

BOARD OF COUNTY COMMISSIONERS

DATE: April 1, 2014

AGENDA ITEM NO. 2a.-b.

Consent Agenda ☐

Regular Agenda ☐

Public Hearing ☒

County Administrator's Signature

Subject:

Proposed Regular Amendments to the Countywide Future Land Use Plan (FLUP)

Department:

Planning and Development Services

Staff Member Responsible:

Larry Arrington, Executive Director

Recommended Action:

IT IS RECOMMENDED THE BOARD OF COUNTY COMMISSIONERS (BOARD), SITTING AS THE COUNTYWIDE PLANNING AUTHORITY (CPA), APPROVE CASE CW 14-09 OF CLEARWATER AND CASE CW 14-10 (SAP ADOPTION 2014) OF DUNEDIN SUBJECT TO ENUMERATED CONDITIONS.

Summary Explanation/Background:

The Board has received two proposed regular amendments to the FLUP that were reviewed by the Pinellas Planning Council (PPC or Council) on March 12, 2014.

Case CW 14-09 is a submittal by the City of Clearwater for 7.2 acres located on the west side of US Highway 19, approximately 445 feet north of Nursery Road, from Residential/Office General to Residential/Office/Retail and Commercial General. A vacant office park is situated on a 6.2-acre parcel, while a portion of a self storage warehouse facility is located on the remaining 1.0 acre of the subject area. The property owner intends to expand and redevelop the existing automobile dealership to the north to include the 6.2-acre parcel. The self storage use on the remaining one acre will remain unchanged. County staff concurs with the PPC recommendation of approval of the proposed map amendment.

Case CW 14-10 (SAP Adoption 2014) is a submittal by the City of Dunedin for 23.2 acres that includes the property located at 375 Patricia Avenue. This proposal would amend the FLUP from Commercial General and Industrial Limited with Water/Drainage Feature Overlay to Planned Redevelopment-Mixed Use. The proposed map amendments are based upon the accompanying "Special Area Plan for 375 Patricia Avenue", which the City has submitted along with the map amendments. The special area plan provides flexible development parameters to encourage redevelopment of the subject area (the former Nielsen Media Research site), which has been vacant since 2005.

The proposed amendments were evaluated using the recently adopted criteria to be considered when industrially-designated property is proposed to be amended to another designation. This evaluation revealed that the 23.2-acre site presents some challenges to being redeveloped under the existing Industrial Limited land use category. For example, the site does not have access to an arterial roadway and is not located near other industrial uses and related businesses. While the proposed amendments would replace the current Industrial Limited designation with the Planned Redevelopment-Mixed Use designation, the special area plan for the site would retain the opportunity for target employment uses. The associated special area plan preserves at least 7.5% of the site for target employment use at a higher floor area ratio than the rest of the site. This is expected to yield approximately 45,500

WJ

square feet of space or more for target employment uses on the subject site. County Economic Development staff coordinated with development of the special area plan to ensure that there would be sufficient space to house a target employment use on the property with removal of the Industrial Limited designation. County staff concurs with the PPC recommendation of approval of the proposed map amendments based on the accompanying "Special Area Plan for 375 Patricia Avenue", subject to two specified conditions.

Fiscal Impact/Cost/Revenue Summary:

None

Exhibits/Attachments Attached:

Proposed Ordinances
Council Documentation

TO: The Honorable Chairman and Members of the Board of County
Commissioners, in Your Capacity as the Countywide Planning Authority

THROUGH: Robert S. LaSala, County Administrator

FROM: Michael C. Crawford, Interim Executive Director
Pinellas Planning Council

SUBJECT: April 1, 2014 Countywide Planning Authority Agenda
Part II – Public Hearing Agenda Re: Regular Plan Map Amendments

DATE: April 1, 2014

RECOMMENDATION: THE PINELLAS PLANNING COUNCIL RECOMMENDS THE BOARD, IN YOUR CAPACITY AS THE COUNTYWIDE PLANNING AUTHORITY, APPROVE CASE CW 14-09 AND APPROVE CASE CW 14-10 (SAP ADOPTION 2014) SUBJECT TO THE ENUMERATED CONDITIONS, AS OUTLINED BELOW.

DISCUSSION: The Countywide Planning Authority has received two cases concerning regular amendment of the Countywide Plan Map as described below:

Case CW 14-09 – City of Clearwater:

7.2 acres m.o.l., located on the west side of US Highway 19, approximately 445 feet north of Nursery Rd., proposed to change from Residential/Office General to Residential/Office/Retail and Commercial General.

The site is currently developed with a vacant office park on the 6.2-acre parcel and a portion of a self-storage facility on the 1.0 acre parcel. The applicant proposes to combine the 6.2-acre parcel with the adjacent parcel he owns for expansion/redevelopment of the existing automobile dealership on the north. The self storage warehouse use on the 1.0 acre portion of the second parcel will remain unchanged.

The Pinellas Planning Council, by a vote of 10-0, recommended approval of Case CW 14-09.

Case CW 14-10 (SAP Adoption 2014) 375 Patricia Avenue Special Area Plan – City of Dunedin

23.2 acres m.o.l., located at 375 Patricia Avenue, proposed to change from Commercial General and Industrial Limited with Water/Drainage Feature Overlay to Planned Redevelopment – Mixed Use.

The City of Dunedin has submitted the 375 Patricia Avenue Special Area Plan (SAP). The SAP is intended to provide flexible development parameters to encourage the redevelopment of the former Nielsen Media Research site, which has been vacant since the company moved its operations to Oldsmar in 2005. In 2012, all structures onsite were removed. Associated with the SAP are map amendments to change the current 1.2-acre Commercial General and 22-acre Industrial Limited with Water/Drainage Feature Overlay designations to Planned Redevelopment-Mixed Use.

The SAP provides a future developer multiple development options and opportunities. The SAP takes an unusual approach of establishing three primary uses and a set of minimum and maximum percentages of developable land area to be allocated to these uses. This approach is intended to guarantee a mixed-use development with a target employment use provided at 45,500 square feet or larger.

The Countywide Rules have recently been amended to include criteria for consideration when a map amendment including loss of industrial land is proposed. The criteria include target employment opportunities, amendment site characteristics, amendment area characteristics, supporting transportation and infrastructure characteristics, and supporting redevelopment plans and/or special area plans. Having identified the importance of reserving industrial land in the County, the five criteria are to be evaluated to determine whether or not the amendment area can continue to provide for target employment opportunities, with or without the proposed amendment. Support Document 1 provides this analysis and concludes that, based in part on the provisions for a minimum target employment use area, that the amendment can be approved.

The Pinellas Planning Council, by a vote of 10-0, recommended approval of Case CW 14-10 (SAP Adoption 2014) subject to the enumerated conditions.

