

Board of County Commissioners

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Pinellas County Board of County Commissioners
315 Court Street, 5th Floor Assembly Room
Clearwater, Florida 33756
www.pinellascounty.org

Work Session

August 12, 2014

9:30 A.M.

Revised August 11, 2014

AGENDA

1. [Countywide Plan Map and Rules Update by Planning and Development Services](#)
2. [Metropolitan Planning Organization/Pinellas Planning Council Merger Discussion](#)

Order of items is subject to change. All times are approximate. Break may be taken.

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Citizen's Comments Will Follow Presentation(s)

Any person wishing to speak regarding a work session topic must have a blue card completed and given to the agenda staff at the staff table. The Chair will call the speakers, one by one, to the podium to be heard. Each speaker may speak up to three minutes. Persons who have been authorized to represent a group of five or more individuals, who are present, should each complete blue cards and limit their presentation to 10 minutes.

TO: HONORABLE CHAIRMAN AND MEMBERS OF THE BOARD OF COUNTY COMMISSIONERS (BCC)

THROUGH: MARK WOODARD, INTERIM COUNTY ADMINISTRATOR

FROM: JACOB STOWERS, INTERIM DIRECTOR, DEPARTMENT OF PLANNING AND DEVELOPMENT SERVICES

SUBJECT: STAFF COMMENTS ON THE PROPOSED COUNTYWIDE PLAN MAP UPDATE

DATE: AUGUST 12, 2014

On July 29th, Michael Crawford, Interim Executive Director of the Pinellas Planning Council, presented a PowerPoint to explain the proposed updates to the Countywide Plan and Countywide Plan Maps. The presentation provided the BCC with an opportunity to understand the planning concepts and policy direction that are being incorporated in the Plan update and the regulatory process that is proposed for implementing the updated Plan. The BCC, in its role as the CPA, must adopt a new Countywide Plan to replace the current Countywide Plan Map, Countywide Rules, and Countywide Plan Strategies.

Local governments, including Pinellas County, are being asked at this time to review and comment on the proposed updated Countywide Plan Map. County staff has completed their review and will present their findings and recommendations to the BCC on August 12th. Based on discussion with the BCC on August 12th, final comments and recommendations from Pinellas County will be provided to Planning Council staff before the end of August. Comments on the proposed Countywide Plan Maps are due to the Planning Council staff no later than September 2, 2014.

Attachment: PowerPoint Containing County Staff Comments and Recommendations

Countywide Plan Update

- The Countywide Plan update consists of three components:
 1. Countywide Plan Map
 2. Countywide Plan Rules
 3. Countywide Plan Strategies
- The 90 day review package of the proposed Countywide Plan Map is the first component being reviewed. Additional reviews of the proposed Rules & Strategies will follow.

Review of Proposed New Countywide Plan Map

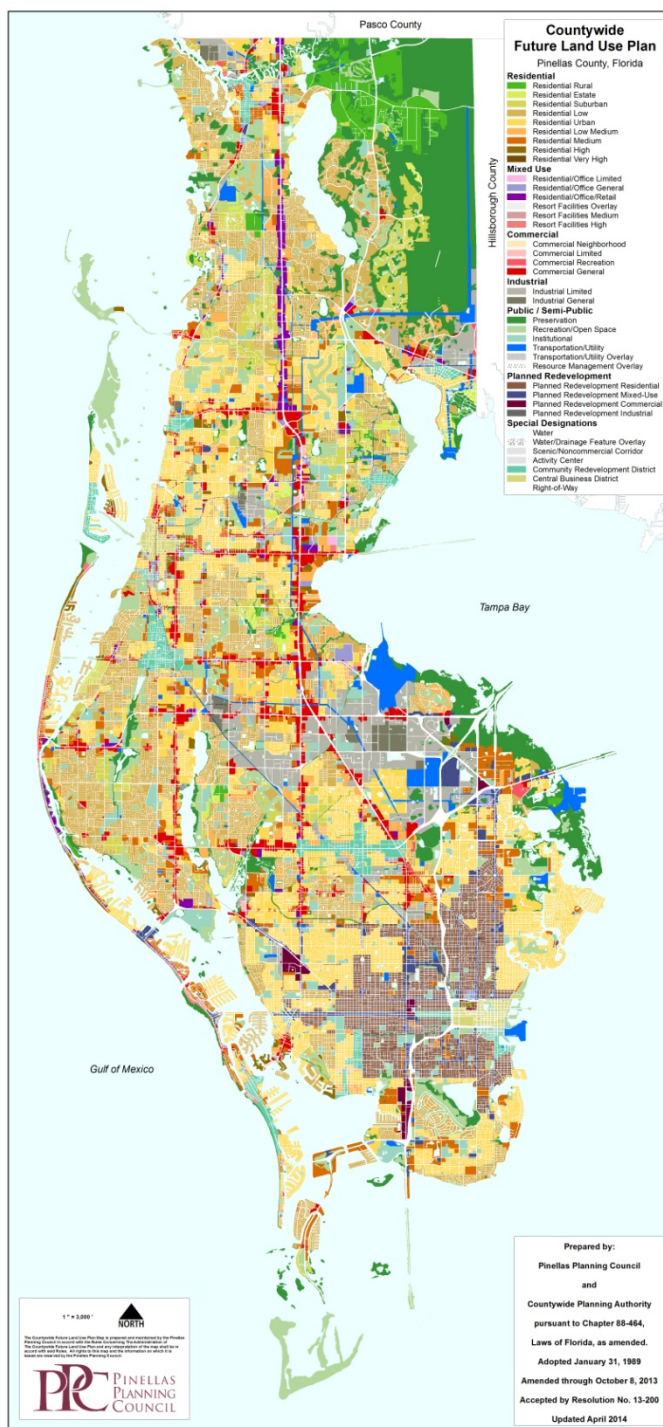
- Parcel by parcel comparison of current and proposed Countywide Plan Map (CPM) designations
- Careful review of the transition to the new CPM and application to unincorporated Pinellas County
- Discussed areas of concern with PPC staff
- Met with local real estate professional

