

**LOCAL PLANNING AGENCY (LPA) RECOMMENDATION to the  
Board of County Commissioners**



**Regarding: Proposed Amendments to the Future Land Use and Quality Communities Element of the Pinellas County Comprehensive Plan**

**LPA Recommendation:** At the September 15, 2015 LPA meeting, and at the request of staff, the LPA held a public hearing and continued action on this agenda item to the October 8, 2015 LPA meeting.

**LPA Recommendation:** The LPA finds that the proposed amendments to the Future Land Use and Quality Communities Element are consistent with the Pinellas County Comprehensive Plan and recommends that the amendments be approved. (The vote was 6-0, in favor)

**LPA Report No.** CP-22-9-15

**LPA Public Hearing Date:** October 8, 2015

**PLANNING STAFF RECOMMENDATION:**

- Staff recommends that the LPA find the proposed amendments to the Future Land Use and Quality Communities Element of the Pinellas County Comprehensive Plan to be consistent with the Pinellas County Comprehensive Plan.
- Further, staff recommends that the LPA recommend approval of the proposed amendments to the Pinellas County Board of County Commissioners following required public hearings and agency reviews.

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**OVERVIEW:**

The Future Land Use and Quality Communities Element (FLUE) of the Comprehensive Plan is an important tool for implementing the County's goals, objectives and policies related to land use decisions throughout the unincorporated area. From time to time it is necessary to amend the FLUE in order to support updates to and remain consistent with other elements of the Comprehensive Plan as well as the County's Land Development Code (LDC); and updates to other agency plans having jurisdiction in and influence on Pinellas County. Also, amendments are necessary over time to support changing conditions and circumstances and to support quality redevelopment throughout the County.

This proposed Ordinance is intended to provide the appropriate policy and regulatory framework within the Future Land Use and Quality Communities Element of the Pinellas

County Comprehensive Plan, including the Future Land Use Category Descriptions and Rules, for revisions that will be proposed to the Pinellas County Land Development Code, which includes new zoning districts and changes to existing zoning districts. Additionally, with the recent update to the Countywide Plan, the Future Land Use and Quality Communities Element and the Future Land Use Map would be amended to incorporate selected changes from the Countywide Plan and to retain consistency with this updated plan. Other amendments recognize the creation of a policy framework for the establishment of a mobility management system as a replacement to transportation concurrency. Other minor changes update references and terms. Most of the amendments contained in the proposed Ordinance provide policy and regulatory support for redevelopment in the unincorporated areas of Pinellas County while recognizing that there are stable neighborhoods where minimal change is anticipated during the planning horizon of the Comprehensive Plan.

A brief summary of the proposed Ordinance is provided below.

### **Changes to the Future Land Use Map (FLUM) Category Descriptions and Rules:**

- A new Activity Center FLUM category is added to depict those areas to be developed as dynamic areas of mixed use. Activity Centers would be differentiated as neighborhood, community or regional in scale and type of activities.
- A new Mixed Use Corridor FLUM category is added to depict those unincorporated corridors that are served by multiple modes of transportation where development would be characterized by building density and land uses that support accessible transit service.
- Application of the new Activity Center and Mixed Use Corridor categories would require a specific area plan to be developed and approved for each area designated with these categories. These new categories would permit development at a density and intensity that is greater than what is allowed in most other FLUM categories. Floor Area Ratio (FAR) may be used to determine the number of dwelling units and transient accommodation units rather than density.
- The Industrial Limited FLUM category is being renamed as the “Employment” category to reflect the range of employment uses permitted in this category in addition to light industrial uses.
- The maximum permitted density in the Residential/Office General and the Residential/Office/Retail FLUM categories would be increased from 10 units per acre to 15 units per acre. Residential use up to 15 units per acre would be allowed in the Commercial General category; currently residential uses are not allowed in this category and would continue to be prohibited in the coastal storm area. (See table below.)
- The maximum permitted Floor Area Ratio (FAR) for nonresidential uses in the following FLUM categories would be increased: Residential/Office General, Residential/Office/Retail, Commercial Recreation, Commercial General, Employment, Industrial General, Activity Center – Neighborhood. (See table below.)
- Employment uses that have limited off-site impacts (e.g. light manufacturing, medium manufacturing, and research/development) would be permitted in certain commercial and office FLUM categories. In some situations, there would be acreage limitations on these uses.
- The Definitions section would be amended to add some new definitions and to modify some existing definitions to support the proposed amendments to the FLUM categories.