ORDINANCE NO. 14-____

AN ORDINANCE AMENDING THE COUNTYWIDE FUTURE LAND USE PLAN OF PINELLAS COUNTY, FLORIDA, BY ACTION ON CASE NUMBER CW 14-10 (SAP ADOPTION 2014) INITIATED BY THE CITY OF DUNEDIN; AND TRANSMITTED TO THE BOARD IN ACCORDANCE WITH THE SPECIAL ACT; PROVIDING FOR AMENDMENT TO THE PLAN; PROVIDING FOR SEVERABILITY; PROVIDING FOR FILING OF THE ORDINANCE; PROVIDING FOR OTHER MODIFICATIONS THAT MAY ARISE FROM REVIEW OF THE ORDINANCE AT THE PUBLIC HEARINGS AND WITH RESPONSIBLE AUTHORITIES; AND PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, a proposed amendment to the Countywide Future Land Use Plan, which is an element of the Countywide Comprehensive Plan of Pinellas County, Florida, has been presented at a public hearing to the Board of County Commissioners in their capacity as the Countywide Planning Authority; and

WHEREAS, notices of public hearings have been accomplished as required by Chapter 73-594, Laws of Florida, as amended; and

WHEREAS, procedures of the Special Act and County Charter have been followed concerning the Pinellas Planning Council and the Countywide Planning Authority for a proposed amendment to the Countywide Future Land Use Plan; and

WHEREAS, the City of Dunedin initiated a proposed amendment which was considered at a public hearing by the Pinellas Planning Council on March 12, 2014 with recommendations made by the Council that are documented in the Council reports referred to as Exhibit A; and

WHEREAS, the Board has conducted a public hearing and taken action that is documented by ordinance for approvals or partial approvals and partial denials and by resolution for denials, with both documents including the relevant Council reports as attached; and

NOW, THEREFORE, BE IT ORDAINED by the Board of County Commissioners of Pinellas County, Florida, acting as the Countywide Planning Authority in regular meeting duly assembled on April 1, 2014, as follows:

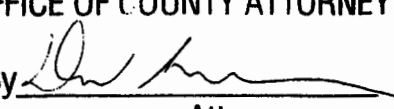
Section 1 - Amending the Countywide Future Land Use Plan

The Countywide Future Land Use Plan for Pinellas County adopted in Section 3(a) of Ordinance 89-4 is amended to reflect the change adopted as follows:

#CW 14-10 (SAP Adoption 2014) 23.2 acres located at 375 Patricia Avenue; from Commercial General and Industrial Limited with Water/Drainage Feature Overlay to Planned Redevelopment – Mixed Use based on the Special Area Plan entitled “Special Area Plan for 375 Patricia Avenue”, as attached as Exhibit B, and subject to the following conditions: 1) submission by the City of any future amendment to the Special Area Plan for receipt and acceptance, or for consideration as an amendment, as is determined necessary, under the Countywide Plan Map amendment process; and 2) submission by the City of an assessment of the Special Area Plan’s progress with respect to its enumerated objectives five years from the effective date of the Countywide Plan Map amendments pursuant to this Special Area Plan.

Section 2. Severability If any Section, Subsection, sentence, clause, phrase, or provision of this Ordinance is for any reason held invalid or unconstitutional by a Court of Competent Jurisdiction, such holding shall not be construed to render the remaining provisions of this Ordinance invalid or unconstitutional.

Section 3. Filing of Ordinance; Effective Date A certified copy of this ordinance shall be filed with the Secretary of State with the Ordinance and Exhibits A and B to be filed with the Clerk of the Circuit Court. This Ordinance shall take effect upon filing with the Department of State.

APPROVED AS TO FORM
OFFICE OF COUNTY ATTORNEY
By 
Attorney

CW 14-10

City of Dunedin

(SAP Adoption 2014) – 375 Patricia Avenue

PINELLAS PLANNING COUNCIL AGENDA MEMORANDUM

AGENDA ITEM: III B-3.

MEETING DATE: March 12, 2014

SUBJECT: Amendment of the *Countywide Future Land Use Plan Map*
FROM: Commercial General and Industrial Limited with Water/Drainage
Feature Overlay
TO: Planned Redevelopment - Mixed Use
AREA: 23.2 Acres m.o.l
CASE #: CW 14-10 (SAP Adoption 2014) 375 Patricia Avenue Special Area
Plan
JURISDICTION: City of Dunedin
LOCATION: 375 Patricia Avenue

RECOMMENDATION: Council Recommend To The Countywide Planning Authority That The Proposed Map Amendment To Planned Redevelopment-Mixed Use Be Approved Based On The Accompanying Special Area Plan Entitled "Special Area Plan for 375 Patricia Avenue," Subject To The Following Conditions:

1. Submission by the City of any future amendment to the Special Area Plan for receipt and acceptance, or for consideration as an amendment, as is determined necessary, under the Countywide Plan Map amendment process; and
2. Submission by the City of an assessment of the Special Area Plan's progress with respect to its enumerated objectives five years from the effective date of the Countywide Plan Map amendments pursuant to this Special Area Plan.

I. BACKGROUND

The City of Dunedin has submitted the 375 Patricia Avenue Special Area Plan (SAP). The SAP is intended to provide flexible development parameters to encourage the redevelopment of the former Nielsen Media Research site, which has been vacant since the company moved its operations to Oldsmar in 2005. In 2012, all structures onsite were removed. Associated with the SAP are map amendments to change the current 1.2-acre Commercial General (CG) and 22-acre Industrial Limited (IL) with Water/Drainage Feature Overlay designations to Planned Redevelopment-Mixed Use (PR-MU).

The SAP provides a future developer multiple development options and opportunities. The SAP takes an unusual approach of establishing three primary uses and a set of minimum and maximum percentages of developable land area to be allocated to these uses. This approach

PINELLAS PLANNING COUNCIL ACTION:

The Council recommended approval of the amendment from Commercial General and Industrial Limited with Water/Drainage Feature Overlay to Planned Redevelopment - Mixed Use subject to enumerated conditions outlined above (vote 10-0).

COUNTYWIDE PLANNING AUTHORITY ACTION:

SUBJECT: Case CW 14-10 (SAP Adoption 2014)

is intended to guarantee a mixed-use development, with a target employment use provided at 45,500 square feet or larger.

The SAP proposes three categories of primary uses: retail/other, office/TEC, and residential. Retail/other use includes retail and institutional uses, such as a government office or a day-care center. The office/TEC use includes office use and target employment use. The SAP provides the same definition of “target employment” use as found in the Countywide Rules:

Target Employment: high-wage, primary employment that imports revenue from outside of Pinellas County, including but not limited to, the fields of aviation/aerospace, financial services, high tech industries, information technology, marine science, medical technology, microelectronics, modeling/simulation, optics/photonics, research/development, and wireless technology.

The SAP does not specify residential use types, but in the two sample scenarios provided, multifamily residential, townhouse residential, and vertical mixed-use residential/non-residential development are proposed. Single family detached dwellings and duplexes are not allowed in the associated FX-M form-based code zoning district with which the City proposes to designate the site.

The SAP establishes the following ranges of allocation for the three primary land uses: retail/other 5% - 25%, office/TEC 15% - 75%, and residential 15% - 80%. The percentages will be applied to the “developable land area,” which the SAP defines as the 23.2 acre site, excluding public rights-of-way, public park or other publicly dedicated open space, and drainage retention areas.