Proposed New Countywide Plan Map

- CPM will expand from two maps to three adopted regulatory maps and one policy-level Vision Map
- Reduces number of plan categories from 36 to 11 (9 standard and 2 non-standard)
- Focuses additional growth in multimodal corridors and activity centers

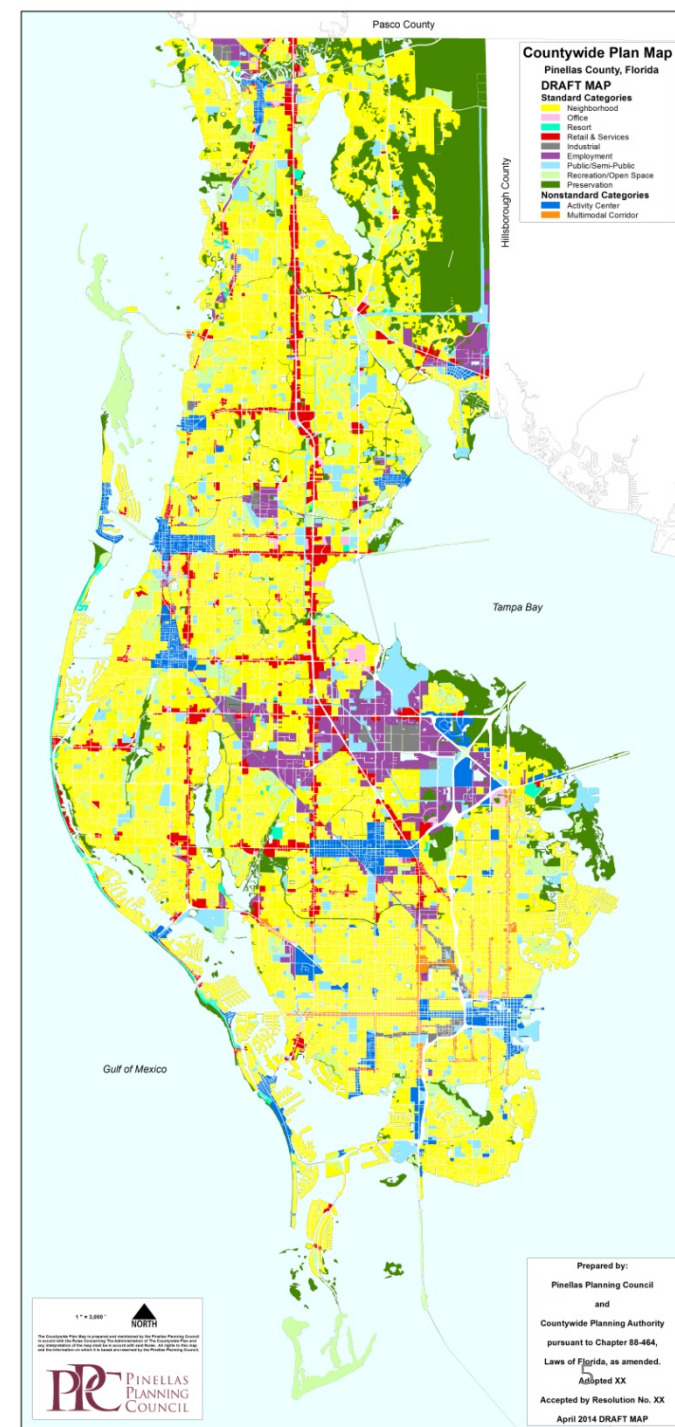
Implications of Proposed New Countywide Plan Map

- Will reduce the number of map amendments at the countywide level.
- A map to guide us to the future rather than focusing on present conditions.
- Provisions for transit supportive land use densities/intensities on identified corridors and in activity centers
- Local map does not have to “match” the CPM.
- Recognizes existing Special Area Plans.