**Proposed Amendments to the Future Land Use Map Category Descriptions and Rules  
of the Pinellas County Comprehensive Plan**

<b>FLUM Category</b>	<b>Existing Density (units/acre)</b>	<b>Proposed Density (units/acre)</b>	<b>Existing FAR</b>	<b>Proposed FAR</b>
Activity Center - Neighborhood	12.5	15	0.6	0.75
Residential/Office General	10	15	0.4	0.5
Residential/Office/Retail	10	15	0.2 commercial 0.3 office 0.3 for com and 0.4 for office at major US 19 intersec <sup>1</sup>	0.3 com and 0.4 office
Commercial Recreation			0.35	0.35 0.50 marinas
Commercial General	not allowed	15 (Not allowed in CSA <sup>2</sup> )	0.35	0.55
Employment			0.6	0.65
General Industrial			0.5 - 0.7	0.5 - 0.75

<sup>1</sup>Major intersections on US 19 from SR 60 to SR 586 (Curlew Road)  
<sup>2</sup>CSA = Coastal Storm Area  
Table revised on November 23, 2015

## **Changes to the objectives and policies of the Future Land Use and Quality Communities Element:**

- Objectives and policies providing guidance on appropriate locations for mixed use development are being amended to take into consideration the mobility needs of all anticipated users of the transportation network serving these mixed use areas.
- Table 1 in Objective 1.3 is being amended to reflect some changes in what locations are considered to be generally appropriate for different types of mixed use development.
- The minimum requirements for preparing a specific area plan in support of an Activity Center or Mixed Use Corridor FLUM designation (Policy 1.3.4) are expanded to clarify how potential impacts on the transportation network are to be addressed in the plan.
- Policy 1.13.3 would be deleted since those employment uses that are considered conditional uses in this policy would now be recognized as permitted uses in the proposed amendments to the FLUM Category Descriptions and Rules.
- A new Policy 1.13.3 would be added to prioritize determining appropriate increases in development potential within Target Employment Centers.
- The proposed amendments to Policies 4.2.3 and 4.2.4 would specify how potential impacts on the transportation system are considered when the FLUM or the Zoning Atlas is being amended.
- Objective 4.6 and its associated policies that provide direction on the development pattern along U.S. Highway 19 in north Pinellas would be amended to provide more flexibility in planning for future development along this important transportation corridor.

## **Changes to the Future Land Use Map:**

- Properties designated as Industrial Limited on the Future Land Use Map shall be identified as Employment to reflect the amended name of this category from Industrial Limited to Employment in the Future Land Use Map Category Descriptions and Rules; and
- Properties designated as Community Redevelopment District-Activity Center on the Future Land Use Map shall be identified as Activity Center-Neighborhood to reflect the replacement of the Community Redevelopment District-Activity Center category with the Activity Center-Neighborhood category in the Future Land Use Map Category Descriptions and Rules.

## **Analysis of potential impacts on public services and facilities:**

The above table in this staff report compares existing densities/intensities with proposed increases in development potential for seven Future Land Use Map (FLUM) categories. In six of the seven FLUM categories, the current maximum density and/or intensity permitted in the category is proposed to be increased to the maximums currently permitted in the Countywide Rules for administering the Countywide Plan Map. For the seventh FLUM category (i.e. Residential/Office/Retail), the proposed increase in the maximum FAR for commercial development would still be less than what is allowed in the Countywide Rules. The potential impact on public services and facilities has been evaluated for each of these seven FLUM categories where an increase is being proposed. The impact analysis includes only those properties that currently are designated on the FLUM with one of these seven categories since

the potential impacts of any future amendment to the FLUM would be evaluated at the time the map is being amended.