In order to provide a minimum of target employment use on the site, the SAP indicates that non-TEC office use is limited to no more than 50% of the minimum 15% office /TEC use, although this restriction may be considered for amendment after the City provides replacement target employment designations in other, more favorable corridors of the City. The City is studying the State Road 580/Main Street corridor for target employment development opportunities. If the SAP were to be amended to remove the limit on non-TEC office use, then the designated office/TEC land allocation area could be fully utilized for garden office uses.

The SAP establishes a range of residential density and non-residential intensity standards. Residential use is proposed at a range of 18 to 24 dwelling units per acre, not to exceed a total of 334 units. 334 units is the maximum allowable units if eighty percent of the property (the maximum land area allocated to residential use) is developed at 18 units per acre. The SAP specifies that residential use is allowed at 18 units per acre in the exclusively residential areas and at 24 units per acre in mixed-use development.

Retail/other use is not to exceed a floor area ratio (FAR) of 0.45. Office/non-TEC use is subject to a minimum 0.25 FAR and a maximum 0.45 FAR. Target employment use is

subject to a minimum 0.60 FAR and a maximum 0.75 FAR, yielding a minimum of 45,500 square feet of space.

The 18 dwelling units per acre density standard and the 0.45 FAR intensity standard proposed compare with the Residential/Office/Retail (R/O/R) mixed-use plan category. R/O/R has an 18 dwelling units per acre density standard and a 0.40 FAR intensity standard. The 24 dwelling units per acre density standard allowable in mixed-use development closer to Patricia Avenue is consistent with the Commercial General (CG) plan category; the parcels across Patricia Avenue on the west side of the street and parcels to the north of the subject property with frontage on Patricia Avenue are designated CG. The 0.60–0.75 FAR range established for target employment uses is intended to accommodate more employment opportunities.

Pinellas By Design describes four types of centers: neighborhood, town, suburban commercial, and urban. The SAP compares favorably with the neighborhood center concept, which *Pinellas By Design* describes as mixed-use development with a residential density range of 0-15 dwelling units per acre (or higher with incentives) and a non-residential intensity range of 0.1-0.5 FAR. Neighborhood centers are described as containing a limited number of retail commercial establishments serving the immediate area, with non-residential uses oriented to face the street, integrated with surrounding development through site planning and project design, and allowing pedestrian access from abutting residential and non-residential developments.

The two potential sample concept plans provided illustrate possible development scenarios allowable within the proposed parameters. Sample concept 1 shows a two-story target employment building and a two-story mixed-use target employment over retail use building, both located on Patricia Avenue, and multiple 2- or 3-story multifamily residential buildings located to the east. Sample concept 2 shows a two-story target employment building and a two-story mixed-use residential over and retail building, both located on Patricia Avenue, and 2-story townhouse residential development located to the east. The sample concepts also show parking to the north (to serve the adjacent bowling alley) and open space to the northeast and southeast. The Council staff agrees that non-residential use should be located to the west along Patricia Avenue, as the residential use will potentially be more compatible with the existing single-family and multifamily residential development to the east, north, and south of the subject property.

II. THE PROPOSED MAP AMENDMENTS

The proposed map amendments from CG and IL with Water/Drainage Feature Overlay to PR-MU are intended to allow mixed-use development within the planning area. The purpose of the PR-MU category is to depict those areas of the county that are developed with a collection of residential, office, and commercial uses, along corridors, adjacent to neighborhoods or within distinct areas that are interrelated and complementary. This category should facilitate infill and redevelopment of these areas to create a desirable mix of

SUBJECT: Case CW 14-10 (SAP Adoption 2014)

nonresidential and residential uses by promoting aesthetically pleasing, safe environments, and buildings that are compatible with the area's character, uses, and transportation facilities.

The site is located between single-family and multifamily residential development to the east, north, and south and a commercial corridor to the west containing office and retail uses along Patricia Avenue. The two sample concepts provided propose single-use non-residential and residential/non-residential mixed-use development with frontage on Patricia Avenue and residential development to the east, proximate to existing residential development.

The City's future land use map did not contain the water/drainage feature overlay shown over the IL portion of the site as is shown on the Countywide Plan Map. It appears the water/drainage feature overlay broadly marks the existing drainage ditches on the site. The Council staff does not object to the removal of this category at this location, as the designation appears to have been applied too generously, a development plan for the site is unknown at this time, and the approved development plan will be required to provide a drainage plan meeting city, county, and state regulations.

III. LOSS OF INDUSTRIAL LAND

The Countywide Rules have recently been amended to include criteria for consideration when a map amendment including loss of industrial land is proposed. The criteria include target employment opportunities, amendment site characteristics, amendment area characteristics, supporting transportation and infrastructure characteristics, and supporting redevelopment plans and/or special area plans. Having identified the importance of reserving industrial land in Pinellas County, the five criteria are to be evaluated to determine whether or not the amendment area can continue to provide for target employment opportunities, with or without the proposed amendment.

An analysis of the amendment per these criteria is included in the attached support document (see Support Document 1). This analysis concludes that, based in part on the provisions for a minimum target employment use area, that the amendment can be approved.

IV. FINDINGS

Staff submits the following findings in support of the recommendation for approval:

- A. The proposed Planned Redevelopment-Mixed Use category, and the required Special Area Plan on which it is based, are consistent with the criteria for utilization of this category, and is an appropriate classification that provides for reasonable use and development of the area consistent with adjoining uses and plan classifications; and
- B. The proposed Planned Redevelopment-Mixed Use category either does not involve, or will not significantly impact, the remaining Relevant Countywide Considerations.

Please see accompanying attachments and documents in explanation and support of the findings.

SUBJECT: Case CW 14-10 (SAP Adoption 2014)

V. PLANNERS ADVISORY COMMITTEE (PAC)

At their March 3, 2014 meeting, the PAC members discussed and recommended approval of staff recommendation (vote 10-0).

VI. LIST OF MAPS & ATTACHMENTS

Map 1 Location
Map 2 Current Countywide Plan & Jurisdiction Map
Map 3 Aerial
Map 4 Current Countywide Plan Map
Map 5 Proposed Countywide Plan Map

Attachment 1 PAC Summary Actions Sheet

VII. SUPPORT DOCUMENTS – available only at www.pinellasplanningcouncil.org (see March Agenda and then click on corresponding case number).

