

An Economic Development and Redevelopment Plan for the Pinellas Community



November 2005



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Consultant Team

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Real Estate Research Consultants, Inc.



Joint Approval Resolution

JOINT PPC/CPA RESOLUTION NO. 05-256

APPROVING “PINELLAS BY DESIGN – AN ECONOMIC DEVELOPMENT AND REDEVELOPMENT PLAN FOR THE PINELLAS COMMUNITY.”

**A JOINT RESOLUTION OF
THE PINELLAS COUNTY PLANNING COUNCIL
AND
THE BOARD OF COUNTY COMMISSIONERS,
IN THEIR CAPACITY AS
THE COUNTYWIDE PLANNING AUTHORITY,**

WHEREAS, the Pinellas Planning Council (PPC) and Pinellas County, through the Economic Development Department (PCED), have collaborated in the preparation of “Pinellas by Design – An Economic Development and Redevelopment Plan for the Pinellas Community” (EDRP); and

WHEREAS, the process undertaken to prepare the EDRP involved three distinct phases involving issue identification, opportunity and strategy evaluation, and draft plan preparation and assessment; and

WHEREAS, three separate summit events were held to solicit and consider broad-based citizen input and participation, including the Opportunities Summit on December 12 and 13, 2002, the Policies and Strategies Summit on October 24, 2003, and the Draft Plan Summit on February 1, 2, and 3, 2005; and

WHEREAS, the process employed in the preparation of the EDRP was guided over a period of three years by a fifty plus member Steering Committee representing diverse citizen and business interests and chaired by County Commissioner Karen Williams Seel; and

WHEREAS, the PPC and the PCED have established and will maintain a website identified as www.pinellasbydesign.org to provide public access to the EDRP, together with information about implementation, monitoring and update activities; and

WHEREAS, the EDRP represents a comprehensive assessment of the economic, real estate and urban design considerations important to establishing an overall framework for countywide economic development and redevelopment strategies; and

WHEREAS, the EDRP identifies recommended implementation actions to be undertaken on a collaborative basis by countywide and local government jurisdictions, as well as the private sector; and

WHEREAS, the specific implementation actions recommended to be undertaken by the respective parties of interest require separate, official action and are not binding on any party as a function of approving the EDRP; and

WHEREAS, responsibility for performing the recommended implementation actions will be determined with the participation of parties of interest; and

WHEREAS, it is essential to the long-term quality of life in Pinellas County that economic development and redevelopment be carried out in a pro-active, constructive, and sensitive manner that will benefit our residents, businesses, and visitors; and

WHEREAS, the EDRP serves to provide a long-term policy framework within which to guide both public and private economic development and redevelopment efforts designed to maintain and improve the quality of life throughout Pinellas County; and

WHEREAS, it is essential that Countywide implementation of EDRP strategies be consistent with and approved by the Countywide Planning Authority (CPA).



Joint Resolution

NOW THEREFORE, BE IT RESOLVED, that the Pinellas Planning Council and Countywide Planning Authority do mutually agree as follows:

- 1. To Approve “Pinellas By Design - An Economic Development and Redevelopment Plan for the Pinellas Community,” as Contained in the Attached Final Draft Dated September 2005, including the Addendum thereto, as a framework to guide economic development and redevelopment efforts countywide.**
- 2. To Authorize the Printing and Distribution of the Approved EDRP.**
- 3. To Work Together with Local Government in Furtherance of the Strategies and Recommended Action Programs set forth in the EDRP, subject to further public engagement and alignment with local government plans.**
- 4. In order to ensure the compatibility of Pinellas by Design with the Strategic Plan of the County, the PPC will secure in advance CPA approval of the follow-up refinement and implementation activities of the Pinellas by Design document.**

AS TO THE PINELLAS PLANNING COUNCIL:

This Resolution offered and adopted at the November 16, 2005, meeting of the Pinellas Planning Council as hereinafter set forth:

Council Member Jerry Beverland offered the foregoing Resolution, which was seconded by Council Member Robert Jackson and the vote was: 11-0.

AYES: Bill Foster, Hoyt Hamilton, Sandra Bradbury, Jerry Beverland, Bob Hackworth, Dick Holmes, Robert Jackson, Jerry Knight, Linda Lerner, John Morroni, and Nadine Nickeson.

NAYS: None.

ABSENT AND NOT VOTING: Beverley Billiris and Deborah Martohue.

ATTEST:

David P. Healey, Executive Director
Pinellas Planning Council

Councilmember Bill Foster, Chairman
Pinellas Planning Council

AS TO THE COUNTYWIDE PLANNING AUTHORITY:

At the November 1, 2005 meeting of the Countywide Planning Authority, Commissioner Harris offered the foregoing Resolution and moved its adoption, which was seconded by Commissioner Seel, and upon roll call, the vote was:

AYES: Morroni, Welch, Stewart, Harris, Seel, Latvala and Duncan.

NAYS: None.

ABSENT AND NOT VOTING: None.

ATTEST: Ken Burke, Clerk

By: Linda R. Seel
Deputy Clerk

Commissioner ~~John Morroni~~, Chairman
Pinellas County Board of Commissioners,
in their capacity as the Countywide Planning Authority



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Chapter 1: Executive Summary

Statement of Purpose

The purpose of the *Economic Development and Redevelopment Plan for the Pinellas Community* (EDRP) is to identify the actions necessary to assure future economic prosperity and a corresponding high quality of life for all of Pinellas County's citizens. The EDRP establishes economic, real estate, and urban design strategies to serve as a foundation for future countywide economic development and redevelopment efforts.

As Pinellas County approaches buildout, our future economic well-being and quality of life will increasingly depend on our ability to redevelop.

In Pinellas County, we are reaching *buildout*, a condition in which virtually no large undeveloped vacant (or *greenfield*) parcels remain. New development will only be possible through infill construction and redevelopment of older properties, which can be costly, time-consuming, and difficult for developers. As a result, many opportunities for community renewal and enhancement may be lost to neighboring counties where greenfield lands remain plentiful. If we do not adapt to these challenges, we risk joining a list of mature counties that have seen their economic strength erode and their quality of life decline.

In order to anticipate these trends and foster quality economic investment and redevelopment—encompassing both renewal of existing uses through revitalization, and new construction that replaces the old—we must revise our thinking, retool our approaches, and look to new solutions and techniques. It will require a concerted and coordinated partnership among local governments, between policy-makers and the citizens they represent, and between the public and private sectors. The EDRP provides a blueprint for the recycling of our community, and will help ensure that we achieve our vision: *Pinellas, a Community of Quality Communities*.

Findings and Principles

We are approaching buildout. As Pinellas County approaches buildout, our future economic well-being and quality of life will increasingly depend on our ability to redevelop. Redevelopment activities must be linked to economic development activities and be tailored to advance the county's long-term economic objectives.

We have a solid foundation as a desirable place from which to redevelop. Pinellas County has a number of outstanding attributes, including its coastal environment and many diverse communities, that make it a desirable place to live, work, and visit. These attributes will serve as a strong foundation for redevelopment.

Redevelopment is both necessary and inevitable. Market-driven redevelopment is already occurring, and will continue to occur with or without any overarching public purpose or clearly articulated objectives. As a

maturing urban county, it is essential that we redevelop in order to continue to prosper, and that we begin immediately to put in place definitive public policies to guide this evolutionary process.

Redevelopment requires cooperation. To achieve its full potential, the redevelopment process requires consensus on identifiable public benefits and a cooperative, mutually beneficial, and coordinated public/private partnership.

Redevelopment requires new tools. As we embark on a new phase of planning and development that focuses on redevelopment, it will be necessary to assess and revise the planning and regulatory measures that are used to guide the redevelopment process. A built-out community requires greater flexibility and innovation than its greenfield counterparts. Incentives may be needed to facilitate some projects that fulfill public goals, but are not profitable for private investors acting alone.

Redevelopment presents new opportunities. The redevelopment process offers the potential to enhance the aesthetics and urban design of existing communities. It provides an opportunity for each jurisdiction in our multicentered, diverse county to achieve its desired vision, through a coordinated effort that enhances quality of life and economic opportunity for the county as a whole.

Redevelopment requires a continuing and long-term commitment. Redevelopment is not an end state, but an ongoing process. It requires a continuum of projects ranging from private, independent investment decisions to coordinated, sustained public involvement.

Redevelopment requires an interdisciplinary approach. Redevelopment affects more than just individual properties. It has far-reaching effects on employment, housing, tourism, transportation, and the attractiveness of our communities. As we plan for the future, it is essential that we understand and address the relationships between land supply and demand, the regulatory climate, public investment, and private business decisions. The EDRP draws from three broad perspectives:

- *Economic development and job creation* efforts focus on attracting and retaining jobs that pay above the countywide average income.
- *Real estate factors* identify challenges to maintaining adequate land to accommodate primary employers and other beneficial uses in a built-out environment.
- *Regulatory tools and urban design* address the difficulty of using obsolete greenfield-oriented land development regulations in a redevelopment context, and provide alternative models.

Overview by Chapter

The EDRP conclusions are summarized below by chapter heading.



Chapter 1: Executive Summary

Chapter 2: Plan Development

The EDRP is a product of a strategic planning effort between the Pinellas Planning Council and the Board of County Commissioners, acting through its Economic Development Department. The process consists of a unique linkage of countywide land use planning and economic development programs, designed to allow each Pinellas community to define its future vision in a coordinated plan framework.

There is general agreement that redevelopment is inevitable, that it should be planned for, and that it has great potential to preserve and enhance our communities.

The EDRP was prepared in three phases that are outlined below.

- *Phase I* solicited the participation of local governments and the business community in addressing buildout, and established the importance of the redevelopment process to the county's future. A report entitled *Redevelopment Issues and Strategies for Pinellas County* summarized the findings and recommendations of this initial phase.
- *Phase II* was divided into two parts:
 - Phase IIA featured the Opportunities Summit, a countywide workshop that introduced redevelopment and economic development concepts to the general community and gathered public input through a visioning exercise. The results were published in a document entitled *The Opportunities Summit Findings: Economic Development and Redevelopment for the Pinellas Community*.
 - Phase IIB included the Strategies and Policies Summit, in which citizens evaluated various approaches and recommendations for inclusion in the EDRP. The results were published in a document entitled *Strategies and Policies Summit Survey Results: Technical Memorandum*.
- *Phase III* featured the Draft Plan Summit, designed to obtain community consensus on the content of the EDRP and provide additional detail where needed. The results were used to draft this final document.

Based on the results of this public participation process, there is general agreement that redevelopment is inevitable, that it should be planned for, and that it has great potential to both preserve and enhance the high quality of life we enjoy in our communities. Three major areas of concentration were agreed upon: *economic investment and job creation*, concentrating on attracting and retaining high-wage target industries; *real estate factors*, emphasizing the need for sufficient and appropriate land to allow effective redevelopment; and *regulatory tools and urban design*, providing the blueprint needed to shape the urban environment.

The EDRP planning process has been a watershed effort for Pinellas County. Never before have such diverse countywide and local planning efforts been coordinated so closely, with so much input from the business

community and the general public. As we go forward, continued cooperation will be the key to achieving our shared countywide vision.

Chapter 3: Plan Framework

The Pinellas County development pattern has been influenced by its peninsular geography, many small communities, barrier island beaches, and concentration of primary employers, as well as the larger Tampa Bay region. Successful redevelopment efforts will build on the existing development pattern, preserving established neighborhoods while channeling growth into areas in which it can be appropriately accommodated.

Among the factors to be considered when planning for redevelopment are the distinct development patterns that have occurred in different time periods. The pre-World War II pattern has a pedestrian-friendly, grid-style street network, and can be seen in the historic downtowns and neighborhoods of many Pinellas County communities, particularly in the south county. The more automobile-oriented post-World War II pattern characterizes the south central and north central county areas. The contemporary pattern, which is virtually dependent on automobile transportation, is found in the most recently-developed areas in the north county.

Effective redevelopment planning will build upon the existing development framework, channeling growth into areas where it can be appropriately accommodated.

Redevelopment should be organized around the existing system of centers, corridors, and districts. *Centers* (neighborhood, town, suburban commercial, and urban) are focal points where community activities take place. *Corridors* (Strategic Intermodal System, principal and minor arterials, and those in transition) allow for travel between centers, and also attract uses that are destinations in themselves. *Districts* (employment, airport, natural resource, historic/arts/cultural, college/university, and beach/tourism) are geographic areas where similar land uses, activities, or other urban characteristics are grouped together.

Taken together, these factors provide a framework for redevelopment, identifying the geographic areas where the higher densities and intensities required for continued growth can be best accommodated. Responsibility for incorporating this framework into countywide and local planning activities needs to be identified, with the voluntary participation of local governments, agencies, and other stakeholders.

Chapter 4: Economic Investment and Job Creation

One of the principal goals of the EDRP is to build long-term economic vitality for Pinellas County through the attraction and retention of jobs that pay above-average wages in targeted primary industries. These businesses and employees bring significant wealth into the larger community, creating a demand for secondary businesses and high-quality public services and amenities.

If the current economic vitality of Pinellas County is to be maintained over the long term, approximately 50,000



new high-wage primary jobs must be created over the next 20 years. This chapter presents annual targets for the number of new primary jobs and the associated average annual wages. Other important indicators include the size and quality of the economy, and the jobs-to-population ratio.

In order to successfully compete with other regions to attract and retain high-wage primary employers, the county will need to offer incentives to qualifying companies. An *incentives matrix*, or mathematical screening process that can be used to pre-qualify a company for particular incentives, has been developed to assist with this process. To reduce competition between neighboring communities, these incentives should be made available regardless of the local jurisdiction in which the qualifying company chooses to locate or expand.

A coordinated countywide approach to economic development and redevelopment will encourage the private sector to invest in the county as a whole.

The EDRP focuses its proposed business incentives on high-wage primary employers, which are critical to the health of the countywide economy. However, local communities may wish to provide incentives for other beneficial types of businesses, such as those that serve the tourism industry or contribute to the revival of economically depressed areas. Countywide economic development efforts outlined in this chapter are not intended to replace existing local efforts, but to add to them.

In addition to helping meet the needs of individual jurisdictions, a coordinated countywide approach to economic development and redevelopment will encourage the private sector to invest in the county as a whole, benefiting all citizens who live and work in Pinellas County.

Chapter 5: Real Estate Factors

As Pinellas County approaches buildout, the supply of land designated to accommodate primary employers is shrinking. This trend is exacerbated by comprehensive plan and rezoning amendments requested by property owners to increase the short-term profit potential of their land, largely by conversion to retail and high-end residential use.

Without well-located, buildable land, the county cannot effectively compete in the race for a sound, strong economic future. To support a robust local economy, redevelopment efforts must focus on maintaining adequate real estate to meet the needs of primary employers and other uses that will benefit the community.

Some redevelopment projects preferred by the community may not be economically feasible for developers acting alone. It is estimated that a typical redevelopment project must generate a resale or rent value that is two and half times that of a comparable greenfield development to earn an equivalent profit. The economic return for tourism-related redevelopment on the barrier islands must be even higher, between three

and six times current rates, in order to compete with the lucrative high-end residential market. For some desired types of redevelopment, therefore, local governments may need to offer financial or regulatory incentives to assist developers in absorbing the additional costs.

Notable redevelopment opportunities include locations that are suitable for primary employers and/or are developed at lower densities and intensities than permitted or planned. These include parcels with Central Business District, Community Redevelopment District, Industrial Limited, or Industrial General designations; existing employment districts; underutilized lands; surplus public lands; and properties identified by the Pinellas County Metropolitan Planning Organization as being appropriate for a potential guideway transit corridor.

While redevelopment incentives may not necessarily be tied to specific locations, it is beneficial to identify and market a range of available areas that might be suitable for primary employers. Twelve existing and five potential employment districts are identified in this chapter, based on current concentrations of primary employers and a public input process.

Without well-located, buildable land, the county cannot effectively compete in the race for a sound, strong economic future.

Because all redevelopment is not the same, it is useful to have a vocabulary to describe the different types that exist. Redevelopment can be identified according to various *methods* (independent or partnered), *categories* (rehabilitation/adaptive reuse; infill; one-for-one replacement; redevelopment consistent with existing regulations; and redevelopment that increases the allowable density, intensity and/or mix of land uses), and *scales* (small-scale residential, other small-scale, community-scale, and district- or regional-scale). It is important for communities to identify desired types of redevelopment and respond to their unique needs.

Finally, the increased housing costs that accompany buildout represent a significant challenge to future economic prosperity. If a high quality of life is to be maintained in Pinellas County, these issues must be addressed through the deliberate creation of a variety of residential options, available to a range of income levels. This includes enabling the creation of housing in or near employment districts. Criteria should be established for locating residential uses in proximity to employers, to minimize conflicts between adjacent uses and to protect land suitable for primary employers from conversion to residential use.

Chapter 6: Regulatory Tools and Urban Design

The Pinellas County development pattern has evolved into what it is today as a result of its rapid suburbanization. Older, more pedestrian-oriented, neighborhood centers have been replaced by automobile-oriented commercial developments. In the wake of this type of development, many underutilized, obsolete, or vacant infill properties hold potential for future redevelopment using designs that give the form and amenities of a project more consideration than previously has been the case.



Chapter 1: Executive Summary

Pinellas County has the opportunity to rethink and give specific direction to its development pattern in the course of planning for its redevelopment. The quality of that redevelopment will largely depend upon local government commitment to amending development regulations and employing design guidelines that both require and enable desirable redevelopment in the county.

Land development regulations must provide adequate flexibility to allow redevelopment of difficult parcels, and be sensitive to the characteristics of existing development patterns.

The rehabilitation and redevelopment of properties in the county have potentially been hampered by inappropriate or misapplied land development regulations and processes. Land development regulations must provide adequate flexibility to allow redevelopment of difficult parcels, and be sensitive to the characteristics of existing development patterns.

The development forms outlined in this chapter, including centers (neighborhood, town, suburban commercial, and urban), corridors (commercial and transit-related), and districts (beach/tourism and employment), are intended to provide a resource and/or starting point in developing and applying improved design techniques at the local level, tailored to the unique characteristics of each community and its centers, corridors, and districts.

