

**TECHNICAL MEMORANDUM #1
DOCUMENTATION OF EXISTING POLICY CONTEXT
PINELLAS COUNTY GOODS MOVEMENT STUDY**

INTRODUCTION -

The economic health of Pinellas County depends on the seamless flow of people, freight services and information. In many instances, conflicting corridors and facilities are used for a variety of transportation modes. The potential conflict of competing for capacity, mobility and accessibility within a finite transportation network must be balanced so that the growing volume of commuter and freight movement within the region can be accommodated in a sustainable manner.

This task identifies the existing policies, regulations, and laws governing restricted vehicles in Pinellas County. The Pinellas County Code of Ordinances, along with several other local cities' code of ordinances will be reviewed. State of Florida statutes and policies, in addition to local agency regulations and common procedures will be reviewed in order to provide an overview of the current state of restricted vehicle routing.

Finally, the integration of land use policies and goods movement in Pinellas County will be analyzed. The identification and recommendation of transportation and land use polices that support freight mobility and economic development and promote Pinellas County's intermodal capabilities and capacity is essential to the goods movement and land use development process.

REGULATORY CONTROLS

The first level of enforcement is the establishment of laws regulating restricted vehicles. These regulations can consist of federal, state, and local laws. The following provides a summary of the relevant laws regarding the definition of restricted vehicles and the weight thresholds used to manage the traffic of these vehicles on roadways.

Federal Regulations

Two primary Federal laws address restricted vehicles and their weight limitations, load and safety requirements. Title 23 – Highways, regulates the interstate system. Specifically, Chapter I, Subchapter G, Part 658 addresses Truck Size and Weight, Route Designations – Length, Width and Weight Limitations. Title 49 – Transportation regulates commercial motor vehicles, including length and width limitations. Title 49, Subtitle VI, Part B, Chapter 313, and Section 31301 provides the following definition of a commercial motor vehicle and the weight thresholds used to restrict access:

“A commercial motor vehicle means a motor vehicle used in commerce to transport passengers or property that –

- (A) Has a gross vehicle weight rating or gross vehicle weight of at least 26,001 pounds, whichever is greater, or a lesser gross vehicle weight rating or gross vehicle weight the Secretary of Transportation prescribes by regulation, but not less than a gross vehicle weight rating of 10,001 pounds;
- (B) Is designed to transport at least 16 passengers including the driver; or
- (C) Is used to transport material found by the Secretary to be hazardous under section 5103 of this title, except that a vehicle shall not be included as a commercial motor vehicle under this sub-clause if -
 - (i) The vehicle does not satisfy the weight requirements of sub-clause (A) of this clause;
 - (ii) The vehicle is transporting material listed as hazardous under section 306(a) of the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (42 U.S.C. 9656(a)) and is not otherwise regulated by the Secretary or is transporting a consumer commodity or limited quantity of hazardous material as defined in section 171.8 of title 49, Code of Federal Regulations; and
 - (iii) The Secretary does not deny the application of this exception to the vehicle (individually or as part of a class of motor vehicles) in the interest of safety.”

State of Florida Laws: Section 316 Florida Statutes

Section 316 of the Florida Statutes addresses traffic laws throughout the state and provides uniform traffic laws for jurisdictions in Florida. Reference to Title 49 in the Code of Federal Regulation pertaining to commercial motor vehicles; safety regulations; transporters and shippers of hazardous materials; and, enforcement is made directly throughout Section 316.302. Section 316.302 (1)(a) states that all owners and drivers of commercial motor vehicles that are operated on the highways of the state of Florida while engaged in interstate commerce are subject to the rule regulations in 49 C.F.R. parts 382, 385, and 390-397.

The definition of a commercial vehicle, Section 316.003 is as follows:

“COMMERCIAL MOTOR VEHICLE-Any self-propelled or towed vehicle used on the public highways in commerce to transport passengers or cargo, if such vehicle:

- (a) Has a gross vehicle weight rating of 10,000 pounds or more;
- (b) Is designed to transport more than 15 passengers, including the driver; or
- (c) Is used in the transportation of materials found to be hazardous for the purposes of the Hazardous Materials Transportation Act, as amended.”

Review of Section 316, Florida Statutes, shows the law to be more specific and relevant to Pinellas County’s enforcement needs than the Federal definition. In addition, this law is being used by many local jurisdictions for vehicles between 10,000 and 34,000 pounds.

Therefore, the State of Florida definition may be easier to interpret in the field by non-commercial vehicle enforcement personnel.

State of Florida Laws: FDOT Trucking Manual

The State of Florida laws designed to assist the transportation industry and keep trucking safe and economical are contained in Chapter 316 of the Florida Statutes and Title 49 of the Code of Federal Regulations. They list weight, load and safety requirements. The Florida Department of Transportation's Office of Motor Carrier Compliance enforces these laws. The Florida Department of Transportation has developed a Trucking Manual which explains what a trucker must do to comply with these laws and regulations. Information included in the guide outlines the State of Florida requirements for truckers regarding size and weight limits, overweight/oversize permits, safety rules/hazardous materials, fuel importation and Florida and U.S. DOT numbers. In Florida, each truck needs to be legal and must comply with the following:

- Valid and current tag
- Department of Highway Safety Motor Vehicles fuel decal if the vehicle combination is over 26,000 pounds of gross vehicle weight (GVW) or if the power unit has 3 or more axels, regardless of weight, and if operating interstate;
- Correct size and weight
- All parts and equipment in safe and working condition; and
- Display a valid Florida or U.S. DOT number.