Support Document 1 Council Staff Analysis
Support Document 2 Disclosure of Interest Form
Support Document 3 Local Government Application
Support Document 4 375 Patricia Avenue Special Area Plan

SUBJECT AREA

Gulf of Mexico

Tampa Bay

Map 1 - Location

FROM: Commercial General and Industrial Limited with Water/Drainage Feature Overlay

TO: Planned Redevelopment - Mixed Use

AREA: 23.2 Acres

CASE #: CW14-10 (SAP Adoption 2014) JURISDICTION: Dunedin



1" = 26,000'



Map 2 - Current Countywide Plan Map & Jurisdictional Map

FROM: Commercial General and Industrial Limited with Water/Drainage Feature Overlay

TO: Planned Redevelopment - Mixed Use

AREA: 23.2

CASE #: CW14-10 (SAP Adoption 2014) **JURISDICTION:** Dunedin



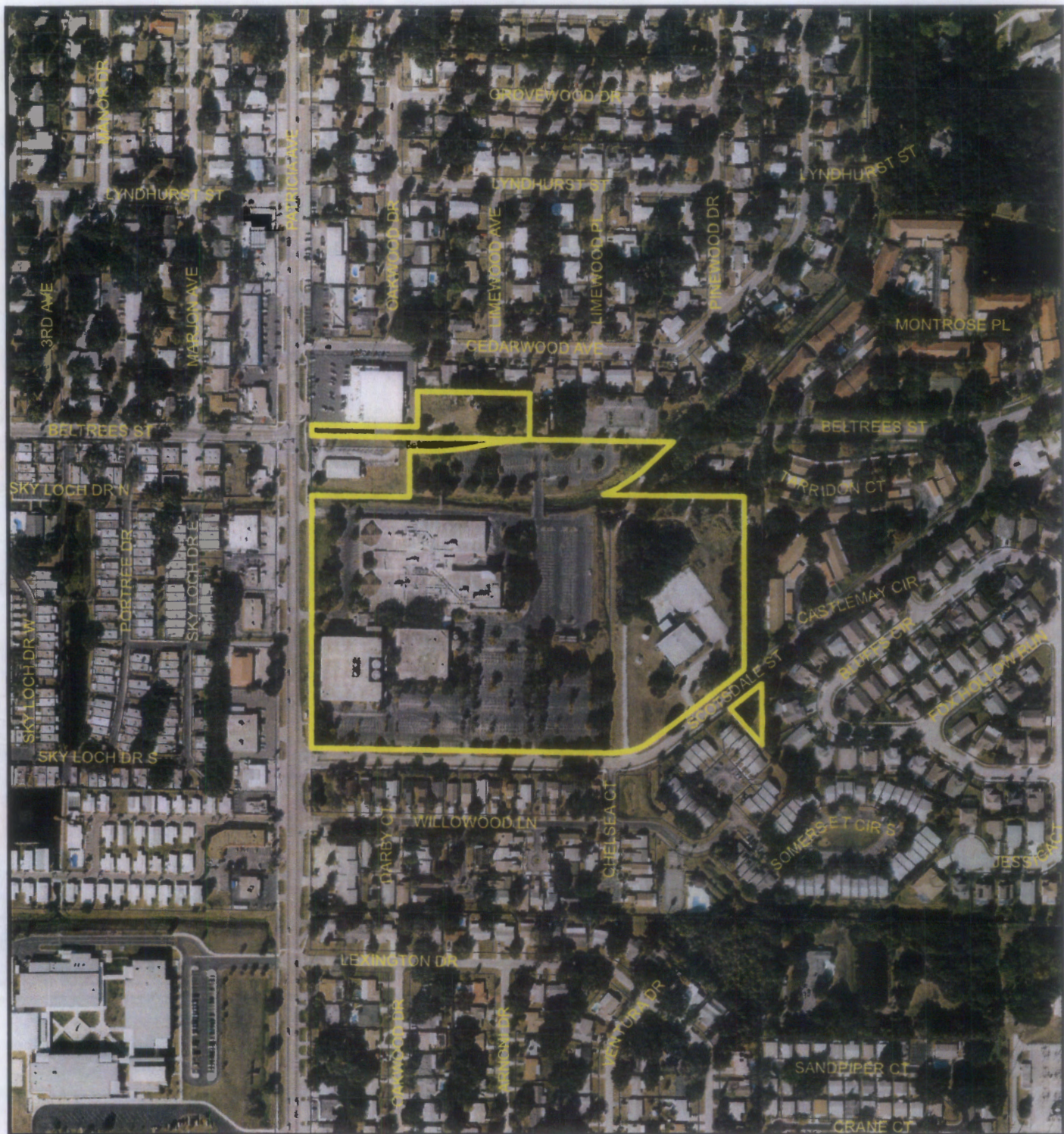
NORTH
1" = 400'