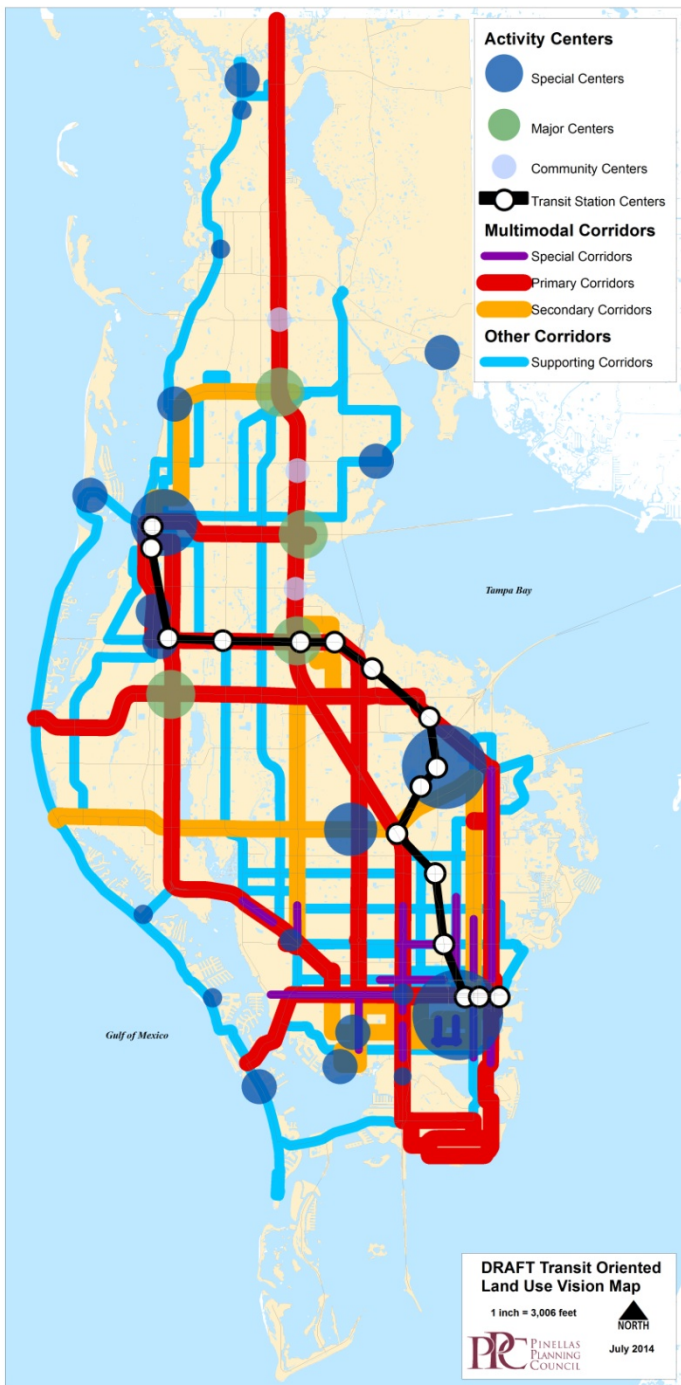
Current
Map
vs.
Proposed

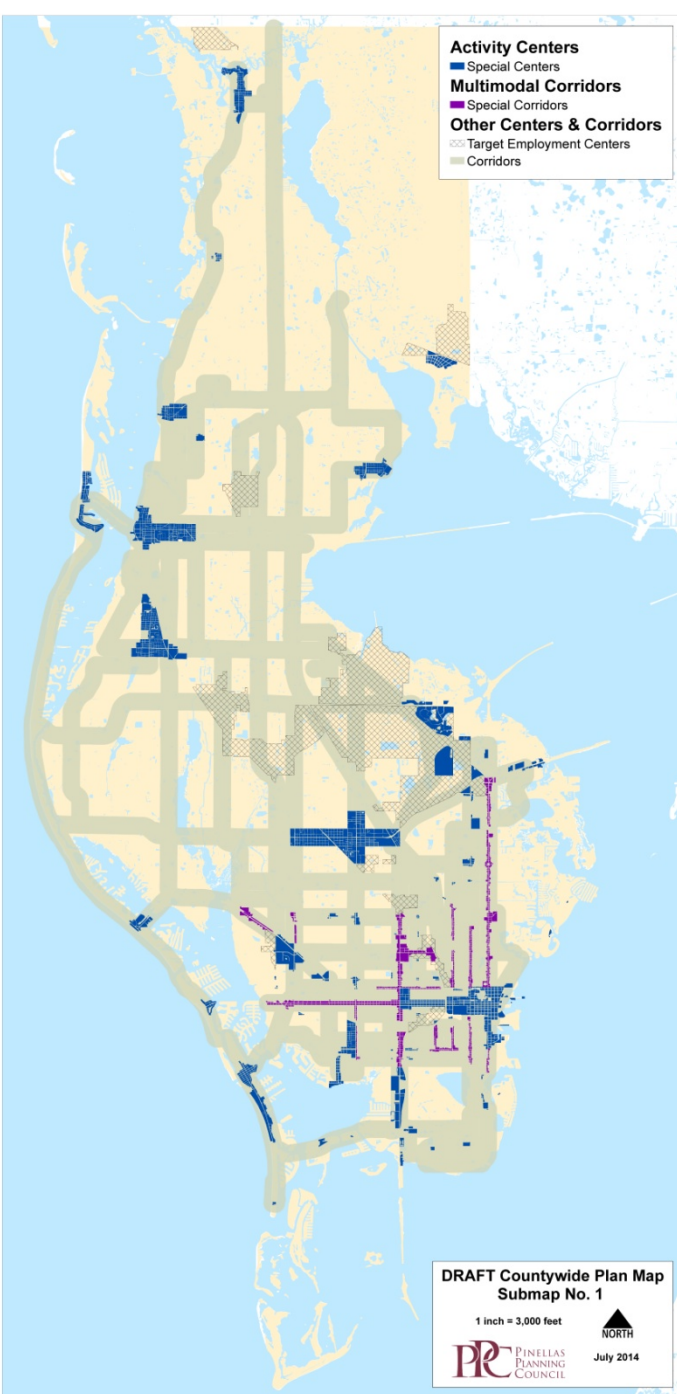
36 to 11
Categories



Transit Oriented Land Use Vision Map

- Focus is on the interrelationships between land use and transportation
- Identifies:
 - Activity Centers
 - Multimodal Corridors
 - Supporting Corridors





- Activity Centers
- Corridors
- Target Employment Centers

Sub Maps 1 & 2

- Scenic Non Commercial Corridor Map



Pinellas County Staff Areas of Concern

1. Status of Vision Map. How is it adopted/amended?
2. Role of Sub-Map 1 (Is it necessary?)
3. Impacts of Legacy Entitlements on real estate transactions and financing.
4. “Broadness” of residential density allowances in the proposed “Neighborhood” category.

