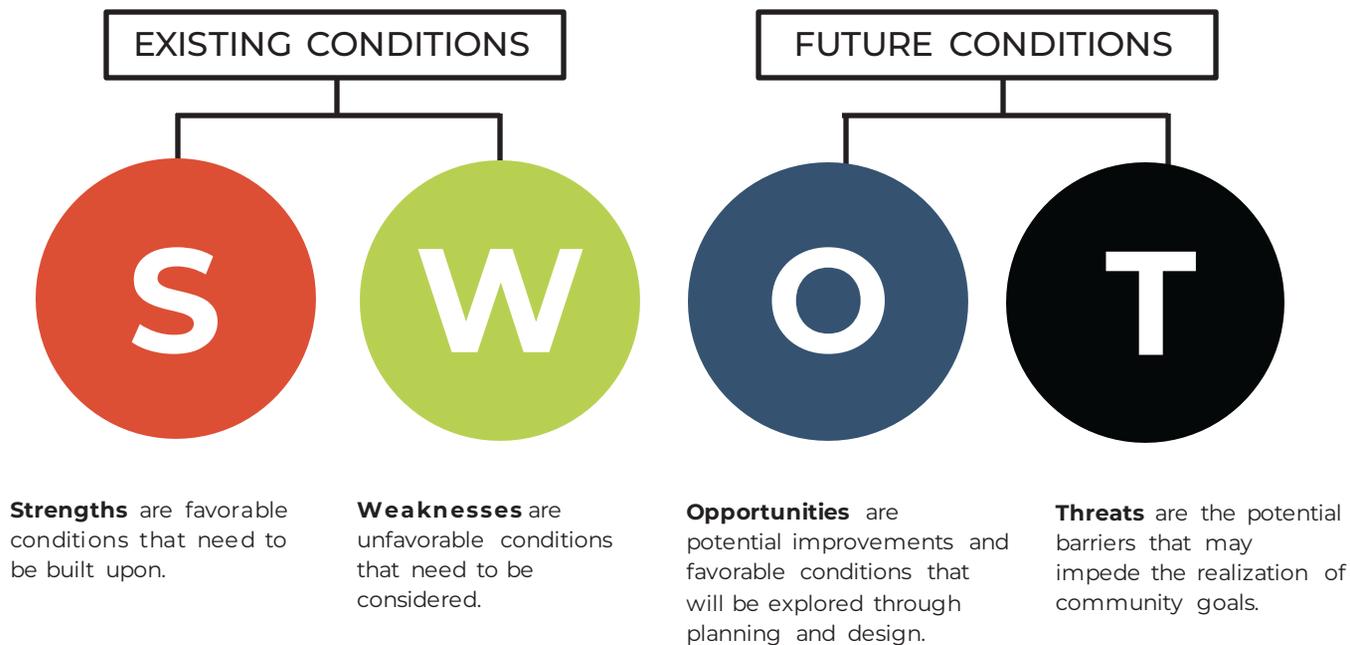
West Bay Community Redevelopment District Plan, City of Largo (2010)

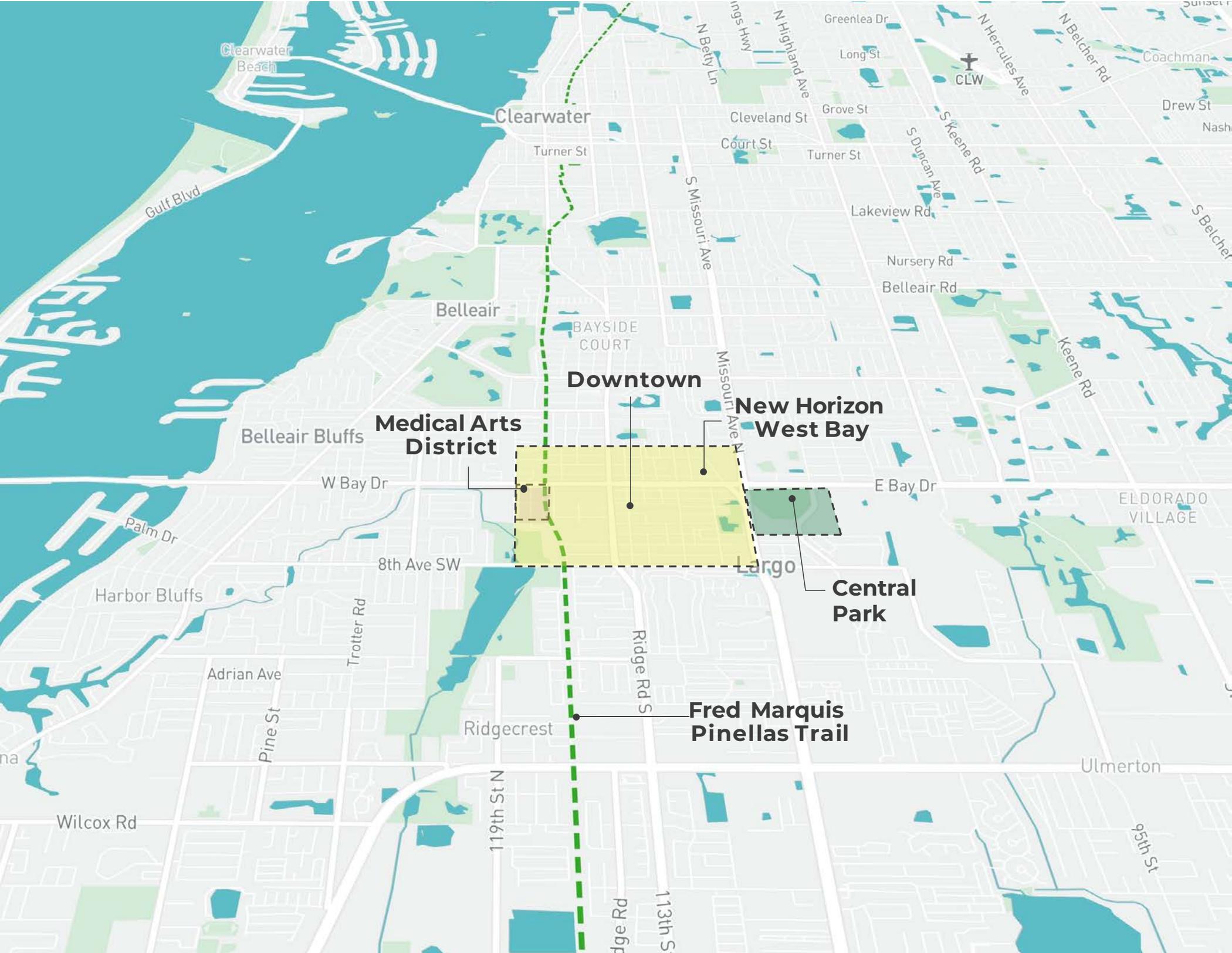
Urban Design SWOT Analysis

Oftentimes cities and developers approach development on a project-by-project basis, often in isolation from all the forces impacting or impacted by the project. An urban design analysis is a strong strategic planning tool which encourages a systems-wide approach to analyzing a study area. By translating general planning policies into a three-dimensional (3-D) form, new ideas and approaches can emerge that can add significant value to a development concept and shorten the public approval process.