Chapter 7: Strategies and Implementation

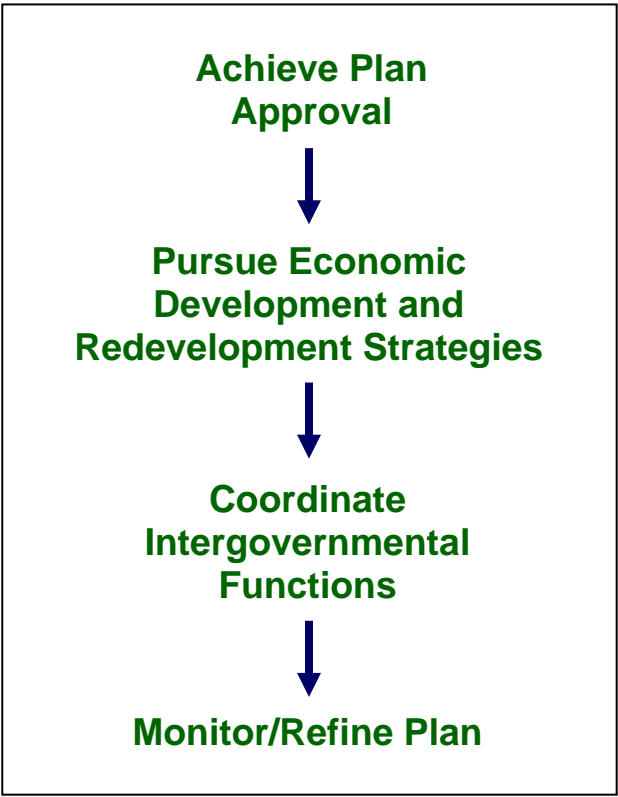
The final chapter of the EDRP expands upon the preceding conclusions, providing a list of issues, strategies, and actions that, if implemented, will work to address the identified goals. The responsibility for pursuing the strategies will fall to various local governments and agencies, acting either individually or cooperatively. These entities must choose to take the necessary actions, many of which will cause new intergovernmental relationships to be formed, or new agency partnerships to be created.

The implementation process is organized into four general action programs. Each establishes one or more goals and refines them into issues that must be addressed, strategies that must be pursued, and specific actions that must be taken to achieve them.

- *Action Program No. 1: Achieve Plan Approval* describes the steps that will need to be taken at various levels of government to formally approve the EDRP as a working policy guideline. This Action Program will take place over the next one to two years as the approval process is undertaken by the various jurisdictions within Pinellas County.
- *Action Program No. 2: Pursue Economic Development and Redevelopment Strategies* outlines the actions that will need to be taken to meet the vision, economic, real estate, and regulatory goals that provide the foundation of the EDRP. Implementation of the multiple strategies contained in the plan will be ongoing for the foreseeable future covering a period of twenty or more years. Because the incentive program will require funding to ensure its success, the incentive matrix should be finalized and its

implementation procedures adopted prior to initiation of the next *Penny for Pinellas* referendum cycle.

- *Action Program No. 3: Coordinate Intergovernmental Functions* delineates the coordination efforts that will be required between various government entities and programs if the EDRP goals are to be achieved. As the strategies are implemented, intergovernmental coordination will take place in parallel with that implementation over the same time frame.
- *Action Program No. 4: Monitor/Refine Plan* describes the ongoing efforts that will be needed to evaluate which implementation actions are being pursued, how successful those actions are in achieving the strategies and goals, and what steps should be taken to improve the overall effectiveness of the EDRP. Similar to the need of governments to monitor local plans, the EDRP will be formally monitored in two-year cycles and undergo a general update every five years. The *Pinellas by Design* web site (www.PinellasByDesign.org) will serve as a reporting and plan refinement resource that will provide stakeholders the most current information regarding approval scheduling and monitoring events.



Summary of the Plan Implementation Process

The responsibility for completing the implementation actions will fall to a diverse array of local governments, agencies, and other entities. Participation will be voluntary, but essential for implementing the EDRP. An entity or combination of entities will need to be identified as the responsible party for completing each implementation action.

The responsibility for pursuing the strategies of this plan will fall to various local governments and agencies, acting both individually and cooperatively on a voluntary basis.

This implementation program will serve as a guidebook for the future redevelopment of the county. Ultimately, the goals of the EDRP will only be realized if there is a concerted countywide effort to implement them.



Chapter 2: Plan Development

Introduction

The process to develop the *Economic Development and Redevelopment Plan* (EDRP) began in 2000. At that time, redevelopment projects were exceptions rather than the rule in Pinellas County. Only some communities were beginning to see them, and the question “Will redevelopment happen in my community?” was still being seriously asked. At the same time, it was recognized that the county was beginning to run out of undeveloped vacant land (a condition known as *buildout*), and that existing buildings were aging and coming to the end of their commercial viability.

The Pinellas County Economic Development Department (PCED), the Pinellas Planning Council (PPC), and the Board of County Commissioners created a strategic partnership to examine and address these issues. They began working with the twenty-five local governments to build a greater understanding of the redevelopment process and its potential impact on economic development. Over the course of five years, the effort tapped the expertise of consultants in the fields of economics, real estate, and urban design, and included broad participation from elected officials, local government staff, developers, the business community, homeowner and neighborhood associations, and interested citizens.

The effort was conducted in three progressive phases. Phase I was research-oriented. It concentrated on identifying the redevelopment issues facing the county, establishing a vision, and recommending an ongoing community education program. The second phase was divided into two parts, IIA and IIB. Phase IIA engaged the public in reaching consensus on future redevelopment opportunities through a countywide summit. Phase IIB continued the process with a summit that focused on policies and strategies, which became the framework of the EDRP. In Phase III, the final elements of EDRP were presented to the community for consensus and refinement. A summary of the three phases is shown in Figure 2-1.

Phase I

In Phase I of the redevelopment study, the PPC and PCED worked with a consultant team to study the countywide effects of impending buildout, and to create a set of strategies for addressing them. The process was

assisted by a steering committee with members selected from local governments and the business community.

This collaboration produced a report entitled *Redevelopment Issues and Strategies for Pinellas County*. The document examined redevelopment issues faced by the county, and offered a list of strategies that can be used by local governments to encourage desired projects. It noted that after nearly a century of growth and development, the county has a dwindling supply of vacant land, and that most of the future development will occur as redevelopment of the urban areas. Preservation, rehabilitation, and replacement, all components of redevelopment, pose special challenges and opportunities that will require new thinking and approaches.

With additional input from local government elected officials, a countywide redevelopment vision was established:

Pinellas, a Community of Quality Communities

The report stated that redevelopment initiatives were critical if Pinellas County was to maintain and enhance its status as a community of quality communities. To achieve the vision, bold leadership would be required from elected officials, with the strong support of the public, assistance from public agencies, and cooperation and active participation of the private sector. The long-term commitment of political, financial, and technical resources from all those engaged in the redevelopment process will be vital to its success.

Phase I Conclusions and Recommended Actions

The principal conclusions from Phase I were:

- Pinellas County is a desirable place to live, work, and visit;
- Pinellas County is approaching buildout;
- There is a solid foundation from which to redevelop;
- Redevelopment is both necessary and inevitable;
- Redevelopment requires a new vision and approaches;

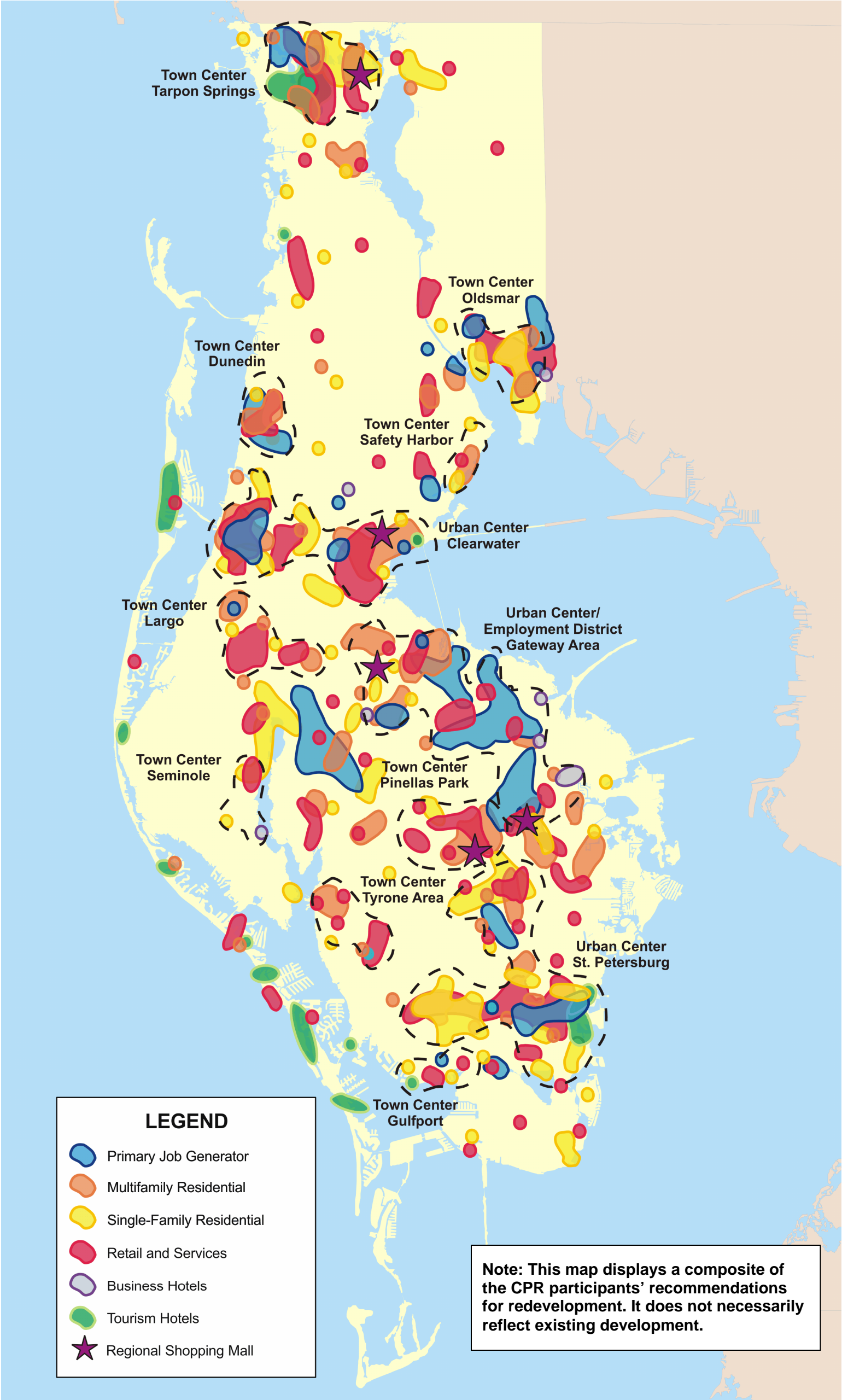
Figure 2-1
The Three-Phase Plan Development Process





Chapter 2: Plan Development

Figure 2-2
The Opportunities Summit
CPR Composite Map





The Opportunities Summit

- Redevelopment requires new/expanded tools; and,
- Redevelopment requires a continuing, long-term public and private commitment of resources.

The Phase I effort also recommended a set of actions to inform and further the planning process. Among the highlighted recommendations were:

- Develop programs, roles, and responsibilities for community education and communication;
- Identify and prepare redevelopment code provisions;
- Establish a clear framework for intergovernmental coordination; and,
- Utilize public/private investment techniques.

Phase II

With the groundwork laid by Phase I, the next step was to begin the EDRP development process. Based on research and public involvement, three major areas of concentration were agreed upon: *economic investment and job creation*, concentrating on attracting and retaining high-wage target industries; *real estate factors*, emphasizing the need for sufficient and appropriate land to allow effective redevelopment; and *regulatory tools and urban design*, providing the blueprint needed to shape the urban environment. The planning framework created by this three-fold approach will help achieve the vision and sustain and increase the county's high quality of life.

Phase II was divided into two parts, IIA and IIB. In each phase, a countywide summit was the primary method used to apply the issues identified in Phase I to the plan development process, while incorporating effective public involvement.

Phase IIA: The Opportunities Summit

In December 2002, some 400 participants gathered in Clearwater for the initial Opportunities Summit, kicking off a specialized public involvement process. The summit used a variety of techniques, such as technical presentations, small-group working sessions, and a questionnaire.

Also featured was an urban design visioning exercise called Community Planning for Redevelopment (CPR). The participants were divided into small groups and given table-sized maps of Pinellas County. Colored pins represented primary job generators, single- and multi-

family residential units, retail and service establishments, regional shopping malls, and business and tourist hotels, each needing to be placed in appropriate areas throughout the county.

This hands-on brainstorming exercise was designed to allow the community to provide input on locations where various types of redevelopment could or should appropriately occur. Figure 2-2 shows the CPR Composite Map, a compilation of the participants' recommendations. Centers of recommended higher-density and -intensity redevelopment are noted on the map.

Phase IIA Conclusions and Recommended Actions

A questionnaire was distributed to summit participants, and the results showed that there was support for:

- Taking financial and regulatory action to prevent decline;
- Promoting the concept of mixed uses;
- Using non-essential/non-environmental public lands for redevelopment purposes;
- Preserving viable existing industrial and office lands;
- Supporting creation of a high-quality transit system by increasing density in key areas;
- Converting grayfields into mixed-use centers;
- Continuing to promote high-quality job growth;
- Increasing densities and intensities within defined redevelopment districts;
- Preserving existing residential neighborhoods; and,
- Improving intergovernmental coordination and regulatory uniformity.

Phase IIB: The Strategies and Policies Summit

The second summit, held in St. Petersburg in October 2003, was designed to begin developing policy and strategy initiatives on which the EDRP would be based. A series of technical presentations concentrated on broad themes elaborating on the three-fold planning framework: target employers and incentives; market, real estate, and housing factors; and urban design and regulatory codes. The participants were then broken into small discussion groups and asked to complete a detailed community input survey regarding each theme.

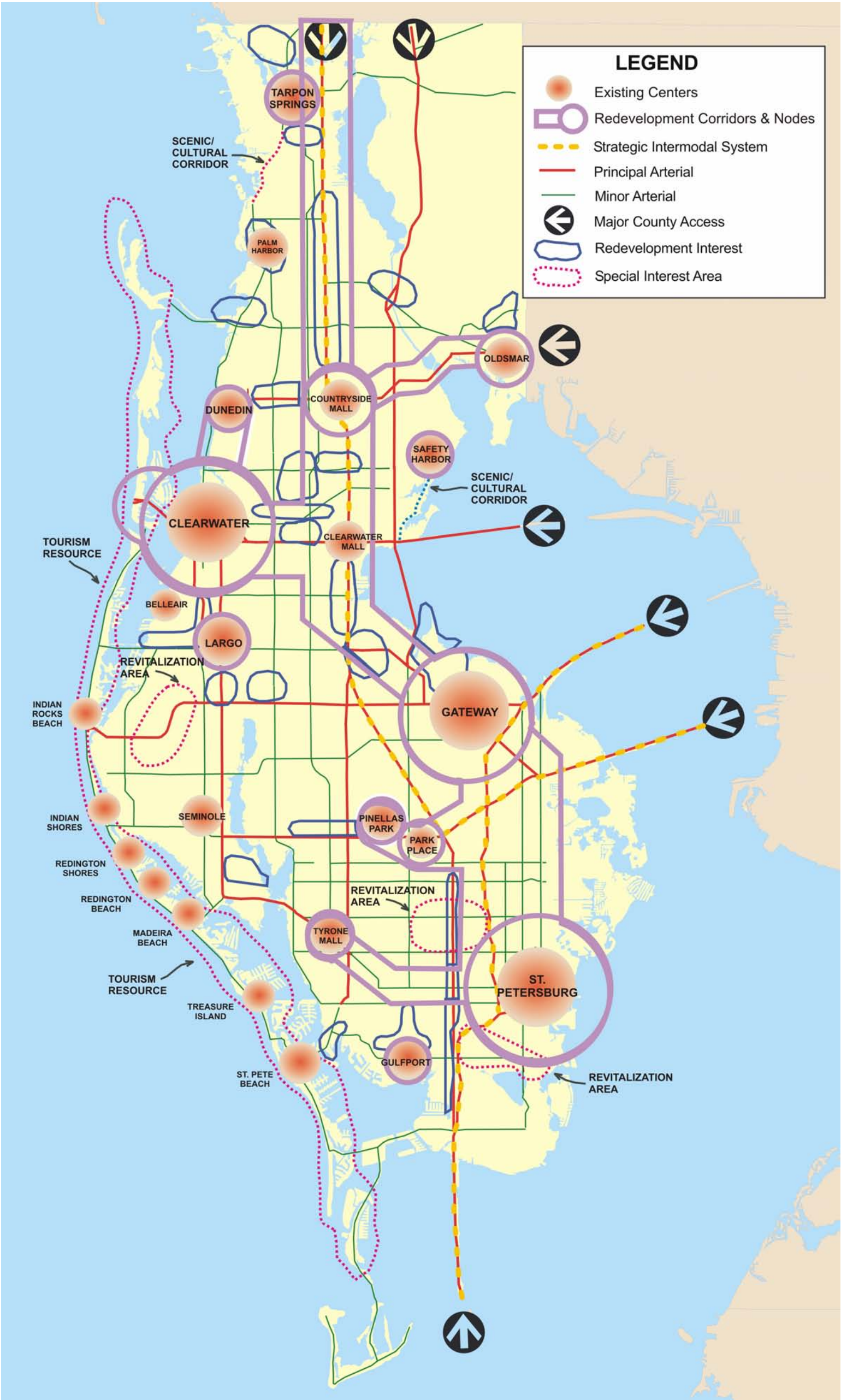


The Strategies and Policies Summit



Chapter 2: Plan Development

Figure 2-3
The Community Planning for Redevelopment (CPR) Map





Phase IIB Conclusions and Recommended Actions

Within the Target Employers and Incentives section of the survey, participants concluded that the county should:

- Use business incentives to attract target employers to relocate to the county;
- Create new high-wage jobs through attraction and retention of target employers; and
- Develop guidelines for granting incentives to target employers when they locate or expand in the county.

Within the Market, Real Estate, and Housing section of the survey, participants concluded that the county should:

- Streamline development processes to reduce multi-jurisdictional conflicts;
- Amend administrative procedures and adopt incentive mechanisms;
- Negotiate alternative growth management measures with the State of Florida;
- Develop infrastructure delivery techniques (public and private) and incentives;
- Incorporate housing initiatives within mixed-use plans; and
- Encourage target employers to locate in multiple districts throughout the county.

Within the Urban Design and Regulatory Codes section, participants concluded that the county should:

- Revise land development regulations to support redevelopment needs;
- Seek regional approvals to support identified target employer opportunities;
- Develop a coordinated, countywide business incentive program;
- Offer higher densities and mixed uses in areas supported by the plan; and
- Create incentives, techniques, and model designs to encourage preferred urban forms within future redevelopments.

Phase III

Based on the information gathered during Phases I and II, along with additional analysis, a geographic framework of centers, corridors, and districts was mapped throughout the county, with special emphasis placed on districts that could be attractive to target employers. A formal set of goals, issues, and strategies was also drafted.

There is general agreement that redevelopment is inevitable, that it should be planned for, and that it has great potential to preserve and enhance our communities.

Beginning as a series of detailed technical memos, these documents were gradually streamlined and combined



The Draft Plan Summit

into a draft economic development and redevelopment plan. Before the plan was finalized, however, a final round of community input and refinement was sought.

The Draft Plan Summit

A series of four mini-summits, collectively known as the Draft Plan Summit, was held in February 2005. Each of the half-day events was held in a different geographic area of the county: north (Tarpon Springs), north central (Clearwater), south central (Largo), and south (St. Petersburg).

The purpose of these workshops was to gain community consensus on the final content of the EDRP and provide additional detail where needed. Two public involvement exercises were held. In the first, the participants were asked to review the final set of goals, issues, and strategies, and provide input to help create more detailed implementation actions. In the second, they were asked to help refine the updated CPR map, which translated the results of previous summits into the centers, corridors, and districts format. The participants were given more detailed maps corresponding to the area of the county in which the summit session was held, and were asked to identify areas of special local interest. Figure 2-3 shows the compiled result.