Jurisdictions

DUNEDIN

UNINCORPORATED





Map 3 - Aerial

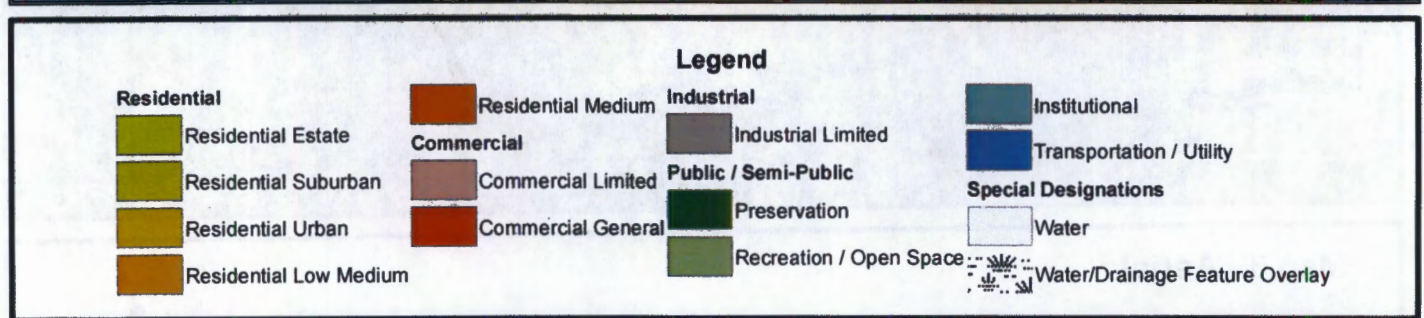
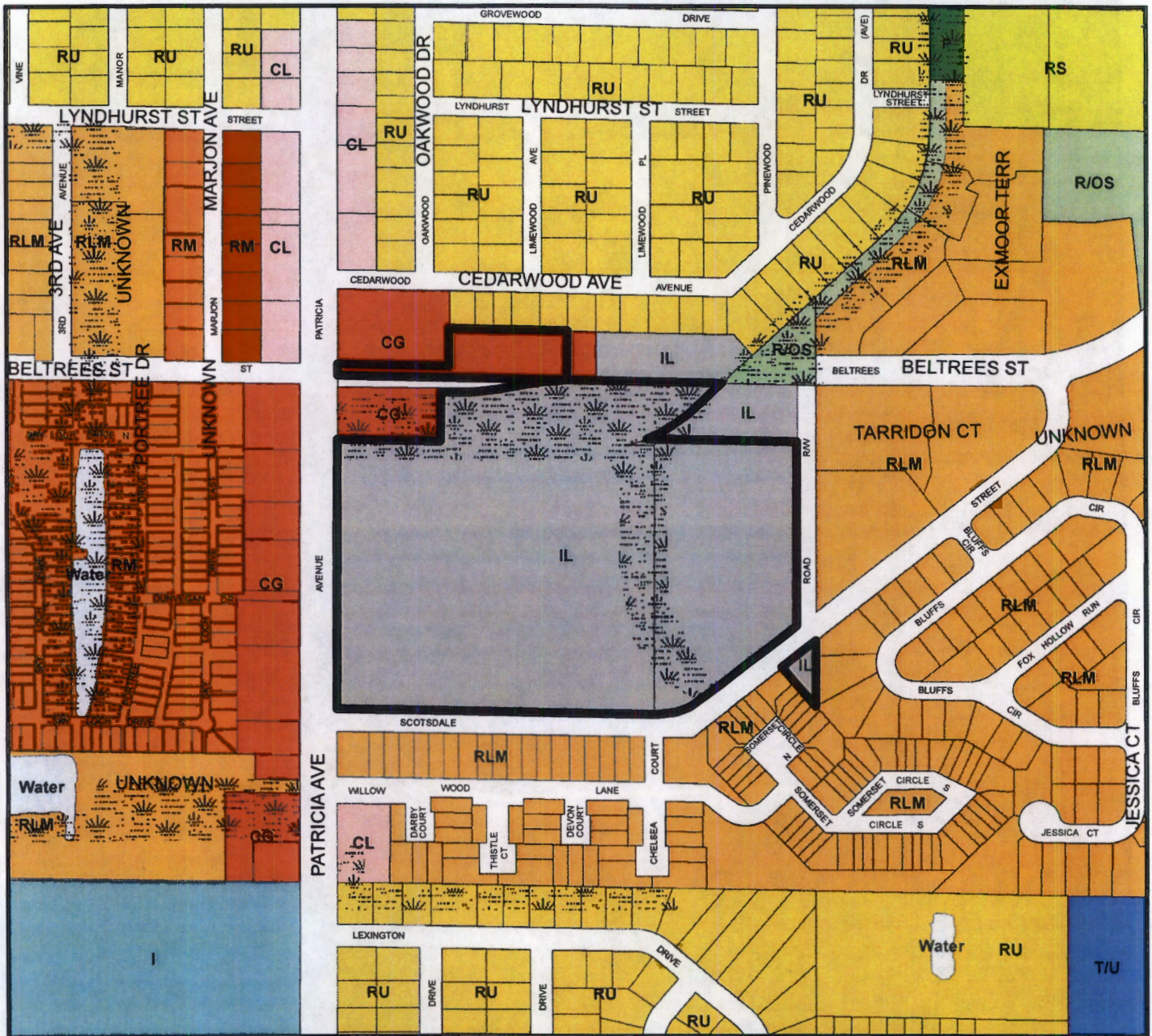
FROM: Commercial General and Industrial Limited with Water/Drainage Feature Overlay

TO: Planned Redevelopment - Mixed Use

AREA: 23.2

CASE #: CW14-10 (SAP Adoption 2014) **JURISDICTION:** Dunedin





Map 4 - Current Countywide Plan Map

FROM: Commercial General and Industrial Limited with Water/Drainage Feature Overlay

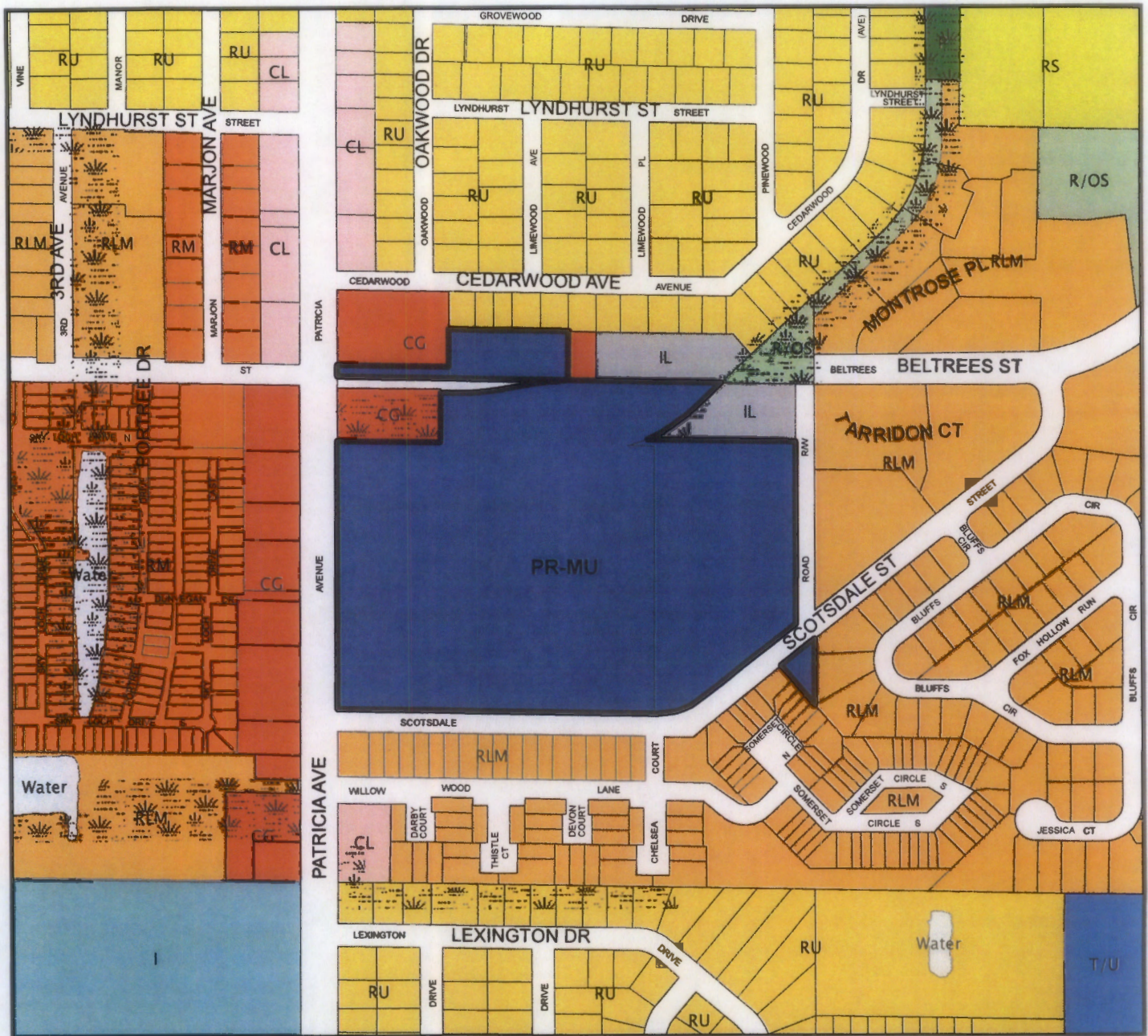


TO: Planned Redevelopment - Mixed Use

AREA: 23.2

CASE #: CW14-10 (SAP Adoption 2014) JURISDICTION: Dunedin





Legend

Residential

- Residential Estate
- Residential Suburban
- Residential Urban
- Residential Low Medium
- Residential Medium