In 2021, staff of the Tampa Bay Regional Planning Council (TBRPC) conducted an urban design analysis of the Largo Health and Wellness Campus by considering its existing strengths and weaknesses— as well as opportunities and threats that may impact its future development; a process that is commonly referred to as a SWOT Analysis. The analysis provides an updated understanding of the district's current conditions to complement the previous plan of reference from 2015. This SWOT Analysis is not intended to provide boundless detail for each topic/issue, but rather, to structure a pointed look at strengths to be enhanced, potential weaknesses to be considered, opportunities to be capitalized on, and threats to be minimized or treated.

The SWOT analysis categories are defined as follows:





Clearwater Beach

Clearwater



CLW

Downtown

Medical Arts District

New Horizon West Bay

Central Park

Fred Marquis Pinellas Trail

Gulf Blvd

Belleair

BAYSIDE COURT

Belleair Bluffs

W Bay Dr

8th Ave SW

Harbor Bluffs

Adrian Ave

Pine St

Trotter Rd

Ridgecrest

119th St N

Wilcox Rd

113th S

S Missouri Ave

Ridge Rd S

Largo

Turner St

Lakeview Rd

Nursery Rd

Belleair Rd

E Bay Dr

ELDORADO VILLAGE

Ulmerton

95th St

Greenlea Dr

Long St

Cleveland St

Grove St

Court St

Turner St

S Keene Rd

S Duncan Ave

Lakeview Rd

Nursery Rd

Belleair Rd

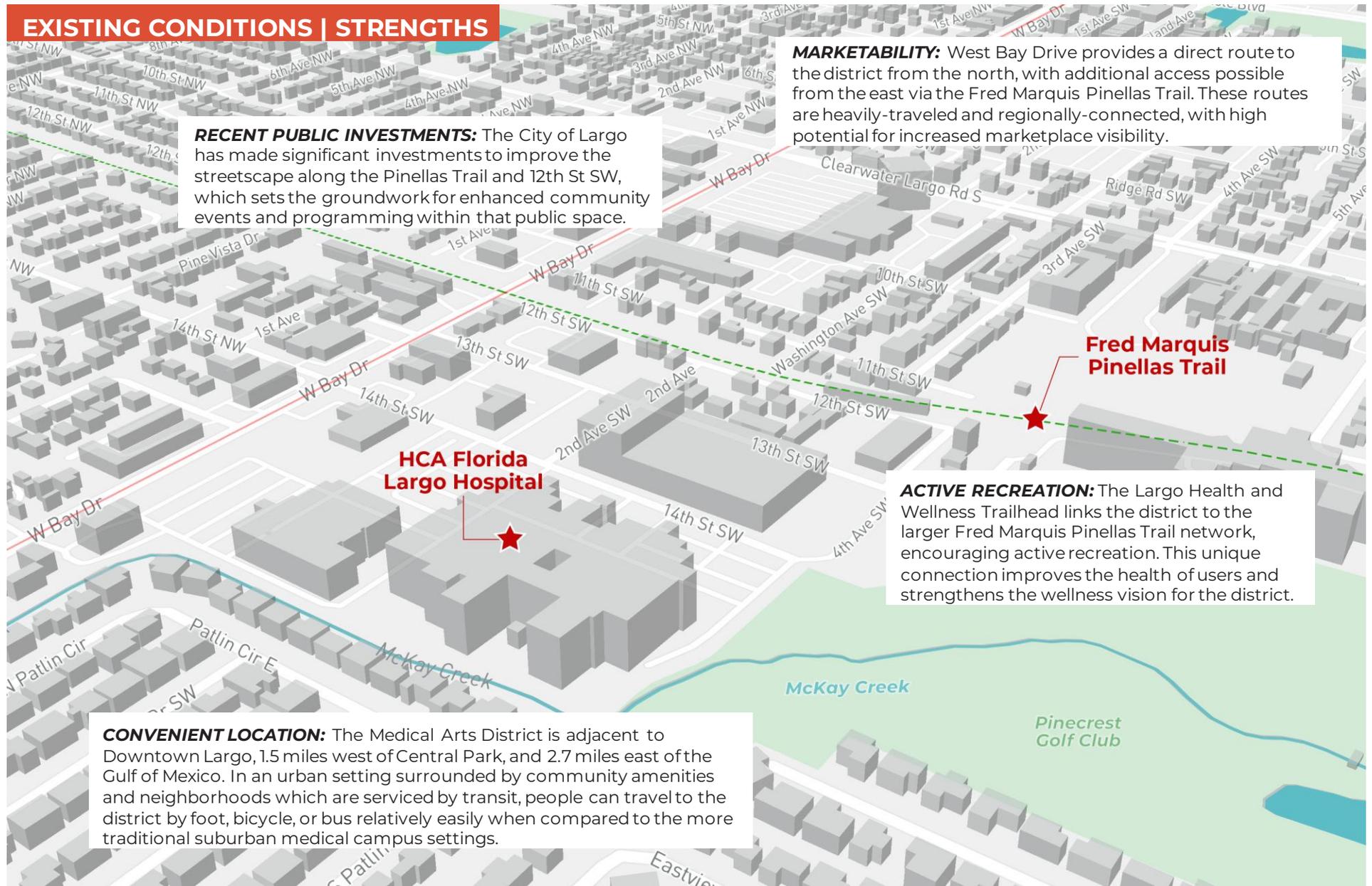
Keene Rd

Coachman

Drew St

Nash

S Belcher



3-D Visualization by Tampa Bay Regional Planning Council. Map source: Mapbox.



CONCENTRATION OF MEDICAL SERVICES (ABOVE): The City's third largest employer, HCA Florida Largo Hospital, anchors the district. Several physician practices and specialized medical service-related businesses are concentrated in this area.



IMPROVED STREETSCAPES (ABOVE, RIGHT, BELOW): The City has recently made streetscape enhancements to improve the quality of the public right of way, encourage access from the Fred Marquis Pinellas Trail, and enhance bicycle and pedestrian mobility.





3-D Visualization by Tampa Bay Regional Planning Council. Map source: Google Earth.