Phase III Conclusions and Recommended Actions

In addition to affirming the conclusions reached at earlier summits, the participants provided feedback on particular topics to make the plan more effective in meeting community goals:

- There is general agreement that redevelopment is inevitable, that it should be planned for, and that it has great potential to improve our communities.
- Intergovernmental cooperation will be a key challenge, but it is essential to the success of the effort.
- Local government autonomy needs to be respected, but overall leadership and direction are needed.
- It will be important to obtain formal commitment to the plan from local governments.
- Greater public involvement should be sought earlier in redevelopment planning, with the goal of minimizing conflict over individual projects.
- If incentives are to be given to businesses, strict accountability and oversight must be maintained.



Chapter 2: Plan Development



The Public Participation Process

- The provision of adequate infrastructure to support redevelopment is vital.
- Financial and regulatory incentives should be carefully targeted, and not granted to redevelopment that is inconsistent with the plan.
- Education and training of the workforce are critical.
- An emphasis on retaining and growing our existing employers, including smaller businesses and those with lower-wage jobs, needs to be made clear.
- Greater emphasis is needed on planning for the future of tourism.
- Rehabilitation of existing uses, and not just replacement, should be encouraged.
- Special attention is needed to the provision of affordable housing.
- Planning efforts should be mindful of the needs of ordinary citizens: mobile home park residents, the elderly and disabled, small business owners, and others who perceive that they might be displaced by redevelopment.
- While the need for land assembly is critical, the use of eminent domain should be limited.
- Attention to arts, culture, and historic preservation is needed.

The Pinellas by Design Web Site

Another significant feature of Phase III was the creation of a web site, www.PinellasByDesign.org, to promote the redevelopment effort. The site is designed as a clearinghouse, connecting the general public, business community, and local governments to economic



www.PinellasByDesign.org

development and redevelopment information and resources in Pinellas County.

The Economic Development and Redevelopment Plan

Based on the information gathered during Phases I, II, and III, the EDRP was drafted and organized into the following chapters:

Chapter 1: Executive Summary

Chapter 2: Plan Development

Chapter 3: Plan Framework

Chapter 4: Economic Investment and Job Creation

Chapter 5: Real Estate Factors

Chapter 6: Regulatory Tools and Urban Design

Chapter 7: Strategies and Implementation

Obtaining approval of the plan, while a crucial first step, is only the beginning of the process. Implementation and monitoring of the plan will be ongoing activities. The strategies and implementation actions contained in Chapter 7 will need to be integrated into the policies and procedures of the PPC, PCED, and local governments, and those policies and procedures will need to be coordinated with one another.

Conclusions

To achieve the vision of “Pinellas, A Community of Quality Communities,” leadership will be required from elected officials, with the strong support of the public, and with cooperation and assistance of the private sector and public agencies. The long-term commitment of political, financial, and technical resources from all those engaged in the redevelopment process will be vital to its success.

There is general agreement throughout the community that redevelopment is inevitable, that it should be planned for, and that it has great potential to both preserve and enhance the high quality of life we enjoy in our communities. Based on research and public involvement, three major areas of concentration were agreed upon: *economic investment and job creation*, concentrating on attracting and retaining high-wage target industries; *real estate factors*, emphasizing the need for sufficient and appropriate land to allow effective redevelopment; and *regulatory tools and urban design*, providing the blueprint needed to shape the urban environment.

Never before in Pinellas County have such diverse countywide and local planning efforts been coordinated so closely, with so much input from the business community and the general public.

The EDRP planning process has been a watershed effort for Pinellas County. Never before have such diverse countywide and local planning efforts been coordinated so closely, with so much input from the business community and the general public. As we go forward, continued cooperation will be the key to achieving our shared countywide vision.



Chapter 3: Plan Framework

Introduction

This chapter of the *Economic Development and Redevelopment Plan* (EDRP) discusses the county's land use patterns and trends, and addresses their implications for the future redevelopment of the county. This information is designed to help local governments make informed decisions about how to grow in the future.

Pinellas County is a peninsular land mass located on the west-central coast of Florida, between the Gulf of Mexico to the west and Tampa Bay to the east. Established nearly a century ago, it began as a collection of small, isolated agricultural towns. Its twenty-five local governments have since grown together into a virtually continuous metropolitan area covering 280 square miles. With nearly 940,000 permanent residents and 3,355 persons per square mile, Pinellas is the most densely populated county in Florida.

Over time, geography and population growth have combined to produce an unavoidable effect: the amount of developable vacant (or *greenfield*) land is dwindling. The county is approaching *buildout*, a condition in which virtually no significant greenfield parcels remain. New population growth is being accommodated through infill construction and redevelopment of older properties, often at higher densities and intensities.

**Effective redevelopment planning
will build upon the existing
development framework, channeling
growth into areas where it can be
appropriately accommodated.**

The presence of many small communities has led to a polycentric development pattern, with centers, corridors, and districts of activity. Effective redevelopment planning will build upon this existing framework, preserving the character of established neighborhoods while channeling new growth into areas where it can be appropriately accommodated.

Key Influences

In addition to its peninsular geography and many small communities, the county has been influenced by a number of other important factors. These influences, which will appear as recurring themes throughout the EDRP, continue to drive growth by attracting new residents, visitors, businesses, and workers.

The Barrier Islands and Coastline

The extensive coastline of the Pinellas peninsula has attracted steady population growth for more than a century. Much of this growth has been due to the tourism industry, centered on the Gulf beaches. In addition to owners of tourism-related businesses, the beach communities are home to many former tourists who have chosen to relocate here permanently.

On both the barrier islands and the mainland, new residents have been attracted to the county for decades

by its opportunities for waterfront living. Even those who are not able to live directly on the water can take advantage of public access to beaches, waterfront parks, and business districts with coastal views. The inherent attractiveness of the coastline is a major factor in the high quality of life in Pinellas County, and demand for waterfront property has never been greater.

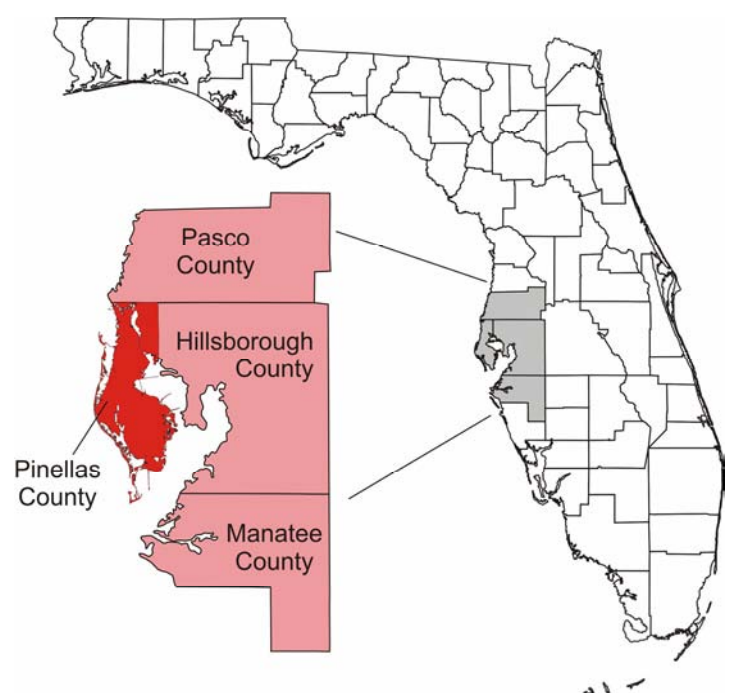
Primary Employment

The county's economy is no longer centered on tourism, but has a diversified base of primary employers in fields such as manufacturing, information systems, and medical technology. The largest cluster is found in the Gateway area, which covers portions of St. Petersburg, Clearwater, Largo, Pinellas Park, and the unincorporated county. Located at a midpoint between the urban centers of St. Petersburg, Clearwater, and Tampa, and with access to several major transportation arteries, Gateway has the potential to emerge as a new urban center.

Maintaining a robust supply of high-wage primary employers is critical to the county's economic future. This task has become more difficult, however, with buildout and the dwindling supply of greenfield land. If redevelopment efforts are to be successful, they must address these economic development issues.

The Regional Context

Pinellas County does not exist in isolation, but is part of the larger Tampa Bay region. The neighboring counties of Hillsborough, Pasco, and Manatee are competitors for primary employers, since they retain supplies of the greenfield land that Pinellas lacks. At the same time, a great many residents, workers, tourists, and business customers cross freely between Pinellas and adjacent counties every day, creating an interdependent regional economy that is often not fully recognized by its member communities. The Gateway and Westshore employment districts, in Pinellas and Hillsborough respectively, represent the greatest concentrations of employment in west central Florida. Cooperation and planning on a regional level will, therefore, be vital to the future of the Tampa Bay region.

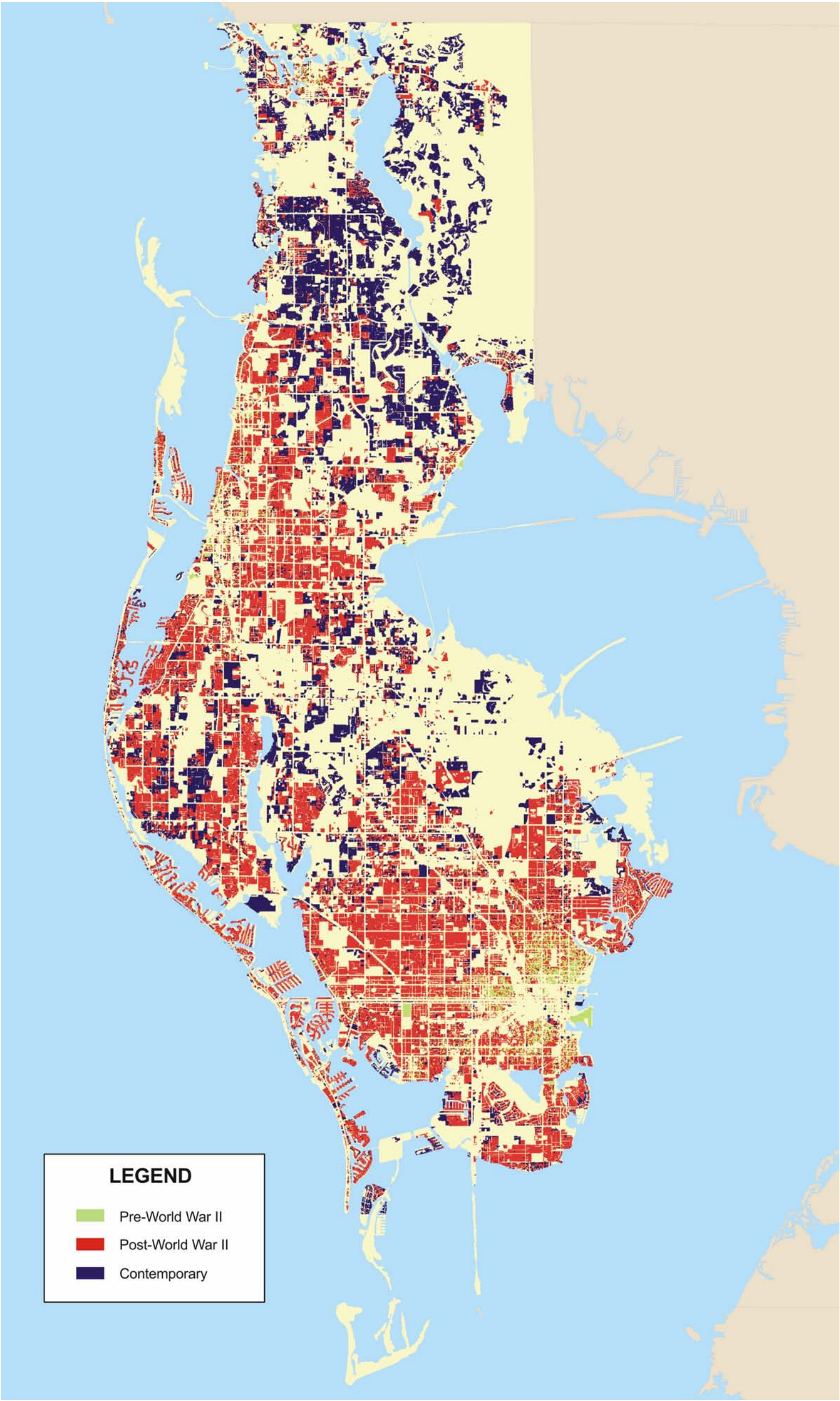


Pinellas County and the Tampa Bay Region



Chapter 3: Plan Framework

Figure 3-1
Existing Land Use Patterns by Planning Period
for Residential and Selected Other Properties





Existing Countywide Land Use Patterns

Understanding how Pinellas County has developed over time is an important first step in identifying the major components of the existing development pattern. The county was developed most extensively within the last half of the 20th century, and was influenced by the building patterns that occurred within three planning periods. Figure 3-1 shows the areas of the county in which these patterns are found.

Pre-World War II Pattern (before 1945)

This period represents a time prior to automobile dominance, when many people walked, bicycled, or took the streetcar to work and other destinations. It features an interconnected, grid-style street network designed to maximize the efficiency of these transportation modes. Land uses were mixed together, minimizing travel time between home, work, and shopping. Homes and other buildings were oriented near the sidewalks, with parking relegated to the back of the property. This pattern can be seen in the historic downtowns and neighborhoods of many communities, particularly in the south county. Over time, later development has been haphazardly superimposed over many of these areas, altering their character.

Nationally, a movement known as New Urbanism has sought to revive and recreate the pre-World War II pattern, both through redevelopment of historic areas and through greenfield development. In Pinellas County, a number of local communities are encouraging redevelopment that restores historic patterns.

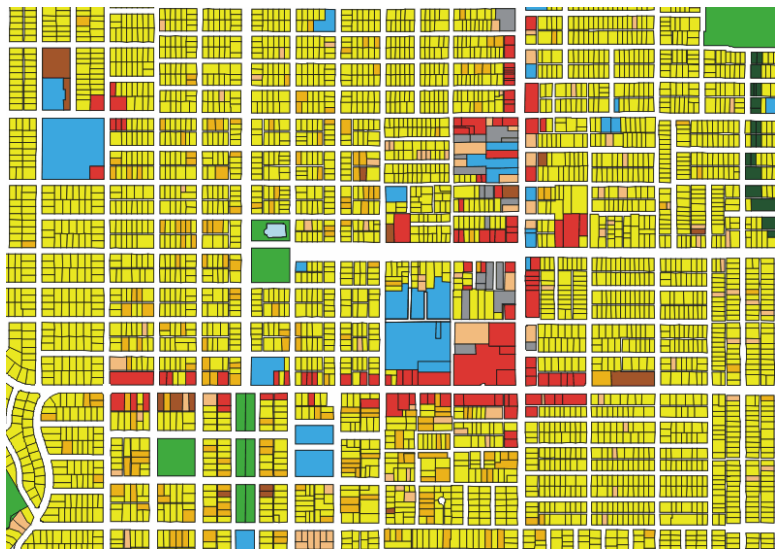
Post-World War II Pattern (1946 to 1970)

This period represents a time when automobiles became accessible to average citizens, and development began to reshape itself for the driving public. Residential suburbs were constructed with prominent garages and driveways in front, with winding streets to discourage through traffic. Arterial roadways were constructed, and the businesses that grew up along them were set back from the roadway, with paved parking lots in front. Shopping malls, surrounded by large parking lots, were established on greenfield land at the outskirts of communities.

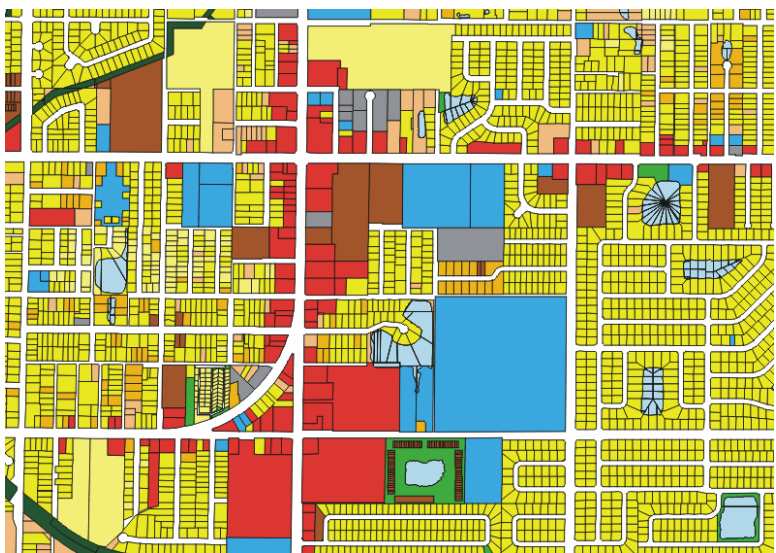
During this period, pedestrian, bicycle, and transit access became less of a consideration, and sidewalks were no longer routinely provided. However, a larger roadway grid was still retained. This type of development is most commonly seen in the south central and north central county areas.

Contemporary Pattern (1971 to Present)

In this period, the automobile is the dominant form of transportation. Land uses are segregated, with housing, employers, and stores placed far enough apart that they can only be conveniently reached by car. Subdivisions are designed to remove through traffic from residential streets entirely, through the use of winding and disconnected roads, cul-de-sacs, and entry gates. Most traffic is routed onto arterial roadways, where walking, bicycling, and transit use are difficult and often dangerous. This pattern is primarily seen in the north county, the latest to be developed.