In conducting the analysis of potential impacts on public services and facilities, the following data sources were used:

- In 2004, the Pinellas County Planning Department prepared a countywide compilation of the different existing uses for all properties with a particular FLUM designation (e.g. Commercial General). It was then determined what percentage of the total land area in a particular FLUM category was occupied by each of these different uses (e.g. multi-family residential or commercial). This provides useful information on how different FLUM categories are developed and used throughout the County.
- The Pinellas Planning Council (PPC) funded a study that estimated the average intensities of existing development for non-residential future land use map categories throughout the County. This study was prepared by gathering representative examples of development from various jurisdictions within Pinellas County and determining the average FAR and impervious surface ratios of development within a particular map category.

Below is an evaluation of the potential impact for each of the seven FLUM categories where the maximum development potential is proposed to be increased:

1. Residential/Office General (R/OG)

Proposal: the maximum residential density would be increased from 10 units/acre to 15 units/acre and the maximum floor area ratio (FAR) would be increased from 0.4 FAR to 0.5 FAR.

Analysis: According to the 2004 Planning Department information, approximately 31% of the R/OG acreage was developed for residential use. Unincorporated Pinellas County contains 168 acres designated as R/OG, and these properties are not concentrated in one geographic area, but are instead widely distributed throughout the County. Consequently, the proposed changes to this FLUM category are not projected to have a significant impact on public services and facilities.

2. Commercial Recreation (CR)

Proposal: The maximum FAR for marinas would be increased from 0.35 FAR to 0.50 FAR.

Analysis: In 2008, amendments to the Pinellas County Comprehensive Plan included several new policies giving priority to water-dependent uses, including the preservation of recreational and commercial working waterfronts. Because of the urbanization that has occurred in Pinellas County, there are very limited opportunities for converting additional acreage for marina use. Increasing the maximum FAR for marinas in the CR category provides for more efficient utilization of existing marina acreage and acknowledges the constraints on the geographic expansion of existing marinas. Because of the limited acreage of CR

properties in the unincorporated area, this proposed change is not anticipated to have a significant impact on public services and facilities.

### 3. Commercial General (CG)

Proposal: Permit residential development up to 15 units/acre (residential would not be allowed in the Coastal Storm Area) and increase the FAR from 0.35 FAR to 0.55 FAR. Currently, residential is not a permitted use in the CG category.

Analysis: There are 1,253 acres designated as CG in unincorporated Pinellas County. The 2004 County data revealed that only 5 percent of properties designated as CG were used for residential purposes. Over time, therefore, it is anticipated that residential development would occur on some properties designated as CG, but this use would not be a substantial percentage of the overall properties with this designation. While the maximum FAR would be increased from 0.35 to 0.55, the PPC study determined that the average FAR for development in the CG category is 0.33, which is less than the current maximum of 0.35. So while some projects in the CG category would be able to consider an FAR above 0.35 if the proposed amendments are approved, site planning constraints will limit what can be built and tend to result in development that is comparable in intensity to the average determined by the PPC study. A further consideration is that much of the CG in the unincorporated area is located in areas between municipalities, which already permit a maximum FAR of 0.55 in this category. Increasing the maximum permitted FAR would provide an incentive for redevelopment of some existing commercial sites.

### 4. Residential/Office/Retail (R/O/R)

Proposal: The maximum residential density would increase from 10 units/acre to 15 units/acre, and the maximum FAR for commercial development would increase from 0.2 FAR to 0.3 FAR. (The R/O/R category already permits office uses and commercial development at major intersections along U.S. 19 between S.R. 580 and Curlew Road to be developed up to 0.3 FAR.)