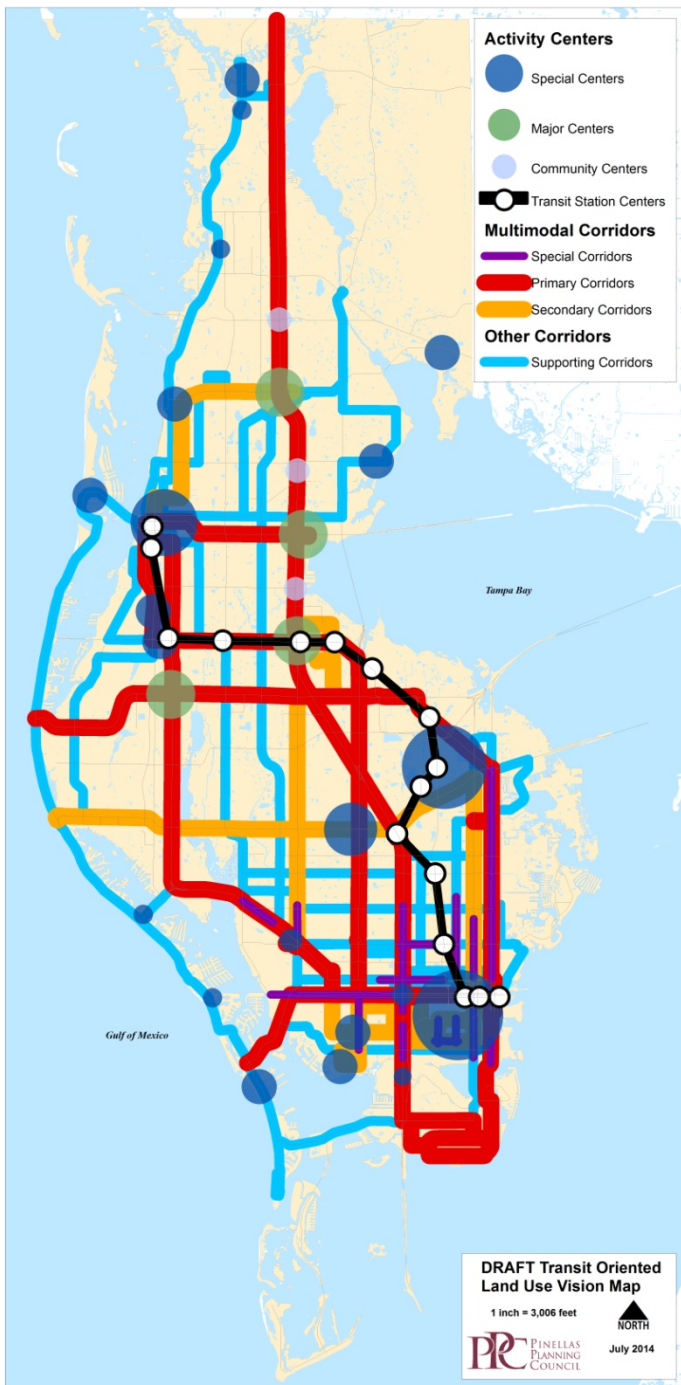
Pinellas County Staff

Areas of Concern (cont'd)

5. Acreage thresholds for distinguishing non-residential uses in the Neighborhood category.
6. Limiting flexibility at the countywide level
7. Coastal High Hazard Areas
8. Limited areas for agricultural uses.
9. Recreation and Open Space.
10. Parcel-specific comments

1. Vision Map Status

- Still unclear as to the “status” of the Vision Map.
- Where will it reside in the updated Countywide Plan?
- How will it be implemented as a policy map?
- How will it be amended?