Pre-World War II Pattern



Post-World War II Pattern



Contemporary Pattern

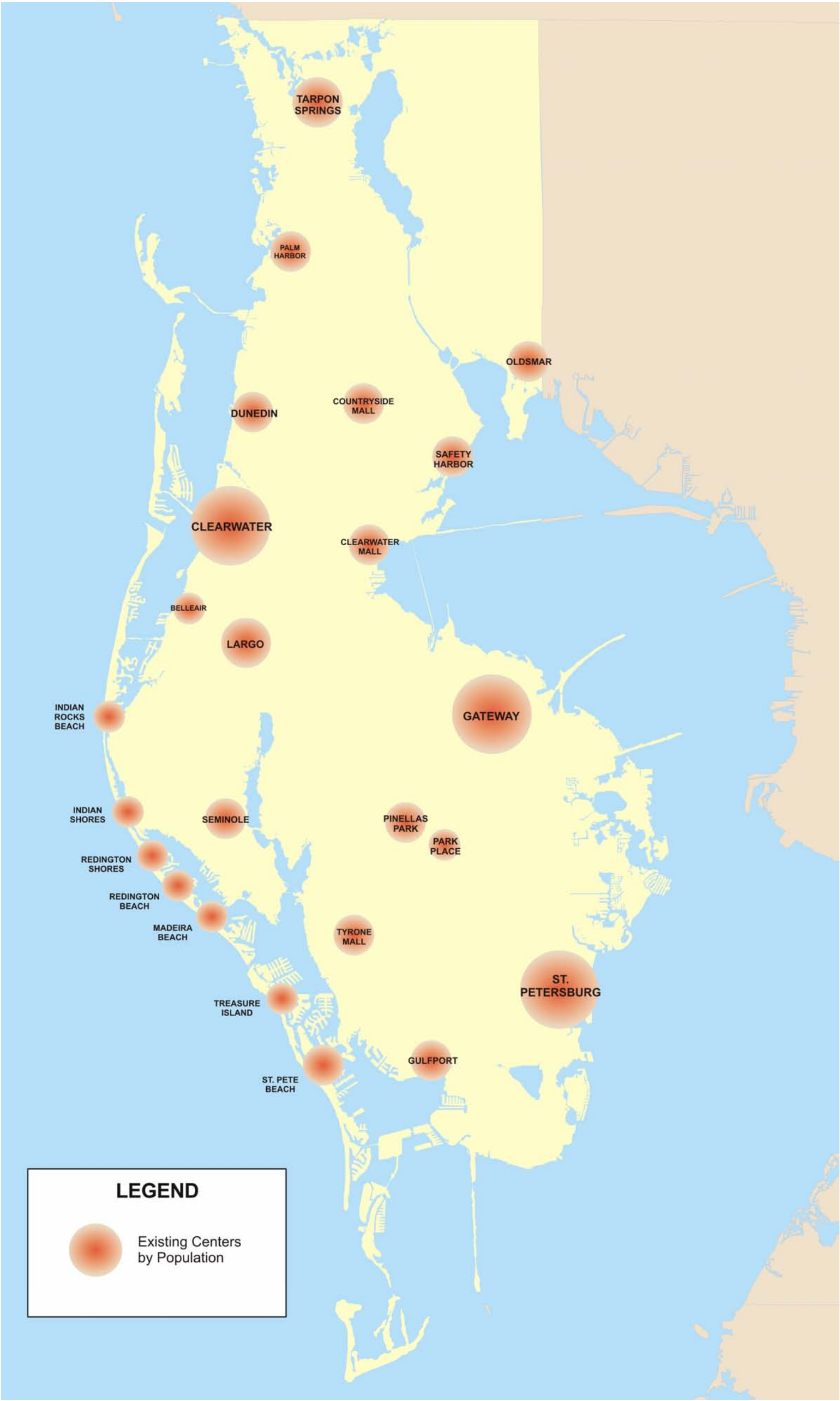
Single-Family	Agriculture
Mobile Home	Recreation/Open Space
Duplex	Vacant
Multifamily	Conservation/Preservation
Commercial	Marina
Industrial	Water
Public/Semi-Public	

Development in Pinellas County has not only occurred during different time periods, but also in different locations. The growth of numerous small, originally isolated communities throughout the county has led to a polycentric development pattern that can be characterized by *centers*, *corridors*, and *districts*, described below.



Chapter 3: Plan Framework

Figure 3-2
Centers in Pinellas County





Centers in Pinellas County

Centers are focal points of community activities. They are defined according to their scale, and by the diversity and intensity of activities that take place there, ranging from small neighborhood-based shopping centers to large, high-intensity downtowns meeting the residential and nonresidential needs of urban populations. Figure 3-2 shows examples of many of the centers in Pinellas County. They can generally be classified into four types.

Neighborhood Centers

These centers provide a limited number of commercial establishments that fulfill the basic needs of customers living within approximately a one-mile radius. They most often take the form of suburban-style shopping centers on minor arterial roadways that border neighborhoods. A typical example includes a grocery store, pharmacy, one or more restaurants, and a few personal services businesses. While the centers are within walking or bicycling distance of residences, access for these transportation modes is generally not a high priority. Neighborhood centers are found throughout Pinellas County.

Town Centers

Town centers are found in the historic downtowns of smaller communities. They traditionally offer public uses such as town halls, libraries, post offices, and parks, and may include residential, entertainment, shopping, and dining options. These areas feature a unique sense of place and serve as gathering places for the community. They are generally accessible to pedestrians and cyclists, and may offer transit options. Examples are found in Dunedin, Tarpon Springs, Largo, Safety Harbor, Oldsmar, unincorporated Palm Harbor, Gulfport, and St. Pete Beach. Nationally, some communities have constructed new, traditionally-styled town centers in otherwise suburban areas, often as a form of grayfield redevelopment. The City of Largo is exploring such an option on the site of the former Crossroads Mall.

Suburban Commercial Centers

Suburban commercial centers tend to locate at intersections of arterial roadways, and are characterized by commercial uses requiring vehicular access, such as home improvement centers, discount retailers, and other “big box” stores. Typically, these uses are set back from roadways with large parking areas adjacent to the right-of-way, making pedestrian/bicycle access difficult. Some provide transit stops, but most are located along the right-of-way rather than oriented toward the businesses. Suburban commercial centers are found on arterial roadways throughout the county.

Urban Centers

These centers are the largest, densest, and most intense of the four center types. The traditional downtowns of larger municipalities, they provide the same range of public uses as town centers, and in addition offer diverse opportunities for employment, shopping, entertainment, education, and housing. Successful downtowns are noted for the high quality of their urban spaces. They are accessible to pedestrians and cyclists, and may include transit hubs. Locally, urban centers are found in the cities of Clearwater and St. Petersburg.



Neighborhood Center – Seminole



Photo courtesy of the City of Safety Harbor

Town Center – Downtown Safety Harbor



Suburban Commercial Center – Pinellas Park



Photo courtesy of the City of Clearwater

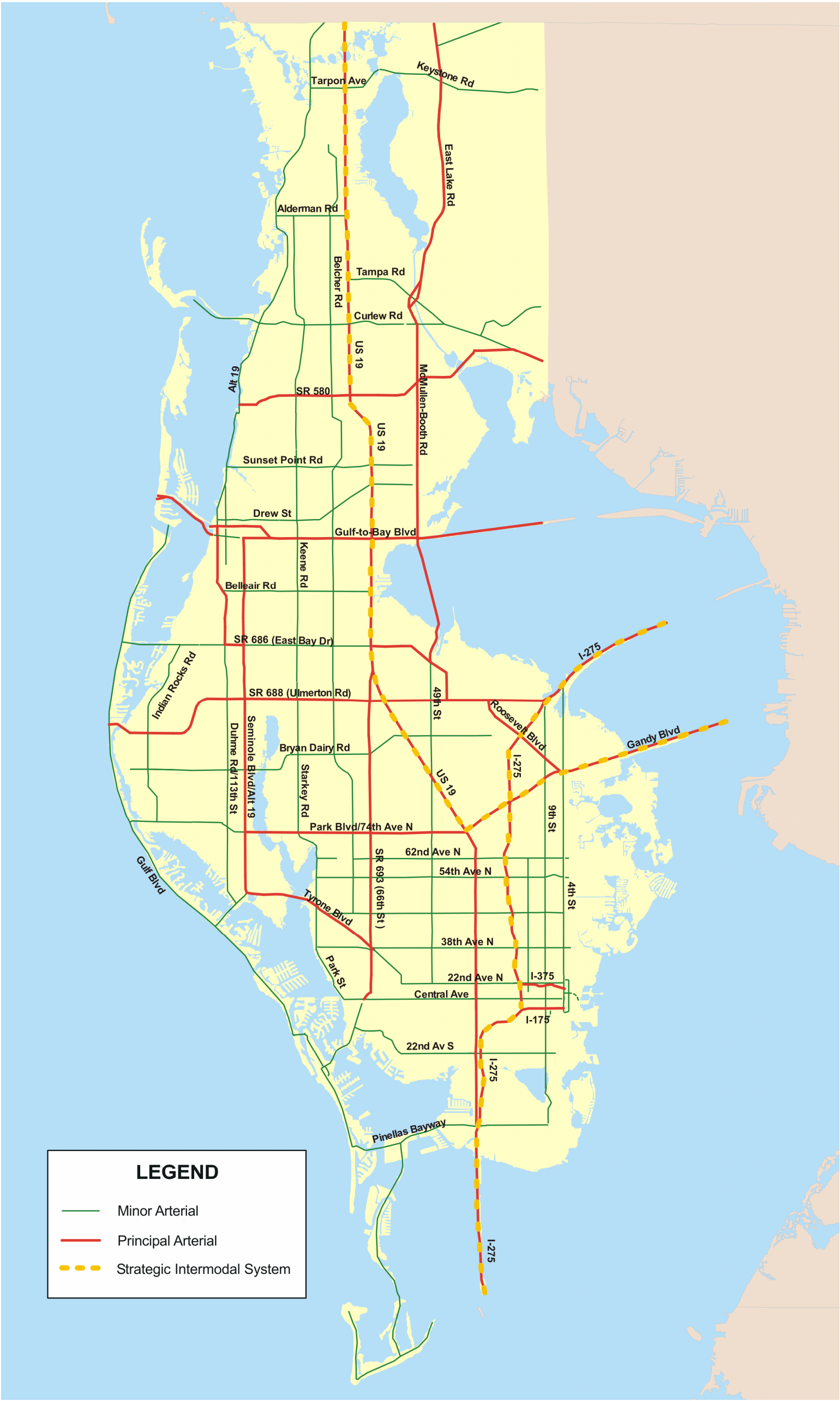
Urban Center – Downtown Clearwater

Each type of center serves a different purpose, and together they offer a variety of lifestyle options. Chapter 6 contains model land development regulations for the various types of centers.



Chapter 3: Plan Framework

Figure 3-3
Corridors in Pinellas County





Corridors in Pinellas County

Transportation corridors have played a significant part in establishing the existing development pattern in Pinellas County. They allow for travel between centers, as well as attracting uses that are destinations in themselves. In Pinellas County, corridor development has been further influenced by buildout, which constrains expansion of the roadway system and increases the need to accommodate local, regional, and interstate travel on the same corridors. There are three major corridor types identified in the county (see Figure 3-3), plus a transitional category.

Minor Arterial Corridors

A minor arterial is defined in federal guidelines as a road that accommodates high-speed, longer-length trips, and serves one of seven significant trip purposes listed in the guidelines. These corridors include four-lane divided or undivided and six-lane undivided roadways. They are designed to meet local access and traffic circulation needs, and attract a variety of land uses. With the exception of those developed in the pre-World War II period, most are dominated by automobile-oriented development. Examples of minor arterial corridors include Drew Street in Clearwater, 16th Street in St. Petersburg, and Gulf Boulevard on the barrier islands.

Principal Arterial Corridors

A principal arterial is defined in federal guidelines as a road that accommodates high-speed, longer-length trips, and serves at least two of seven significant trip purposes listed in the guidelines. These corridors generally carry longer-distance traffic and are characterized by a limited number of entrance and exit points at which higher-density and -intensity residential, employment, and commercial uses tend to cluster.

These corridors typically have at least six lanes, and are divided by central medians. They are characterized by uses that require proximity to major transportation facilities, such as large industrial businesses, or those that benefit from highly visible, high-traffic locations, such as “big box” commercial uses. These roadways traverse Pinellas County in both north-south and east-west directions, cross jurisdictional boundaries, and carry a significant percentage of the automobile traffic. Examples of principal arterial corridors in the county include U.S Highway 19, Ulmerton Road, Gulf-to-Bay Boulevard, and Belcher Road.

Strategic Intermodal System Corridors

The Strategic Intermodal System (SIS) was established by the State of Florida in 2003. It is designed to focus limited state resources on those transportation facilities that are critical to Florida’s economy and quality of life. The SIS is a network of high-priority transportation facilities, including the state’s largest and most significant highways, airports, spaceport, deepwater seaports, rail and bus terminals, rail corridors, waterways and highways. Three corridors in Pinellas County are part of the SIS: U.S. 19 north of Park/Gandy Boulevard, Gandy Boulevard east of U.S. 19, and I-275.

Corridors in Transition

Corridors can change over time. New lanes may be added to a roadway (for example, expanding it from a

minor to principal arterial) in order to relieve traffic congestion on nearby facilities. The increased traffic on the improved roadway typically attracts larger and more intensive land uses, which supplant the existing uses and change the character of the roadway. Alternatively, higher-intensity uses may arrive first, attracting increased traffic that prompts the addition of new lanes. The land use changes that accompany such transitions are often addressed on an ad hoc basis. However, these roadways provide valuable opportunities for quality planned redevelopment, and merit special attention. Most significant corridors in transition are in the north county, where development patterns are most conducive to roadway expansion. Examples include County Road 1, Curlew Road, and McMullen-Booth Road.

In addition to these classifications, corridors can take several design forms, including *commercial corridors*, *transit-related corridors*, and *scenic/non-commercial corridors*. Chapter 6 contains design guidelines for selected corridor types.



Minor Arterial Corridor – Gulf Boulevard



Principal Arterial Corridor – Ulmerton Road

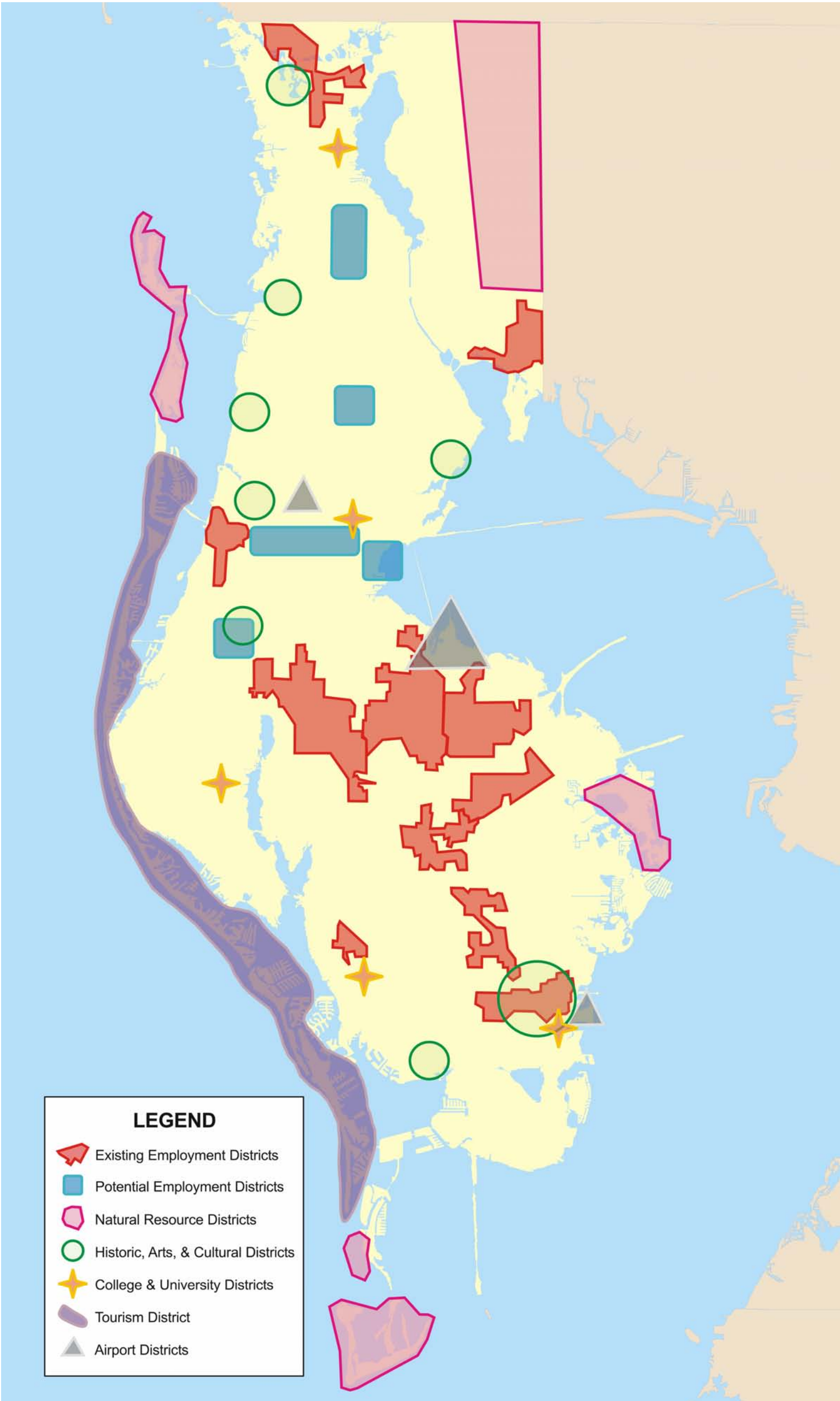


SIS Corridor – I-275



Chapter 3: Plan Framework

Figure 3-4
Districts in Pinellas County





Districts in Pinellas County

Districts are the third principal urban design component in the county. In the simplest terms, they are geographic areas where similar land uses, activities, or other urban characteristics are grouped together. A district may be formally designated by a local government for specific regulatory or planning purposes, or it may arise by happenstance when activities with similar characteristics and needs are drawn to a mutually suitable location. Its borders may be officially drawn or loosely identified by community tradition. It may vary in size from a few blocks to several square miles, and may cross jurisdictional boundaries.

Because districts are defined as much by the activities that take place within them as they are by their development patterns, they may overlap with centers and corridors, as well as one another. The following sections describe several important district types.

Employment Districts

These districts are characterized by their intense employment activity. Businesses that deal primarily in raw materials and goods, such as manufacturing and construction uses, tend to locate along rail lines or principal arterial corridors, or near airports and ports. Employers that depend on skilled workers, such as office and high-tech light industrial uses, prefer to locate in urban centers or suburban areas with good transportation and housing options. The most significant cluster of employment districts is found in the Gateway area.

Twelve existing and five potential employment districts have been identified in the county. They are found in central business districts, grayfield redevelopment areas, locations of current target employers, and other areas with suitable or potentially suitable characteristics. For more information about these districts, see Chapter 5.

Airport Districts

As the world becomes more interdependent, the role of airports is growing in importance. In addition to their traditional role of bringing tourists to Pinellas County, they are also critical for the movement of raw materials, goods, and people to support local businesses. Districts surrounding airports should be carefully planned to maximize these opportunities, and to minimize conflicts between aircraft operations and nearby residents.

The St. Petersburg/Clearwater International Airport is a 2,000-acre county-owned facility located in the Gateway area. It serves domestic and international commercial airline flights, cargo aircraft, and small private aircraft, and offers a diverse array of services and opportunities to local employers. The surrounding area has attracted a large number of industrial and office uses, and has been identified as an existing employment district. There are also two small-craft facilities in the county, Albert Whitted Municipal Airport in downtown St. Petersburg and the Clearwater Airpark in Clearwater. Each is surrounded by a mix of businesses and residences.

Natural Resource Districts

These districts are publicly-protected lands that have been left undeveloped for preservation or recreational purposes. Most are county-owned parks and preserves,



**Potential Employment District –
SCC Soft Computer, Inc.,
U.S. 19 Nebraska Avenue District**



**Airport District –
St. Petersburg/Clearwater International Airport,
Unincorporated Pinellas County**



**Natural Resource District – Shell Key Island,
Unincorporated Pinellas County**

found in both unincorporated and incorporated areas. They are considered vital contributors to the high quality of life in Pinellas County. Examples include Fort DeSoto Park, Caladesi and Honeymoon Islands, Shell Key, Brooker Creek Preserve, Weedon Island, and other relatively undeveloped areas. Although heavily developed on their upland portions, the Gulf beaches also serve as an important natural resource.