Analysis: There are 879 acres designated as R/O/R in unincorporated Pinellas County. The 2004 County data shows that 8.75 percent of the acreage designated as R/O/R throughout the County were used for residential purposes. The PPC study determined that the average FAR for development in the R/O/R category is 0.24. This exceeds the current maximum FAR of 0.20 for commercial uses since existing development on properties designated R/O/R includes office uses that can be built at an FAR 0.30, commercial properties at major intersections along U.S. 19 that can be built at an FAR 0.30, and development in the municipalities that may permit development up to an FAR 0.40. It is anticipated, therefore, that redevelopment of some commercial properties designated R/O/R would result in projects that exceed an FAR of 0.20, which would be permitted if the proposed amendment is approved. The R/O/R designation is distributed in generally isolated areas throughout the unincorporated area with one exception – R/O/R is the primary FLUM category along U.S. 19 in the unincorporated area north of S.R. 580, and accounts for approximately 82 percent of all of the acreage designated with this category in

unincorporated Pinellas County. So while the proposed increase in maximum density and intensity is not anticipated to have a significant impact on public services and facilities throughout most of the County, County staff requested that the Pinellas County Metropolitan Planning Organization (MPO) analyze and evaluate the potential impact of the proposed increase in density and intensity on the level of service conditions on U.S. 19 north of S.R. 580. (The MPO analysis is attached to this staff report.) The MPO analysis is based on a worst-case scenario in which all development would be commercial shopping centers. In actuality, based on the 2004 Planning Department data, commercial and office uses in the R/O/R category accounts for about 73 percent of development with the remaining comprised of primarily industrial, residential, and public/semi-public uses and vacant land. All of these uses typically generate less traffic per acre than commercial and office uses. When this mix of land uses is taken into consideration along with the planned improvements to U.S. 19, the opportunity to distribute trips off U.S. 19 using cross streets and local roads, and the reduction in vehicle trips through improved transit service, the MPO analysis concluded that increasing the FAR for commercial uses to 0.30 would not create a substantial impact on traffic in the U.S. 19 corridor in north Pinellas.

5. Industrial Limited [being renamed Employment (E)]

Proposal: The maximum FAR would be increased from 0.60 FAR to 0.65 FAR.

Analysis: There are 2,591 acres designated as Employment in the unincorporated area. Most of this acreage is located in the Gateway Area, the mid-county industrial area located along Ulmerton Road and C.R. 296, in the Lealman area around the Joe's Creek Industrial Park, in the Hercules Industrial Park in the Clearwater area, and north of the Anclote River west of Alternate U.S. 19. The proposed increase in the maximum FAR is minimal and the PPC study determined that the average FAR of development on property designated as Employment is 0.39. Based on this information, while the proposed amendment would permit development or redevelopment up to 0.65 FAR, it is anticipated that most projects on properties designated as Employment would continue to occur at an FAR of less than the current maximum FAR of 0.60. The proposed amendment, therefore, should have minimal impact on public services and facilities.

6. General Industrial (GI)

Proposal: The maximum FAR would be increased from 0.50 – 0.70 FAR to 0.50 – 0.75 FAR.

Analysis: Properties designated as GI are limited to a few locations within Pinellas County. The proposed increase in the maximum FAR is minimal and approval of this change is not anticipated to have a significant impact on public services and facilities.

7. Community Redevelopment District - Activity Center [being renamed Activity Center – Neighborhood (AC-N)]

Proposal: The maximum density would be increased from 12.5 units/acre to 15 units/acre, and the maximum FAR would be increased from 0.60 FAR to 0.75 FAR.