Local Code of Ordinance

As stated earlier, the first step for a local jurisdiction is to ensure that the code language supports the state and federal laws. This is due to the state DOT being the primary commercial vehicle enforcement and training organization. Local code language should have, at a minimum, a similar definition, and restrictions on commercial vehicles. Naturally, the individual truck routes, parking restrictions, and required permitting should be tailored to fit the local needs. Having the local municipalities mirror the county's ordinance can provide even more uniformity. Consistency between jurisdictions provides a uniform enforcement environment that not only assists law enforcement personnel, but the carriers, as well. A review of the Pinellas County and other select local government ordinances is provided below.

PINELLAS COUNTY TRUCK ROUTING PLAN

Truck route means certain streets as designated on the countywide truck routing plan, over and along which trucks in the restricted vehicle classification shall operate within the County during designated hours. These designations are attached to and made part of the legislation from which Article III – Truck Routes of the Pinellas County Code is derived (and detailed later in this Task). This plan emphasizes local regulations, establishes a system of routes on which to plan deliveries, reduces the impact of heavy truck traffic and reduces the risk of hazardous materials incidents of roadways. The Plan

is designed to serve as a routing guide for use by heavy truck vehicles primarily involving long distance travel. Major features of the plan include:

- Unrestricted travel on all state numbered roadways
- Provision of alternative County or municipal facilities to bypass congestion or poor roadway conditions or to improve access.
- Trucks with two or more rear axels and all combinations are considered restricted vehicles and must follow the truck route system.
- Linking all major generators of truck travel
- Time of day restrictions on County and municipal routes through residential areas. Routes are typically open during daylight hours (6:00 am – 6:00 pm)
- Hazardous materials movement is restricted to the routes on the Countywide Truck Route Plan.

The Countywide Truck Routing Plan and regulations have been adopted for unincorporated Pinellas County and the cities of St. Petersburg, Clearwater, Dunedin, Largo and Pinellas Park. Additional restrictions may exist on roadways not shown on the Plan.

PINELLAS COUNTY CODE OF ORDINANCES

Chapter 122 Traffic and Vehicles

Article III. Truck Routes

Section 122-61 to 122-66

The Pinellas County Code sets forth local regulations regarding truck usage of public roads. In 2004, the Pinellas County MPO retained the HNTB Corporation to provide an assessment study on Pinellas County Restricted Vehicle Enforcement. As a part of that process, the MPO and HNTB met with the Pinellas County Sheriffs Office (PSO) and other local law enforcement agencies in June 2005 to discuss problems that the PSO and other agencies were experiencing related to restricted vehicle enforcement. Enforcement agencies requested that definitions in the Pinellas County truck route regulations be simplified to facilitate ease of enforcement. As a result, revisions to Article III Truck Routes Section 122-61 to 122-65 of the Pinellas County Code of Ordinances, as drafted by the County Attorney's Office, have been proposed that will amend the code.

Key to the revisions for Article III - Truck Routes, is proposed modifications to Section 122-61, including: definitions, what constitutes commerce, gross vehicle weight, truck and restricted vehicles. Trucks in the restricted vehicle classification will now be defined as exceeding the gross vehicle weight of 35,000 pounds and primarily used for the transportation of property for commercial purpose or the performance of services. Additionally, Sections 122-62 through 122-65 were amended to conform the observance, utilization and hours of operation of truck routes to the new definitions. Finally, Section 122-66 was amended to add a provision for coordination with municipalities in the installation of signage. The County's Public Works Director will now coordinate with local municipal jurisdictions for the placement of truck route signs.

The following is the revised Pinellas County Code Article III. Truck Routes

Sec. 122-61. Definitions.

The following words, terms and phrases, when used in this article, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

Commerce means the exchange or buying and selling of goods, commodities, property, or services especially on a large scale and involving transportation from place to place.

Deviating truck means any truck in the restricted vehicle classification which travels over a street other than a designated truck route.

Gross Vehicle Weight (GVW) means the total vehicle weight including items or cargo that a vehicle can transport.

Hazard material warning placard means the standard, diamond-shaped sign as required by 49 CFR 172, as part of the hazardous materials transportation act.

Truck means any self-propelled or towed vehicle designed, used or maintained primarily for the transportation of property on the public highways, for commercial purposes or for the performance of services.

(2) *Restricted vehicles* mean single-unit, single-rear or multi-rear-axle trucks with GVW exceeding 35,000 pounds, and all tractor-trailer and semitrailer combinations.

Truck route means certain streets as designated on the countywide truck routing plan, attached to and made a part of the legislation from which this article is derived, over and along which trucks in the restricted vehicle classification shall operate within the county during designated hours.

(Ord. No. 82-30, § 1, 9-28-82; Ord. No. 90-3, § 1, 1-30-90)

Cross references: Definitions generally, § 1-2.

Sec. 122-62. Established; map; hazardous material warning placards.

(a) There is hereby established within the county a system of truck routes as shown on a map on file in the office of the county clerk of the circuit court. The streets indicated as truck routes on the map and no others shall be used for truck traffic in the restricted vehicle classification.

(b) All vehicles, regardless of size, that display or are required to display hazardous material warning placards shall be required to travel on the prescribed routes of the countywide truck routing plan, as amended.