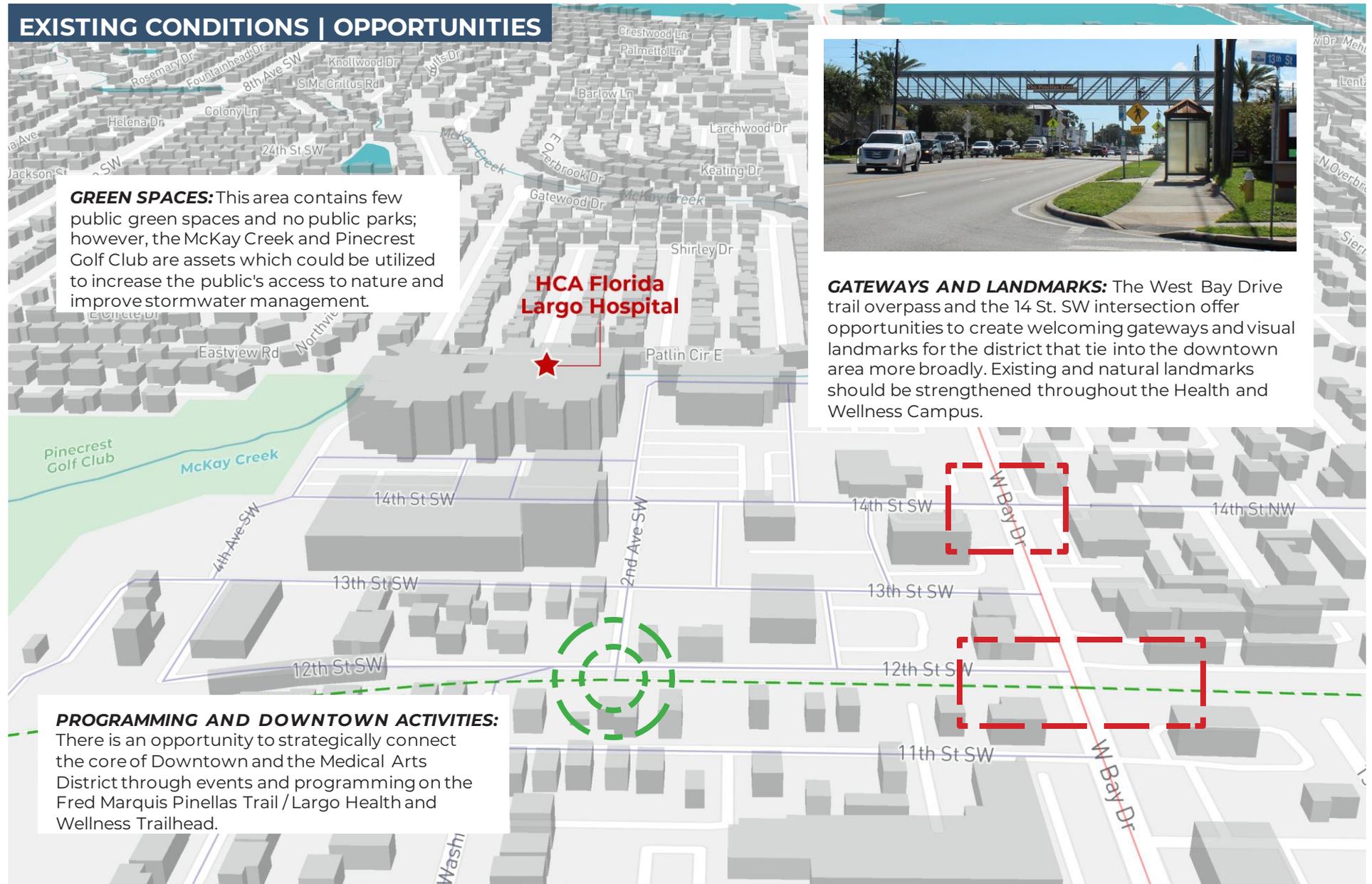
WALKABILITY (ABOVE): Vacant or underutilized first floor spaces and parcels in the district do not engage pedestrians at the street level or improve the public realm.



INFRASTRUCTURE MAINTENANCE (ABOVE): Sidewalks within the Largo Medical Arts District are disconnected and in many cases do not meet the Americans with Disabilities Act (ADA) requirements. Roadway and signage maintenance issues are prevalent, creating a negative impression of the district.



PARKING DEFICIENCIES (ABOVE AND RIGHT): Although parking lots and on-street parking spaces are prevalent throughout the district, in addition to a multi-story parking garage, stakeholders expressed the need for additional parking. There is confusion around where the parking is located and concerns that existing parking areas are too far a distance from the final destination. A coordinated parking and wayfinding signage strategy is needed to direct drivers to existing parking areas and identify opportunities to relocate parking areas for increased convenience. Additionally, parking shuttles and enhanced pick-up/drop-off locations should be considered as a strategy to limit the parking demand. These tactics are particularly useful to service the elderly and people with mobility needs.



3-D Visualization by Tampa Bay Regional Planning Council. Mapsource: Mapbox.

NEW DEVELOPMENT OPPORTUNITIES:

The ability to achieve the full potential of the district is tied in some degree to the success of the infill, revitalization and redevelopment of the West Bay Drive Community Redevelopment District and its surrounding neighborhoods.

With vacant and underutilized parcels present throughout the district (particularly along the Fred Marquis Pinellas Trail) existing medical and industrial/medical manufacturing facilities could be expanded. New, integrated and complementary uses - such as multi-family, student housing, lodging, retail, coffee shops, and restaurants - should be included within the district to provide opportunities to live, work, receive care, play, shop, and study in a walkable, mixed-use environment. Additionally, there are a significant number of employees in the district and key support services, ranging from child daycare to convenience services such as dry cleaning, etc., could make work a more convenient and pleasant experience and incentivize job opportunities.

New development and redevelopment should be coordinated to support the needs of the many property owners and stakeholders within and surrounding the district. This process will require a significant community engagement effort by the City.