Analysis: Only one area in unincorporated Pinellas County currently is designated AC-N. That area is Historic Downtown Palm Harbor. This area encompasses approximately 20 acres and is subject to the adopted *Downtown Historic Palm Harbor Master Plan*, which limits development to 12.5 units/acre and 0.60 FAR. The Board of County Commissioners would need to amend the *Master Plan* in order to permit the proposed higher density and FAR within Downtown Palm Harbor. Consequently, if the proposed changes to the AC-N category were approved, they would not affect Downtown Palm Harbor unless the Board amended the *Master Plan*, at which time the potential impact on public services and facilities would be evaluated.

This Ordinance is scheduled to go before the Board of County Commissioners at their meeting on November 24, 2015 to receive public comment on the proposed amendments to the Comprehensive Plan and authorize transmittal to the State Land Planning Agency for review and comment.

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**IMPLEMENTATION OF  
THE PINELLAS COUNTY COMPREHENSIVE PLAN**

Staff finds that the proposed amendments, at a minimum, are consistent with the following principles, goal, objectives and policies of the Comprehensive Plan:

**Planning to Stay, Governing Principles for a Sustainable Future Element**

*Sustain a Quality Urban Community and Promote Strong Neighborhoods and Diverse Housing Opportunities*

**Principle 3:** To improve Pinellas County's appeal as a place to live and work, it will be necessary for the public and private sectors to focus more resources on improving the quality of the urban experience and the natural environment. Therefore, public policy should emphasize the importance of protecting and promoting community character, supporting economic development, and enhancing the lives of all segments of the County's population.

**Principle 4:** Pinellas County will continue to support efforts to create, or recreate, lively and dynamic areas of mixed-use. Revitalization efforts have so far focused primarily on historic downtowns, neighborhood commercial centers, and older commercial



corridors. These revitalized mixed-use areas provide vibrant places where urban life can be experienced first-hand on foot. They also create a conducive environment for the type of residential development where services and amenities are often within walking distance.

**Principle 5:** Pinellas County recognizes that successful neighborhoods are central to the quality of life in Pinellas County. Therefore, redevelopment and urban infill should not compromise the integrity and viability of existing residential neighborhoods.

**Principle 7:** As Pinellas County moves toward build out, conflicts between land uses have the potential to increase as development activity shifts to redevelopment and infill urban development. To minimize the potential for conflicts, Pinellas County should ensure that its revitalization and redevelopment plans, codes and public participation procedures provide effective guidance for change in a highly urbanized county.

**Principle 8:** Pinellas County will work with communities to create, reestablish, or expand public spaces in neighborhoods – whether they be linear recreational trails, parks, public open spaces, shoreline access, revitalized “main street” commercial centers, or even sidewalks. These shared public spaces can link neighborhoods together and provide a common area where people can feel they are part of a larger community.

**Principle 11:** Pinellas County should promote revitalization of those land use corridors along the County’s roadways that suffer from inefficient road access conditions, obsolete land development patterns, changes in demographics, and inadequate building maintenance.

**Principle 13:** Pinellas County must take into account the housing needs of those who are susceptible to displacement by redevelopment. This includes those living in modestly priced homes on valuable real estate that will be under pressure to be converted to other uses due to market forces. In some situations, it may be necessary to preserve such dwellings in order to ensure that housing remains affordable to all income groups.

**Principle 15:** Pinellas County will continue to support opportunities throughout the County where jobs are located in proximity to housing so that residents are able to work close to home.

*Provide Realistic Mobility and Transportation Choices*

**Principle 1:** Viable transportation alternatives will reduce dependence upon the automobile for moving people about the county and region. These transportation alternatives include transit, pedestrian, and bicycle systems and will be effectively integrated into the overall transportation network to maximize access and use by residents and visitors for all types of trips.

**Principle 2:** To maximize the potential of the pedestrian/bicycle trails throughout the County, planning and design for development and redevelopment will be encouraged to

recognize the trail system as an additional transportation network within the County.

**Principle 4:** Transportation improvements will support pedestrian enhancements and alternative modes of travel such as bicycle use. Streets should be safe, comfortable, and interesting to the pedestrian and bicyclist.