Commercial

- Commercial Limited
- Commercial General
- Industrial
- Industrial Limited

Public / Semi-Public

- Preservation
- Recreation/Open Space
- Institutional
- Transportation/Utility

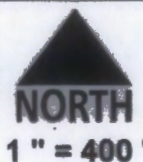
Special Designations

- Water
- Planned Redevelopment - Mixed Use

Water/Drainage Feature Overlay

Map 5 - Proposed Countywide Plan Map

FROM: Commercial General and Industrial Limited with Water/Drainage Feature Overlay



TO: Planned Redevelopment - Mixed Use

AREA: 23.2

CASE #: CW14-10 (SAP Adoption 2014) **JURISDICTION:** Dunedin



PAC AGENDA – SUMMARY AGENDA ACTION SHEET
DATE: March 3, 2014

ITEM	ACTION TAKEN	VOTE
I. <u>MINUTES OF REGULAR PAC MEETING</u> <u>FEBRUARY 3, 2014</u>	<u>Approved</u> Motion: Dean Neal Second: Bob Klute	8-0
II. <u>REVIEW OF PPC AGENDA FOR MARCH 12, 2014</u> A. <u>Subthreshold Land Use Plan Amendment -</u> 1. Case CW 14-08: City of Clearwater	<u>Approved</u> Motion: Dean Neal Second: Jan Norsoph	9-0
B. <u>Regular Land Use Plan Amendments -</u> 2. Case CW 14-09: City of Clearwater	<u>Approved</u> Motion: Jan Norsoph Second: Fred Metcalf	9-0
3. Case CW 14-10: City of Dunedin (SAP Adoption 2014) – 375 Patricia Avenue	Dunedin staff, Joel Tew, Land Use Attorney and representatives of Heidt Design discussed the proposal and provided information relative to background of the property and the public charrette inviting 1500 from the neighboring area with 150 attending. The proposal garnered substantial support from the business community and the neighboring areas. Public hearings by the Dunedin Commission as well as the LPA- all resulted in unanimous support for the proposal. They noted that they have not had a resident speak in opposition, noting that many in fact came in support. Discussion followed with regard to traffic concerns and Mr. Tew noted that the attendees at the charrette were very opposed to Beltrees being punched through and otherwise were in agreement and support. It was noted that the Pinellas County Economic Development Director has provided input and been involved with the proposal for several months. Mitigation from the loss of industrial has been discussed with Wells Fargo agreeing to the Target Employer on a sizeable portion. <u>Approved based on accompanying Special Area Plan inclusive of enumerated conditions</u> Motion: Dean Neal Second: Bob Klute	10-0

Support Document 1

Council Staff Analysis CW 14-10 (SAP Adoption 2014): City of Dunedin March 12, 2014 PPC Meeting

This Support Document includes a listing of each of the Special Area Plan (SAP) requirements included in Section 4.2.7.6 of the Countywide Rules and how each is addressed through the SAP submitted by Dunedin.

The City of Dunedin is establishing a Special Area Plan to encourage the redevelopment of the former Nielsen Media Research site at 375 Patricia Avenue. Associated with the SAP are amendments to the City's Future Land Use Map, changing parcels currently designated Commercial General (CG) and Industrial Limited (IL) with Water/Drainage Feature Overlay to Planned Redevelopment-Mixed Use (PR-MU).

Plan Issues and Objectives

Existing Land Use and Related Characteristics of the Area

The SAP site is located between the Patricia Avenue commercial corridor to the west, which includes retail, institutional, and office uses, and single-family and multifamily residential uses located to the east, north and south. The challenge for the SAP is to provide for a mix of uses that is compatible with both the commercial uses along Patricia Avenue and the residential uses to the east and surrounding the site on three sides.

Issues and Objectives Addressed by the Plan

The SAP offers flexible development options to encourage the redevelopment of the former Nielsen Media Research site. The site has been vacant since 2005. The objective is to redevelop the site into a neighborhood-scale, mixed-use area, with retail/institutional, office/target employment, and residential uses. The issue is the unlikelihood of the redevelopment of this large site by a target employer, or other industrial user.

The goal is to establish flexible development entitlements to support a wide range of mixed-use development scenarios that are appealing to the market, that continue to support target employment through the efficient use of the site, and a project that is compatible with the adjacent residential neighborhood.

Plan Composition

This section of Support Document 1 includes staff's analysis and descriptions of how the SAP addresses the items included under Section 4.2.7.6.1.B. of the Countywide Rules. The PPC staff has concluded that the SAP adequately addresses each of the nine items that are either required or optional as included in the Countywide Rules¹ (five items are required and four are optional).

Permitted Uses and any Differentiation by Location

The SAP establishes three primary uses: retail/other, office/TEC, and residential uses. Retail/other use includes retail and institutional uses, such as government offices and day care uses. Office/TEC use includes office use and target employment uses. The SAP provides the same definition of "target employment" use as found in the Countywide Rules:

Target Employment: high-wage, primary employment that imports revenue from outside of Pinellas County, including but not limited to, the fields of aviation/aerospace, financial services, high tech industries, information technology, marine science, medical technology, microelectronics, modeling/simulation, optics/photonics, research/development, and wireless technology.

The SAP does not specify residential form. In the two concept sample plans provided, multifamily and townhouse development, respectively, are proposed. The recently-adopted FX-M form-based code zoning district, with which the City intends to designate the site, does not allow single-family detached residential use or duplexes.

The SAP proposes minimum and maximum limits on the three primary uses, in order to ensure mixed-use development on the site. The percentages refer to the "developable land area," which is the 23.2-acre site, excluding land area used for public rights-of-way, public park or other publicly-dedicated open space, and water retention areas.

Retail/other use is proposed at a range of 5 to 25 percent of the site area. Office/TEC use is proposed at a range of 15 to 75 percent of the site. Non-target employment office use may not exceed 50 percent of this 15 percent minimum. Residential use is proposed at a range of 15 to 80 percent of the site.

¹ Even though some items are optional, the Council may consider how the items have been addressed, or not addressed, in rendering a balanced decision and recommendation for approval or denial.

The restriction on non-TEC office use may be removed by amendment of the SAP after the City provides replacement target employment designations in other, more favorable corridors of the City. The City is studying the State Road 580/Main Street corridor for target employment development opportunities. If the SAP were to be amended to remove the limit on non-TEC office use, then the designated office/TEC land allocation area could be fully utilized for garden office uses.

This requirement to provide a minimum area for target employment uses is coupled with a minimum FAR of 0.60 (and a maximum 0.75 FAR), yielding building(s) totaling approximately 45,500 square feet. The methodology found in the economic supplement provided with the SAP, confirms that these standards may provide a significant area to house a target employment use, providing space for 300 or more employees. A larger structure can be built, if the 0.75 maximum FAR is applied to a larger area. Either way, this is intended to provide a reasonable amount of space for a target employment use through the efficient use of the acreage. It is likely that at the higher FAR for target employment uses a more efficient site layout will be required. That is, the site will need to rely on stormwater provided elsewhere on the larger site, as well as shared parking.