EXISTING CONDITIONS | THREATS

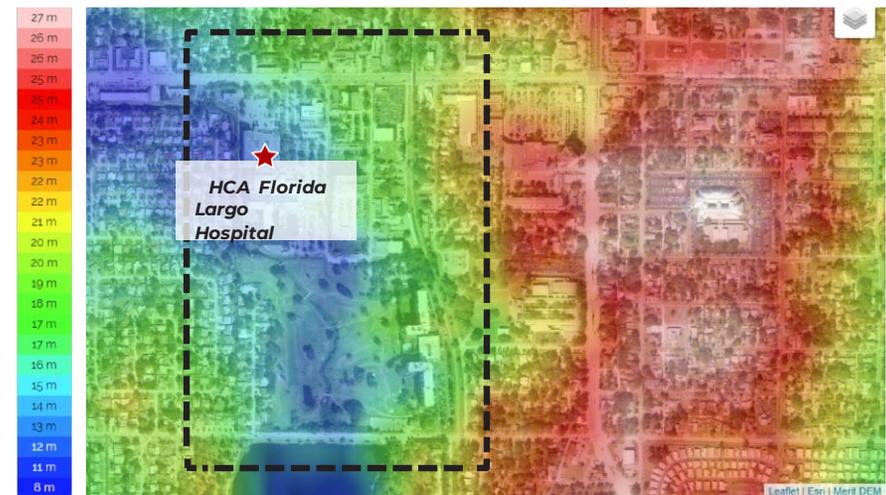
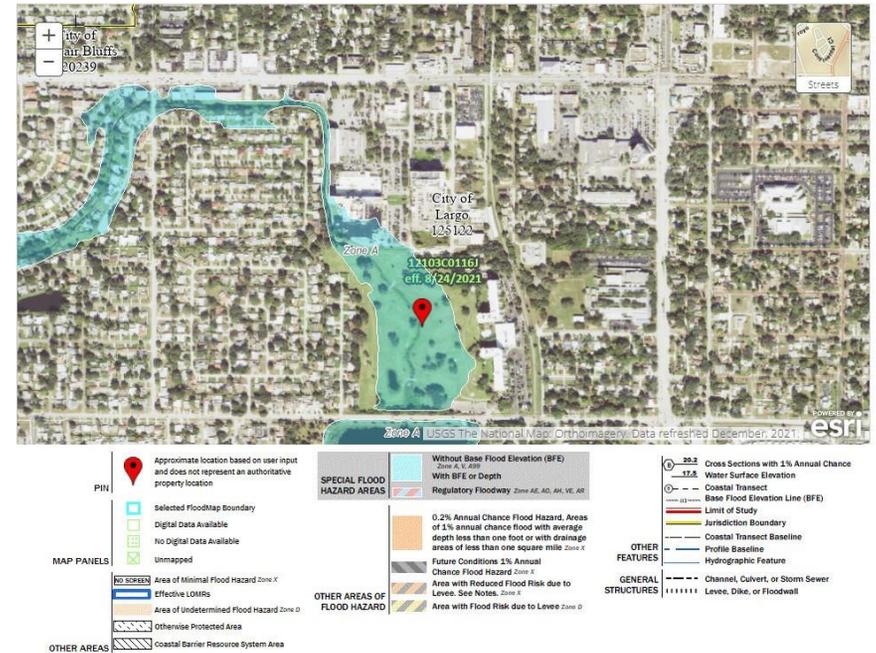
STORMWATER MANAGEMENT:

Properties throughout the study area, and most notably HCA Florida Largo Hospital, are within low-lying areas along the McKay Creek basin (Figure 4). The Federal Emergency Management (FEMA) designated flood risk for the area ranges between "X," low flooding concern at the higher elevated points on the site, and "A," a 1% annual chance of flooding in the low-lying areas.

Nuisance flooding and poor drainage can provide an opportunity to incorporate sustainable site design and construction principles, including rain gardens and other green infrastructure best management practices, into redevelopment plans. These practices can increase urban wildlife habitat and limit, filter, and treat the stormwater runoff that enters McKay Creek.

New development should limit impervious surface area to not only decrease flooding issues but to provide more space for shade trees and landscaping along active streets. These strategies also provide a more healthy and walkable environment while decreasing the urban heat island affect, in effect enhancing the vision of the Health and Wellness Campus.

Figure 4. FEMA Flood Zone (above) and Topographic Map (below)



Turning Challenges into Opportunities: Capital Cascades Park

Winner of the “2016 Great Places in Florida People’s Choice Award,” Cascades Park in Tallahassee, Florida demonstrates an innovative approach to resilient development for stormwater management. In addition to providing a successful public greenspace amenity in Downtown Tallahassee, the 25-acre park is engineered to flood, offering relief to nearby areas during major storm events.

Cascades Park is an example of a recent nationwide trend toward designing urban infrastructure to serve multiple purposes. As a dual-purpose park, the detention pond reduces flooding frequency and duration for the upstream and downstream properties. Cascades Park has positively impacted property values and redevelopment of surrounding properties is actively underway. Key design elements of the project include a major box culvert system which directs damaging storm event runoff to the lower pond, where it stages up and back-floods the park before discharging downstream.

Figure 5. Capital Cascades Park in Downtown Tallahassee, Florida



Medical District Case Studies

Medical Districts are characterized by a concentration of medical training and service facilities. Staff of the Tampa Bay Regional Planning Council (TBRPC) examined four case examples of Medical Districts from throughout the U.S. to provide comparisons for the City of Largo's staff and stakeholder groups. These case studies are ordered in terms of the size of each Medical District, from smaller local districts to the largest in the country.

Case Study #1. Montana - Great Falls Medical District

The Great Falls Medical District is not the first of its type, but represents a standard form of development for a small Medical District. As is common among Medical Districts and campuses, the district is centered on a medical facility, the Great Falls Clinic Hospital, and states its goal as promoting collaborative economic growth in the area surrounding the hospital.

At an early stage in the designation of the district planning process, the focus of the Great Falls Medical District Final Master Plan (2007) was to examine the area's existing conditions, collect stakeholder input, identify potential development strategies, and develop concept sketches. As the Largo Medical Arts District commences plan implementation, some aspects of the Great Falls Medical District Plan are especially relevant.

Existing conditions noted were the strength of the Great Falls Medical District medical care industry, but a lack of broad organized development due to a mixture of zoning constraints and ownership of parcels. Stakeholder exercises included city staff, hospital and private practice staff, and neighborhood council members; which all noted the lack of convenient transportation access and confusing signage throughout the district. Concept sketches, in lieu of modern three-dimensional (3-D) modeling, were developed in stages with multiple public meetings to guide the planners towards feasible development scenarios.

For implementation, the plan recommends as top-down an approach as can be managed while keeping stakeholders directly involved.

In other words, disjointed and piecemeal development process that patches problems as they arise does not lead to coherent development and inhibits economic growth. Stakeholders, additionally, while suspicious of top-down, city-led development, tend to support the results of Special District or Stakeholder Committee-led development processes. In tandem, the plan recommends that the City consolidate as much unincorporated or underutilized land as is feasible. For funding of these projects, the plan encourages public-private partnerships, special tax districts/tax-increment financing, and case-by-case city incentives like waiving impact fees.

Figure 6. Great Falls Clinic Hospital



Case Study #2. Kissimmee - Medical Arts District Strategic Plan

In 2016, the East Central Florida Regional Planning Council (ECFRPC) produced a strategic plan for the City of Kissimmee to promote development of their Medical Arts District. As a more recent study than the previous example, this plan included case study examples of Medical Arts District plans that have been published over the previous decade. Takeaways from these various plans inspired development recommendations for the City of Kissimmee. While a specific development scenario is suggested (see Figure 8) a broader focus of the plan is the inclusion of potential economic development incentives that can promote growth and investment in the district.