(Ord. No. 90-3, § 2, 1-30-90)

Sec. 122-63. Observance of truck routes required; exceptions.

(a) All trucks in the restricted vehicle classification within the county shall be operated only over and along the truck routes established pursuant to this article.

(b) This article shall not prohibit:

(1) Operation on streets of destination, if authorized truck routes are used until reaching the intersection nearest the destination point and be proven upon request through possession of a valid and current delivery ticket or other dispatch order.

(2) Authorized emergency vehicles and buses.

(3) Detoured trucks, on an officially established detour, if such trucks could lawfully be operated upon the street for which the detour is established.

(Ord. No. 82-30, § 3, 9-28-82)

Sec. 122-64. Manner of utilization.

(a) *Truck traffic of outside origin.*

(1) *To an inside destination point.* All restricted vehicles entering the county for a destination point in the county shall proceed only over an established truck route and shall deviate only at the intersection with the street upon which the traffic is permitted, nearest the destination point. Upon leaving the destination point, a deviating vehicle shall return to the truck route by the shortest permissible route.

(2) *To multiple inside destination points.* All restricted vehicles entering the county for multiple destination points shall proceed only over established truck routes and shall deviate only at the intersection with the street upon which truck traffic is permitted, nearest the first destination point. Upon leaving the first destination point, a deviating vehicle shall proceed to other destination points by the shortest direction and only over truck routes. Upon leaving the last destination point, a deviating vehicle shall return to the truck route by the shortest permissible route.

(b) *Truck traffic of inside origin.*

(1) *To an outside destination point.* All restricted vehicles on a trip originating in the county and traveling in the county for a destination point outside the county shall proceed

to the nearest intersection of a designated truck route and travel from that point to the county limits only over designated truck routes.

(2) *To inside destination points.* All restricted vehicles on a trip originating in the county and traveling in the county for destination points in the county shall proceed only over designated truck routes.

(Ord. No. 82-30, § 4, 9-28-82)

Sec. 122-65. Hours of operation/time of day restrictions.

Trucks shall be able to travel upon truck routes at all hours of the day unless duly authorized signs are installed limiting the hours of use on a particular street or portion of street. Those streets which are designated as partially restricted truck routes shall be off limits to trucks in the restricted vehicle classification during the hours of 6:00 p.m. to 6:00 a.m. with the exception of authorized emergency vehicles and buses. Any restricted vehicle attempting to utilize a partially restricted truck route during the restricted time period shall be regarded as a deviating vehicle.

(Ord. No. 82-30, § 5, 9-28-82)

Sec. 122-66. Installation of signs.

The director of public works shall coordinate efforts for truck routes to be clearly posted, and is hereby authorized to install appropriate signs along designated roadways within the unincorporated areas of the County to control truck operations, in accordance with the provisions of this article. The director of public works shall also coordinate with the local municipal jurisdictions for their placement of signs as required under F.S. 316.006. Signs will conform to those shown in the Manual of Uniform Traffic Control Devices, and their use shall be as designated therein.

(Ord. No. 82-30, § 6, 9-28-82)

SELECT PINELLAS COUNTY COMMUNITY CODE ORDINANCES

The following are provided as examples of cross section definitions that are in use in Pinellas County. This survey of ordinances focuses on the definition of commercial vehicle, and at what level the jurisdiction starts to restrict use. As with the other aspects of commercial vehicle regulation, standards vary from place to place. In general, however, the Cities of St. Petersburg, Clearwater and Largo mirror the Pinellas County Code Article III – Truck Routes with minor exceptions.

City of St Petersburg, Florida

Chapter 26 Traffic and Motor Vehicles

General Rules of Vehicle Operation

Division 3. Truck Routes

Sec. 26-101 through Sec 26-108

The Unrestricted Vehicle definition mirrors that of Pinellas County. The Restricted (heavy vehicle) definition differs slightly. Maximum length is 40 feet and maximum GVW is 60,000 lbs. (including dump trucks and concrete mixers). Tractor trailer and semi-trailer combinations length and weight restrictions are the same as Pinellas County.

Operation of trucks over and upon streets designated as truck routes by heavy dashed lines on the truck route plan are prohibited from 6:00 pm through 6:00 am. Crosshatched shaded streets on the truck route plan indicate streets of destination upon which time local delivery shall be prohibited between the hours of 6:00 pm and 8:00 am. Exceptions to the truck route requirements include operation on the street of destination, authorized emergency vehicles, public utilities and detoured trucks. The City Manager designates all truck routes to be clearly posted with appropriate signage.

City of Clearwater, Florida

Chapter 30 Traffic and Motor Vehicles

Article III. Truck Routes

Section 30.121 through 30.126

The Restricted (Heavy Vehicle) definition mirrors that of Pinellas County. The Unrestricted (light to medium truck) definition differs slightly. Maximum length is 21 feet and maximum GVW is 8,000 pounds and single-unit, single-rear-axle trucks with a maximum length of 35 feet, but up to a maximum GVW of 44,000 pounds. Hours of operation allow for trucks to travel on unrestricted routes at all hours of the day unless authorized signs are installed limiting the hours of use on a particular street. Restricted hours, if designated, are 6:00 pm – 6:00 am. The city manager is authorized to install appropriate signage to control truck authorization. This interpretation is different than that of St. Petersburg, where routes must be clearly posted.