Residential Density/Non-Residential Intensity Standards for Permitted Uses

The SAP establishes a maximum 0.45 FAR for retail/other use. Office/non-target employment use has a minimum 0.25 FAR and a maximum 0.45 FAR. Target employment use has a minimum 0.60 FAR and a maximum 0.75 FAR.

The SAP establishes a maximum of 334 dwelling units on the site. 334 units is also the maximum allowable units if eighty percent of the property (the maximum land area allocated to residential use) is developed at 18 units per acre. The SAP establishes that the residential density in the residential-only portion of the site will not exceed 18 dwelling units per acre and residential density in the vertical residential/non-residential mixed-use portion of the site will not exceed 24 units per acre.

Design Guidelines

The SAP does not provide design guidelines. The City's recently-adopted form-based code zoning district regulations will address development characteristics.

Affordable Housing Provisions

The SAP proposes no affordable housing provisions.

Mixed-use Provisions

The SAP is intended to encourage mixed-use development on the site. The two potential sample concepts provided show non-residential uses and vertical residential/non-residential mixed-use development on the western portion of the property, along Patricia Avenue and residential development on the eastern portion of the property.

The SAP does not expressly limit residential density and non-residential intensity to their proportionate share on the site. However, the FX-M zoning district height and building configuration regulations will limit the density/intensity of development on the site.

Special Provisions for Mobility and Circulation

Except for the benefits to internal circulation that will be created by this mixed-use development, the SAP does not provide other special provisions for mobility and circulation. The SAP notes that a bus stop is located on the site's frontage. Pinellas Suncoast Transit Authority Route 66 serves the site, running between Tarpon Springs and the Anona community in mid-county. The SAP anticipates accommodations for pedestrians, bicycles, and golf carts. Parking is expected to be subject to the FX-M zoning district regulations. The SAP anticipates an internal grid street network.

Identification of Implementing Land Development Regulations (LDRs)

The City has recently amended the LDRs to establish two form-based code zoning districts, FX-M (medium intensity urban center) and FX-H (higher intensity urban center). The Council staff reviewed the draft regulations for consistency with the Countywide Rules in January 2014. The zoning district regulations address building height, setbacks, general design principles, parking, and access. The SAP indicates that the City intends to rezone the site with the FX-M zoning district, therefore implementing the overall plan.

Public and/or Private Improvements, Contributions and/or Incentives

The SAP notes that the City has provided streetscape improvements along Patricia Avenue. A letter of commitment has been provided from the property owner, Wells Fargo Bank, to the City agreeing to maintain the landscaping and irrigation improvements along Patricia Avenue adjacent to the property.

Local Approval Process

The City held the first hearing on the SAP and the associated map amendments (Ord. No. 13-26) on December 5, 2013. The SAP has been revised since then, based on comments received from the Council staff. Once the SAP is approved by the PPC and CPA, it will go before the City Commission for a second hearing.

The City held the first hearing amending the LDRs to establish the FX-M and FX-H form-based code zoning districts (Ord. No. 14-03) on January 9, 2014. The City adopted the ordinance at second hearing on February 20, 2014. The Council staff reviewed the proposed ordinance for consistency with the Countywide Rules in January 2014.

Plan Impacts

The City indicates that it has substantial potable water and sanitary sewer capacity to serve the potential development scenarios on the property.

Regarding stormwater impacts, the SAP notes that the property contains two drainage ditches that convey offsite flow from the east and south of the property to the west through an existing drainage culvert under Patricia Avenue. Future development will be subject to the applicable stormwater management regulations.

Relevant Countywide Considerations

Consistency with the Countywide Rules

The amendment is consistent with Article 4, Plan Criteria and Standards as described in the sections above (relative to the requirements for Special Area Plans). In addition, the proposed amendment is consistent with the Countywide Plan as implemented through all relevant sections of the Countywide Rules.

Adopted Roadway Level of Service (LOS) Standards

Patricia Avenue is a collector roadway with a LOS "C." A transportation analysis provided concludes that development per multiple scenarios allowable by the SAP would yield traffic impacts similar to or less than the impacts of the Nielsen Media Research use previously located on the property.

The map amendment area is not directly located on a roadway with a LOS below "D", nor will the amendment if approved cause the roadways within or nearby the subject area to fall below a LOS "D."

Scenic/Non-Commercial Corridors

No Scenic/Non-Commercial Corridors are located within the map amendment boundaries.

Coastal High Hazard Area (CHHA)

The map amendment boundaries are not located within the CHHA.

Designated Development/Redevelopment Areas

The proposed amendments designating the PR-MU plan category meet the requirements found in Section 4.2.7.6 of the Countywide Rules.

Impact on a Public Educational Facility or an Adjoining Jurisdiction

No significant impacts to a public educational facility are expected. The Pinellas County School District has capacity to accommodate the student demand if the maximum number of residential dwelling units, 334 units, were built. Also, the SAP planning area is not adjacent to an adjoining jurisdiction.

Reservation of Industrial Land

1. Target Employment Opportunities

The extent to which the uses within the proposed category can potentially provide target employment opportunities, as compared to those that can potentially be available within the current industrial plan category.

The SAP preserves an opportunity for target employment use of 7.5% of the site, and carrying a higher FAR than the rest of the site. The SAP notes that amendments in the future may ask to remove this limitation, if the City can demonstrate other opportunities for target employment use elsewhere in the City. The City has indicated it believes the State Road 580/Main Street principal arterial roadway corridor is a more suitable location for target employment use.

The former Nielsen Media Research employed as many as 1,800 employees during its peak, using two shifts. However, it has been estimated that approximately 1,000 of these could have been characterized as target employment positions.

Given the minimum area dedicated to target employment uses in the proposed SAP, approximately 300 to 450 employees could locate onsite. Again, this is based on a minimum of 7.5% of the site being reserved for target employment use.

It should be noted that these same uses are not prohibited from occupying other office space, as is often the case.

2. Amendment Site Characteristics

Under the current or proposed category, the extent to which the site can continue to support target employment uses due to the site's size, configuration, and physical characteristics, and is able to accommodate the provision of site access, loading, and other necessary site improvements.

The extent to which the proposed site will be, or is now, used for unique and high-priority functions such as water-dependent or working waterfront uses.

The SAP notes that the site has been vacant since 2005, the buildings on the site were demolished in 2012, and market interest in the site has been minimal.

The site's size would allow significant flexibility in locating a target employment use. However, its large size is also a deterrent since efficient use of the area provided would require a 200,000 square foot or greater facility. It should be noted that 200,000 square feet is consistent with most other industrial sites in Pinellas County utilizing only 20% of the site area. A building more in the range of 500,000 – 650,000 square feet would truly use the site in an efficient manner and would be allowed with the current IL category.

The site's configuration and physical characteristics are suited for target employment uses.

No unique and high-priority functions are proposed for the site.