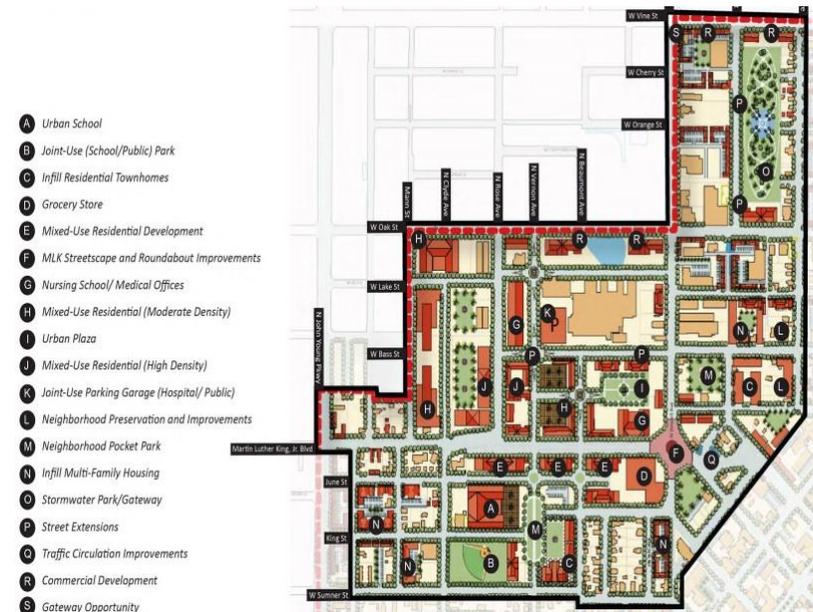
First staff of the ECFRPC recommended the broadening of zoning regulations to allow related uses to locate near and complement the central hospital. Due to the strict codes, many useful and synergistic industries cannot be a part of the planned district. These uses include medical device manufacturers and research, as well as housing and commercial spaces to serve patients, visitors, and staff.

Second the plan suggests several direct economic incentives to promote growth and development. These incentives include a fee-in-lieu of property taxes, research tax credits, flexible lot uses, small business credits, and worker retraining incentives. Generally, the plan promotes the creation of an incentive toolkit that gives the city flexibility to apply (or not apply) incentives as suit the situation. Funding for this toolkit is recommended to derive from State or Federal grants or the creation of a special tax district (i.e. Economic Improvement District, Community Redevelopment District, etc.). As this is a Florida-based plan, it notes that there is no income tax, and thus property taxes are especially important to local governments. Due to this, the plan recommends against any full credits relating to property tax.

Figure 7. Distinctive branding for the Medical Arts District assists in marketing and creating a unique sense of place.



Figure 8. Medical Campus Area Proposed Redevelopment Plan



Case Study #3. Dallas - Southwestern Medical District Streetscape Plan

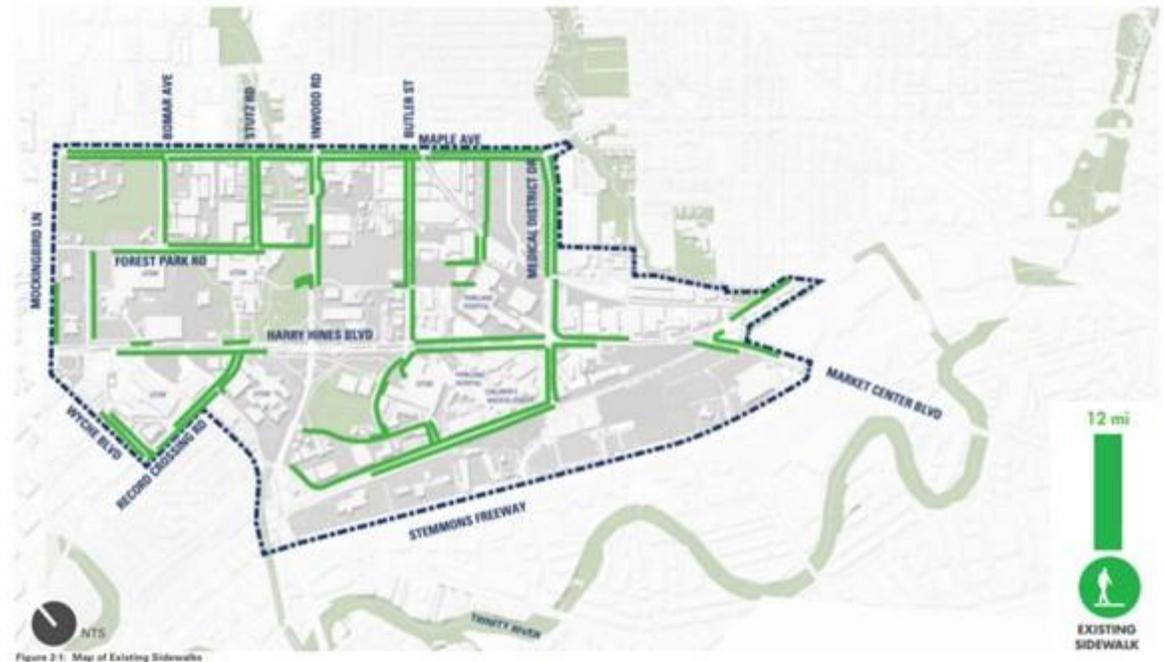
The Southwestern Medical District (SWMD) Streetscape Plan was not a planning effort by the City of Dallas, but by the Texas Trees Foundation. Its inception was a 2015 Texas Urban Forest Report that found SWMD to be a "heat island" which poses negative health impact due to extreme temperatures. While not necessarily in need of medical facility updates, stakeholders were motivated to redevelop the district's streetscape to increase tree coverage. This plan is uniquely useful for a Medical District in sunny Florida, and for any district interested in aesthetics, human health, and functionality.

Starting with the premise of mitigating the heat island effect, the plan maps existing tree cover and pedestrian walkways. It provides recommendations to incorporate bike lane routes, bus routes, and driving/parking situations into the designated walkways. The plan organizes these areas into three goals, and measurable strategies are provided for development in: Healthy Environment; Healthy Systems; and Healthy People. Redevelopment of the streetscape is not purely cosmetic nor solely health-based, and an important intended outcome was to increase pedestrian and vehicle traffic in the area, and thus further economic activity more broadly.

The SWMD Streetscape Plan concludes with a series of potential projects, listed by their urgency for implementation and potential funding sources. This is a useful addition for the City and stakeholders as it presents specific, measurable milestones rather than promoting ambiguous statements without a structure for implementation. Listing the projects by urgency allows the city and developers to coordinate priorities.

Through its visually appealing diagrams and concise implementation strategies, the plan is a quality example of how to introduce development concepts so that they become concrete in the stakeholders' minds, and thus more tenable.

Figure 9. Existing Sidewalk Diagram in the SWMD Streetscape Plan



Case Study #4. Houston - Texas Medical Center

Texas Medical Center (TMC) is a first-of-its kind life science campus that will unite the disciplines of medicine, science, academia and commerce. In December 2020, redevelopment construction began on what will be five million square feet of development with a predicted \$5.4 billion annual economic impact on the Texas economy. The redevelopment of the TMC is expected to support 19 thousand temporary construction jobs and 23 thousand permanent jobs in Harris County, Texas.

As with essentially all Medical District planning processes, the development will not only be hospital and research buildings, but also mixed uses including leasable office space and a combination hotel/apartment tower. A notable feature of this plan is the large scope and availability of resources pulled together to not only maintain existing capacity, but also expand and modernize the campus. The TMC campus is envisioned to be a space where world-class medical care is provided, new research is performed, and professionals live as well as work.