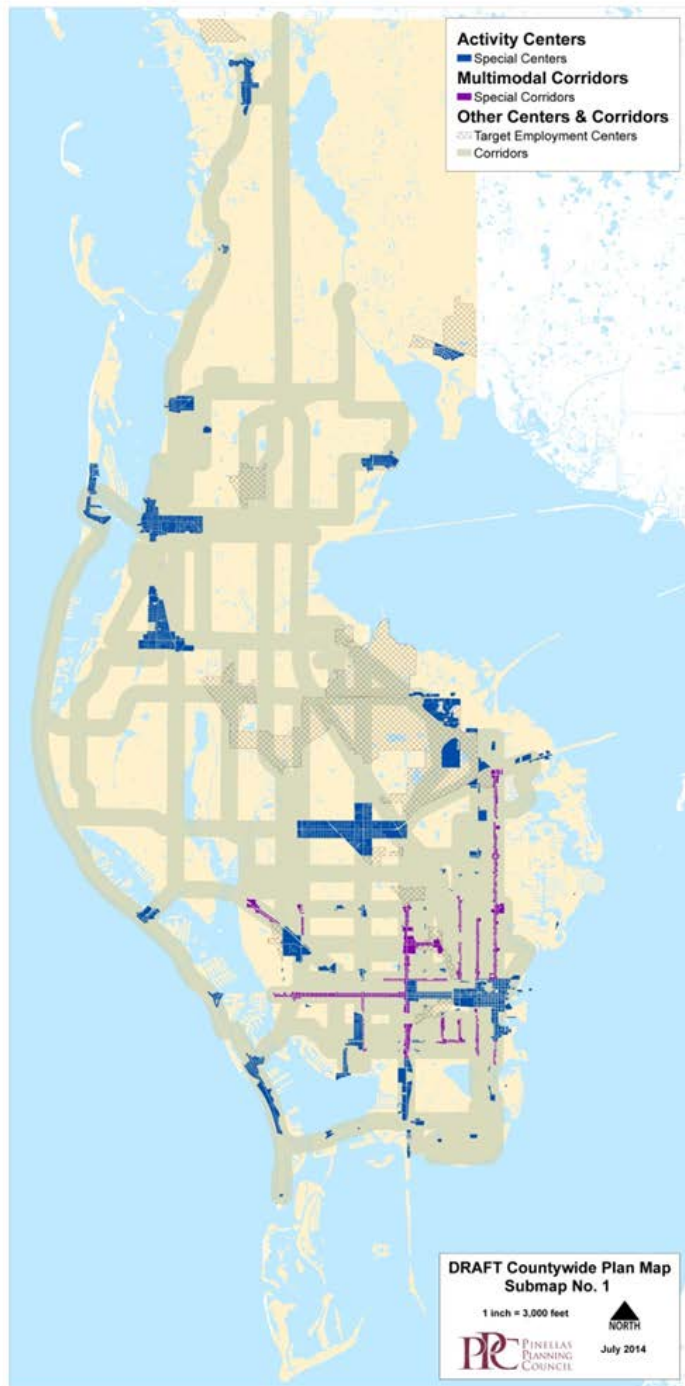


Vision Map

- Policy-Level Vision Map
 - The proposed Countywide Plan states that Supporting Corridors are not considered appropriate locations for applying the Activity Center category.
 - However, there are at least seven existing Activity Centers already located on supporting corridors (e.g. Downtown Tarpon Springs, Downtown Palm Harbor, Downtown Safety Harbor, & Clearwater Beach).

Vision Map

- County Staff Recommends: Greater clarity on the status of the Vision Map, and a more flexible policy when considering new Activity Centers on supporting corridors, at least at the community level.



2. Sub Map 1

- The only elements/areas not already shown on the new Countywide Plan Map (CPM) or Vision Map are the target employment areas. These can be added to the CPM.
- Still must refer to a larger-scaled map to really identify the limits of corridors and districts at the parcel level.
- County Staff Recommends:
Eliminate Submap 1. Fewer maps requires less cross-referencing and reduces chances for errors in decision-making.

3.

Legacy Entitlements

- Legacy Entitlements exceed the densities and/or intensities, or vary from the uses, of the new Countywide Plan Map (CPM) categories as they are applied to specific parcels of land.
- In other words, the new CPM will recognize what is permitted on the local government future land use map for a specific parcel as long as the local designation was adopted prior to adoption of the new CPM.

Residential Density Legacy Entitlements

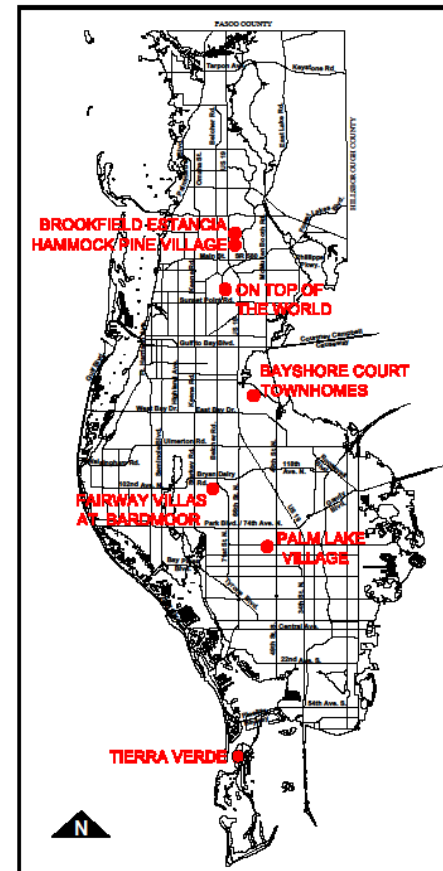
- Approximately 450 parcels in unincorporated Pinellas County are currently designated as Residential Medium (permitting up to 15 residential units/acre) and are located outside of a proposed multimodal corridor or activity center
- The new CPM would designate these parcels as Neighborhood and permit up to 10 units/acre
- Through legacy entitlements, however, these parcels could continue to permit up to 15 units/acre.

Residential Density Legacy Entitlements (Cont'd)

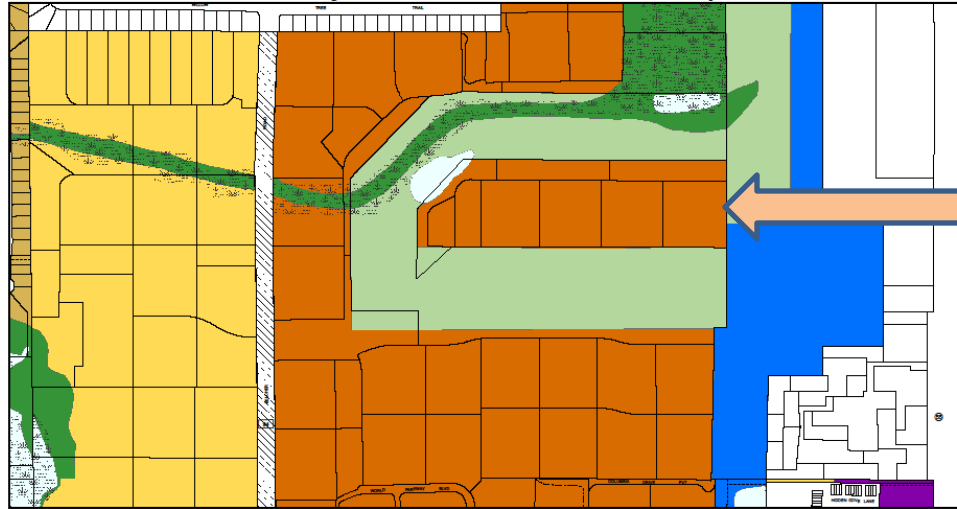
- Eight parcels currently designated as Residential High (up to 30 units/acre) would be re-designated as Neighborhood on the new CPM, permitting up to 10 units per acre or 15 units/acre if located within a multimodal corridor.
- Twenty-one parcels currently designated as Institutional (permitting up to 12.5 units/acre) would be re-designated as Neighborhood, permitting up to 10 units/acre since they are located outside of a proposed multimodal corridor.
- These 29 parcels would have to rely on legacy entitlements if they are to retain their current level of residential development rights.

