

FORWARD PINELLAS STAFF ANALYSIS



APPLICATION NO.:	Case CW 24-13
STAFF:	Emma Wennick, Program Planner
APPLICANT:	City of St. Petersburg
PROPERTY SIZE:	58 acres m.o.l.
CURRENT COUNTYWIDE PLAN MAP CATEGORY:	Industrial, Activity Center and Target Employment Center
PROPOSED COUNTYWIDE PLAN MAP CATEGORY:	Industrial, Activity Center and Target Employment Center
CURRENT LOCAL FUTURE LAND USE PLAN MAP CATEGORY:	City of St. Petersburg – Industrial General with Target Employment Center -Overlay
PROPOSED LOCAL FUTURE LAND USE PLAN MAP CATEGORY:	City of St. Petersburg – Industrial General with Target Employment Center -Local Overlay
LOCATION / PARCEL ID:	Generally located at the 22nd Street South SunRunner bus rapid transit station, south of 1st Avenue South, east of 24th Street South and north and west of Interstate 275

BACKGROUND SUMMARY:

In 2022, Forward Pinellas initiated the Target Employment and Industrial Land Study (TEILS) Update. As a result of the TEILS Update, the Countywide Plan was amended away from a one-size-fits-all approach and toward a more diverse mix of land uses on certain employment and industrially designated lands. The amended countywide approach now recognizes four new Target Employment Center subcategories, including the Target Employment Center-Local subcategory with the goal of identifying ways to maintain a healthy economy while recognizing the unique character, uses, and long-term goals of certain areas of Pinellas County.

The proposed amendment is submitted by the City of St. Petersburg and seeks to adopt the Target Employment Center - Local subcategory consistent with the recommendations from the TEILS Update.

STAFF RECOMMENDATION:

Staff recommends approval of an amendment to the Countywide Plan Map from Industrial and Target Employment Center to Industrial and Target Employment Center.

PLANNERS ADVISORY COMMITTEE RECOMMENDATION:

The Planners Advisory Committee met on July 1, 2024 and unanimously recommended approval by a vote of 14-0.

LOCAL GOVERNMENT COUNCIL/COMMISSION ACTION:

The City of St. Petersburg City Council held a public hearing on the local future land use map amendment on June 6, 2024. The Board approved the first reading of City File: Ordinance 759-L unanimously.

CURRENT PROPERTY INFORMATION:

Property Use(s):	Various use
Site Features:	The proposed 58-acre SunRunner Target Employment Center-Local overlay is in the South St. Pete Community Redevelopment Area (CRA) and includes portions of the Warehouse Arts District.

PLANNING CONSIDERATIONS:

When considering this application, the following general site conditions, planning concepts, and other facts should be noted:

1. Target Employment Center-Local subcategory is suited for areas of the county that house smaller-scale manufacturers and artisan users with industrial and warehouse space needs, such as the Warehouse Arts District.
2. This overlay will create new opportunities for target employment-supporting retail, office, research, and educational activity, as well as opportunities for residential development.
3. The local land development regulations associated with this overlay will provide provisions to incentivize and retain small-scale manufacturers and artisan uses and address the continued need for industrial and warehouse space. Locally-defined target employment uses must be developed concurrently with or before all other non-target employment uses.

RELEVANT COUNTYWIDE CONSIDERATIONS:

The proposed amendment to the Countywide Plan Map is a legislative decision. The standards for the current and proposed Countywide Plan Map categories are summarized below:

	Current and Proposed Countywide Plan Categories: Target Employment Center	Current and Proposed Countywide Plan Categories: Industrial
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Purpose:	Intended to depict, utilizing an overlay, those areas of the county that are now developed, or appropriate to be developed, in a concentrated and cohesive pattern to facilitate employment uses of countywide significance.	Intended to depict areas developed, or appropriate to be developed, in a general industrial manner; and so as to encourage the reservation and use of areas for industrial use in a manner consistent with surrounding use, transportation facilities, other necessary infrastructure, and natural resources.
Permitted Uses:	See applicable underlying categories.	<p>Research/ Development-Light; Research/Development-Heavy; Storage/Warehouse/Distribution-Light; Storage/Warehouse/Distribution-Heavy; Manufacturing-Light; Manufacturing-Medium; Manufacturing-Heavy; Agricultural Processing; Vehicular Salvage; Transfer/Recycling; Solid Waste/Refuse Disposal; Electric Power Generation Plant; Incinerator Facility; Commercial Recreation</p> <p>Institutional, Transportation/Utility, Community Garden, Agricultural-Light, and Agricultural are subject to a five-acre maximum.</p>
Max. Density:	Densities and intensities will be guided per the underlying plan categories, plus a 100% intensity bonus for Manufacturing, Office, and Research/Development uses.	Not Applicable
Max. Floor Area Ratio (FAR):	Densities and intensities will be guided per the underlying plan categories, plus a 100% intensity bonus for Manufacturing, Office, and Research/Development uses.	Nonresidential Use - 0.75 Target Employment Center – 1.5 for Manufacturing, Office, and Research/Development uses
Max. Impervious Surface Ratio (ISR):	N/A	Nonresidential Use - 0.95