While it is difficult to offer this case example as a one-to-one framework for development, given the disproportionate scope and funding supporting its initiatives, it can provide useful development principles. TMC is the largest developed medical district in the world, while occupying the same amount of space as the Largo Medical Arts District, thirty-seven acres. The districts are not identical in goal, but this comparison highlights the impact that community investment in a comprehensive plan can make, given the same acreage.

TMC's development is organized by roughly 50 member organizations, including multiple medical practices, universities, and non-profits. Leadership among its membership appears clear, and efforts are focused, organized, and accountable. The project website has posted a monthly photograph of construction progress since it has broken ground. As can be seen in Figure 10, the design itself is a distinctive double helix shape centered around the TMC Collaborative Building. Overall, the plan is ambitious, but ambitious with widespread and clear stakeholder support.

Figure 10. A Double Helix Design Centers the TMC Collaborative Building



3

IMPLEMENTATION



Redevelopment Concepts

The Largo Health and Wellness District Conceptual Master Plan from 2015 provided a site plan and street organizing diagram for the City's consideration. Tampa Bay Regional Planning Council staff offer additional concepts that can support the City's implementation efforts. Graphic diagrams and three-dimensional (3-D) visualizations can be used for a variety of illustrative purposes that can aid in community engagement and consensus building. It is important to note that while this strategic plan's conceptual scenarios depict currently non-existing buildings, depictions are illustrative and do not represent any specific plan or action under consideration by the City. Any formalized decisions will be guided by community discussion and feedback.

HEALTH THROUGH ENVIRONMENTAL DESIGN

Scientists indicate positive connections between landscapes and overall well-being. Incorporating nature into healthcare settings, linking clinical spaces with greenery and natural light facilitate healing and relieve anxiety.

- Incorporate open space, environmental, and wellness use to reinforce a welcoming, restorative, and natural aesthetic and identity for the campus. Examples of such elements include public parks, managed water features, recreation fields, dog parks, fitness stations, and multi-use trails and pathways. Provide ample seating, shade, and weather protection: and offer a focal point, such as a fountain or gazebo.
- The district contains few public green spaces and no public parks; however, the Fred Marquis Pinellas Trail, McKay Creek, and the Pinecrest Golf Club are unique assets that can facilitate public interactions and active recreation.
- The City of Largo has established a renewed vision for its downtown (Figure 11), with specific design elements that should be incorporated into new development throughout the area. The City should model that visioning effort and collaborate with stakeholders to co-develop a unique brand and supporting vision elements for the Health and Wellness Campus that reinforces a standard of health and wellness through environmental design.

Figure 11. The brand for Downtown Largo incorporates green, landscaping elements that emphasize a focus on sustainability, with Florida-friendly plants and trees, flowing plants and a diversity of green space which will welcome visitors to the area.



ACTIVE CONNECTIVITY

Physician tenants value visibility of the buildings from public streets and convenience of entry for their patients. Support the movement of drivers, riders, pedestrians, and bicyclists so they can travel to, from, and throughout the district with ease.

- Explore the feasibility of an additional, direct point of access from West Bay Drive to the HCA Florida Largo Hospital landmark. The diagram at right designates 15th St SW as the primary entrance to the district, establishing a clear sense of place and site lines from West Bay Drive. Creating additional access and egress will also alleviate traffic congestion at the intersection of 14th St SW and West Bay Drive and other North-South access points.
- Establish connections between HCA Florida Largo Hospital and the Pinellas Trail by extending 14th St SW south to meet with 13th St SW. A clear pattern of movement throughout active streets will assist with navigation.
- Organize streets within a hierarchy of activity and uses. Use this framework to segment the campus into identifiable components with clear internal identification and wayfinding signage.



LEGEND

- | | | | | | |
|---|----------------|---|------------------------|---|--|
|  | Central Core |  | Primary Access |  | Key community connection opportunities |
|  | Buildings |  | Identity Street | | |
|  | Water |  | Active Street | | |
|  | Pinellas Trail |  | Passive Street | | |
| | |  | Parking Access / Loops | | |

VIBRANT MIX OF USES

The Largo Health and Wellness Campus is primarily known as location for medical services, employment, and education. The majority of land uses are medical industry-related, and there is a sparse amount of non-medical businesses and single family homes. In a mixed-use, urban environment, the success of future redevelopment projects and planning efforts should be determined by how well the needs of the diverse and wide variety of its users are accommodated.

Mixed-use housing and commercial developments cater to a diversity of people and uses in one place, which also creates opportunities for community interaction. Land uses in the district should diversify to strengthen the vision of a vibrant and attractive district that supports daily life for all its users. New, integrated and complementary uses - such as multi-family and student housing, lodging, retail, coffee shops, urban markets, and restaurants - should be included within the district to provide opportunities to live, work, receive care, play, shop, and study in a walkable, mixed-use environment.

LEGEND

-  Activity Node
-  Landmark Signage/Art
-  Sidewalks/Paths
-  Streets
-  Parking
-  Bus or District Shuttle Stop
-  Pedestrian/ Trail Crossing

Land Use Mix

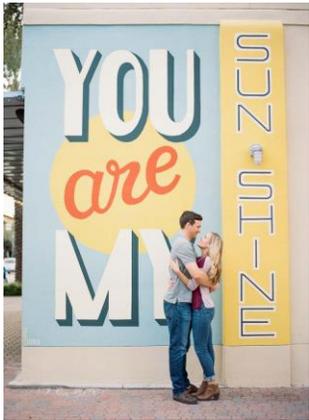
-  Mixed-Use Residential/Commercial
-  Commercial
-  Medical-Related
-  Recreation/Green Spaces
-  Entertainment, Civic, and Public
-  Water