Natural resource districts often benefit when surrounding development remains at lower densities and intensities. Recreational parks are typically less environmentally sensitive, and their adjacent areas are appropriate for higher-density multifamily residential uses, where park access can serve as an alternative to private yards.



Chapter 3: Plan Framework



Photo courtesy of the Peninsula Inn and Spa

Historic/Arts District – Peninsula Inn and Spa, Gulfport Waterfront District



Photo courtesy of Harvard Jolly Clees Toppe

College/University District – Seminole Community Library, Seminole



Beach/Tourism District – Don Cesar Resort, St. Pete Beach



Beach/Tourism District – Bilmar and Thunderbird Hotels, Treasure Island

Historic, Arts, and Cultural Districts

These districts contain significant clusters of historic, cultural, and/or artistic uses. Because these uses tend to occur in the same locations, especially in town or urban centers, it is often difficult to separate them. Special regulations or incentives may be used to encourage the preservation of district character, particularly where historic uses are present.

Historic districts in the county include the pre-World War II neighborhoods, downtowns, and tourism resorts found in many communities, such as Belleair, St. Pete Beach, and others. Arts districts feature museums, public artworks, and art galleries, including those found in St. Petersburg’s Grand Central District and the Gulfport waterfront. Cultural districts offer regular festivals and performances, and are often influenced by specific cultures, such as the Greek heritage found along the Tarpon Springs sponge docks.

College and University Districts

A critical factor in maintaining the economic competitiveness of communities is the presence of colleges and universities. A population of highly educated workers is a prerequisite for many employers to consider relocating or expanding into a given area. Many of the most advanced and lucrative industries, such as computer manufacturing and biotechnology, also rely on the research capabilities of universities to assist in the development of new technologies.

Local colleges and universities include the University of South Florida (USF) in downtown St. Petersburg; Eckerd College in south St. Petersburg; Stetson Law School in Gulfport; and St. Petersburg College (SPC), which has campuses in St. Petersburg, Clearwater, Seminole, and Tarpon Springs. Both USF and SPC have been active in facilitating quality redevelopment, by integrating new libraries, student centers, and dorms with surrounding development and enhancing public spaces. SPC has also partnered with the cities of Seminole and St. Petersburg to create public-private libraries, and with Pinellas County to establish the EpiCenter, a high-tech facility offering economic, workforce, and community development resources, in Largo.

Beach/Tourism Districts

The county’s best-known natural asset is the 35-mile stretch of white sand beaches located along the barrier islands facing the Gulf of Mexico. These beaches helped drive the development of a string of tourist-oriented communities that flourished in the post-World War II era. Once the dominant industry in the county, tourism remains an important part of the diversified local economy, and for many it is an irreplaceable part of the beach communities’ character.

Because of the inherent attractiveness of the beaches and the fact that most structures are several decades old, these communities are experiencing heavy demand for residential redevelopment. Many older hotels are being torn down and replaced with high-priced residential condominiums. These redevelopments improve the appearance of properties and increase their taxable value, but reduce the supply of visitor accommodations, which could have a significant negative impact on the tourism industry over time.



The Pinellas County Economic Development Department initiated a study to address the effect that these trends are having on the local economy. Several beach communities have begun major redevelopment efforts, such as Clearwater's *Beach by Design* plan and the *St. Pete Beach Community Redevelopment Plan*, to help incentivize tourism-related redevelopment. To supplement these efforts, Chapter 6 contains model design guidelines for beach/tourism districts.

At the same time that the barrier islands are undergoing changes, tourism itself is changing in ways that create new economic opportunities. While the beaches remain a popular destination, a growing number of visitors prefer to find accommodations and entertainment on the mainland. For example, many tourists seek out downtown destinations that provide a variety of shopping, dining, and nightlife venues. Business travelers seek corporate-class hotels and convention space near employment districts. Others are drawn to the county by major sports events. And the natural, historic, and cultural offerings described above attract their own special-interest visitors.

The inventory of district types included in this section is not intended to be exhaustive. Since there are a great many small, loosely defined districts in communities throughout Pinellas County, it would be difficult to map all of them at a countywide scale. However, a representative sample is highlighted in Figure 3-4.

Implementing the Centers, Corridors, and Districts Framework

The Community Planning for Redevelopment (CPR) map, shown in Figure 3-5, presents a composite of the centers, corridors, and districts depicted in Figures 3-1 through 3-4, with additional information provided through the public input process discussed in Chapter 2. The map provides a general geographic framework for countywide redevelopment efforts, highlighting where higher-density and -intensity redevelopment is most likely to be beneficial for local governments, acceptable to the public, and successful from a business perspective.

Redevelopment should be organized around the existing framework of centers, corridors, and districts.

The centers, districts, and corridors framework envisions a cohesive connection among the existing areas of activity in the county. It provides a direct linkage between the two major urban centers in downtown Clearwater and St. Petersburg, and also connects the Gateway area, which is, and will be continue to be, a regional employment center, and is also a potential third urban center.

The framework lends support to, and would be further supported by, the creation of an enhanced transit system. It largely follows a corridor identified by the Pinellas County Metropolitan Transportation Organization (MPO) as being potentially suitable for an elevated guideway transit system. Even if this specific plan is not pursued, with the continued growth of the roadway network constrained by buildout, it will be necessary to seek alternative modes of transportation to complement automobile travel.



Photo courtesy of the City of Tarpon Springs

Mainland Tourism District – Pinellas Trail, Downtown Tarpon Springs

The following chapters further this planning framework with additional research regarding economic investment and job creation, real estate factors, and regulatory tools and urban design. The EDRP culminates with a set of recommended actions needed to implement the framework.

Conclusions

The Pinellas County development pattern has been influenced by its peninsular geography, many small communities, barrier island beaches, and concentration of primary employers, as well as the larger Tampa Bay region. Successful redevelopment efforts will build on the existing development pattern, preserving established neighborhoods while channeling growth into areas in which it can be appropriately accommodated.

Among the factors to be considered when planning for redevelopment are the distinct development patterns that have occurred in different time periods. The pre-World War II pattern has a pedestrian-friendly, grid-style street network, and can be seen in the historic downtowns and neighborhoods of many Pinellas County communities, particularly in the south county. The more automobile-oriented post-World War II pattern characterizes the south central and north central county areas. The contemporary pattern, which is virtually dependent on automobile transportation, is found in the most recently-developed areas in the north county.

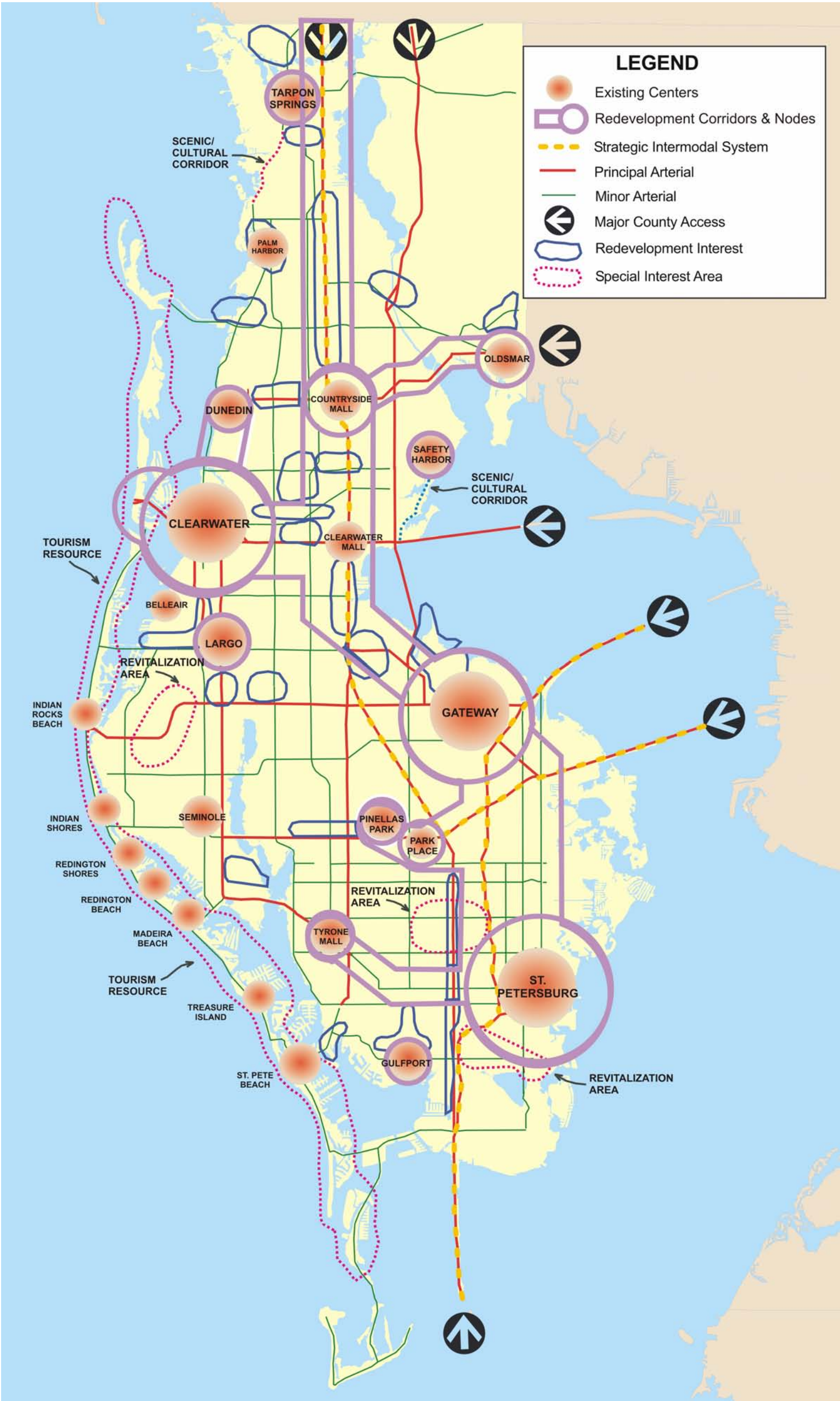
Redevelopment should be organized around the existing system of centers, corridors, and districts. *Centers* (neighborhood, town, suburban commercial, and urban) are focal points where community activities take place. *Corridors* (Strategic Intermodal System, principal and minor arterials, and those in transition) allow for travel between centers, and also attract uses that are destinations in themselves. *Districts* (employment, airport, natural resource, historic/arts/cultural, college/university, and beach/tourism) are geographic areas where similar land uses, activities, or other urban characteristics are grouped together.

Taken together, these factors provide a framework for redevelopment, identifying the geographic areas where the higher densities and intensities required for continued growth can be best accommodated. Responsibility for incorporating this framework into countywide and local planning activities needs to be identified, with the voluntary participation of local governments, agencies, and other stakeholders.



Chapter 3: Plan Framework

Figure 3-5
The Community Planning for Redevelopment (CPR) Map





Chapter 4: Economic Investment and Job Creation

Introduction

One of the principal goals of the *Economic Development and Redevelopment Plan* (EDRP) is to build long-term economic vitality for Pinellas County. The EDRP addresses specific steps to construct a comprehensive redevelopment approach through strategic planning, high-wage job creation, and the identification of areas for redevelopment initiatives.

Attracting and retaining jobs that pay an above-average salary in targeted primary industries is a necessary component of economic development. High-wage jobs fuel research projects, foster high-tech industry growth, support a high quality of life, and contribute to the county's overall economy. Over a twenty-year period, the goal is to grow, attract, and retain 50,000 new high-wage jobs.

With the approach of buildout, the supply of real estate suitable to accommodate primary employers is dwindling. This issue is discussed in Chapter 5. The current chapter assumes that an adequate supply of land will be successfully created, and concentrates on techniques to attract and retain target employers to this redevelopment environment.

Employment Targets: Primary and Secondary Jobs

Primary (or *contributory*) industries are those that bring in money from outside of the local area. Primary businesses typically sell goods or services to customers who live outside the area. The money paid by these customers is transferred to the businesses, which distribute it to their employees in the form of wages. Many of those wages are then spent locally at establishments such as grocery stores and restaurants. The businesses that provide goods and services to the local population are called *secondary* (or *dependent*) businesses. They depend upon the money imported by the primary industries.

Over a twenty-year period, the goal is to attract and retain 50,000 new high-wage jobs in targeted primary industries.

The overall *size* of the local economy will grow or decline in direct proportion to the money being imported to the area by its primary industries. It is measured by the total earnings of workers in the county. As the amount of money being imported increases, the size of the economy grows. If the volume of money being imported declines, or does not keep pace with inflation, the size will decrease.

The *quality* of the economy (more commonly known as the *standard of living*) is determined by the wages paid by the primary industries. It is measured by the average earnings per worker in the county. If the primary industries support only low-wage jobs, the overall quality of the economy will be low. However, if the primary industries pay high wages, this will increase the local demand for enhanced goods and services, which

will encourage the creation of higher-wage secondary jobs.

There are other non-traditional “industries” that can import money to an area. For example, tourism attracts visitors from outside the local area, who pay for accommodations and services with money earned in their home states and countries. It is, therefore, technically a primary industry.

In another example, the retirement industry has been the largest primary contributor in Pinellas County for many years. The combined total of Social Security, Medicare, and private pension payments originating from outside of the area exceeds that of any other local industry.¹ This is to be expected as, according to the 2000 Census, the percentage of the population over the age of sixty-five (22 percent) far exceeds the average for the nation (12 percent) or the State of Florida (18 percent). As a result, more money enters the county via government transfers of Social Security and Medicare than what is being extracted by way of taxation. Because retirement transfer payments tend to be fairly low compared to wages paid by other industries, it is a characteristic of this industry to support mainly low-wage service and retail jobs.

In past decades, there has been a gradual shift in the nature of the primary industries in Pinellas County. Despite its prominent role in the settlement and growth of Pinellas County, tourism currently plays a less central part in the local economy. While retirement is still the biggest single contributor, in 2000 it accounted for only about 26 percent of the imported money to the area. In 1990 it was approximately 36 percent, and it was an even greater percentage in previous decades. In 2000, manufacturing, wholesale trade, finance, research, and other business services contributed more than 59 percent. This is the result of a rapid increase in the number of people employed in these industrial sectors during the 1990s.

Demographically, Pinellas County is one of the few counties in Florida that is actually getting younger. In 1990, the percentage of residents over the age of sixty-five was 26 percent, but by 2000 it was down to 22 percent. Much of the new population is composed of working-age individuals employed by primary businesses.



**Primary Employer –
Monin, Inc., Clearwater**

¹ See the *Historical, Comparative Economic Analysis for Pinellas County* prepared by POLICOM Corporation, October 2002.



Chapter 4: Economic Investment and Job Creation

As a result of the shift in the characteristics of the primary industries in Pinellas County, the size of the economy grew at a faster rate in the 1990s than in previous years. Additionally, the quality of the economy improved significantly. A very large percentage of the new primary industry jobs created in the 1990s were high-wage. For example, in 1980 the average yearly earnings for wage and salaried workers in Pinellas County were \$11,800, ranking 258th among the 318 metropolitan areas in the United States. However, by 2000 it had grown to \$30,984, jumping to 112th place. Due to the wealth created, the overall quality of life improved in the county.

To maintain this growth in size and quality, the formation of high-wage primary jobs is paramount. Research has shown that it will be necessary to create approximately 50,000 new primary jobs from now through 2025 in order to maintain and improve the Pinellas economy.² They should come from sectors that generate the highest possible wages and have the potential to attract or create additional high-wage businesses, such as manufacturing or high-tech research and development. Also, given the land constraints created by buildout, these jobs should come from high-wage employers that use available real estate efficiently.

To maintain growth in the size and quality of the local economy, the formation of high-wage primary jobs is paramount.

Table 4-1 provides annual *milestones*, or targets for the number of new primary jobs and the associated average annual wages, which must be reached to maintain recent rates of growth in size and quality.

Table 4-1
Annual Milestones for Creation
of New Primary Jobs

<u>Year</u>	<u>New</u> <u>Jobs</u>	<u>New</u> <u>Job</u> <u>Wage</u>	<u>Area</u> <u>Average</u> <u>Wage</u>	<u>% of</u> <u>Area</u> <u>Average</u>
2005	2,519	\$47,530	\$36,960	129%
2006	2,592	\$49,380	\$38,183	129%
2007	2,667	\$51,299	\$39,447	130%
2008	2,658	\$53,051	\$40,726	130%
2009	2,645	\$54,918	\$42,021	131%
2010	2,718	\$57,188	\$43,361	132%
2011	2,794	\$59,551	\$44,747	133%
2012	2,872	\$62,011	\$46,180	134%
2013	2,544	\$64,107	\$47,689	134%
2014	2,189	\$65,873	\$49,283	134%
2015	2,237	\$67,887	\$50,938	133%
2016	2,286	\$69,960	\$52,657	133%
2017	2,336	\$72,094	\$54,442	132%
2018	2,387	\$74,291	\$56,297	132%
2019	2,055	\$76,260	\$58,325	131%
2020	1,701	\$78,158	\$60,543	129%
2021	1,727	\$80,911	\$62,858	129%
2022	1,754	\$83,766	\$65,273	128%
2023	1,782	\$86,727	\$67,793	128%
2024	1,765	\$87,423	\$67,170	130%
2025	1,707	\$89,560	\$68,847	130%

² See the *Economic Development Goal Setting Study (Revised)* prepared by POLICOM Corporation, November 2003.

In order to achieve the annual milestones, a sufficient amount of real estate will need to be identified in the planning process to accommodate the employment centers. This issue is addressed in Chapter 5.

Population and Employment Relationships

One issue facing Pinellas County is the relationship between population and employment. As mentioned above, the county is getting demographically younger. Concurrent with this trend, the ratio of the number of jobs to the number of residents in the county has also increased. In other words, as the population grows younger, it contains more residents of working age. Along with size and quality, the jobs-to-population ratio is considered a measure of the strength and competitiveness of the local economy. Table 4-2 compares this ratio for Pinellas, Hillsborough, and Orange counties for three time periods.³

Table 4-2
Ratio of Jobs to Population by County

	<u>1982</u>	<u>1992</u>	<u>2002</u>
Pinellas	45%	50%	63%
Hillsborough	54%	61%	72%
Orange	64%	73%	77%

As shown in the table, all three counties have increased their jobs-to-population ratios since 1982, but Pinellas lags behind the others. If the county wants to be considered one of the most competitive employment markets in Florida, it should aim for a ratio commensurate with those of Hillsborough and Orange counties.

The ratio of jobs to population is also reflective of the demographics of each county. Table 4-3 shows the percentage of the population that is over age 65 for each county based upon the 2000 Census. These ratios are inversely related to the ones shown in Table 4-2.

