

LOCAL PLANNING AGENCY (LPA) RECOMMENDATION to the
BOARD OF COUNTY COMMISSIONERS



Regarding: Case No. Z/LU-5-3-17

LPA Recommendation: The LPA finds that the proposed amendment to the Future Land Use Map and Zoning Atlas, with the associated Development Agreement, is consistent with the Pinellas County Comprehensive, and recommends Approval of the request with amendments to the development agreement as follows: (The vote was 5-0, in favor)

(1) Revised entire Section 6.1.3.3 Developer shall substantially complete roads, sanitary sewer and water for at least a portion (no less than 10 acres) of the Employment Parcel prior to the issuance of the first Certificate of Occupancy for a home to be built on the Residential Parcel.

(2) Renumbered ~~Section 6.1.3.3~~ to 6.1.3.4

LPA Public Hearing: March 9, 2017

PLANNING STAFF RECOMMENDATION:

- **Staff recommends** that the LPA find that the proposed amendments to the Pinellas County Future Land Use Map (FLUM) and Zoning Atlas, and the proposed Development Agreement are consistent with the Pinellas County Comprehensive Plan based on the findings in this report; and
- **Staff further recommends** that the LPA recommend approval of the proposed FLUM and Zoning Atlas amendments and proposed Development Agreement to the Pinellas County Board of County Commissioners.

CASE SUMMARY

APPLICANT'S NAME: Anclothe Road Industrial Park, Inc.

DISCLOSURE: (Ownership Interest Each ¼) - Margaret Burnside, Robert Jennings Word, II, Gertrude Word Little & Howard Watkins Word (Existing Contract) – Paul J. Wilke, George C. Zutes & George P. Stamas

REPRESENTED BY: George P. Stamas or Paul J. Wikle, & Katie E. Cole, Esq.

	LAND USE CHANGE	ZONING CHANGE
FROM:	Employment	M-1, Light Manufacturing & Industry
TO:	Residential Low (11.23 acres)	R-5, Urban Residential (11.23 acres)
And a Development Agreement limiting the use of the industrial portion (24.86 acres) of the subject property (parcel 02/27/18/90810/000/0010) (36.09 acres) to those uses permitted by the Employment Future Land Use Map category, requiring a minimum 20 foot separation between industrial and residential principal use structures, and limiting building intensities and height to those permitted by the property's zoning and land use designations.		

PROPERTY DESCRIPTION:

Approximately 36.09 acres located at 500 Anclothe Road in the unincorporated area of Tarpon Springs.

PARCEL ID(S): 02/27/15/90810/000/0010

PROPOSED BCC HEARING DATE: April 25, 2017

CORRESPONDENCE RECEIVED TO DATE:

No correspondence received.

PERSONS APPEARING AT THE LOCAL PLANNING AGENCY HEARING:

No one appeared in favor or in opposition.

SURROUNDING ZONING AND LAND USE FACTS:

	Land Use Category	Zoning Designation	Existing Use
Subject Property:	Employment	M-1	Vacant
Adjacent Properties:			
North	Employment	M-1	Vacant
East	Employment	Tarpon Springs	Industrial
South	Resort	Tarpon Springs	Single Family Homes
West	Employment	M-1	Industrial

PLANNING REVIEW COMMITTEE:

The Planning Review Committee (PRC) reviewed this application on February 13, 2017. The PRC Staff summary discussion and analysis follows:

PRC DISCUSSION AND ANALYSIS**BACKGROUND AND COMPATIBILITY WITH SURROUNDING LAND USES**

Covering approximately 36.09 acres, the subject property is located at 500 Anclote Road in the northwest portion of Pinellas County between the Anclote River and the Pasco County line. It is approximately 800 feet from the north bank of the Anclote River and 0.4-mile from Pasco County. The surrounding area is predominantly comprised of industrial and employment uses, along with single family residential and marina businesses. While many of the nearby properties are unincorporated, some are within the jurisdiction of Tarpon Springs.

The subject property is currently vacant. It is designated Employment on the Future Land Use Map (FLUM) and zoned M-1, Light Manufacturing & Industry. The applicants are proposing to develop the southeast corner of the property (11.23 acres) as a residential subdivision. To facilitate this use, they are requesting a FLUM amendment to Residential Low (five units per acre) and a Zoning Atlas amendment to R-5, Urban Residential. The remaining 24.86 acres of the subject property would maintain its current Employment and M-1 designations. The intent of the applicants is to provide a live-work opportunity where residents can live in close proximity to their places of employment. The subject property has remained vacant with its current designations for many years. The applicants feel that the requested change will provide a catalyst for the development of both its industrial and proposed residential components. Reasons suspected for the property's lack of development interest include its relative isolation from population centers, its distance from primary arterial road corridors and Interstate highways, and the condition and configuration of the local road network.