3-D Visualization by Tampa Bay Regional Planning Council

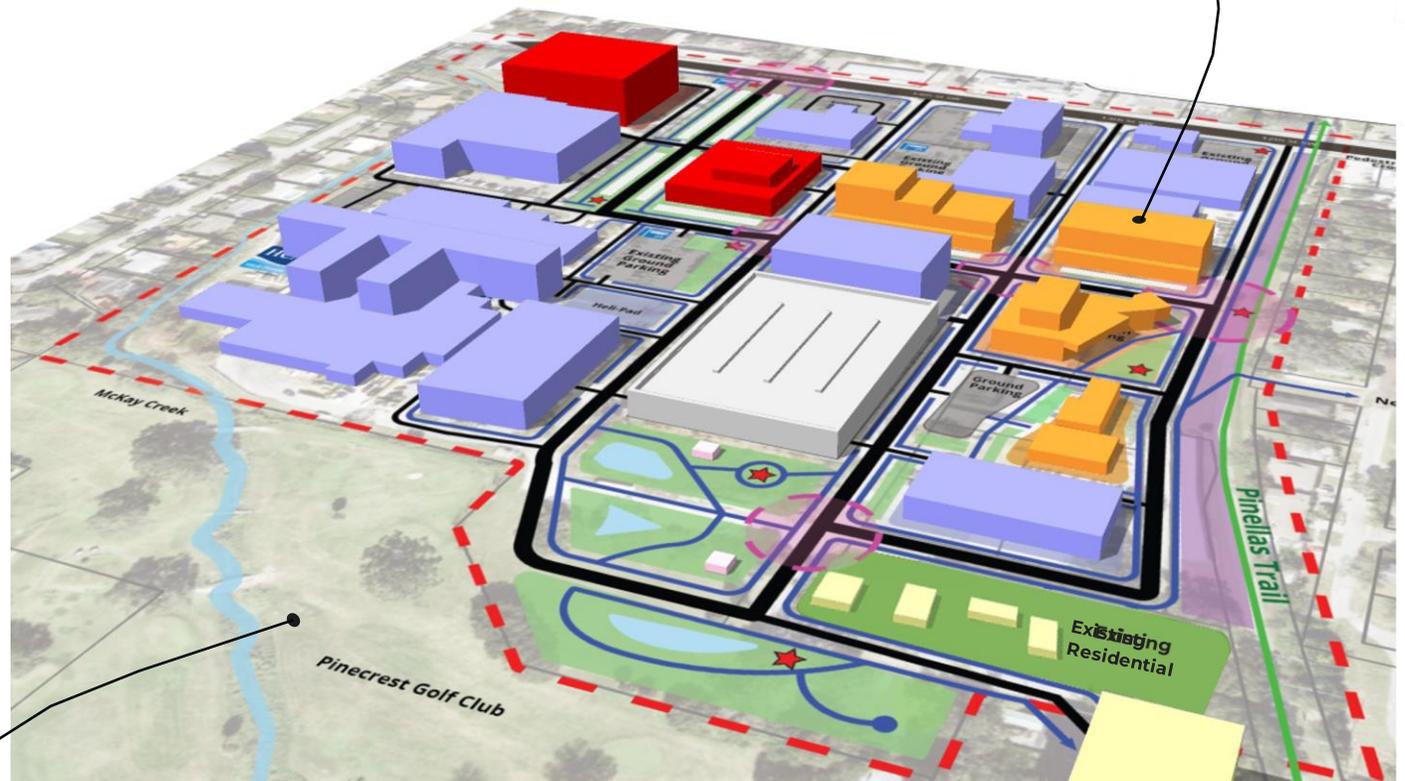
Cyclists are often overlooked as potential customers. Bicycle parking and dedicated bike routes encourage riders to mix errands and exercise; expanding the customer base. Develop community event programming and incentives for businesses to locate along the Largo Health and Wellness Campus Trailhead.

Photo-worthy murals and public art attractions establish community pride and help to develop a sense of place in public spaces.



St. Petersburg Mural by Jeffrey Sincich and Josh Stover

South of the existing parking garage is an opportunity to create a campus open space / focal point that includes passive, wellness components and innovative stormwater management.



3-D Visualization by Tampa Bay Regional Planning Council

Upper stories should be stepped back to frame buildings at a pedestrian scale. New developments should conform to the scale of the existing urban fabric.

There are opportunities for infill and redevelopment along the eastern side of the district, with direct access to the Fred Marquis Pinellas Trail. First floors should offer commercial service or retail spaces that can service the upper floors of housing units, creating a "live-work" environment (see example at right).



3-D Visualization by External Source (SketchUp 3-D Warehouse)

Economic Development Considerations

Summarized from the aforementioned case studies, several common strategies that can lead to successful planning and development of Medical Arts Districts.

1 Top-down development as opposed to piecemeal.

A single overarching plan enabled distinctive, area-wide development which does not have to treat each parcel as its own separate planning space. Land consolidation, where possible, or heavy buy-in from property owners are the most secure ways to achieve this goal.

2. “Big bet” investment on a set of projects.

Development and redevelopment are expensive, but benefits are not linear. A single, large investment can produce economic impacts greater than that same amount spread over multiple smaller investments. ‘Big Bets’ are the way of the most successful districts.

3. Clear leadership driving pushing the plan forward.

Having a district board that can act as a voice to and for the community makes the plan being implemented much more likely. This gives a particular group ownership over the plan and ensures that priorities are touted and problems addressed with a single voice. However, this leadership does not have to be a single entity in origin, but can be multiple groups contributing to a collective goal.

4. Frequent and extensive stakeholder input opportunities.

New construction and redevelopment can often unsettle community members wary of negative change. Ensuring that community members can voice all concerns, and that they are addressed, eases community acceptance of an organized plan. These opportunities provide two-way educational experiences where stakeholders can learn about the planning process, and city

staff can learn about stakeholder concerns.

5. Public sector incentive ‘toolkits’ (with thresholds and verification)

Different developers and projects will have different incentives which will attract them. If a city develops a set of different incentive types which allow easing of tax and/building restrictions, then it can flexibly respond to opportunities as they arise. Components of that toolkit could be:

- Tax-Increment Financing
- Special Tax Districts
- Specific Tax Credits (small business, research, worker retraining, etc.)
- Form-Based Codes
- Land Use Flexibility

6. Private sector partnerships and development commitments

While the city may be leading the development of a Medical Arts District, it is important to have figurative and literal buy-in from the private sector; including important extant businesses as well as investors in the process.

Overall, the most successful districts in the country are making large, community-driven investments in their respective areas. These districts seek stakeholder input, attract investment, and achieve regular project advancements. TBRPC recommends that the above six summary points function as topics of discussion for the City of Largo, Largo Medical Arts District property owners, and community members.

Existing Economic Development Incentives for the Largo Medical Arts District

The Largo Medical Arts District lies within the West Bay Drive Community Redevelopment District (WBD CRD), as designated in the 2009 West Bay Drive Community Redevelopment Plan. Due to this special designation within the City of Largo, redevelopment projects are eligible for four CRD-exclusive incentive programs. These are funded mostly through Tax-Increment Financing (TIFs), Federal and Community Development Block Grants (CDBG), or other special funds as needed.

The **Early Sign Replacement Grant** awards up to \$1,000 per property to bring non-conforming or otherwise outdated signage in line with Largo's Comprehensive Development Code.

The **Housing Infill Program** offers grants to new construction of class "A" urban infill housing. Class "A" housing includes high-quality, market-preferred housing with modern amenities. Rental units can receive up to \$8,000 per property, while owner-occupied units are eligible for up to \$10,000.

The **Real Estate Redevelopment Grant** is similar to the Housing Infill program, but instead targets new construction of mixed-use properties. Eligible properties must be multistory and offer at least five-thousand square feet of office space. Unlike the Housing Infill program, no standard grant amount nor ceiling is noted, and it is awarded on a case-by-case basis.

The **Accessory Dwelling Unit Grant** offers reimbursement of up to \$8,000 in permit and impacts fee when constructing Accessory Dwelling Units (commonly called ADUs). These non-primary residential structures on a property are also referred to as "granny-suites" or "in-law units," and often also provide rental income to primary property owners.