Examples of Density Legacy Entitlements in Unincorporated Pinellas County

- On Top of the World
- Bayshore Court Townhomes
- Hammock Pine Village
- Brookfield Estancia
- Tierra Verde
- Fairway Villas at Bardmoor
- Palm Lake Village



Countywide Future Land Use Plan Map



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Authority

Scale: 1 inch = 1 mile



The Countywide Future Land Use Plan Map is prepared and maintained by the Pinellas Planning Council in accordance with the Rules Concerning the Administration of the Countywide Future Land Use Plan and any interpretation of the map shall be in accordance with said Rules. All rights to this map and the information on which it is based are reserved by the Pinellas Planning Council.

Map Created: Thursday, June 12, 2014
Sheet Match

S25-25-15	S26-25-15
N35-25-15	N31-25-16
S35-25-15	S31-25-16
N1-25-15	N5-25-16
S1-25-15	S5-25-16

S31-25-16
Map Number

On Top of the World

- On current CPM permits up to 15 units per acre (dark orange)

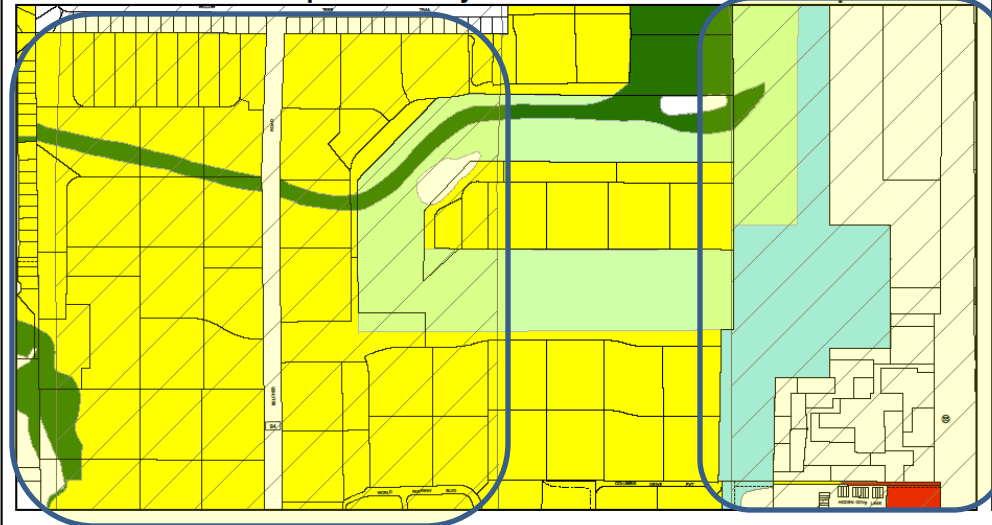
Future Land Use Category

Residential	Residential High	Resort Facilities High	Industrial
Residential Rural	Residential Very High	Commercial	Public / Semi-Public
Residential Estate	Mixed Use	Commercial Neighborhood	Preservation
Residential Suburban	Residential/Office Limited	Commercial Limited	Recreation/Open Space
Residential Low	Residential/Office General	Commercial Recreation	Industrial
Residential Urban	Residential/Office/Retail	Commercial General	Transportation
Residential Low Medium	Resort Facilities Overlay	Industrial	Transportation
Residential Medium	Resort Facilities Medium	Industrial Limited	Transportation

On Top of the World

- On proposed CPM, 10 units per acre permitted outside the corridor
- Eastern section of development (outside the corridor) must utilize legacy entitlements to retain density of 15 units per acre

Proposed Countywide Future Land Use Plan Map



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S31-25-16
Map Number

Countywide Plan Map Category

Standard Categories

Neighborhood
Office
Resort

Retail & Services

Industrial
Employment
Public/Semi-Public

Recreation/Open Space

Preservation

Nonstandard Categories

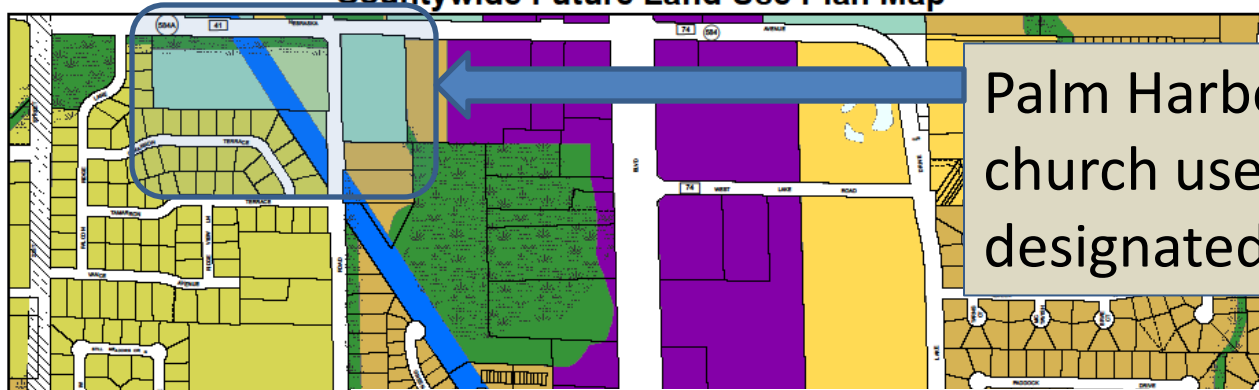
Activity Center
Multimodal Corridor

Corridor 1/4 Mile Buffer

Intensity Legacy Entitlements

- Fifty-one parcels currently designated as Institutional or Transportation/Utility would be re-designated as Neighborhood, reducing the maximum floor area ratio (FAR) and impervious surface ratio (ISR) permitted on these parcels.
- These parcels would have to rely on legacy entitlements if they are to retain their current level of development rights.