Table 4-3
Percent of Population Over
Age 65 by County

	<u>2000</u>
Pinellas	22.5%
Hillsborough	12.0%
Orange	10.0%

As discussed above, the county's population has historically contained a large percentage of seniors, but the trends have been changing to reflect a broader demographic diversity. With more aggressive recruitment and retention policies targeted to specific industries, a younger workforce will be attracted to the county. At the same time, national trends show that employment opportunities will increase for workers who have passed normal retirement age. Therefore, the analysis suggests the county will be able to increase its jobs-to-population ratio to a competitive level.

³ Source: Bureau of Economic Analysis, U.S. Department of Commerce.



For the purposes of this plan, the year 2000 population count was rounded to 920,000 persons, and the 2025 population was projected to be in the range of 1,100,000 to 1,200,000 persons. This range forecasts a potential twenty-five year increase of about 185,000 to 285,000 persons.

To project job growth in Pinellas County through the year 2025, two potential employment scenarios were identified. The *Slow Growth* scenario will occur if nothing is done to create new, high-wage primary jobs. The *Quality Growth* scenario includes the results of successfully creating the aforementioned 50,000 high-wage primary jobs. Table 4-4 compares projected job creation under the two scenarios.

Table 4-4
Comparison of Projected Net Job Gain
by Growth Scenario

Scenario	Estimated 2002 Jobs	Projected 2025 Jobs	Net Gain
Slow Growth	587,000	751,100	164,100
Quality Growth	587,000	814,800	227,800

Under the Slow Growth scenario, the county will gain approximately 164,000 new jobs. However, this projection reflects a loss of high-wage jobs and the formation of low-wage jobs, causing a decline in the quality of the economy.⁴ Additionally, after adjusting for anticipated inflation, the actual size of the economy will be smaller if the Slow Growth scenario occurs.

This is a predictable result of reaching physical buildout.⁵ If there is no land upon which existing high-wage employers can expand, they will be forced to relocate outside of Pinellas County, leaving behind vacant, aging facilities. Typically, such buildings are then occupied by lower-wage employers. This pattern is repeated until the buildings are so aged that they cannot support even minimum-wage employers, and are eventually abandoned. New companies are also prevented from moving into the county due to the lack of developable vacant land.

The Quality Growth scenario, in contrast, assumes that the county will engage in an aggressive program of land recycling and recruitment and retention of high-wage employers. It provides for the formation of some 50,000 high-wage primary jobs by 2025. If the county is successful, the combined primary and secondary jobs created will equal approximately 228,000, with total employment in 2025 being about 814,000.

Under the Quality Growth scenario, the jobs-to-population ratio will also improve significantly. As previously mentioned, the 2025 population is projected to be between 1,100,000 and 1,200,000. Using a midrange estimate of 1,150,000, Table 4-5 shows the projected ratio under both growth scenarios. If the county is successful in achieving the Quality Growth goal, the jobs-to-population ratio will grow to 71 percent by 2025. While this would likely be the highest percentage in the county’s history, it is still lower than the 2002 percentage for Hillsborough County.

⁴ See the *Economic Development Goal Setting Study (Revised)*, November 2003.
⁵ See *Economic Impact of Reaching Physical Build-Out on the Pinellas County Economy* prepared by POLICOM Corporation, September 2001.

Table 4-5
Projected Ratio of Jobs to Population
by Growth Scenario

	2025
Slow Growth	65%
Quality Growth	71%

The following graphs demonstrate the different economic impacts of the Slow Growth and Quality Growth scenarios. Figure 4-1 shows projected growth in the size of the Pinellas County economy based upon total worker earnings.⁶ Note how after reaching buildout in 2008, the growth in the size of the economy will slow and eventually reverse under the Slow Growth scenario. However, if the Quality Growth scenario is achieved, the size of the economy will continue to grow at a rate only a bit slower than that of the 1990s.

Figure 4-1
Projected Total Worker Earnings
by Growth Scenario

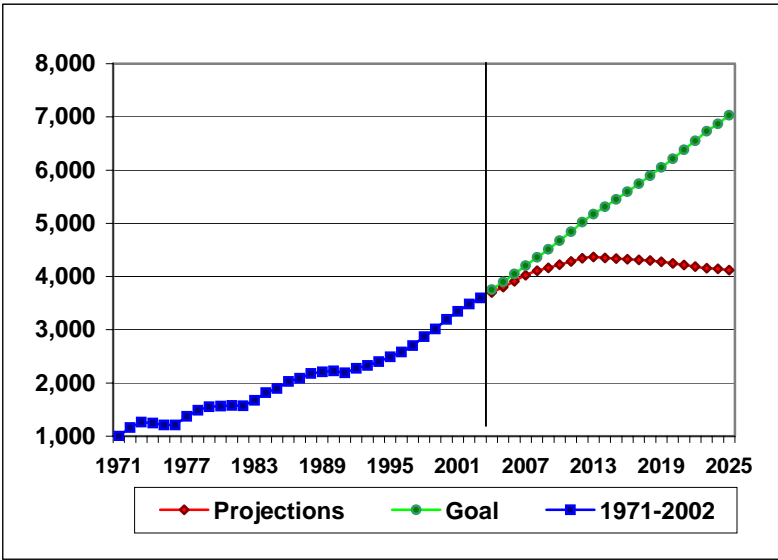
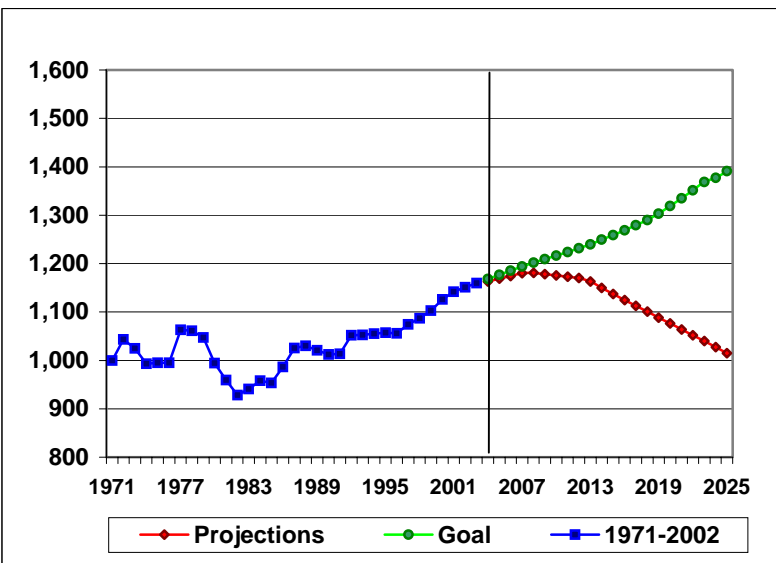


Figure 4-2 compares the difference in the growth in the quality of the economy between the Slow Growth and Quality Growth scenarios, as measured by annual earnings per worker.⁷

Figure 4-2
Projected Annual Earnings
Per Worker by Growth Scenario



⁶ The annual percentage increase was multiplied by a common factor after all earnings for wage and salaried workers and the profits of proprietors were adjusted to the value of the 2001 dollar. The projections and goal were discounted for an annual inflation rate of 2.5%. Please see the *Economic Development Goal Setting Study (Revised)*, November 2003, for a discussion of the methodology.
⁷ The average annual earnings per worker was adjusted for inflation and factored in the same manner as total worker earnings. Please see the *Economic Development Goal Setting Study (Revised)*, November 2003, for a discussion.



Chapter 4: Economic Investment and Job Creation



**Real Estate Suitable for Primary Employers –
Young-Rainey STAR Center,
Unincorporated Pinellas County**

The quality of the Pinellas County economy improved significantly in the 1990s as a result of a large influx of high-wage primary jobs. Under the Slow Growth scenario, this trend will reverse as high-wage jobs are replaced by low-wage jobs. But if the Quality Growth scenario is achieved through economic development and redevelopment, the standard of living will continue to improve and stay ahead of inflation.

Target Employer Characteristics/Types

The creation of approximately 50,000 high-wage primary industry jobs from now through 2025 will not occur naturally. By definition, primary businesses are wealth generators, and are therefore sought after by communities throughout the United States. To maximize the use of economic development resources, the range of desirable high-wage industries to be pursued should be narrowed to those most likely to benefit from relocation to Pinellas County. After reviewing the geographic and economic assets of the area against the needs of more than 2,000 industrial classifications from the North American Industry Classification System (NAICS), it is recommended that the county focus on approximately sixty, some examples of which are shown in Table 4-6.

**Table 4-6
Example Target Industries for Pinellas County**

NAICS Code	NAICS Description
325411	Medicinal and Botanical Manufacturing
334510	Electro-medical and Electrotherapeutic Apparatus Manufacturing
339113	Surgical Appliance and Supplies Manufacturing
511210	Software Publishers
523999	Miscellaneous Financial Investment Activities
524114	Direct Health and Medical Insurance Carriers
541512	Computer Systems Design Services
541710	Research and Development in the Physical, Engineering, and Life Sciences
621511	Medical Laboratories

These target industries are primary in nature, pay average wages that will reach the annual milestones, are growing nationally and in the state of Florida, and will be able to utilize the assets and cope with the liabilities of Pinellas County. Many are already present in the

county. The expansion of these companies is essential to achieving the Quality Growth scenario.

Employer Incentive Program

As previously mentioned, the identified target industries are among the most desirable and sought after in the United States. Since there are a limited number of businesses that meet this profile, and since they contribute a significant amount of wealth to their local economies, many communities are offering financial incentives to attract and retain them. In order to compete in this marketplace, Pinellas County will likewise have to offer various types of financial and non-financial inducements, such as expedited permitting, regulatory relief, low-interest loans, employee training, and property tax refunds, to qualified companies.

Used wisely, competitive business incentives for companies creating high-wage jobs can act as a catalyst for economic development efforts, facilitate a pro-business climate, and ensure a trained and diversified workforce. It must be recognized, however, that without a dependable funding source and a workable implementation methodology, any incentive program will be ineffective. To ensure its effectiveness, local governments must consistently fund and implement the incentive program over time, which will require political leadership, a reliable source of funding, and an ongoing monitoring system.

To assist with this process, an *incentives matrix*, or mathematical screening process that can be used to pre-qualify a company for particular incentives, has been created. Table 4-7 provides an example of criteria that could be used to determine what incentives should be offered. Each criterion evaluates a business characteristic that can be measured in numerical units, such as number of workers, dollars, square feet, or percentage points. For example, a company may anticipate creating 300 new jobs that will have an average salary of \$47,000, be housed in a 100,000-square-foot building, and conduct business activity that is 100 percent primary in nature.

**Table 4-7
Example of Weighted Criteria to be
Used in the Incentives Matrix**

	Maximum	Minimum	Weight
Primary employer	100%	50%	20
Wages to be paid (% of area average)	150%	110%	20
Square feet of building per worker	250	500	10
Floor to area ratio	65%	25%	10
Workers per acre	100	25	10
Wage impact jobs	50	10	20
Real property tax per acre (current)	\$24,000	\$8,000	5
Real property tax per acre (new money)	\$24,000	\$8,000	20
Renovation impact points	200%	50%	20
Payroll per acre	\$5,230,464	\$958,918	10
Total Weight			145



Table 4-8
Incentives Matrix Applied to an Example Company

	Example Company	Maximum	Minimum	Weight	Points Awarded
Primary employer	100%	100%	50%	20	20.0
Wages to be paid (% of area average)	135%	150%	110%	20	14.3
Square feet of building per worker	333	250	500	10	6.7
Floor area ratio	51%	65%	25%	10	6.5
Workers per acre	67	100	25	10	3.3
Wage impact jobs	99	50	10	20	20.0
Real property tax per acre (current)	\$13,333	\$24,000	\$8,000	5	0.4
Real property tax per acre (new money)	\$26,667	\$24,000	\$8,000	20	2.7
Renovation impact points	0	200%	50%	20	0.0
Payroll per acre	\$3,133,333	\$5,230,464	\$958,918	10	3.8
Total				145	77.7

For each criterion, there are a specified number of available points, denoted by the variable *weight*, which may be earned if established targets are reached. The variable *minimum* represents the minimum level that must be achieved to qualify for any points, while *maximum* is the level at which all available points are awarded.⁸ Numbers falling between minimum and maximum receive a proportionate number of points. If the company falls below minimum for either “primary employer” or “wages to be paid,” it will be disqualified from further consideration for incentives.

Table 4-8 shows how the matrix would evaluate the example company described above. The final score is calculated by adding together the points awarded for all criteria, and dividing this number by the total of all available points, with the result expressed as a percentage. For example, in Table 4-8, the company received 77.7 points and the maximum points available equaled 145, resulting in a score of 53.6 percent (since $77.7/145 = 0.536 = 53.6\%$).

This information is then compared with a list of available incentives, each of which will be assigned a qualifying score that the company must attain before it is eligible to receive the incentive, as shown in Table 4-9.

Table 4-9
Example Incentives and Qualifying Scores

Incentive	Qualifying Score (%)
Low-interest loan for land & building purchase (not to exceed \$2,500 per new job × 100 jobs)	75%
Low-interest loan for land purchase (not to exceed \$2,500 per new job × 100 jobs)	60%
Low-interest loan for equipment purchase (not to exceed \$1,000 per new job × 100 jobs)	50%

The example company above would be able to receive a low-interest loan to cover the purchase price of new equipment, up to the specified maximum amount. A company that received a score of 65 percent would be eligible for a similar loan that would cover the cost of land. A company that received a score of 75 percent or

higher would be able to receive loans to cover the purchase price of equipment, land, and buildings.

When the matrix is applied, the greatest incentives will be offered to companies that pay the highest wage and have the highest concentration of workers in the smallest amount of space. Primary employers who pay lower wages, but retain a higher percentage of those wages in Pinellas County—such as smaller companies that are headquartered locally—may qualify for incentives based on their impact to the community. Low-wage employers, and those that consume large tracts of land with few employees, will be excluded from receiving incentives. Most importantly, if a company is not primary in nature, it will not qualify for any incentives.

To limit competition between neighboring communities, appropriate incentive packages may be offered to qualifying employers wherever they choose to locate or expand within the county based on designated criteria. This approach will offer flexibility to employers and allow all areas of the county to share in future employment opportunities. However, primary employers are encouraged to locate on sites within the employment districts identified in the EDRP.

It should be noted that the incentives matrix has been created for use by the Pinellas County government in partnership with the local municipalities as part of a countywide economic development and redevelopment program. However, when a company chooses a location within a municipality, it is also intended that a portion of the incentives will be funded by the municipality. The local partner participation requirement is similar to that used in state tax refund incentive programs.



Target Employer –
Jabil Circuit, Inc., St. Petersburg

⁸ The minimum, maximum, and weight values listed here are for example purposes. Actual values will be established by the Board of County Commissioners.



Chapter 4: Economic Investment and Job Creation

Other Redevelopment Programs

The countywide economic development efforts outlined in this chapter are intended to supplement local efforts, not supplant them. The main focus of the Quality Growth goal is creation of high-wage primary industry job growth, which is beneficial to the county as a whole. But there are also other types of beneficial redevelopment that may be encouraged at the local government level.

A local government that is revitalizing its downtown may wish to attract a movie theater complex or mixed-use project that the real estate market alone would not support. Similarly, a jurisdiction that depends on the tourism industry may seek to create new resort hotel facilities. And some businesses that pay lower wages may contribute to the revival of economically depressed areas, or may participate in employing disadvantaged workers through outreach programs such as WorkNet Pinellas. Although these projects do not create high-wage primary jobs, they can serve as catalysts for further redevelopment and bring benefits to their communities.

To encourage these other types of redevelopment, each municipality is free to offer its own redevelopment incentives, based on locally-designated criteria, if it chooses. In addition, there are other countywide and state programs available to assist with both job creation and other types of redevelopment in targeted areas, specifically brownfield areas and enterprise zones.

Pinellas County's Brownfields Program works to identify abandoned, idled, or underused industrial and commercial properties where redevelopment is complicated by actual or perceived environmental contamination. The Brownfield Redevelopment Bonus is a program that is available to encourage redevelopment and job creation within designated brownfield areas. Pre-approved applicants receive tax refunds of up to \$2,500 per new job created in a designated brownfield area. The amount of the refund is equal to 20 percent of the average annual wage of the new jobs created.

An enterprise zone is a geographic area targeted for economic revitalization. The State of Florida Enterprise Zone Program encourages environmental improvement and business reinvestment to recreate economically and environmentally sound workplaces with significant cost savings for employers. The program offers an assortment of tax incentives to businesses that choose to create employment within an enterprise zone. These programs include a jobs tax credit, business machinery and equipment refund, building materials refund, property tax credit, and community contribution tax credit.



Downtown Redevelopment – Main Street and Pinellas Trail Crossing, Dunedin



Brownfield Redevelopment – Harbor Oaks Plaza, Downtown Clearwater

The Brownfields Program, Enterprise Zone Program, and related incentive programs combine redevelopment opportunities and economic development programs to enhance economic vitality and quality of life while implementing a comprehensive redevelopment plan.

Conclusions

One of the principal goals of the EDRP is to build long-term economic vitality for Pinellas County through the attraction and retention of jobs that pay above-average wages in targeted primary industries. These businesses and employees bring significant wealth into the larger community, creating a demand for secondary businesses and high-quality public services and amenities.

If the current economic vitality of Pinellas County is to be maintained over the long term, to counter the effects of buildout, approximately 50,000 new high-wage primary jobs must be created over the next twenty years. This chapter presents annual *milestones*, or targets for the number of new primary jobs and the associated average wages. Other important targeted indicators include the size and quality of the economy, and the jobs-to-population ratio.

In order to successfully compete with other regions to attract and retain high-wage primary employers, the county will need to offer incentives to qualifying companies. An *incentives matrix*, or mathematical screening process that can be used to pre-qualify a company for particular incentives, has been developed to assist with this process. To reduce competition between neighboring communities, these incentives should be made available regardless of the local jurisdiction in which the qualifying company chooses to locate or expand.

The EDRP focuses its proposed business incentives on high-wage primary employers, which are critical to the health of the countywide economy. However, local communities may wish to provide incentives for other beneficial types of businesses, such as those that serve the tourism industry or contribute to the revival of economically depressed areas. Countywide economic development efforts outlined in this chapter are not intended to replace existing local efforts, but to add to them.

In addition to helping meet the needs of individual jurisdictions, a coordinated countywide approach to economic development and redevelopment will encourage the private sector to invest in the county as a whole, benefiting all citizens who live and work in Pinellas County.



Chapter 5: Real Estate Factors

Introduction

The availability of appropriate real estate is the second essential component of the *Economic Development and Redevelopment Plan for Pinellas County* (EDRP). As the county population continues to grow and more people of working age are added, future employment is also anticipated to increase. However, the businesses that provide jobs will require land for development and redevelopment. If the county cannot maintain a supply of available real estate for primary employers, they will move on to other counties where land is more plentiful.

This chapter:

- Defines the current real estate dilemma and the shrinking property base for primary employers;
- Describes the real estate requirements for primary employers;
- Evaluates the demand for and supply of land to support primary employment;
- Compares the cost differentials between greenfield development and redevelopment;
- Identifies existing and potential employment districts; and,
- Discusses the role of housing as an element of economic development.