Truck routes as shown on a map on file in the office of the city clerk are established within the city. The streets indicated as truck routes on the map, as amended, and no others shall be used for truck traffic in the restricted classification. All trucks in the restricted vehicle classification within the city shall be operated only over and along the truck routes established pursuant to this article. The city does have a provision for detoured trucks that allows trucks to be lawfully operated on any officially established detour street.

As stated in Article I. In General - Section 30.005, the police department, under the direction of the city manager, has full power and is charged with all duties in relation to the direction of vehicular traffic and enforcement of all laws governing vehicular traffic. The traffic engineering department, under the direction of the city manager, has full power with all duties in relation to planning, engineering and management of vehicular and pedestrian traffic. Section 30.006 states that the police department and traffic engineer have the power and authority to divert traffic or to temporarily close any street to vehicular traffic or to vehicles of certain description for public safety purposes.

City of Largo, Florida

Chapter 12 Motor Vehicles and Traffic

Article V. Truck Routes

Section 12.71 through 12.76

The City of Largo definition for unrestricted vehicles is the same as the City of Clearwater. Restricted vehicle mirrors that of Pinellas County and Clearwater. Exception to the observance of truck routes includes operation on the streets of destination, authorized emergency vehicles, detoured trucks and authorized public service. Hours of operation/time day of restriction are the same as Pinellas County. The City Manager shall cause truck routes to be clearly posted, and is authorized to install appropriate signs along designated roadways to control truck operations. Signs are to conform to those shown in the Manual of Uniform Traffic Control Devices.

There is established within the city a system of truck routes as shown on a map on file in the office of the city clerk. The streets indicated as truck routes on the map and no others shall be used for truck traffic in the restricted classification. All trucks in the restricted vehicle classification within the city shall be operated only over and along the truck routes established pursuant to this article. Detoured trucks can use an officially established detour, if such trucks could lawfully be operated upon the street for which the detour is established.

As stated in Article IV. Traffic Engineer Section 12-62 (26), the traffic engineer shall have the power to designate certain streets as truck routes to be used for the expeditious and convenient movement of farm tractors, trailers, semitrailers, trucks and other commercial vehicular traffic, and to give notice thereof by means of appropriate signs placed along such streets.

The City of Largo definition for Heavy Truck is different when applying the definition pertaining to Outside Storage, as opposed to Truck Routes. Section 9-1 of the City Code defines any motor vehicle over 11,000 pounds GVW as a "heavy truck." The definition specifically defines "heavy truck" to include any motor vehicle designed for the carriage of goods or is equipped with a connecting device for hauling.

The current definition of "heavy truck" is focused on trucks designed to haul goods, not people, and this limited definition allows buses to be parked on residential property. Code Enforcement has received numerous complaints about this type of bus parking on residential property. This is not prohibited by the City Code because the definition of "heavy truck" does not include buses.

Section 13-9 of the City Code (Offenses and Miscellaneous Provisions) addresses "truck" parking and prohibits vehicles like semi-trailers, recreational vehicles and commercial vehicles from parking within the front setback on residential property. However, Section 13-9 does not expressly prohibit bus parking within the front setback unless it can be considered a commercial vehicle (i.e. charter bus) or a "motor coach." City staff proposes to clarify the definitions in Section 13-9 to expressly prohibit bus parking on residential property or limit bus parking to behind the front setback of residential property.

City of Dunedin, Florida

Chapter 74 Traffic and Vehicles

Article III. Truck Routes

Section 74.71 through 12.77

The Restricted (Heavy Vehicle) definition mirrors that of Pinellas County. The Unrestricted (light to medium truck) definition differs slightly. Maximum length is 21 feet and maximum GVW is 8,000 pounds and single-unit, single-rear-axle trucks with a maximum length of 35 feet, but up to a maximum GVW of 44,000 pounds. Hours of operation allow for trucks to travel on unrestricted routes at all hours of the day unless authorized signs are installed limiting the hours of use on a particular street. Restricted hours, if designated, are 6:00 pm – 6:00 am. The city manager is authorized to install appropriate signage to control truck authorization.

There is an established map within the city in which a system of truck routes are shown as attached to Ordinance No. 82-53 as Exhibit A, on file within the city. The streets indicated as truck routes on the map any no others shall be used for truck traffic. Detoured trucks on any officially established detour of such trucks could lawfully be operated upon the street for which the detour is established.

City of Pinellas Park, Florida

Chapter 9 Traffic Code of Ordinances

Truck Routes

Section 9-105 through 9-111

The city of Pinellas Park has established within the City a system of truck routes as a town on a map on file in the office of the City Clerk. The streets indicated as truck routes on the map and no others are used for restricted truck traffic, except for the purpose of local destination. All restricted trucks within the City shall be operated only over and along the truck route established by the ordinance. Exceptions include authorized emergency vehicles and detoured trucks on streets officially designated as established detour routes, if such trucks could lawfully be operated upon the street for which the detour is established.

Trucks shall be able to travel upon truck routes at all hours of the day unless duly authorized signs are installed limiting the hours of use on a particular street or portion of street. Those streets designated as partially restricted truck routes shall be off limits to trucks in the restricted classification during the hours of 7:00 P.M. and 7:00 A.M. The City Manager shall cause truck routes to be clearly posted, and is hereby authorized to install appropriate signs along designated roadways to control truck operations.