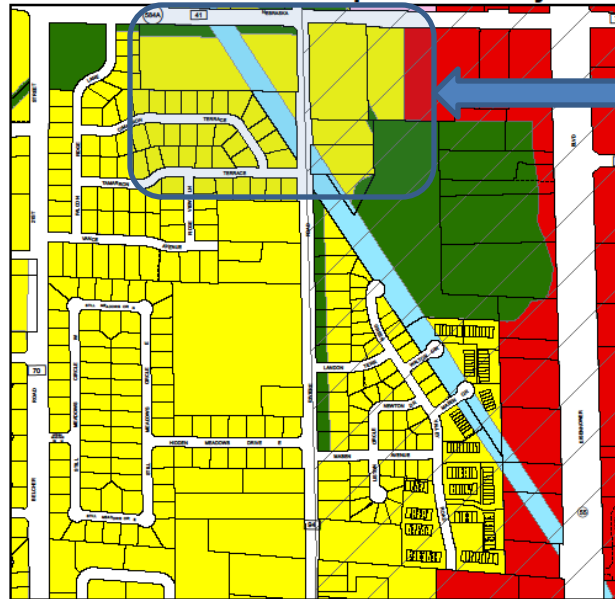
Countywide Future Land Use Plan Map



Palm Harbor Library and church use are currently designated as Institutional.

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Proposed Countywide Future Land Use Plan Map



• Institutional designations would become Neighborhood, reducing the max. FAR & ISR for the Library and church. Would rely on legacy entitlements to retain the current higher FAR & ISR.

Residential	
Residential Rural	R
Residential Estate	Mixed Use
Residential Suburban	R
Residential Low	R
Residential Urban	R
Residential Low Medium	R
Residential Medium	R

Countywide Plan Map Category

Standard Categories

Neighborhood
Office
Resort

Retail & Services

Industrial
Employment
Public/Semi-Public

Recreation/Open Space

Preservation

Nonstandard Categories

Activity Center

Multimodal Corridor

Corridor 1/4 Mile Buffer

Impacts of Legacy Entitlements on Real Estate Transactions

- Questions have been expressed about the potential impact of legacy entitlements on future real estate transactions and development financing.
- Is there enough “strength” in the legacy entitlement concept to prevent clouded title situations when property is to be transferred or financing is sought.
- County Staff Recommends: Wait for further feedback from real estate & financial institutions before making a decision on legacy entitlements.

4.

Neighborhood Category Density

- The current 9 residential CPM categories are being reduced to one category (Neighborhood: 0-10 units/acre) on the new CPM.
- County Staff Recommends: Rather than one residential CPM category, establish three categories:
 - Rural/Estate Neighborhood: 0-1.0 unit/acre
 - Suburban Neighborhood: 0-7.5 units/acre
 - Urban Neighborhood: 0-15 units/acre

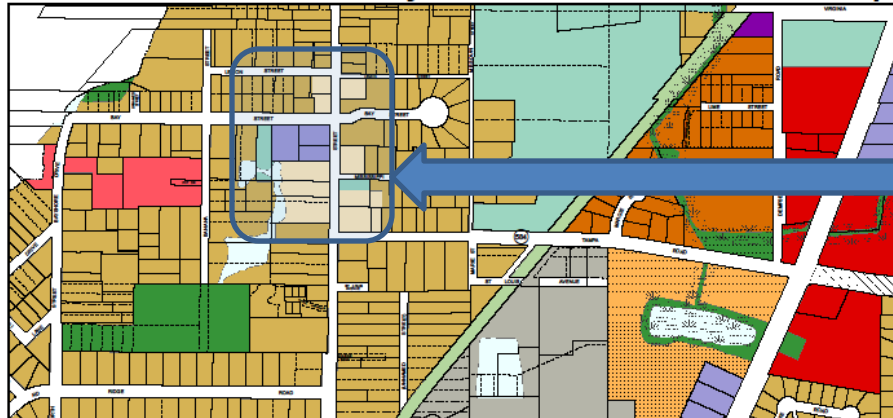
Neighborhood Category Density (cont'd)

- Establishing three residential categories would provide the following benefits:
 - Establish a “hard limit” of 1 unit per acre density to be applied to the remaining rural land areas, located primarily in unincorporated Pinellas County.
 - Recognize the suburban development pattern throughout much of the rest of the county
 - Provide for a higher density urban residential category such that fewer properties are thrown into the legacy entitlement situation
 - In the future, expansion of urban density would be supported in the Multimodal Corridors and Activity Centers.