The Real Estate Dilemma

Pinellas County is approaching physical buildout, particularly with respect to real estate available for primary employers. However, continued development is not only inevitable, it is essential to the county's long-term economic sustainability. Redevelopment of aging and obsolete uses will provide the real estate needed for the county to remain strong economically and maintain its recognized high quality of life.

All economic development and redevelopment activities are essentially real estate transactions. As such, they respond to the same factors that affect the real estate market within a geographic area. Like any other commodity, the demand for and supply of a specific type of property affects its value.

All economic development and redevelopment activities are essentially real estate transactions.

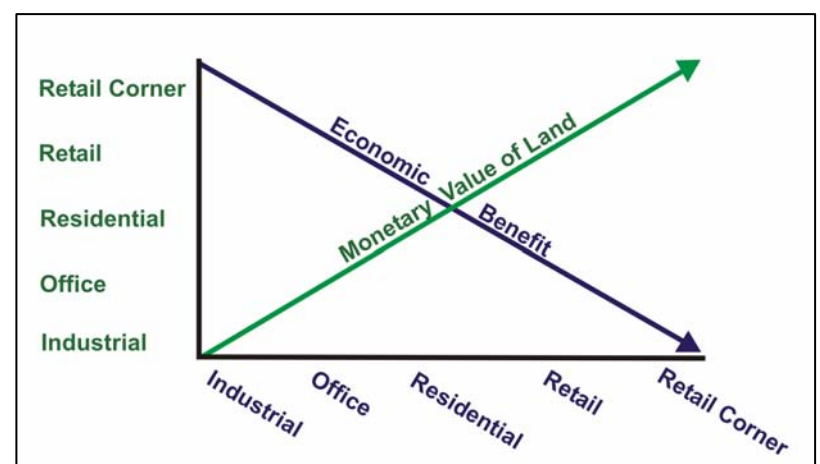
The sale and purchase of real estate is driven by the principle of highest and best use. Simply stated, the highest and best use for any piece of real estate is that which produces the greatest financial return. This principle encourages landowners to sell or redevelop their properties for uses that offer the highest short-term monetary gain, usually retail or high-end residential.

Determining highest and best use relative to Pinellas County's future is more complex. While both retail and high-end residential uses are necessary and desirable, they contribute little to the long-term health of the local economy. Most retail uses pay relatively low wages, and

with the exception of some tourist-oriented businesses, they do not import money into the county. Moreover, retail chains that are headquartered outside of the county may actually siphon money away. High-end residential uses, meanwhile, tend to attract residents who desire more public services than their property taxes alone can support.

From a broader economic perspective, for land with the proper locational characteristics, the highest and best use of land is often industrial or office. These uses can accommodate new or expanding primary employers who pay high wages, import money into the community, and require comparatively few public services. However, the short-term economic return to the landowner is usually lower than for other uses. These facts present a dilemma for land owners and buyers.

So what is that real estate dilemma? It is the fact that the short-term monetary value of real estate to its owners is inversely related to its long-term economic benefit to the community, a relationship that is illustrated below. Market forces will continue to drive landowners to position their properties for the highest possible monetary value. But if left unchecked, this trend could result in widespread conversion of industrial and office land to other uses, to the detriment of the local economy.



Inverse Relationship of Monetary Value to Economic Benefit of Real Estate

Real Estate Supply and Demand

Land that is planned or zoned to accommodate primary employers is shrinking at an increasing rate. This is principally occurring through local government actions such as comprehensive plan or rezoning amendments, requested by property owners attempting to increase the monetary value of their land by changing its use. These conversions are beneficial, it is argued, because the changed land uses produce less impact on the surrounding environment, are less intense, and most importantly, are less objectionable to local residents.

Superficially, these arguments seem very convincing. How could less impact be bad? The problem is that the dwindling amount of land suitable for major primary employers also means fewer high-wage employment opportunities, both for current residents and for the next generation of workers, many of whom may choose to move out of the county as a result. It also means a



Chapter 5: Real Estate Factors

shrinking tax base, which will lead to higher taxes and fewer public services. This erosion of economic health will lead directly to a decreased quality of life for the community.

Without well-located, buildable land, the county cannot effectively compete in the race for a sound, strong economic future.

Between 2000 and 2005 alone, a total of 25 comprehensive plan land use changes were granted to convert land designated for industrial or office properties to other uses. This equates to a net loss of 128 acres of land that may have been suitable for primary employers.

Demand for Land to Support Projected Employment

To achieve the county's vision of increased primary employment, the supply of land must be adequate to meet demand. In addition to land that is capable of supporting the expected growth in the number of jobs, there must be adequate housing for the future employees and their families.

Chapter 4 discussed two possible growth scenarios based on the future size of the Pinellas County workforce, ranging from approximately 751,000 to 815,000 total workers. To account for additional potential outcomes, this range was broadened into low-, medium-, and high-growth scenarios ranging from 714,000 to 830,000 total workers, and land demands were calculated for each. Using the three scenarios, a range of employment counts and their typical spatial requirements were estimated through the year 2025. These spatial needs were then extrapolated to land requirements consistent with research about typical intensities of development with various building types and configurations, as measured by floor area ratio (FAR).¹

It should be noted that intensities tend to increase as communities become more urban. For example, a conventional office might be accommodated in a multistory building with a relatively high intensity, 1.0 FAR or above, compared with distribution or research activities that are more appropriately developed at approximately 0.18 to 0.20 FAR. For purposes of this analysis, a range of 200 to 1,000 square feet of workspace per employee was estimated for each scenario, generating demand for facilities with a minimum 0.20 FAR.

Applying these factors, increased demand for land was estimated for the low-, medium-, and high-growth scenarios. The acreages required to support the employment increases from the existing base (approximately 587,000 jobs) are projected to range from a low of 2,200 acres to a high of 5,900 acres, as shown in Table 5-1. The scenarios indicate the change from current employment that might be realized over a twenty-year period.

¹ For a more detailed explanation of the terms and projections used in this chapter, please see the *Market, Real Estate and Housing Technical Memorandum*, prepared by Prime Interests, Inc., in June 2004.

**Table 5-1
Increased Demand for Land
by Job Growth Scenario**

<u>Growth Scenario</u>	<u>Total Employment</u>	<u>Increased Demand for Land (in acres)</u>
Low	714,000	2,200 to 3,700
Medium	769,000	2,900 to 4,800
High	830,000	3,600 to 5,900

Real Estate Supply to Meet Demand

With the total demand established for land necessary to meet the 2025 employment projections, the next exercise was to determine if an adequate real estate supply will be available to accommodate primary employers. This is one of the most fundamental findings for implementing the EDRP. Without well-located, buildable land, the county cannot effectively compete in the race for a sound, strong economic future.

Within Pinellas County, where there is little remaining greenfield land, the real estate supply is largely created by clearing and redeveloping land with obsolete uses, or retrofitting aging buildings and sites. The methodology to determine the size of this potential supply was based on three sources. The first was vacant and underutilized lands. The second included an inventory of Central Business Districts (CBDs) and Community Redevelopment Districts (CRDs). The third consisted of surplus, non-environmentally sensitive publicly-owned lands. The total of these sources was determined to be some 7,000 acres, as shown in Table 5-2.

**Table 5-2
Potential Land Supply**

Vacant/Underutilized:	6,105 acres
CBD/CRD:	550 acres
Public Lands:	345 acres
Total	7,000 acres

For all three scenarios, therefore, there is sufficient potential land supply to meet the demands of anticipated future primary and secondary employers, at least hypothetically. Table 5-3 compares the ranges of increased land demand against the estimated supply.

**Table 5-3
Land Demand and Supply Comparison
by Job Growth Scenario**

<u>Growth Scenario</u>	<u>Increased Demand for Land (in acres)</u>	<u>Potential Land Supply (in acres)</u>	<u>Potential Land Surplus (in acres)</u>
Low	2,200 to 3,700	7,000	4,800 to 3,300
Medium	2,900 to 4,800	7,000	4,100 to 2,200
High	3,600 to 5,900	7,000	3,400 to 1,100



**Primary Employer Greenfield Development –
Nielsen Media Research, Oldsmar**



**Primary Employer Redevelopment –
Ceridian Benefits, St. Petersburg**

It should be noted that not all of this potential land supply may ultimately be found suitable for redevelopment that meets employment goals. Some properties may be too small or inappropriately located to meet the needs of primary employers, or may not be made available for such use by their owners. Others may be redeveloped at less than permitted intensities. Therefore, local governments should be cautious in interpreting the potential land surplus figures as justification for approving comprehensive plan or rezoning amendments that will erode this supply.

Greenfield vs. Redevelopment Costs

With the potential for an adequate supply of land identified, the next step in the process was to assess the role of real estate economics. Since land development and redevelopment are real estate transactions, they will only be undertaken if there is a reasonable expectation of profit for the investors. Redevelopment and greenfield development are qualitatively different, and each has distinct cost considerations. The real estate industry tends to seek out greenfield projects simply because the development process is easier and less expensive. Greenfield sites typically require minimal site clearance, have less burdensome site conditions, and are easier to assemble and purchase than redevelopment sites.

Additional expenses associated with redevelopment include remediation, assembly of a viable site, lengthy permitting processes, demolition of obsolete structures and infrastructure, and site retrofitting for new infrastructure. Because they normally occur in built-up areas, redevelopment projects are sometimes opposed by neighbors, and time and money must be invested to overcome the opposition or modify the site design to achieve a compromise. These added costs are known as the *cost differential* between greenfield development and redevelopment.

Redevelopment and greenfield development are qualitatively different, and each has distinct cost considerations.

Because the cost of a typical redevelopment project can be two and a half times that of an equivalent greenfield project, it must generate a resale or rental value that is two and a half times greater. Such projects are often financially infeasible, except for land uses that turn the highest profits, such as retail or high-end residential. As discussed in Chapter 4, in order to avoid losing primary employers to surrounding counties with ample greenfield

land, Pinellas County will need to provide incentives to assist the development industry in absorbing the additional costs of redevelopment for industrial and office uses. These incentives should not be tied to specific parcels or locations, but should be made available to qualifying companies no matter where in the county they choose to locate or expand.

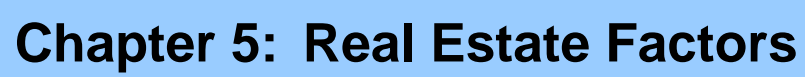
Redevelopment Costs and the Tourist Economy

The redevelopment costs discussed above are particularly evident along the Gulf Boulevard corridor, where the majority of the county’s tourist accommodations have traditionally been located. In the beach communities, the high demand for waterfront residential property is causing the owners of existing hotels, both large and small, to reevaluate the use of their properties as transient accommodations. While the resort industry appears to be facing very real limitations on what it can charge for room rates, the economics of residential condominium demand have virtually removed the ceiling on prices that can be realized for residential units with Gulf exposure.

These factors are discouraging hospitality investment, since tourism revenues cannot typically support the cost of upgrades or new construction. As property taxes rise along with land values, revenues may not even be sufficient to offset the ongoing costs of maintaining an operational business. Many owners of small and moderate-sized properties are either converting their existing transient units to residential use, or selling the sites to developers for residential redevelopment.

On the beach, a typical residential condominium redevelopment can command a land price worth three to six times what the operator of a typical hotel could pay for the same site.² It is estimated, therefore, that new tourist accommodations would need to be developed at a density three to six times that permitted for residential condominium developments in order to be economically feasible. If the local tourism industry is to remain viable, it will be necessary to provide financial and regulatory incentives to offset the high cost of creating new tourist accommodations and encourage the renovation of the existing stock. Investments in corridor improvement and enhanced public open spaces will complement these efforts by increasing the county’s attractiveness to tourists.

² For more information, please see the *Study of Economic Impact of Conversion of Commercial Lodging Properties to Condominiums*, prepared by the Pinellas County Economic Development Department in February 2005.



This map illustrates the employment districts and transit infrastructure in the St. Petersburg, Clearwater, and Dunedin area. The map is color-coded to show different types of land use and transit potential. A legend in the bottom left corner defines the symbols used:

- Existing Employment District:** Shaded in light blue.
- Underutilized Land within IL and IG:** Shaded in light green.
- CBD/CRD:** Shaded in light yellow.
- Potential Transit Station Area:** Indicated by a blue circle with a white dot in the center.

The map shows a dense network of roads and transit lines, with major transit stations marked by blue circles. Key locations labeled include St. Petersburg, Clearwater, Dunedin, and various employment districts like the St. Pete JC, Clearwater JC, and Dunedin JC. The map also shows the Gulf of Mexico to the east and the city of Tampa to the south.



Redevelopment Opportunities

It is clear from public outreach efforts (see Chapter 2) that the community values the established lower-density character of the county, but is supportive of increasing densities and intensities in targeted areas to accommodate population and employment growth. A major component of the EDRP planning process has been the identification of locations where this higher-density and -intensity redevelopment can appropriately take place. The categories of land considered most suitable include:

- *Central Business Districts (CBDs).* The CBD future land use category is designed to identify locations that are appropriate for urban centers. The local government establishes its own density and intensity standards for the district through a local plan, but must demonstrate that existing infrastructure is adequate to accommodate them. The two largest cities in the county, St. Petersburg and Clearwater, have designated CBDs.
- *Community Redevelopment Districts (CRDs).* The CRD future land use category is similar to CBD, but is intended for smaller centers. Pinellas Park and Largo each have designated CRDs.
- *Lands Designated for Industrial Use.* Two future land use categories, Industrial Limited (IL) and Industrial General (IG), are especially suitable for primary industries.
- *Existing Employment Districts.* Locations where primary employers are already concentrated have demonstrated their suitability for these land uses. (See the following section for further discussion.)
- *Underutilized Lands.* These properties have appraised land values that exceed the value of the improvements on the land. They are among the first to undergo market-driven redevelopment, particularly larger, contiguous tracts such as mobile home parks.
- *Surplus Public Lands.* Many local governments own lands, acquired through tax liens, donations, or other methods, that are not essential for public purposes and have no environmental or recreational value.
- *Transit Corridor.* The Pinellas County Metropolitan Transportation Organization has identified a potential elevated guideway transit corridor that would extend from St. Petersburg to Clearwater via the Gateway area. The corridor was determined based on projected ridership and appropriateness for future densification and intensification.

Land that meets more than one of the above criteria—such as underutilized parcels that are also designated for industrial use, or surplus public property in existing employment districts—can be especially useful to economic development and redevelopment efforts. Properties that can be considered potentially suitable for higher-density and -intensity redevelopment were compiled into a Redevelopment Base Map, shown in Figure 5-1. This map was used as the basis of the Community Planning for Redevelopment (CPR) exercise described in Chapter 2.



**Existing Employment District –
Airport/Carillon District**



**Underutilized Lands –
Earl J. Small Growers, Inc., Pinellas Park**



**Surplus Public Lands – Vacant County-Owned
Property, Unincorporated Pinellas County**

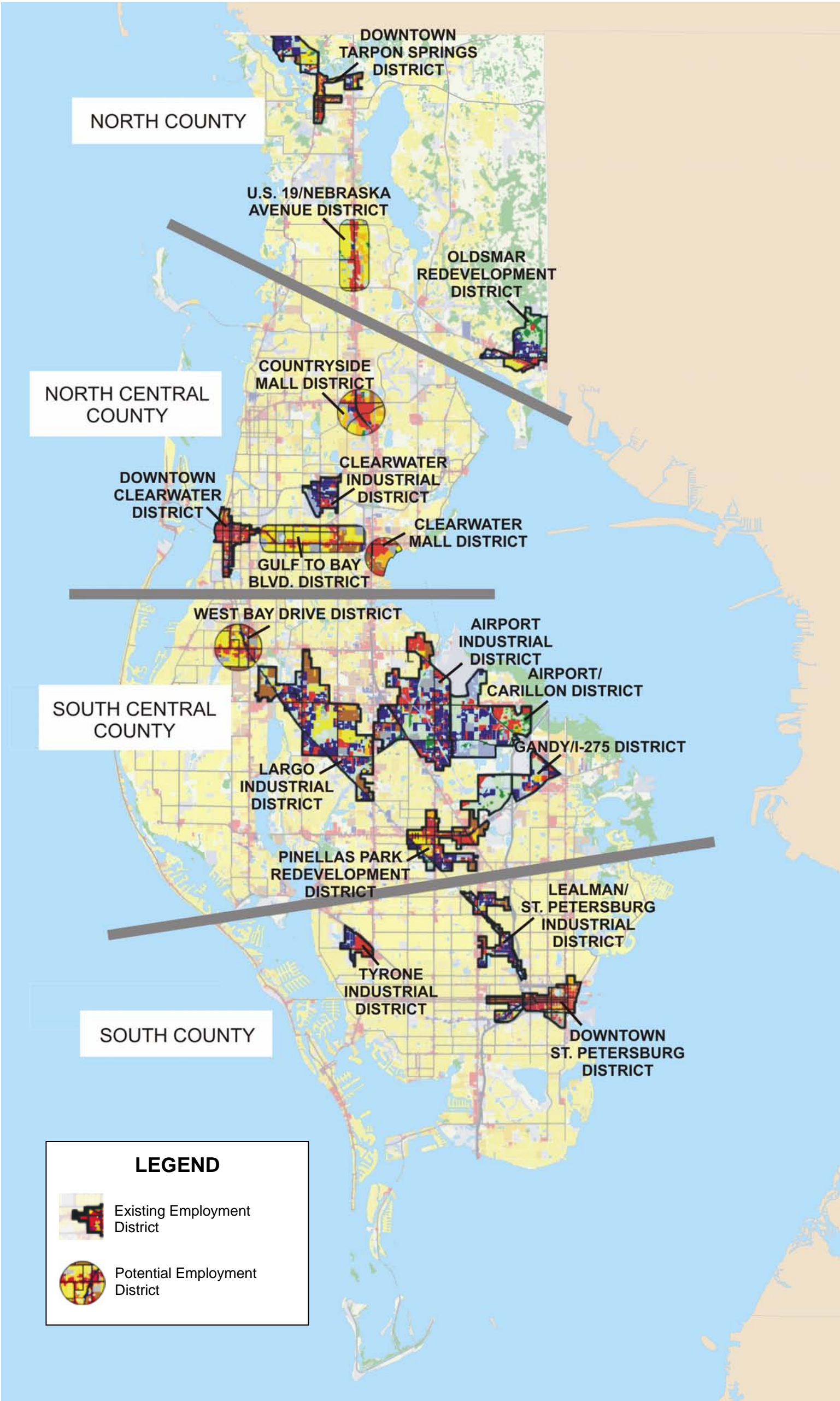
Proposed Economic Redevelopment Designation

Another potential opportunity is the creation of procedures and standards within the Countywide Rules to support the recruitment and retention of target employers. A flexible Economic Redevelopment Designation (ERD) would enable local governments to establish an area for redevelopment purposes, pursuant to a special area plan, under the Countywide Rules without requiring an amendment to the Countywide Plan Map. Use and density/intensity characteristics could be adjusted for special redevelopment projects that are consistent with urban form and design guidelines. To use this opportunity, it will be necessary to amend the Countywide Rules to identify the process and criteria by which to facilitate redevelopment consistent with the EDRP, and to develop and coordinate amendment of local government plans and regulations to include procedures and standards to enable their utilization of the ERD procedures pursuant to the Countywide Rules.