3. Amendment Area Characteristics

The extent to which the uses within the current or proposed category relate to surrounding and nearby uses and plan classifications, including their compatibility with such uses and plan classifications.

The extent to which industrial uses can benefit from or provide benefit to, adjoining or nearby properties.

The extent to which the proposed site will be used for unique and high-priority functions, including, but not limited to, transit-oriented uses.

Many uses within the IL category can be considered compatible with the surrounding uses. However, should an industrial user locate on the site with one of the large buildings noted in item 2 above, there is the potential for conflict.

The surrounding area could benefit from having employees from the site patronize area businesses, however other benefits associated with industrial uses located near other suppliers and related business does not exist in the area. The site user could benefit from having residential areas nearby that could house their employees. Also, opportunities for expanding a target employment use to adjoining properties are minimal.

The site is not intended to be used for a unique and high-priority function such as a transit-oriented use. It should be noted however, that mixed uses (as proposed) normally generate fewer automobile trips than other single-use developments. This is due to the walking and bicycling infrastructure typically provided, and due to the close proximity of residential and non-residential uses, negating the need for an automobile to access uses.

4. Supporting Transportation and Infrastructure Characteristics

The location of the property in relationship to, and the current or proposed uses' need for, access to the arterial and thoroughfare network, mass transit, airport, and rail, as well as other infrastructure and service facilities, including water, sewer, stormwater, and parking, and their respective capacities.

The site does not have access to an arterial roadway. Patricia Avenue is a collector roadway and Scotsdale Street is a local roadway serving a residential neighborhood. The site is not proximate to rail service or an airport. The city engineer indicates there is available potable water and sanitary sewer capacity to serve the site.

Essentially, a site of this size and character benefits from having access to major transportation facilities. Again, the area surrounding this amendment does not exhibit such beneficial transportation infrastructure.

5. Supporting Redevelopment Plans and/or Special Area Plans

The extent to which any amendment is included as part of a community redevelopment plan and/or special area plan that has evaluated and addressed the potential to support target employment uses in the redevelopment area proposed to be reclassified from an industrial designation.

The amendment is associated with a special area plan that has evaluated the potential to support target employment uses on the site. The SAP proposes to preserve a minimum opportunity for target employment use, until the city establishes opportunities elsewhere.

In summary, the proposed 375 Patricia Avenue Special Area Plan and corresponding PR-MU Countywide Plan Map category are consistent with the Countywide Plan and Rules. *In consideration of and based upon a balanced legislative determination of the Relevant Countywide Considerations, as they relate to the overall purpose and integrity of the Countywide Plan, it is recommended that the proposed PR-MU designation be approved based on and correspondent with the 375 Patricia Avenue Special Area Plan, subject to the conditions as outlined on page one of the staff memorandum.*

DISCLOSURE OF INTEREST STATEMENT
PINELLAS COUNTY PLANNING COUNCIL CASE NUMBER *

SUBMITTING GOVERNMENT ENTITY: City of Dunedin

PPC OR CITY/TOWN CASE NUMBER: LUP-Zo 13-58.00 Z/C

PROPERTY OWNERS/REPRESENTATIVE:

Name: Wells Fargo Bank NA

Attn: Liisa Sepp MAC# A0119-170

333 Market St. 17th Fl

San Francisco, CA 94105-2103

ANY OTHER PERSONS HAVING ANY OWNERSHIP INTEREST IN THE SUBJECT
PROPERTY:

Interests: _____ Contingent: _____ Absolute: _____

Name: _____

Specific Interest Held: _____

INDICATION AS TO WHETHER A CONTRACT EXISTS FOR SALE OF SUBJECT
PROPERTY, IF SO:

Contract is: _____ Contingent _____ Absolute

All Parties To Contract:

Name: _____

INDICATION AS TO WHETHER THERE ARE ANY OPTIONS TO PURCHASE SUBJECT
PROPERTY, IF SO:

All Parties To Option:

Name: _____ Name: _____

ANY OTHER PERTINENT INFORMATION WHICH APPLICANT MAY WISH TO SUBMIT
PERTAINING TO REQUESTED PLAN AMENDMENT:

* NUMBER TO BE ASSIGNED BY PLANNING COUNCIL STAFF

APPLICATION FOR COUNTYWIDE FUTURE LAND USE PLAN AMENDMENT

Please include all information below to ensure the application for Countywide Plan Map amendment can be processed. If additional space is needed, please number and attach additional sheets.

Countywide Plan Map Information

- | | |
|--|--|
| 1. Current Countywide FLUP Designation(s) | <u>IL (Industrial Limited) / CG (Commercial General)</u> |
| 2. Proposed Countywide FLUP Designation(s) | <u>PR-MU (Planned Redevelopment - Mixed Use)</u> |

Local Plan Map Information

- | | |
|---|--|
| 1. Local Map Amendment Case Number | <u>LUP-Zo 13-58.00 Z/C</u> |
| 2. Current Local Plan Designation(s) | <u>IL (Industrial Limited) / CG (Commercial General)</u> |
| 3. Current Local Zoning Designation(s) | <u>LI (Light Industrial) / GB (General Business)</u> |
| 4. Proposed Local Plan Designation(s) | <u>PR-MU (Planned Redevelopment - Mixed Use)</u> |
| 5. Proposed Local Zoning Designation(s) | <u>FX-M (Form-Based Medium)</u> |

Site and Parcel Information

- | | |
|---|--|
| 1. Parcel number(s) of area(s) proposed to be amended - Sec/Twp/Rng/Sub/Blk/Lot
(and/or legal description, as necessary) | <u>5 Parcels (see attached City application)</u> |
| 2. Location | <u>375 Patricia Avenue</u> |
| 3. Acreage | <u>23.22</u> |
| 4. Existing use(s) | <u>Vacant Land</u> |
| 5. Existing density and/or floor area ratio | <u>0 (all buildings demolished in 2010)</u> |
| 6. Name of project (if applicable) | <u>375 Patricia Avenue</u> |

Local Action

- | | |
|---|-------------------------|
| 1. Date local ordinance was considered at public hearing and authorized by an affirmative vote of the governing body for transmittal of, and concurrence with, the local government future land use plan map amendment. | <u>December 5, 2013</u> |
| 2. If the local government chooses to submit a development agreement in support of this application, the date the agreement was approved at public hearing by the legislative body. Any development agreement submitted as part of an application for Countywide Plan Map amendment may become a condition of approval of the amendment and will be subject to the provisions of Section 5.1.4 of the Countywide Rules. | <u>N/A</u> |

Other Items to Include

1. Cover letter or email to the Executive Director indicating the request for Countywide Plan Map amendment, including ordinance number, ordinance status, and local action to date.
2. Copy of local ordinance.
3. If applicable, a copy of the development agreement approved by the legislative body and executed by the applicant property owner and other private party(ies) to the agreement.
4. Disclosure of Interest Statement.
5. Staff report.
6. Local plan and zoning maps showing amendment area.
7. If applicable, proposed demarcation line for environmentally sensitive areas.

Forms available online at www.pinellasplanningcouncil.org/amendment.htm