PINELLAS COUNTY COMPREHENSIVE PLAN

The identification and recommendation of transportation and land use polices that support freight mobility and economic development and promote Pinellas County's

intermodal capabilities and capacity is essential to the goods movement and land use process. As Pinellas County continues to grow, mature and change, it will be necessary to ensure that the basic relationship between the quality of life and the provision of adequate public services and facilities such as transportation, are maintained and enhanced when possible.

The Future Land Use Element and Transportation Element of the Pinellas County Comprehensive Plan were reviewed, as a component of this task, to determine which goals, policies and objectives are in place in relation to goods movement. Additionally, this process can help to determine if additional goals, policies and objectives should be added to these elements in relation to goods movement in Pinellas County.

Transportation Element Goals, Objectives and Policies

1. GOAL: PROVIDE FOR A SAFE, CONVENIENT, AND ENERGY EFFICIENT MULTIMODAL TRANSPORTATION SYSTEM THAT SERVES TO INCREASE MOBILITY, REDUCE THE INCIDENCE OF SINGLE-OCCUPANT VEHICLES, PROTECT ROADWAY CAPACITY, REDUCE THE CONTRIBUTION TO AIR POLLUTION FROM MOTORIZED VEHICLES AND IMPROVE THE QUALITY OF LIFE FOR THE CITIZENS OF PINELLAS COUNTY.

Land Use Coordination and Highway Beautification

1.4. Objective: The Transportation Element shall be coordinated with the goals and policies of the Future Land Use Element in guiding population distribution, economic growth, and the overall pattern of urban development.

1.4.3. Policy: Pinellas County shall rely on the Future Land Use Map to coordinate planning for transportation facilities, modes and services with the needs of future land use activity, projected population densities and housing, and employment patterns through the regional transportation demand modeling (forecasting) process.

Safety, Efficiency and Goods Movement

1.9. Objective: Pinellas County's transportation system should provide for safety and efficiency in the movement of people and goods.

1.9.3. Policy: Within one year following adoption of the Transportation Element, Pinellas County shall review and revise, if necessary, the Truck Routing Section of the Land Development Code, based on the update MPO and Tampa Bay Region's Goods Movement Plans.

State, Regional and Local Coordination

1.10. Objective: Pinellas County shall coordinate its transportation planning with transportation planning at the local, regional and state level.

Recent Transportation Element Major Findings

- The major source of goods movement to and within Pinellas County is freight carrying trucks.
- Heavy trucks represent approximately three percent of the traffic on the County's major roads.
- The St. Petersburg-Clearwater International Airport is currently operating at 50 percent capacity.

Ports and Aviation

None of the "facility ports" in Pinellas County fall within the jurisdiction of the Board of County Commissioners, and therefore, are not examined in the Transportation Element.

2. GOAL: STIMULATE ECONOMIC DEVELOPMENT IN PINELLAS COUNTY THROUGH THE GROWTH AND EXPANSION OF THE ST. PETERSBURG-CLEARWATER INTERNATIONAL AIRPORT IN A MANNER THAT MINIMIZES IMPACTS ON THE SURROUNDING AREA AND ENVIRONMENT AND THAT IS COORDINATED WITH THE FEDERAL, STATE, REGIONAL AND LOCAL AGENCY, PLANS AND REGULATIONS.

2.1. Objective: Expand the operational capacity and economic growth of the St. Petersburg-Clearwater International Airport.

3. GOAL: UTILIZE AN MPO-APPROVED COORDINATION PROCESS WHERE PINELLAS COUNTY WORKS WITH THE CITIES OF LARGO, PINELLAS PARK AND ST. PETERSBURG AND STATE, REGIONAL AND LOCAL TRANSPORTATION AGENCIES REACH A CONSENSUS FOR ESTABLISHING AN INNOVATIVE APPROACH TO CONCURRENCY MANAGEMENT THAT SERVES BOTH TO MAXIMIZE ECONOMIC VITALITY OF MID-PINELLAS COUNTY WHILE ESTABLISHING ALTERNATIVE TRANSPORTATION SOLUTIONS THAT SERVE TO ENHANCE THE QUALITY OF LIFE ASPECTS AREA THAT PROVIDES FOR THE CITIZENS OF PINELLAS COUNTY. AS REFERENCED HEREIN, MID-PINELLAS COUNTY IS GENERALLY DESCRIBED AS A 40 SQUARE-MILE AREA BORDERED BY THE EAST BAY DRIVE/ROOSEVELT BOULEVARD, 9TH STREET NORTH, COUNTY ROAD 296 AND SEMINOLE BOULEVARD CORRIDORS.

3.1. Objective: Using the MPO committee review process, Pinellas County shall consider and coordinate the establishment of a transportation concurrency management area (TCMA) or similar mechanism to develop transportation strategies that increase mobility in mid-county and the viability of travel modes that provide an alternative to the single-occupant vehicle.

3.1.1. Policy: Pinellas County shall formalize comprehensive plan goal(s), objectives and policies necessary to provide a foundation for innovative land development regulations that facilitate the effective movement of people and goods in mid-Pinellas County while supporting the goals of the economic development community. These goal(s), objectives and policies shall be developed through a consensus building effort among the affected local governments and transportation agencies considering input from mid-county area residents and the economic development community. Implementation of this policy shall occur by March 2000 contingent upon inter-governmental/agency consensus.