*Maintain a Competitive Edge by Promoting a Sustainable Economy*

**Principle 1:** Economic development should support the overall aspirations of the community. Economic development is not an end in itself, but a means to help achieve a sustainable community and the quality of life desired by the County's citizens.

**Future Land Use & Quality Communities Element**

GOAL ONE: THE PATTERN OF LAND USE IN PINELLAS COUNTY SHALL PROVIDE A VARIETY OF URBAN ENVIRONMENTS TO MEET THE NEEDS OF A DIVERSE POPULATION AND THE LOCAL ECONOMY, CONSERVE AND LIMIT DEMANDS ON NATURAL AND ECONOMIC RESOURCES TO ENSURE SUSTAINABLE BUILT AND NATURAL ENVIRONMENTS, BE IN THE OVERALL PUBLIC INTEREST, AND EFFECTIVELY SERVE THE COMMUNITY AND ENVIRONMENTAL NEEDS OF THE POPULATION.

1.2. Objective: Establish development regulations that respond to the challenges of a mature urban county with established communities that are experiencing infill development and redevelopment activity.

1. 2.1. Policy: Standards of density, intensity, permitted uses, and other land use characteristics for all land uses shall be listed in the Future Land Use Category Descriptions and Rules of the Future Land Use and Quality Communities Element and incorporated as part of this policy.

1.3. Objective: Pinellas County, through its comprehensive planning program and land development regulations, shall support efforts to create, recreate, and maintain areas of mixed-use development at appropriate locations to achieve the following objectives:

- provide vibrant and safe walkable areas;
- concentrate growth in relatively discrete areas that are compatible with the community character, local traditions, and historic heritage;
- place housing in proximity to employment opportunities, services and amenities;
- establish urban areas that support transportation choices other than privately-owned vehicles and are more efficiently served by transit;
- establish quality-designed urban environments that create vibrant, livable places;
- provide locations that create a range of housing opportunities and choices, including the provision of affordable housing;
- provide urban areas that incorporate well-designed public spaces;

- encourage development at an intensity and scale that is compatible with proximate residential neighborhoods;
- provide adequate buffering and a transition gradient between non-residential and/or higher density residential development and proximate residential neighborhoods and/or less intensive nonresidential development;
- encourage development that is compatible with the natural environment and the overall vision of the community;
- transition to a pattern of various types of land use that is more efficient in the use of energy and reduces the emission of greenhouse gases.

*(Note: The proposed amendments described in this report include a change to the above objective that would promote neighborhood mixed use development fitting with the context and character of the proximate area. The objective as currently stated and the change both support the proposed amendments.)*

1.5. Objective: Establish a land use pattern that is supportive of rail or fixed guideway transit by concentrating a mix of complementary, well-integrated land uses within an easy walking distance of rail or fixed-guideway transit stations.

1.12. Objective: Pinellas County shall promote the location of community or neighborhood commercial development within centers 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.

**GOAL TWO: IMPROVE THE QUALITY OF LIFE IN PINELLAS COUNTY BY CREATING DIVERSE AND WELL-DESIGNED WALKABLE DESTINATIONS THAT PROVIDE CHOICES IN HOUSING, SERVICES, WORKPLACES, AND TRAVEL MODES.**

2.1. Objective: Create livable streets that are designed and oriented towards a multimodal transportation system.

**GOAL FOUR: 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.**

- 4.7. Objective: The Future Land Use Element of the Pinellas County Comprehensive Plan shall be consistent with the Countywide Future Land Use Plan, including the categories, rules, policies, and procedures thereof.

1. 2.1. Policy: Pinellas County shall, as a component of its Future Land Use and Quality Communities Element, establish and maintain consistency with the Countywide Future Land Use Plan and Rules.