Together, these four West Bay Drive CRD incentive programs could entice residential developers, or existing property owners to develop their parcels. These grants represent the beginnings of the City of Largo's suggested "toolkit" for developing the Largo Medical Arts District specifically, and West Bay Drive CRD more generally.

A possible improvement to this incentive lists could be a clarification or expansion of the Real Estate Redevelopment Grant, such as listing a standard amount awarded. Providing initial information to potential commercial developers on how much they might expect in grants/reimbursement, and under what conditions, could expedite early development discussions.

Figure 12. WBD Community Redevelopment Plan (2009) Diagram



Implementation Matrix

How to Use the Strategic Plan

This Largo Health and Wellness Campus Strategic Plan builds on over a decade of planning work in Largo, incorporating consistent themes from prior efforts and updating recommendations for relevance in 2022. It provides a framework for the continued implementation of the Medical Arts District Conceptual Master Plan of 2015, complementing and supplementing several previous initiatives. In concert, these documents will be useful for discussions with funding agencies – from both the public and the private sector – providing a detailed statement of the community's vision and laying out a practical set of steps for achieving that vision.

Phasing Considerations

Implementing the Plan's vision for a healthy and vibrant district will require a systematic and thoughtful phased approach. The Plan's success will rely on the support and coordination between the City of Largo, HCA Florida Largo Hospital, and a variety of stakeholders within and surrounding the district.

Before the physical implementation of the Plan can begin, initial efforts must focus on the development of partnerships and the securing of potential funding sources. The Plan must be appropriately placed within the City of Largo's Capital Improvements Plan. Funding will likely come from a variety of grants, private fundraising, and bonds.

Project Phasing

The following pages outline specific projects and other recommendations that will drive successful implementation. These recommendations include action steps, estimated magnitude of costs, suggestions for potential funding sources, and a list of organizations that could potentially assist in leading efforts. Projects are grouped by level of priority.

ONGOING INITIATIVES

Ongoing initiatives are improvements that were currently underway at the beginning of this plan and should be built upon as the strategies presented within this vision are implemented.

POTENTIAL NEXT STEPS

Potential next steps include interventions that will affect change within a shorter time frame and with relative ease, or more complex projects that are critical next steps toward the success of the desired vision. These next steps set a logical foundation for other consecutive improvements to build upon.

POTENTIAL PROJECTS

Potential projects include additional improvements for district safety, connectivity, identity, and stormwater management.

ONGOING INITIATIVES	1. STAKEHOLDER ENGAGEMENT 2. INCENTIVIZE ECONOMIC ACTIVITY
POTENTIAL NEXT STEPS	3. GATEWAY SIGNAGE AND CAMPUS BRANDING 4. PARKING AND WAYFINDING STRATEGY
POTENTIAL PROJECTS	5. STREETScape IMPROVEMENTS 6. NEW MULTI-USE PARK

ONGOING INITIATIVES

1. STAKEHOLDER ENGAGEMENT

Develop and maintain frequent opportunities for stakeholders to be provide input and be involved in decisions regarding the planning and development of the district.

ACTION STEPS

- Internally decide on primary needs for public engagement
- Create a strategy for regular engagement with stakeholders
- Create a committee to hold meetings, record, and share feedback
- Compile opinions and concerns into reports for City staff

2. INCENTIVIZE ECONOMIC ACTIVITY

Leverage the proximity to Fred Marquis Pinellas Trail to promote activity along and within the district. Having some form of attraction or regular event (such as a farmer's market with food stalls, entertainers, etc.) will incentivize visitors and increase economic activity.

ACTION STEPS

- Engage stakeholders on public interest for various activities
- Seek vendors, food trucks, or other entertainment options
- Monitor and gauge success of operation, restructure as needed

PLANNING CONSIDERATIONS

COMMUNITY ENGAGEMENT

Public participation is critical to the success of a planning or development project. Involve the public early and often and make the intent and goals of the process clear. To build trust and consensus, stakeholders should be able to engage in an ongoing manner and input should be collected in a variety of formats. Supplement in-person, public meetings with an online platform to engage and re-engage stakeholders more efficiently.

POTENTIAL PARTNERS

- District and Adjacent Property Owners
- HCA Florida Largo Hospital
- Adjacent Districts / Neighborhood Associations
- Chamber of Commerce
- Pinellas County / Forward Pinellas
- Tampa Bay Regional Planning Council
- Florida Department of Environmental Protection

POTENTIAL FUNDING SOURCES

- Grants or private funding
- Bonds
- Tax Increment Financing (TIF)
- Neighborhood Associations
- City of Largo
- Pinellas County
- State of Florida
- Federal Government

POTENTIAL NEXT STEPS

3. GATEWAY SIGNAGE AND CAMPUS BRANDING

Effective branding and marketing is an important first step in bringing attention to the district and soliciting participation from stakeholders.

ACTION STEPS

- Engage stakeholders on design and function of signage and branding
- Contract services to develop a campus logo and signage package
- Select contractor to complete signage installation
- Plan and budget for signage maintenance

4. PARKING AND WAYFINDING STRATEGY

Create a comprehensive strategy to ensure easy of vehicle navigation to, from, and within the district.

ACTION STEPS

- Determine reconfiguration vs. new construction needs
- Plan and implement reconfiguration of parking uses
- Contract new construction
- Plan and budget for maintenance

POTENTIAL PROJECTS

5. STREETScape IMPROVEMENTS

Develop streetscape enhancements to improve the quality of the public right of way, encourage access from the Fred Marquis Pinellas Trail, and enhance bicycle & pedestrian mobility.

ACTION STEPS

- Engage stakeholders on streetscape needs
- Contract transportation planning and engineering services
- Contract the construction
- Plan and budget for maintenance

6. NEW MULTI-USE PARK

Create a park to serve employees, patients, visitors, and residents. It may also serve as a distinctive feature of the region with an important stormwater mitigation role.

ACTION STEPS

- Engage stakeholders on desires for a park and potential features
- Contract design, engineering, and construction services
- Determine a design and funding source
- Plan and budget for maintenance

APPENDIX



References and Resources

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Inventory and Analysis Background:

The documents and tools reviewed as background information in the Inventory and Analysis phase include:

- City of Largo's Medical Arts District Master Plan (2015);
- City of Largo Comprehensive Plan Update - Forwarding Our Future 2040 (2019);
- West Bay Drive Community Redevelopment District Plan (2009);
- City of Largo - 1st Ave NE Construction Project Submittal;
- City of Largo - 4th Ave NW Complete Streets Concept Plan Proposal;
- Largo Activity Center Guidelines (2009);
- Documents and websites recommended by City staff;
- Land use, design guidelines, and other regulatory codes;
- Maps, including adjacent districts, neighborhoods, cities, and surrounding areas, existing and future land use maps, etc.

Image Sources for Cover and Chapter Introduction Pages:

- Tampa Bay Regional Planning Council and City of Largo

Software:

- Trimble SketchUp Pro 2021,
- Unreal Engine's TwinMotion
- Esri ArcMap 10.8
- Google Earth
- Mapbox