Future Land Use Element Goals, Objectives, and Policies

1. GOAL: THE PATTERN OF LAND USE IN PINELLAS COUNTY SHALL BE ORDERLY AND REASONABLE IN DISTRIBUTION AND INTENSITY, CONSERVE NATURAL RESOURCES, BE IN THE OVERALL PUBLIC INTEREST, AND EFFECTIVELY SERVE THE COMMUNITY AND ENVIRONMENTAL NEEDS OF THE POPULATION

1.8. Objective: Pinellas County shall implement its land use policies in a manner that clearly defines the future land use categories and the regulations pertaining to them that manage growth in Pinellas County.

1.8.1 Policy: Land use categories shall be defined with enough detail to minimize internal conflict among uses and to provide precise indications of the level of development for facility and services planning.

1.9. Objective: Pinellas County shall restrict the proliferation of strip commercial development in areas where it has not yet become established as the predominant commercial land use pattern.

1.9.1. Policy: Pinellas County shall promote the concentration or clustering of community or neighborhood commercial development in order to achieve optimal land use relationships, avoid commercial intrusion and impacts into established neighborhoods, achieve compatibility with traffic movement objectives, minimize air pollution, and serve the immediate retail shopping needs of limited or defined geographic areas.

1.10. Objective: The Future Land Use Map and land use policies shall define the type, location, and intensity of industrial activities that may be operated in order to diversify the County's economy and provide a broad range of employment opportunities to the County's residents.

1.10.2. Policy: Industrial development shall be encouraged to locate within industrial parks having adequate access to transportation facilities and public utilities.

3. GOAL: PINELLAS COUNTY SHALL WORK TOWARD A LAND USE PATTERN THAT CAN BE SUPPORTED BY THE AVAILABLE COMMUNITY AND PUBLIC FACILITIES THAT WOULD BE REQUIRED TO SERVE THAT DEVELOPMENT.

3.6. Objective: Development and redevelopment activities along US Highway 19 shall be consistent with state and local efforts to provide an efficient north/south limited access highway corridor within Pinellas County.

3.6.1. Policy: Mixed-use development, as provided in the Residential/Office Retail future land use designation, shall continue to be the preferred land use pattern along US Highway 19. The restrictive floor area ratio and residential density requirements of this designation shall be utilized to limit the impact of development upon the traffic-carrying capacity of US Highway 19.

Recent Future Land Use Element Major Findings

Unincorporated Pinellas County, in 2001, contained 3,782 acres of developable vacant land. It is anticipated that 69 percent of the remaining developable vacant land will be developed for residential uses, while 24 percent of the developable vacant land will be developed for either commercial, office, or industrial uses. The substantial portion of the County's remaining vacant land is now located in the Gateway/Mid-Pinellas Area where I-275, Ulmerton Road, Gandy Boulevard, U.S. Highway 19, and 49th Street converge.

COMPREHENSIVE PLAN RECOMMENDATIONS FOR CONSIDERATION

Transportation Element – Safety, Efficiency and Goods Movement

- To the extent possible, develop a policy for Safety, Efficiency and Goods Movement which suggests a plan to combine the reliability of trucks with the low cost of rail. Due to the high cost of gasoline and the need to reduce congestion on roadways, the expansion of rail to facilitate goods movement is being considered and explored in other parts of the state. CSX is proposing a new terminal in Central Florida which would be a main distribution point for consumer goods to reach Tampa Bay and Pinellas County by truck. This facility, if developed, is likely to attract “big box” industries who are rail users, in close proximity to the terminal. There are other such smaller distribution sites, such as Tampa's intermodal yard off 62nd St and not far from the Port of Tampa, which service Pinellas County already in place in Hillsborough County.

According to Edward Pollock, CSX Transportation Director of Industrial and Economic Development, current zoning and land uses in Pinellas County do not encourage expansion of cargo rail services. Mr. Pollock stated that there traditionally has not been a big push or want to increase rail transportation of cargo in Pinellas County. Part of this has to do with Pinellas County being an endpoint of a distribution network. Mr. Pollock agreed it just makes greater sense to locate a rail service site in a central location of a region such as Hillsborough or

Polk County, in the case of Tampa Bay. Currently, there is one request to lay extra rail sidings in Pinellas County, for a small lumber company. Such sidings let trains heading in opposite directions pull aside for each other, giving a single track system the benefits of a double track. The lack of requests to extend existing CSX railroad track in Pinellas County is due to a lack of potential (industrial) for use, if developed.

Overall, the state of Florida is CSX Rail's most attractive franchise. There is tremendous interest in building new rail service sites statewide, according to Mr. Pollack. Additional sites will allow for greater distribution of goods to the state population, including Pinellas County. However, in the case of Pinellas County, additional CSX presence will be felt in the growth of additional stores that require goods. Those increased amount of goods entering the Tampa Bay Region will ultimately be delivered to Pinellas County sites from trucks picking up goods at CSX distribution sites. Therefore, Pinellas County efforts must concentrate its planning efforts on the effective goods movement by trucks as it interacts with rail community.

- Goal 1: Objective 1.9.3 states that if necessary, the Truck Routing Section of the Land Development Code, based on the update of the MPO and Tampa Bay Region's Goods Movement Plans, should be reviewed and revised. This item should be revisited at the conclusion of the Pinellas County Goods Movement Study.