The requested R-5 zoning district promotes development flexibility through small minimum lot sizes and reduced structural setback requirements. It permits single family homes, duplexes, triplexes, and townhouses. It is ideally suited for facilitating residential developments geared toward workforce housing opportunities with lower starting price points. The requested RL FLUM category would limit the residential density to five units per acre, consistent with other residential development in the general area and in recognition of the area's sensitive coastal location. The amendment area of the subject property is located directly across the street from a recently developed riverfront single family subdivision within the jurisdiction of Tarpon Springs. Other adjacent properties are industrial in nature.

Development Agreement

To memorialize the stated intent of a live-work relationship between the two components of the subject property, the applicants are proposing a Development Agreement that would limit the use of the remaining industrial portion of the property (24.86 acres) to those uses permitted by the Employment FLUM category. The limitation would run with the land for a minimum of ten years and apply to future property owners, even in the event the property is annexed into Tarpon Springs. The ten-year restriction will be secured through a recorded restrictive covenant that can only be removed by the Board of County Commissioners. The Development Agreement would also require a minimum 20-foot separation between industrial and residential principal use structures. This would provide a wider setback buffer than normally required by the Pinellas County Land Development Code. Building intensities and height would be limited

to those normally permitted by the respective zoning and land use designations. Importantly, the Code contains performance standards, which include screening requirements, to help address compatibility concerns between the industrial and residential components. It should be noted that the City of Tarpon Springs staff is aware of and supportive of the project and the proposed land use and zoning amendments.

THE CONVERSION OF INDUSTRIALLY-DESIGNATED LAND

As Pinellas County nears build out, the conversion of non-residential land to residential uses is an important consideration. Employment-based uses are needed to maintain a stable and healthy local economy. Industrial uses provide opportunities for economic vitality and job growth. In recognition of this issue, the Economic Element of the Pinellas County Comprehensive Plan contains specific criteria (Policy 1.2.1) to evaluate the potential conversion of industrial and employment-designated land to other uses. Those criteria and staff's evaluation of them pertaining to this case are detailed below:

Site Characteristics: *the size, configuration and physical characteristics of the site, including potential for expansion or consolidation with adjoining properties, in relationship to its potential utility to support employment opportunities.*

The amendment area proposed for residential is approximately 11.23 acres in size, with a rectangular configuration. Dimensions are 779 feet x 628 feet. The remaining 24.86 acres of the overall subject property, located to the north and west of the amendment area, would remain designated as Employment on the FLUM and be subject to the accompanying Development Agreement. The land to the south of the amendment area across Anclote Road contains a single family residential subdivision. The property to the east is utilized as light industrial.

Locational Characteristics: *the location of the property in relationship to adjoining similarly-classified property, its compatibility with adjoining and nearby uses and plan classifications that would be similar to or serve the site, and any adjoining residential or incompatible use or plan category.*

The subject area proposed for amendment is adjacent to Employment-designated properties on three sides – to the north, east and west. It is within a generally cohesive area of Employment and Industrial properties located north of the Anclote River within the jurisdictions of the unincorporated County and the City of Tarpon Springs. This general area between the Anclote River and the Pasco County line mainly consists of a mixture of employment, industrial, marina, and residential uses. Adjacent to the south is land within Tarpon Springs that is designated Resort on the Countywide FLUM. This area was recently developed as a single family subdivision. Employment and Residential are not always like or compatible land use categories, however when developed together there is opportunity for synergy and cohesion as one can complement the other in a live-work mutually-beneficial relationship.

Transportation and Infrastructure Features: *the location of the property in relationship to arterial and major highway, public transit, airport and rail access as well as other infrastructure and service facilities, including water, sewer, stormwater and parking and their respective capacities.*

The subject area fronts Anclote Road to the south, which is classified as a two-lane collector roadway. It is approximately 0.75 mile to Alternate US-19 (the nearest minor arterial) and 1.85 miles to US-19 (the nearest principal arterial). Anclote Road serves other industrial uses in the area as well as residential properties and marinas. The separation from US-19 and the configuration of the local roadway network are potential factors as to why the property has never developed with industrial or employment uses. The relative isolation of the area may be a deterrent to the recruitment and establishment of targeted employers. Water and wastewater service are provided by Tarpon Springs. Stormwater and parking are not foreseen to be issues.