## **Transportation Element**

**GOAL ONE: 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. *(Note: A revision to the above goal is currently being proposed in a separate Ordinance. The revision would change “protect” to “efficiently utilize.” The remainder of the goal as currently stated, however, supports these proposed amendments.)*

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

1.6. Objective: Encourage bicycle use and pedestrian activity throughout Pinellas County for recreational and non-recreational purposes.

### **Housing Element**

GOAL ONE: SUPPORT THE PROVISION OF DECENT, SAFE AND SOUND HOUSING IN A VARIETY OF TYPES, SIZES, LOCATIONS AND COSTS TO MEET THE NEEDS OF CURRENT AND FUTURE RESIDENTS OF UNINCORPORATED PINELLAS COUNTY, AND THOSE COUNTY RESIDENTS THAT BENEFIT FROM HOUSING INITIATIVES UNDER THE AUTHORITY OF THE BOARD OF COUNTY COMMISSIONERS, REGARDLESS OF RACE, COLOR, RELIGION, SEX, NATIONAL ORIGIN, HANDICAP OR FAMILIAL STATUS.

1.1. Objective: Support the provision of dwelling units in a variety of types, locations and costs so that housing supply matches the projected housing need in Pinellas County while encouraging development that is consistent with the Future Land Use and Quality Communities Element.

1.1.1 Policy: Utilize Objective 1.3 in the Future Land Use and Quality Communities Element and its associated policies to support mixed-use development that creates a variety of housing choices towards fulfillment of Objective 1.1. above and includes a residential component where locationally appropriate.

1.1.2 Policy: Support a land use pattern and land use decisions that provide for housing opportunities at varying densities and at appropriate locations consistent with the Future Land Use and Quality Communities Element.

### **Economic Element**

GOAL ONE: TO FACILITATE A STRONG AND ROBUST LOCAL ECONOMY THAT PROVIDES GROWTH OPPORTUNITIES FOR EXISTING BUSINESSES, ATTRACTS NEW HIGH-WAGE PRIMARY EMPLOYERS AND PROMOTES A DIVERSE RANGE OF INDUSTRIES THROUGH INNOVATIVE, SUSTAINABLE METHODS THAT, IN A RESPONSIBLE MANNER, ENHANCE THE COUNTY’S VITALITY AND THE QUALITY OF LIFE FOR RESIDENTS AND VISITORS.

1.2. Objective: To provide quality siting opportunities for primary employers by maintaining and enhancing industrial lands within Pinellas County.

1.2.2 Policy: Pinellas County will examine the feasibility and appropriateness of allowing certain Industrial Limited uses in Commercial General and Residential-Office-Retail designated lands, and will amend the Comprehensive Plan as necessary to support the results of this examination.

1.6. Objective: To provide a system of land development regulations that facilitate design flexibility, demonstrate a commitment to environmental improvement, and ensure provisions for quality redevelopment.

1.6.5. Policy: Pinellas County will, in an effort to achieve improved development plans, streetscapes and livability consistent with provisions in the Future Land Use and Quality Communities Element, promote development patterns that are compact, of mixed use, pedestrian-friendly, and provide options for housing in close proximity to employment centers to ease traffic congestion and reduce worker commutes.

## ATTACHMENT

### DOCUMENTATION OF IMPACTS OF POTENTIAL LAND USE CHANGES TO US HIGHWAY 19

#### *Overview*

MPO staff was asked by Pinellas County Planning to assist in the review of the potential impacts created by altering the density/intensity standards of the Residential/Office/Retail (ROR) category on the Pinellas County Future Land Use Map. Below is a description of the assumptions and methodology used to evaluate the impacts of proposed changes.

#### *Assumptions*

The current maximum Floor Area Ratio (FAR) for the ROR category is 0.2. MPO staff was asked to evaluate traffic impacts to US 19 in northern Pinellas County if this ratio was increased to 0.3. To evaluate worst case scenario impacts, MPO staff assumed that each parcel would develop to the maximum allowable FAR by 2040.