Transportation Element - Ports and Aviation

- The Goal 2 recommendation is to stimulate economic development in Pinellas County through the growth and expansion of the St. Petersburg- Clearwater International Airport in a manner that minimizes impact on the surrounding area and environment. The Clearwater-St. Petersburg Airport is an important component of the mid-Pinellas County area and appears to be an area of Goods Movement activity where expansion may be feasible.

The St. Petersburg-Clearwater International Airport currently has two cargo carriers, United Parcel Service (UPS) and DHL (formerly Airborne Express). The Airport handles approximately 21,000 tons annually, with UPS accounting for 95% of that total, according to Airport Engineer Frank Aiello, P.E. Annual tonnage totals include "belly cargo" goods delivered and received via commercial carrier trips. While tonnage is expected to increase annually at a rate of 3% over the next 5 years, airport capacity does allow for a higher rate of expansion.

UPS has a St. Petersburg distribution location approximately five miles from the airport. Both UPS and DHL trucks, including tractor-trailer and delivery vehicles, access the airport daily. Peak access times, however, are very early morning 5:30 – 7:00 am and very late evening, 9:00 – 10:30 pm. Cargo pickup and delivery

that takes place at the airport typically does not interfere with peak rush hour traffic, according to Mr. Aiello.

Airport capacity is a difficult thing to define, stated Mr. Aiello, as traffic modeling is not used with the exception of runway capacity determination. The 2004 Airport Master Plan states that the airport capacity was at approximately 70%. Since then, annual commercial passenger trips have slipped from an average of 1.3 million annually to 352,000 annually, due to a variety of issues.

Constraints to the St. Petersburg-Clearwater Airport are largely ingress/egress access issues in relation to area Pinellas County roadways, according to Mr. Aiello. There is only one ingress/egress access point, at Roosevelt Boulevard and 46th St N., which services everyone using the airport, in addition to the U.S. Coast Guard and several area businesses. If the cargo trade was to expand at the airport, improvement to this intersection or an additional ingress/egress access point may be necessary.

The Airport owns a great deal of property near the airport and along 49th St N. to Ulmerton Road. Those properties include, but are not limited to, the Airco Golf Course, the County Courthouse and Jail, and restaurants in the area such as Cracker Barrel, Chick-fil-A and Panda Chinese. Mr. Aiello stated that there are future plans to expand the Airport to the Airco Golf Course site (approximately 130 acres) to allow for Air Hangars and a Fixed-Base Operations Terminal and to develop the remainder of the site for commercial, office and industrial use. Development of this property will prompt a need for adequate ingress/egress access to the now Airco Golf course site, once this land is developed for a higher density use.

Future Land Use Element

- Recent Future Land Use Element findings indicate that a substantial portion of the remaining developable land in the County is located in the Gateway/Mid-Pinellas Area where I-275, Ulmerton Road, Gandy Boulevard, U.S. Highway 19, and 49th Street converge. A review of the 2006 vacant land by Future Land Use Classification was done by traffic analysis zones (TAZ) to determine how much industrial and office/commercial vacant land does exist in the general area known as Gateway. For purposes of this overview, the general Gateway area was sectioned into three areas: West of 9th St N, east of 9th Street N, and north of Ulmerton Road.
 - 1) This area is west of 9th Street N. The general boundaries include Ulmerton Road to the north, Gandy Boulevard to the south, the area west of I-275 to the west, and 9th Street N to the east. This area is largely the City of St. Petersburg, but includes a section of the City of Pinellas Park north of Gandy Boulevard and west of I-275, and a small section of Unincorporated Pinellas County near CR 296.

Vacant acreage designated as Vacant Industrial Land totals 269.2497. Vacant acreage designated for Office/Commercial Land is 89.682. County Owned Property designated is 5.775 acres. Vacant Institutional land is 5.257 acres. Vacant Residential land is 15.972 acres. The majority of vacant industrial land and vacant office/commercial land in Gateway is in this general area.

- 2) This area is east of 9th Street N. The general boundaries are the Howard Frankland Bridge to the north, Gandy Boulevard to the south, 9th Street N to the west, and Tampa Bay to the east. Vacant acreage designated as Vacant Industrial Land is 8.717. Vacant acreage designated as Municipal Owned property is 1.303. Vacant acreage designated as Vacant Office/Commercial Land is 3.481.
- 3) This area is north of Ulmerton Road. The boundaries are north of Ulmerton Road, east of Roosevelt Boulevard and west of I-275. There is slightly over ½ acre of vacant office/commercial land.

This area is mid-Pinellas County and thus has the direct tie-in to the Clearwater-St. Petersburg Airport, along with major transportation network improvements taken place. Future goals and policies related to Goods Movement in the Future Land Use Element may be developed in consideration of the Gateway and mid-Pinellas location.

FDOT Freight Mobility – Tampa Bay Regional Goods Movement Study

- Incorporate concepts from the FDOT Freight Mobility – Tampa Bay Regional Goods Movement Study into the Pinellas County Comprehensive Plan in appropriate elements including the establishment of:
 - Goods Movement Management System (GMMS) – A GMMS is a freight planning process that systematically provides information on the freight transportation system to assist decision makers in selecting and funding strategies/actions that facilitate the safe and efficient movement of freight. County/MPO level GMMSs are fundamental to effectively plan for and address freight mobility issues that will get integrated as projects into the Long Range Transportation Plan and prioritized in the Transportation Improvement Program for implementation. The county/MPO GMMS would be an advisory committee to the MPO, similar to that of the Technical Advisory Committee and Citizens Advisory Committee.