Unique Features: *whether the property is now, or is proposed to be, used for unique and high-priority functions such as water dependent, working waterfront, and transit-oriented uses.*

The property is not currently nor proposed to be used for unique or high-priority functions. The proposed use of the amendment area is a single family residential subdivision.

Contribution to the Economy: *the number and type of jobs, and corresponding wage scale(s), to be provided within the proposed plan designations as compared to those now provided, or potentially available, within the existing plan category.*

The proposed residential plan designation would not provide jobs. The current Employment designation has the potential for job creation, but not necessarily high-wage primary jobs. As mentioned previously, the site has remained vacant for many years and the majority of the overall subject property would maintain its current Employment designation.

Redevelopment Plans: *whether the property is included as part of a special area plan that has evaluated and addressed the effect on the number and type of jobs and wage scale of persons to be employed in the redevelopment area proposed to be reclassified.*

The property is not part of a special area plan.

Related Comprehensive Plan Policies: *whether the amendment furthers key policies of the comprehensive planning process, consistent with the County's Comprehensive Plan, in order to enhance the manufacturing, high-tech and targeted industry employment base.*

The proposed amendment does not further key policies of the comprehensive planning process related to manufacturing, high-tech and targeted industry employment. It does, however, further policies that encourage a land use pattern that provides opportunities for employment in proximity to housing and balancing the number of jobs with the number of housing units within different areas of the County.

When taken as a whole, it is staff's conclusion that the conversion evaluation criteria support the mixed-use proposal. The majority of the subject property will remain designated as Employment. The portion slated for residential will help support the area's industrial uses by providing an opportunity for prospective employees to live near their places of employment in a symbiotic live-work relationship. This change has the opportunity to become a catalyst to help establish more employment-based uses in the area and help existing ones be successful. It is important to note that Pinellas County Economic Development staff has indicated support for this proposal.

TRANSPORTATION AND INFRASTRUCTURE IMPACTS

Comparing the current development potential of the amendment area with the potential use associated with the requested Residential Low FLUM designation, the proposal could generate approximately 1,038 fewer average daily vehicle trips on Anclote Road. In this location, the roadway is operating at a peak hour level of service (LOS) B with a volume to capacity (V/C) ratio of 0.119, and it is not considered constrained. The change in average daily trips are not expected to significantly impact the operational characteristics of Anclote Road. The amendment area is not within a half mile of any roadway classified as Deficient, therefore mobility mitigation requirements will not apply.

The proposal could decrease demands on potable water supplies and wastewater treatment facilities by approximately 1,029 and 3,829 gallons per day, respectively. The subject site is within the City of Tarpon Springs potable water supply and wastewater treatment service areas. In reference to solid waste, the proposal could decrease the amount of solid waste generated by approximately 482 tons per year.

SUMMARY

It is staff's opinion that the proposed Residential Low land use and R-5 zoning designations within the amendment area of the subject property are appropriate. The applicants' intent is to establish a viable live-work opportunity on a property that has remained unutilized for decades. The proposed Development Agreement will ensure that the majority of the subject property remains dedicated to employment-based uses. The request is consistent with the Comprehensive Plan and its support for providing opportunities where jobs are located in proximity to housing so that residents are able to work close to home.

IMPLEMENTATION OF THE PINELLAS COUNTY COMPREHENSIVE PLAN

Staff finds that the proposed amendments are consistent with the following adopted objectives and policies of the Pinellas County Comprehensive Plan:

PLANNING TO STAY ELEMENT

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

- 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.

FUTURE LAND USE AND 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.

- Objective 1.13: The Future Land Use Map and land use policies shall define the location, type, and intensity of industrial activities (including manufacturing, services, warehousing, and trade) 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.

- Objective 1.14: Pinellas County will encourage a land use pattern that provides opportunities for employment in proximity to housing and that more effectively balances the number of jobs with the number of housing units within different areas of the County.

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.

- Policy 1.6.5: 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.

COUNTY DEVELOPMENT REGULATIONS

Approval of this request does not ensure that the site can meet County development regulations, including concurrency management regulations, which apply at the time of site plan review.

Attachment (Maps)