#### *Methodology*

To estimate the number of new trips that could be generated by changes to the ROR category, MPO staff utilized nationally accepted International Traffic Engineer (ITE) rates. General commercial/shopping center rates are the highest of any use that would be allowed in the ROR category, and were utilized for this review, in order to evaluate a ‘worst-case-scenario’ for the proposed changes. The rates used are as listed below.

<b>Building Floor Area</b>	<b>Trip Rate</b>	<b>%New Trips</b>
Under 100,000 SF	94.7	.49
100,000 – 199,999 SF	74.3	.63
200,000 – 299,999 SF	58.9	.75
300,000 – 399,999	48.3	.79
400,000 – 499,999	43.0	.80
500,000 – 1,000,000	37.7	.81
Over 1,000,000	33.4	.81

To apply the rates, MPO staff used an inventory of all parcels with the ROR land use category in Planning Sectors 3 and 4, provided by Pinellas County Planning staff. It should be noted that there are a few ROR parcels that are not located along the US 19 corridor that are included in the analysis, but these parcels are very small and the impact of their inclusion is not considered significant. For each parcel, the maximum building floor area was calculated, trip rates applied, and maximum number of trips were determined. This was done for 0.2 FAR (existing potential), 0.3 FAR. The table below shows the resulting maximum number of trips generated by development, based on the various FAR thresholds.

Maximum Number of Trips Generated in the Study Area Based on FAR	
Total Maximum Trips with Existing 0.2 FAR	244,623.90
Total Maximum Trips with 0.3 FAR	342,644.27

Based on these calculations, the *existing* potential of the ROR parcels in this area is over 240,000 trips. The segment of US 19 in this area has a 2014 Average Annual Daily Volume of only 65,000 trips. Again, these calculations assumed that every property would develop to the maximum amount allowable, consist of all general commercial uses, and all traffic would utilize US 19. In reality, few parcels outside of the urban core develop to their maximum potential, it is very unlikely that every parcel in this area would be a general commercial use, and many trips may be diverted to cross streets and local roads.

Based on the current rate of utilization, about 27% of the maximum potential of a 0.2 FAR is being realized along this stretch of US 19. Given this reality, MPO staff calculated 27% of the maximum potential for the 0.3 FAR scenario to determine the potential impacts of adjusting the land use category thresholds, which resulted in 92,513.95 trips, an additional 27,514 trip over the current traffic there. In 2040, this area of US 19 is planned to be partially controlled with frontage roads. MPO staff evaluated the distribution of trips on the existing partially controlled segments of US 19, determining that an average of 8% of the total trips along the corridor is diverted to the frontage roads. Applying this assumption to the study area, it is assumed that 25,313 additional trips could be added to the mainline of US 19 in the year 2040.

### **Results**

MPO staff conducted a Level of Service (LOS) analysis, adding these additional trips to US Highway 19 to determine the potential impacts of this proposed change in 2040. The software utilized divides US Highway 19 into segments, so the mid-point of the study area was selected to add these trips to in order to determine LOS impacts (Tampa Rd. to Alderman Rd.). Traffic volumes projected out to 2040 by the Tampa Bay Regional Travel Demand Model were utilized for this exercise, assuming 100% build out of these parcels by year 2040.

In 2040, this segment of US 19 was projected to have an LOS rating of D, and a volume to capacity (V/C) ratio of 0.827. Adding the trips that could be generated by the change to the ROR category, the LOS rating deteriorates to F and the V/C ratio increases to 1.061.

While any roadway with a V/C ratio over 1 is considered to be overcapacity, this analysis is assuming that all trips generated by the proposed change will be utilizing US 19. In reality, some of these trips will be utilizing cross streets, local roads, or even transit services. In addition, not all parcels will generate the same amount of traffic, and this analysis assumed a worst case scenario. Because of these factors, it is not anticipated that increasing the FAR in the ROR category will create a substantial impact on traffic in the US 19 corridor.

*Prepared For: Pinellas County Planning Department*

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