The Target Employment Center category is generally appropriate to those areas based on their size, concentration of, and potential for, Target Employment opportunities, i.e., those employers and industries paying above-average wages and producing goods and services for sale and

consumption that import revenue to the community, consistent with the locational criteria identified in the TEILS Update and in Table 2-1 below.

**Table 2-1
Locational Criteria for Target Employment Centers**

Target Employment Center Subcategory	Description	Typical Target Employment Clusters
TEC - Local	These areas that house smaller scale manufacturers and artisan users with industrial and warehouse space needs . The TEC Local designation would allow for flex-space and mixed use in conjunction with local sub-area planning efforts (visioning studies, special area plans, etc.). An example of a TEC Local area would be the Warehouse Arts District in Downtown St. Petersburg.	See Local Special Area Plan

The Target Employment Center category includes four subcategories. The Target Employment Center-Local subcategory is depicted in Table 2-2 below. All incentives associated with Target Employment subcategories listed in Table 2-2 below are dependent upon Target Employment uses being developed concurrently with or before all other non-Target Employment uses, through a commitment from the applicant such as a development agreement, or other binding action by the local government.

**Table 2-2
Standards Applicable to Target Employment Center Subcategories**

Target Employment Center Subcategory	Minimum Acreage	Maximum Allowable Density and Intensity		Intensity Bonus	Additional Incentives for Target Employment
		Residential Density (Units Per Acre)	Nonresidential or Mixed-Use Intensity (Floor Area Ratio)		
TEC – Local	10	Determined by local Special Area Plan	Determined by local Special Area Plan	100% intensity bonus, relative to underlying category, for Manufacturing, Office, and Research/Development uses.	Additional Incentives reflected in local Special Area Plan per section 6.5.4.4.1 guidelines

Section 6.5.3. of the Countywide Rules provides the review criteria for amendments to the Countywide Plan Map. An analysis of these criteria are provided below:

- 1. The manner in, and extent to, which the amendment is consistent with the Countywide Rules and with the Countywide Plan Strategies as implemented through the Countywide Rules.**

Staff Analysis: The current and proposed Industrial category is used to depict areas developed, or appropriate to be developed, in a general industrial manner; and so as to encourage the reservation and use of areas for industrial use in a manner consistent with surrounding use, transportation facilities, other necessary infrastructure, and natural resources.

The current and proposed Target Employment Center category is an overlay used to depict those areas of the county that are now developed, or appropriate to be developed, in a concentrated and cohesive pattern to facilitate employment uses of countywide significance.

Pursuant to Section 6.5.4.4.1-2 of the Countywide Rules, the City is adopting a special area plan (SAP) to implement the Target Employment Center-Local subcategory, which allows greater flexibility within Target Employment Centers that have warehouse and industrial footprints but do not fit within traditional target industry categories. The SAP governs the allowable uses, density and intensity standards, and other relevant land use regulations and development requirements in accordance with the specified guidelines.

The subject 57.98-acre area's proposed future land use designation is SunRunner Target Employment Center-Local Overlay. As proposed, the SunRunner Target Employment Center-Local Overlay would replace the area's existing Target Employment Center Overlay while retaining the existing base local future land use designation of Industrial General. The SunRunner Target Employment Center-Local Overlay will be a voluntary option enabled through the adoption of land development regulations and corresponding zoning overlay that future developments may choose to opt into to receive additional intensity, building height, and flexibility in permitted uses after meeting target employment requirements and design standards beyond what is permitted/required of the Industrial Traditional zoning district.