5. Neighborhood category: acreage thresholds for distinguishing non-residential uses

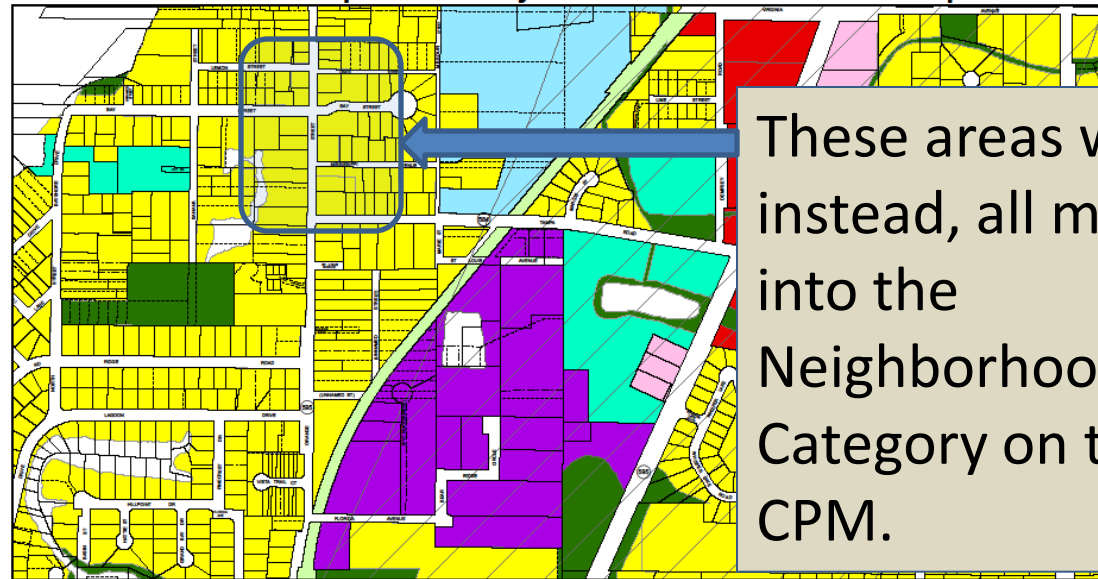
- There appears to be inconsistent application of consolidation rules when “subsuming” non-residential uses into the overall Neighborhood category. In some situations, non-residential uses are aggregated and placed in a non-residential category when an acreage threshold is exceeded. While in other situations, these like uses are not aggregated and are placed in the Neighborhood category.

Countywide Future Land Use Plan Map



- Areas of adjacent Commercial Neighborhood (more than 3 acres) were not aggregated to the Retail & Services Category
- Residential/Office General not included in the aggregation

Proposed Countywide Future Land Use Plan Map



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These areas were, instead, all moved into the Neighborhood Category on the new CPM.

Residential

- Residential Rural
- Residential Estate
- Residential Suburban
- Residential Low
- Residential Urban
- Residential Low Medium
- Residential Medium
- Residential High
- Residential Very
- Mixed Use
- Residential/Office
- Residential/Office
- Residential/Office
- Resort Facilities
- Resort Facilities

Countywide Plan Map Category

Standard Categories

- Neighborhood
- Office
- Resort

- Retail & Services

- Industrial

- Employment

- Public/Semi-Public

- Recreation/Open Space

- Preservation

Nonstandard Categories

- Activity Center

- Multimodal Corridor

- Corridor 1/4 Mile Buffer

Neighborhood category: acreage thresholds for distinguishing non-residential uses

- County Staff Recommends: Provide clear and easily understood rules for determining when non-residential uses exceed the designated acreage thresholds for being included in the Neighborhood category on the new CPM.

6. Limiting Flexibility at the Countywide Level

- On the new CPM, the Neighborhood category would allow a 0.55 Floor Area Ratio (FAR) and an impervious surface ratio (ISR) of 0.75.
- Consistent with the current CPM, however, the unincorporated Future Land Use Map allows a greater FAR and/or ISR than the new Neighborhood category in several of its land use categories (e.g. Neighborhood Commercial and Institutional).

Limiting Flexibility at the Countywide Level (cont'd)

- As a result, a local map amendment to Neighborhood Commercial or Institutional that is below the acreage threshold for the new Neighborhood category would continue to require a Countywide Plan Map amendment in order not to exceed that category's maximum density and intensity.
- This limits the flexibility that was intended with reducing the number of land use categories from 36 to 11.

Limiting Flexibility at the Countywide Level (cont'd)

- County Staff Recommends: Revisit the density and intensity standards in the new Neighborhood category to reduce the need for Countywide Map amendments when local map amendments are below a designated acreage threshold.

7.

Coastal High Hazard Areas

- The proposed new CPM would limit density on parcels of land located within the CHHA to no more than 5 units per acre, unless the currently allowed density is higher.
- Property could be developed/redeveloped at current established densities without review by the PPC and CPA.
- This process requires the application of legacy entitlements on numerous parcels of land in the CHHA where density currently exceeds 5 units/acre.

Coastal High Hazard Areas (cont'd)

- County Staff Recommends: Clarify how the countywide CHHA strategies will be implemented, without the need to rely on legacy entitlements, if possible. One option is to require that all local plan amendments to increase density above 5 units/acre in the CHHA must also be approved at the countywide level.

8. Agricultural Uses

- Agricultural uses are permitted in the Neighborhood category with no limit on size and in the Employment and Industrial categories up to 5 acres in size.
- County Staff Recommends:
 - permitting agricultural uses in additional CPM categories (e.g. the Retail and Services category with no limit on size).

9.

Recreation/Open Space

- Recreation/Open Space parcels less than 3 acres are subsumed into the Neighborhood Category.
- The Pinellas County Comprehensive Plan includes policies regarding retention of such lands. Even small parcels are important to local neighborhoods and should be protected.
- County Staff Recommends: Designate ALL unincorporated parcels currently identified as Recreation/Open Space as such on the new map, regardless of parcel size.

10.

Parcel-Specific Comments

- A number of parcel-specific changes have been identified by County staff that should be made.
- Staff is coordinating with PPC staff to discuss these changes.

NEXT STEPS

- Updated Countywide Rules and Strategies are anticipated to be transmitted to local governments and the Planners Advisory Committee for review in August/September 2014.
- Adopting the updated Countywide Plan is anticipated in late 2014 or early 2015, contingent upon the number of revisions that must be made based upon local government review comments.



PINELLAS COUNTY BOARD OF COUNTY COMMISSIONERS
Office of Commissioner Janet C. Long

M E M O R A N D U M

TO: The Honorable Chairman Karen Williams Seel

FROM: Commissioner Janet C. Long

SUBJECT: MPO & PPC Merger

DATE: August 5, 2014

I would like to request a future Board meeting or workshop discuss the MPO and PPC merger.

Specifically, I would like to address:

- The status of MPO and PPC merger
- What are the next steps?
- Who is in charge?
- Who is responsible for settling?
- What do we have to do to move forward?
- We can't please everyone.