

## FORWARD PINELLAS STAFF ANALYSIS



**APPLICATION NO.:** Case CW 23-07

**STAFF:** Rodney Chatman, AICP, Planning Division Manager

**APPLICANT:** Pinellas County

**PROPERTY SIZE:** 18.5 acres

**CURRENT COUNTYWIDE PLAN MAP CATEGORY:** Employment (E), Target Employment Center (TEC) and No Designation

**PROPOSED COUNTYWIDE PLAN MAP CATEGORY:** Public/Semi-Public (P/SP) and Target Employment Center (TEC)

**CURRENT LOCAL FUTURE LAND USE PLAN MAP CATEGORY:** Pinellas County – Employment (E-1)

**PROPOSED LOCAL FUTURE LAND USE PLAN MAP CATEGORY:** Pinellas County – Transportation/Utility (T/U)

**LOCATION / PARCEL ID:** 13690 Stoneybrook Drive / 34-29-16-00110-000-0023 (portion)

### **BACKGROUND SUMMARY:**

The applicant is requesting an amendment to the Countywide Plan Map from Employment (E), Target Employment Center (TEC) and No Designation to Public/Semi-Public (P/SP) and Target Employment Center (TEC) to allow for the construction of a new airport taxiway within the amendment area that would help meet aviation activity forecasts and provide access to future aviation-related uses.

### **STAFF RECOMMENDATION:**

Staff recommends approval of an amendment to the Countywide Plan Map from Employment (E), Target Employment Center (TEC) and No Designation to Public/Semi-Public (P/SP) and Target Employment Center (TEC).

**PLANNERS ADVISORY COMMITTEE RECOMMENDATION:**

The Planners Advisory Committee voted 11-0 to recommend approval of the requested map amendment.

**LOCAL GOVERNMENT COUNCIL/COMMISSION ACTION:**

The Pinellas County Board of County Commissioners held a public hearing on the local future land use map amendment on June 13, 2023. The Board approved the first reading of Ordinance 23-7 and there were no public comments.

**CURRENT PROPERTY INFORMATION:**

<b>Property Use(s):</b>	Vacant (former Airco Golf Course)
<b>Site Features:</b>	Vacant land and open water bodies

**PLANNING CONSIDERATIONS:**

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

1. The requested future land use designation is consistent with the Pinellas County Comprehensive Plan and the St. Petersburg/Clearwater International Airport (PIE) Master Plan.
2. The subject property is within the Coastal High Hazard Area (CHHA), however neither the Comprehensive Plan nor Land Development Code prohibits aviation-related uses in such areas.
3. Two persons appeared in opposition and two letters in opposition were received during the local approval process. Noise impacts were a primary concern. PIE staff indicated that any increase in noise would be negligible.
4. On the southeast side of PIE is a 126.9-acre tract of land currently referred to as the Airco site. Previously this portion of the airport’s property was developed and operated as a municipal golf course. Since the closure of the golf course in 2011, the land has sat idle. The airport is currently moving forward with plans to redevelop the Airco site for both aviation-related and non-aeronautical development.
5. Any future development project recommended as part of the master plan is subject to the appropriate level of environmental review by the Federal Aviation Administration (FAA) at such time that a specific project is considered ready for implementation. Most airport development actions require some level of National Environmental Policy Act (NEPA) review, and a project does not need to be federally funded to require NEPA compliance.
6. There is also a Green Area Buffer on the east side of the airfield. This area includes 46.5 acres of vegetated land that lies between Evergreen Avenue and the communities just east of the airport. In 2010, the FAA agreed to the airport’s request to make the Green Area Buffer permanent as part of their ongoing commitment to be compatible with the surrounding community. Development rights were transferred to the Airco parcel as part of this agreement.

**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:

	<b>Current Countywide Plan Map Category:</b> Employment	<b>Proposed Countywide Plan Map Category:</b> Public/Semi-Public	<b>Current and Proposed Countywide Plan Categories:</b> Target Employment Center
<b>Purpose:</b>	Intended to recognize areas developed with, or appropriate to be developed with, a wide range of employment uses, including primary industries (i.e., those with a customer base that extends beyond Pinellas County), allowing for flex space, and for uses that have minimal external impacts.	Intended to recognize institutional, and transportation/utility uses that serve the community or region, especially larger facilities having acreage exceeding the thresholds established in other plan categories, which are consistent with the need, character, and scale of such uses relative to the surrounding uses, transportation facilities, and natural resource features, and may include residential as part of the mix of uses.	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.
<b>Permitted Uses:</b>	Office; Research/Development-Light; Research/Development-Heavy; Storage/Warehouse/Distribution-Light; Storage/Warehouse/Distribution-Heavy; Manufacturing-Light; Manufacturing-Medium; Incinerator Facility.  Retail Commercial; Personal Service/Office Support; Transfer/Recycling are subject to a three-acre maximum.  Temporary Lodging; Commercial/Business Service; Commercial Recreation; Institutional;	Institutional; Transportation/Utility; Residential; Residential Equivalent; Vacation Rental pursuant to the provisions of Section 509.242(1)(c), Florida Statutes; Storage/Warehouse/Distribution-Light; Storage/Warehouse/Distribution-Heavy; Recreation/Open Space; Community Garden; Agricultural-Light; Ancillary Nonresidential.	See applicable underlying categories.