The Tampa Bay Regional Goods Movement Study on Freight Mobility also recommends the establishment of a regional GMMS for the Tampa Bay Region encompassing all five counties under District 7. The Regional GMMS would complement and add to the efforts of the county/MPO level GMMSs.

The regional GMMS would be jointly directed by FDOT D7 and the West Central Florida MPO Chair's Coordinating Committee (CCC). The joint leadership of the regional GMMS by FDOT and the CCC will both augment the coordination of freight-related planning activities throughout the Tampa Bay Region and provide the ability and resources to promote and advance goods movement initiatives and projects.

A recommendation of the Pinellas Goods Movement Study would be for FDOT and the West Central Florida CCC to establish a regional GMMS in advance of each county/MPO GMMS being established. Members of these entities understand the importance of freight to the region and are familiar with the issues. Framework for the county/MPO GMMS could be based on the Regional GMMS process.

- Goods Movement Advisory Committee (GMAC) – A key component of an effective GMMS, the Goods Movement Advisory Committee is an advisory group made up of all the major stakeholders in the freight community. Disciplines include the trucking industry, interpositional entities, economic development groups, and land use and transportation planners. The GMAC is to advise decision-makers about goods movement issues, needs, opportunities, and priorities.

As a component of the Pinellas Goods Movement Study, a GMAC has been established. While the need for a GMAC is identical to what is recommended in the FDOT study, the Pinellas committee will consist largely of freight trucking representatives and several government and/or law enforcement members. The makeup of the Pinellas committee is reflective of the type of study the Pinellas MPO is undertaking.

- Regional Freight Activity Center (FAC) – These are major generators of truck trip activity, including long-haul shipments to areas outside of the region. The RFACs are major contributors to the region's base employment and a key component of a regional economic development plan. The industry located within RFACs typically has significant ties to areas outside the region. The Tampa Bay Regional Goods Movement Study identifies six RFACs in Pinellas County and includes: the Dome Industrial Center, South Central CSXT Corridor, Gateway Triangle, St. Petersburg-Clearwater International Airport, West Pinellas Industrial Area, and Tampa Road Industrial Area.
- Regional Freight Mobility Corridors – Regional freight mobility corridors are roadways essential to the efficient movement of goods to, from, and within the region. The corridors include: (a) Statewide Strategic Trade Corridors, which connect the Tampa Bay Region to other Florida markets and the rest of the nation, and (b) other regional roadways that connect FACs to each other and to the Statewide Strategic Trade Corridors. Regional freight mobility corridors are designated throughout the region to provide a transportation

network for the efficient movement of goods while minimizing potential impacts of truck traffic on community assets such as neighborhoods and ecosystems.

The purpose of designating these corridors is to influence the regional economic development through the implementation of policies and actions that improve and preserve freight mobility in the corridors. It is on these corridors that it is most essential to maintain adequate capacity and efficient operations in order to promote the prosperity of LFACs and the overall well-being of the region.

Pinellas County MPO – Goods Movement Study

- Incorporate local/county concepts derived from the Pinellas County MPO Goods Movement Study, and establish in the Pinellas County Comprehensive Plan in appropriate elements including the establishment of:
 - Local Freight Activity Center (LFAC) - These are local generators of truck trip activity, including shipments to areas of the Tampa Bay region. The LFACs are major contributors to the county’s base employment and a key component of a county economic development plan. The industry located within LFACs typically has significant ties to areas in the region. The LFACs in Pinellas County will be identified as a part of the Goods Movement Study.
 - Local Freight Mobility Corridors - Local freight mobility corridors are roadways essential to the efficient movement of goods to, from, and within Pinellas County. The corridors include: (a) Strategic Local Trade Corridors, which connect Pinellas County to Strategic Statewide Trade Corridors and the other Tampa Bay local markets, and (b) other local roadways that connect LFACs to each other and to the Local Strategic Trade Corridors. Local freight mobility corridors can be designated throughout the County to provide a transportation network for the efficient movement of goods while minimizing potential impact of truck traffic on community assets such as neighborhoods and ecosystems.

The purpose of designating these corridors is to influence Pinellas County economic development through the implementation of policies and actions that improve and preserve freight mobility in the corridors. It is on these corridors that it is most essential to maintain adequate capacity and efficient operations in order to promote the prosperity of LFACs and the overall well-being of Pinellas County.

GENERAL REGULATION CONCLUSIONS

- The Countywide Truck Routing Plan and regulations have been adopted for unincorporated Pinellas County and the cities of St. Petersburg, Clearwater,

Dunedin, Largo and Pinellas Park. At a minimum, these cities should review their codes of ordinances. The slight differences between these Cities and the County may be necessary for each community. However, if the differences are not necessary, those communities should consider updating their codes to reflect the Pinellas County code language.

- Factors to be considered in evaluating any potential changes to existing truck routes should include Land Use Sensitivity, Engineering Considerations (Safety), Alternative Route Availability and Need.
- A major goal of a truck route designation should include preserving existing residential neighborhoods, while encouraging an appreciation of the important role trucks play in the County's economy.
- Enforcement will still continue to play a significant role in goods movement within Pinellas County. Development of a strategy to help local law enforcement officials share information, concerns and successes should be considered.