The SunRunner Target Employment Center-Local Overlay will utilize a FAR-only approach and therefore will not have associated density or dwelling units per acre. Developments within the proposed SunRunner Target Employment Center-Local Overlay will have the option to develop under the Target Employment Center-Local standards or the Industrial Traditional zoning district standards. This is depicted in Table 1 below.

Table 1: Existing and Proposed Development Potential in the SunRunner TEC-Local Overlay

	Industrial Traditional Zoning District	SunRunner TEC-Local Overlay
Maximum Base FAR	0.75	1.5 combined for all uses (when target employment use requirement is met)
Maximum FAR with Bonus	1.5 for manufacturing, office, laboratories, and research and development uses on parcels designated as Target Employment Center (TEC) Overlay on the future land use map.	5.0 combined for all uses with bonus approval ³
<i>Maximum Height, lots abutting a residential zoning district</i>	35 ft	35 ft
<i>Maximum Height, lots north of 6th Avenue S that are not abutting a residential zoning district</i>	N/A	86 feet
<i>Maximum Height, all other areas</i>	50 ft	56 ft

The proposed SunRunner Target Employment Center-Local Overlay area will allow for increased intensity above the maximum FAR permitted by the underlying Industrial Traditional zoning district when target employment uses are provided concurrently with any other permissible proposed uses on site. To achieve the proposed maximum base intensity of 1.5, the total minimum combined floor area of all target employment uses on site shall be equal to or greater than 30% of net lot area, or 40% of gross ground floor building area, whichever is less.

- Forward Pinellas has developed the Multimodal Accessibility (MAX) index. Proposed amendments increasing density and/or intensity must maintain a MAX score equal to or better than the Countywide Average MAX score. The current Countywide Average MAX score is 9.7; if that score is not reached, balancing criteria will be required. An amendment adopting or amending the Activity Center (AC), Multimodal Corridor (MMC) and Planned Redevelopment District (PRD) categories and affecting fewer than 10 acres shall be subject to the Multimodal Accessibility Index (MAX Index).**

Staff Analysis: MAX scores are assigned to individual quarter-mile grid cells, which Forward Pinellas defines as a reasonable walkable travel shed. The MAX score is based on factors such as bicycle facilities, premium transit services, walkability, roadway LOS, scooter/bike-share locations, transit access, and programmed transportation projects. The subject property is within multiple grid cells with an average MAX score greatly exceeding the countywide average MAX score of 9.7.

- 3. If located within a Scenic/Noncommercial Corridor, the manner in, and extent to, which the amendment conforms to the criteria and standards contained in Section 6.5.4.1 of these Countywide Rules.**

Staff Analysis: The amendment area is not located on a Scenic/Noncommercial Corridor.

- 4. If located within a Coastal High Hazard Area, the manner in, and extent to, which the amendment conforms to the terms set forth in Section 4.2.7.**

Staff Analysis: The amendment area is not located on a CHHA; therefore, those policies are not applicable.

- 5. If the amendment involves the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category, the manner in, and extent to, which the amendment conforms to the purpose and requirements of the applicable category, and addresses the relevant Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies.**

Staff Analysis: The amendment area does not involve the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category.

- 6. The manner in, and extent to, which the amendment significantly impacts a public educational facility or an adjoining jurisdiction.**

Staff Analysis: The proposed amendment is not adjacent to a public educational facility or adjoining jurisdiction; therefore, those policies are not applicable.

- 7. If the amendment involves the conversion from the Employment (E), Industrial (I), or Target Employment Center category, the extent to which the amendment area can continue to provide for target employment opportunities as evaluated and set forth in Section 6.5.4.5.**

Staff Analysis: This proposed local future land use map and special area plan amendment does not change the boundaries of an existing Target Employment Center. If approved, this amendment adopts the SunRunner Target Employment Center–Local Overlay at the 22nd Street South Station area for the purpose of encouraging transit-oriented development near the SunRunner 22nd Steet South bus rapid transit station. The new Target Employment Center-Local provides a development option that complements other planning efforts that are underway in this part of St. Petersburg.

PUBLIC CORRESPONDENCE

The proposed Countywide Plan Map amendment was publicly advertised as required by Section 7.8.4. of the Countywide Rules. No public correspondence has been received to date.

CONCLUSION

Staff finds the proposed amendment is consistent with the Relevant Countywide Considerations found in Section 6.5.3.1 of the Countywide Rules.