	Transportation/Utility; Community Garden; Agricultural-Light; Agricultural are subject to a five-acre maximum.		
<b>Max. Density:</b>	Temporary Lodging Use – Shall not exceed: 50 units per acre (UPA)	12.5 units per acre	Densities and intensities will be guided per the underlying plan categories, plus a 100% intensity bonus for Manufacturing, Office, and Research/Development uses.
<b>Max. Floor Area Ratio (FAR):</b>	Nonresidential Use - 0.65	Institutional uses shall not exceed 0.65 (except for hospital uses which shall not exceed an FAR of 1.0 within any single jurisdiction) / Transportation/utility uses shall not exceed an FAR of 0.70	Densities and intensities will be guided per the underlying plan categories, plus a 100% intensity bonus for Manufacturing, Office, and Research/Development uses.
<b>Max. Impervious Surface Ratio (ISR):</b>	Nonresidential Use - 0.85	Institutional uses shall not exceed 0.85 / Transportation/utility uses shall not exceed 0.90	N/A

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 Countywide Rules state that the Public/Semi-Public category is “intended to recognize institutional, and transportation/utility uses that serve the community or region, especially larger facilities having acreage exceeding the thresholds established in other plan categories, which are consistent with the need, character, and scale of such uses relative to the surrounding uses, transportation facilities, and natural resource features, and may include residential as part of the mix of uses.”

The locational characteristics of the Public/Semi-Public category are “generally appropriate to those locations where institutional uses (such as educational, health, public safety, civic, religious and like uses) and transportation/utility uses (such as air and sea transport terminals, utility installations, major transmission lines, refuse

disposal, and public works facilities) are required to serve the community; and to recognize the special needs of these uses relative to their relationship with surrounding uses and transportation access.”

The Target Employment Center designation is an overlay that is 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.

The subject property is a portion of the former Airco golf course within the St. Petersburg/Clearwater International Airport (PIE) property. The entirety of the Airco parcel covers 126.9 acres, however only approximately 18.5 acres on its west side adjacent to Runway 4-22 is proposed for amendment. Approval of the amendment will allow for the construction of a new airport taxiway that is needed to meet projected demand and provide access to future planned aviation uses. The current designation permits a variety of uses such as light manufacturing, offices, research and development, and accessory retail, but it does not allow airport taxiways/runways. Therefore, the applicant is seeking an amendment to the Public/Semi-Public category while maintaining the existing Target Employment Center overlay to allow for the current and future uses of the airport, consistent with the adopted PIE Master Plan.

- 2. For amendments not involving the Activity Center (AC), Multimodal Corridor (MMC) and Planned Redevelopment District (PRD) categories, the manner in, and extent to, which the amendment significantly impacts a roadway segment where the existing Level of Service (LOS) is below LOS “D” or where projected traffic resulting from the amendment would cause the existing LOS to fall below LOS “D.”**

*Staff Analysis:* The amendment area is located on a roadway segment of LOS “D” or better.

- 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 located within the Coastal High Hazard Area. However, this amendment would not impact hurricane shelter space or evacuation routes, it enables the use of existing infrastructure and disturbed areas and maintains the same level of future nonresidential development potential.

- 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 amendment area is not located adjacent to an adjoining jurisdiction and if approved, the amendment would not significantly impact a public educational facility.

**7. If the amendment involves the conversion from the Employment (E), Industrial (I), or Target Employment Center (TEC) 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:* The amendment area does involve the conversion of Employment designated land. However, the master plan includes an economic impact section which estimates PIE's job creation at 4,102.1 local full-time equivalent (FTE) jobs created by direct effect, another 1,540.3 via indirect effect, and another 1,377.5 via induced effect (7,109.9 FTE jobs on airport property and in the surrounding area). Local and regional annual labor income totals \$310.1 million dollars. This translates to a per FTE job annual labor income of \$44,176.

If the recommended future development concept outlined in the master plan is realized, approximately 80.1 acres for aviation-related development and 45.4 acres for compatible nonaeronautical uses would be created. The remaining 5.5 acres would be dedicated for access road right-of-way, utility right-of-way, and stormwater management system improvements. Hundreds of high-wage job opportunities could be created under this concept through the construction of a large aircraft maintenance facility, an air cargo handling facility, and six smaller flex buildings.

## **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.