Chapter 5: Real Estate Factors

Figure 5-2
Existing and Potential Employment Districts





Employment Districts

While redevelopment incentives may not necessarily be tied to specific locations, it is beneficial to identify and market a range of available areas that might be suitable for primary employers. These *employment districts* (or *employment centers*) will ideally already have concentrations of similar primary employers, supportive commercial and service businesses, adequate transportation and infrastructure facilities, and a range of housing options within a convenient travel distance.

Existing Employment Districts

As part of the EDRP process, a countywide analysis of land use and other factors was carried out to identify locations where concentrations of employers occur.³ Twelve existing employment districts, ranging in size from approximately 300 to 3,000 acres, were identified (see Table 5-4 and Figure 5-2).

Table 5-4
Existing Employment Districts

District	Acreage	
	Total	Available for Redevelopment
Downtown Tarpon Springs	710	337
Oldsmar Redevelopment	835	405
Downtown Clearwater	465	155
Clearwater Industrial	440	155
Largo Industrial	2,950	569
Airport Industrial	2,610	741
Airport/Carillon	2,415	572
Gandy/I-275	1,025	569
Pinellas Park Redevelopment	1,050	253
Tyrone Industrial	275	120
Downtown St. Petersburg	660	123
Lealman/St. Petersburg Industrial	715	280
Totals	14,150	4,279

It should be noted that these districts have been delineated for countywide redevelopment planning and marketing purposes. Locally-designated districts may not exactly match the boundaries, acreage, or district names shown in this document. For example, the City of St.

Petersburg has subdivided its downtown into more than one redevelopment district for local planning purposes.

Potential Employment Districts

In addition to the existing employment districts, another five potential locations were identified during a public participation exercise held during the Opportunities Summit in December 2002 (see Chapter 2). Generally, these districts are located on commercial corridors where grayfield redevelopment is underway or planned. While these areas could be permitted to remain commercial in nature, the participating citizens expressed a desire to see them evolve into locations that would be attractive to primary employers. Because the participants identified only general locations, they were not analyzed to the same level of acreage detail as the existing districts. The potential employment districts are listed below, and their locations are shown in Figure 5-2:

- US 19/Nebraska Avenue District
- Gulf to Bay Boulevard District
- Clearwater Mall District
- Countryside Mall District
- West Bay Drive District

Distribution of Future Employment

Future primary and secondary jobs will ultimately be located based on the availability of suitable land, and the perceived character of each location as supportive of employment activity. While it is not the intention of this plan to direct jobs to any particular jurisdiction or area of the county, for planning purposes, it is useful to have a rough idea of where this future job growth might occur. A methodology was developed to give a weighting to locations with existing concentrations of high-wage target employers, plus a proportional distribution of existing and potential employment districts, based on the four general county areas shown in Figure 5-2. The distribution of projected primary and secondary employment growth by county area is shown below.

- North County: 10%
- North Central County: 25%
- South Central County: 45%
- South County: 20%



Existing Employment District –
Oldsmar Redevelopment District



Potential Employment District –
U.S. 19/Nebraska Avenue District

³ For more information, please see the *Market, Real Estate and Housing Technical Memorandum*, June 2004.



Chapter 5: Real Estate Factors



**Independent Redevelopment –
Walgreen’s Pharmacy, Belleair Bluffs**



**Partnered Redevelopment –
Monroe Park Townhomes, Dunedin**

Characteristics of Redevelopment

When considering the real estate factors that will affect Pinellas County in the future, location is not the only important variable. Because all redevelopment is not the same, it is useful to have a vocabulary to describe the different types that exist, and to understand the characteristics of each. The following sections address various *methods*, *categories*, and *scales* of redevelopment.

Methods of Redevelopment

Independent Redevelopment. Redevelopment that is initiated and financed entirely by a private developer is known as *independent redevelopment*. It occurs when a party seeks to improve a site or building on a privately-owned parcel with no public funds or government assistance or incentives. Because it is independent, there are typically no special regulations or incentives that apply. The majority of redevelopment activity in the county is carried out independently.

Because all redevelopment is not the same, it is useful to have a vocabulary to describe the different types that exist, and to understand the characteristics of each.

Independent redevelopment occurs in disparate locations, wherever real estate opportunities and favorable market conditions coincide, rather than in designated districts. Such projects may or may not provide a benefit to the community; they are designed to earn a profit for the owner or developer, not necessarily to fulfill a public purpose. Over time, the cumulative result of developers’ individual business decisions is often unplanned, uncoordinated growth. Therefore, it is important for local governments to guide independent redevelopment through the use of plans, land development regulations, and investment designed to realize the community’s vision.

Partnered Redevelopment. Even when redevelopment is guided by local government planning, some projects that would be beneficial to a community may be too costly or risky for a private developer to undertake alone. Therefore, many local governments sponsor partnered redevelopment, in which a local government contracts with a developer to provide a project that fulfills a public purpose.

In a partnered redevelopment project, the local government typically contributes land, funding, assumption of financial risk, and/or other incentives to the project, and has a great deal of control over the final product. These projects frequently take place within a defined redevelopment district, in fulfillment of a specific community plan. A principal benefit is that successful partnered redevelopment tends to serve as a catalyst for additional, independent redevelopment in the same area.

Categories of Redevelopment

Rehabilitation/Adaptive Reuse. Rehabilitation is the practice of renovating or reconstructing an older structure such that its useful life is extended. Although many rehabilitation projects preserve the original configuration and appearance of the building, more extensive alterations (colloquially known as “gut rehabs”) are also common. In some cases the structure may be expanded or partially reconstructed. The use may or may not change. In Pinellas County, many residential and commercial structures constructed during the mid-20th century are being rehabilitated and modernized to remain marketable.

Adaptive reuse is a specialized form of rehabilitation in which the structure is modified to accommodate a new use, but the original architectural features are deliberately retained. It is commonly used as a method of preserving historic buildings while retaining their marketability. Locally, common examples of adaptive reuse include historic downtown hotels and institutional buildings that have been retrofitted for use as luxury condominiums.

Infill Development. The process of developing vacant or underused parcels within otherwise built-up areas is called *infill development*. Many infill sites are small, marginal parcels with environmental or other constraints that caused them to be passed over when the surrounding greenfield land was first developed. Others may have been tied up by financial or legal complications that affected their marketability. Still others may have been held by their owners for agricultural use or long-term speculation.

These sites may remain in a relatively natural state, or they may have been cleared for development one time and subsequently abandoned. Public facilities such as sewer systems, roads, schools, and recreation areas are typically already in place. Common examples of infill developments include individual houses or small groups of townhomes built on vacant lots in developed neighborhoods.



**Rehabilitation – Greenwood
Apartments, Clearwater**



**One-for-One Replacement –
Single-Family Residence, South Pasadena**



**Redevelopment Consistent with Existing
Regulations – Tides Village,
North Redington Beach**

Infill is technically a type of new development, but it occurs within the same context as redevelopment and faces many of the same challenges and constraints. As with redevelopment, attention to the character of the surrounding community is a key component for ensuring that the infill development fits the existing context and gains acceptance from neighbors.

One-for-One Replacement. When a property owner or developer replaces an existing building with one of similar size, scale, or use, it is known as *one-for-one replacement*. A common example is the replacement of a small, outdated single-family house with a larger, more up-to-date dwelling. This type of redevelopment is also becoming more common for smaller multifamily residential uses, particularly on the barrier islands and in other waterfront locations.

Because the land use does not change in one-for-one replacement, this category of redevelopment is constrained less by land development regulations and more by the limitations of lot size and geometry and the demands of the market. However, some communities have taken issue with replacement redevelopment that is strikingly different from the surrounding development in style or scale. This issue can be addressed through design guidelines governing the size and appearance of what can be built. Guidelines require detailed neighborhood planning to define their criteria and parameters.

Redevelopment Consistent with Existing Regulations. Historically, the real estate market in Pinellas County has led to the development of residential properties at lower densities than permitted by local future land use plans and zoning regulations. Many nonresidential structures, particularly those zoned for commercial uses, are also smaller and the sites less intensely developed than permitted. It is therefore possible to redevelop these parcels at higher densities and intensities without applying for a change in land use designation, zoning category, or other applicable regulations.

**Since the trend toward higher
densities and intensities will likely
continue for the foreseeable future,
it is vital that communities recognize
and address this transition.**

Much of the redevelopment that occurs in the county is consistent with existing regulations. Perhaps no other phenomenon has been as important in facilitating the current countywide surge in redevelopment activity. It is best demonstrated by the widespread creation of townhomes and other small multifamily projects, a new trend in a county that has traditionally been dominated by single-family neighborhoods. As the market continues to take advantage of this latent capacity, portions of the county are transitioning away from the low-density, low-intensity suburban character that has been maintained in past decades. Since the trend toward higher densities and intensities will likely continue for the foreseeable future, it is vital that local communities recognize and address this transition.

Redevelopment that Increases the Allowable Density, Intensity, and/or Mix of Land Uses. Despite the latent redevelopment capacity discussed above, there is still demand for many projects that exceed the established development limits. Because the process of acquiring the rights to additional density, intensity, or mix of land uses requires public approval, the public sector has the opportunity to exercise greater control over what is built. Such approvals may be used as incentives tied to redevelopments of desired types or in specific locations, or may be granted in conjunction with partnered redevelopment projects.

This category of redevelopment will be essential to accommodating future population and employment growth in the county. However, its use should be guided by careful planning. Increasing densities and intensities in designated centers, corridors, and districts, while protecting the character of existing neighborhoods, will help maintain a high quality of life as the county continues to evolve.



Chapter 5: Real Estate Factors

Scales of Redevelopment

Small-Scale Residential Redevelopment. Small-scale residential redevelopment is typically the product of independent individuals, whether for the purpose of creating a personal dwelling or as an investment for resale or rental purposes. Local governments wishing to encourage these activities may offer limited financial or regulatory assistance in targeted neighborhoods.

Residential rehabilitation is perhaps the simplest and most common type of small-scale redevelopment. In such instances, individual homeowners, often working with nominal financial investments and a great deal of “sweat equity,” restore single-family or small multifamily dwellings. In the last several years, this type of redevelopment has helped resurrect historic downtown neighborhoods throughout the county. Residential replacement at the same scale is also becoming more common, as the lack of vacant land countywide leaves fewer options for individuals desiring new homes. This is the most frequent type of one-for-one replacement, discussed above.

Small-scale residential redevelopment has the potential to change the look and feel of existing neighborhoods if the altered dwellings are dramatically different in size, architectural style, or configuration from surrounding homes. One example is the addition of frontal garage doors and driveways in historic neighborhoods where such uses have traditionally been accessed through rear alleys. These issues are most commonly seen with residential replacement, pejoratively referred to as “teardowns” in neighborhoods where they are unwelcome. Neighborhood-specific design guidelines that strictly govern the size and appearance of any housing alterations can be used to minimize these issues.

Other Small-Scale Redevelopment. Other types of small-scale redevelopment represent a step up in complexity from simple restoration or replacement. The cost tends to be somewhat greater, although it is generally within the reach of an individual, a single contractor, or a small-scale developer. These efforts may involve the rehabilitation of older nonresidential or large multifamily buildings, possibly including adaptive reuse of historic structures. They are usually treated as investments for resale or rental purposes, rather than for personal use.

Such projects frequently require waivers of current regulations, such as those for on-site parking, stormwater retention, setbacks, or height. Because these small-scale entrepreneurial efforts can help spur the revitalization of nonresidential districts, local governments may find it worthwhile to offer financial or regulatory incentives to projects meeting appropriate criteria. As with small-scale residential redevelopment, design guidelines are an effective way to ensure that redevelopment projects are in harmony with the character of the surrounding development.

Community-Scale Redevelopment. This type of redevelopment is significantly larger and more complex than small-scale, and is much more likely to be partnered. These efforts may involve hundreds of residential units, or up to several hundred thousand square feet of non-residential uses. The primary focus may be on residential neighborhoods, commercial or mixed-use corridors, or some combination thereof. A

mix of rehabilitation, infill, and other redevelopment is typically pursued.

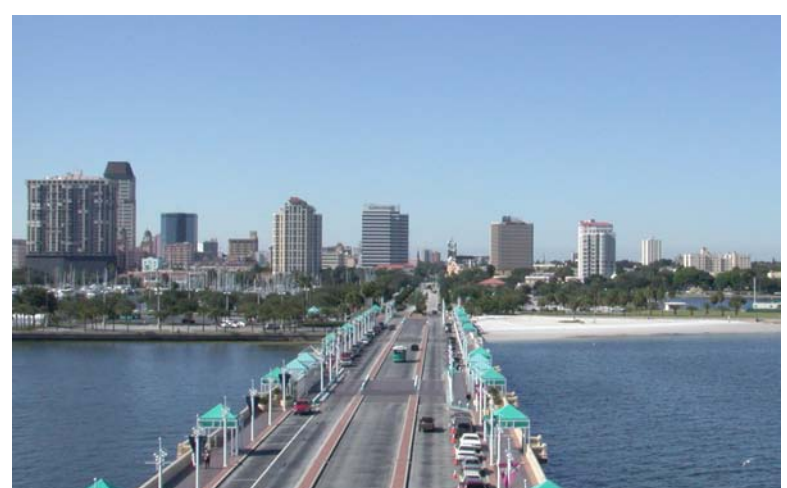
Local governments often initiate these efforts to spur revitalization in downtowns, historic neighborhoods, and areas that have experienced economic decline. A typical approach is to draft a special area plan, which may include special regulations and/or financial incentives, to govern both public and private development. Public investments in infrastructure and amenities are often made, and select partnered redevelopments may be undertaken to provide examples and anchors for private redevelopment. Special financing mechanisms, such as the tax increment financing permitted in Community Redevelopment Areas (CRAs), may be employed.



**Small-Scale Residential Redevelopment –
Single-Family Residence, Belleair**



**Community-Scale Redevelopment –
Downtown Dunedin**



**Regional Redevelopment –
Downtown St. Petersburg**



District/Regional Redevelopment. District- and regional-scale redevelopments comprise the largest and most complex scale of redevelopment. They have similar characteristics, but the major difference is one of drawing power: regional redevelopment occurs in areas that regularly attract workers and visitors from surrounding counties in the Tampa Bay region, and may involve multiple jurisdictions, while district redevelopment is more local in focus. Either may range in size from a few hundred acres to multiple square miles, and may affect thousands of residents.

These efforts are almost always initiated by the public sector. Similar to community-scale redevelopment, they generally include a master plan, encourage a variety of different redevelopment categories, and rely on a combination of public and private investment. At least one high-profile partnered redevelopment project is typically initiated. Special district regulations and incentives are common, and CRAs are frequently employed. Because of the complexity of these undertakings, they are often administered in phases.

Housing to Support Employment

The Pinellas County population is shifting away from its traditional demographic makeup. Increasingly, retirees and seasonal visitors are being replaced by younger workers with families. Some are migrating in from other areas of the nation, but others have grown up in the county and are now starting families of their own. These residents seek quality housing that is large enough to accommodate their families, close to their places of employment, and within easy reach of goods, services, and amenities.

But because the county did not initially develop with the needs of younger residents in mind, housing meeting these needs is in limited supply, and sells for premium prices. Many residents who cannot find quality housing close to employment will settle for much longer commutes. Some, aided by new intercounty transportation facilities such as the Suncoast Parkway, will move their residences to surrounding counties where greenfield land remains plentiful, while continuing to work in Pinellas County. This phenomenon will add to the congestion on already crowded highways, and decrease the quality of life for residents and workers.

The lack of housing affordability detracts from the county's attractiveness to primary employers who might otherwise consider relocating or expanding here. These businesses will have an extra incentive to locate in greenfield counties if a large percentage of the existing or prospective workforce is already living there. If the



Residential Development in an Existing Employment District – Gateway Villas, Pinellas Park

housing challenge is not addressed, Pinellas County will likely find itself losing both residents and jobs, to the detriment of the local economy.

In order to meet the needs of the new generation of Pinellas County residents, it is estimated that 100,000 new housing units will be required. At least some of these units can be expected to replace older, obsolete dwellings that are currently part of the countywide housing stock.

Housing Challenges

The Housing Finance Authority of Pinellas County recently conducted a study to assess the county's current and future housing situation in light of its efforts to recruit and retain primary employers.⁴ The study concluded that the best way to meet housing and economic development needs is to facilitate new housing construction in proximity to employment districts.

It should be noted that it is not the intention of the EDRP to sacrifice land suitable for primary employers to create this housing. Viable industrial properties, for example, should not be converted to residential use. Such conversions may individually affect only small parcels of land, but they establish a precedent that could lead to a significant loss of the limited remaining land in the county that can accommodate primary employers.

Local governments should encourage developers to place housing in or near employment districts, but should not sacrifice land suitable for primary employers to create this housing.

Local governments should encourage, and if necessary incentivize, developers to find appropriate opportunities to locate housing near employment. To assist with this process, criteria should be established to screen existing industrial properties for viability. Parcels that are determined to be too small, inappropriately located, or otherwise unsuitable for use by primary employers could be considered for conversion to residential use as part of detailed local special areas plans for employment areas.

Housing in or near employment districts should also be designed in such a way that it is both compatible and integrated with surrounding uses. Failure to design for compatibility can lead to conflicts between residential and nonresidential uses, particularly industrial. These conflicts decrease the quality of life for the affected residents, and may create pressure for elimination of industrial sites. Standards for traffic circulation, visual and noise buffering, and other potential concerns should be created to minimize conflicts between residential uses and primary employers.

The report identified other challenges to building housing in proximity to employment districts, including:

- *Availability of vacant land.* Some of the few remaining blocks of vacant land are in public ownership. However, the overall supply is limited.

⁴ For more information, please see *Housing Strategies for Employment Centers*, prepared by the Pinellas County Housing Finance Authority in December 2003.



Chapter 5: Real Estate Factors

- *Acquisition of parcels with obsolete structures.* This challenge includes site clearance, remediation, and retrofitting of utilities.
- *Economic feasibility of residential redevelopment.* The high cost of redevelopment often necessitates higher densities and mixed residential and commercial uses to make such ventures feasible.
- *Viability of aging and declining neighborhoods.* These locations may discourage new investment near employment areas.
- *Availability of transportation choices.* The journey to work from nearby residential neighborhoods can be facilitated more completely with a fully developed multimodal transportation system.
- *Acceptability of housing variety and mixed-use redevelopment.* A historic lack of high-quality alternatives has led many residents to hold an automatic preference for detached single-family homes at suburban densities, and to be distrustful of other types of housing.

Strategies to Meet Housing Challenges

To meet these challenges, the study identified a variety of housing strategies that should be pursued. Those applicable to EDRP implementation efforts include:

- *Sponsoring and promoting urban density housing.* New examples of successful, high-quality housing and mixed-use development must be created to demonstrate economic feasibility and encourage acceptability among the public.
- *Assembling and inventorying housing sites.* Public/private land assembly agreements can facilitate the assembly of land suitable for new housing to support employment districts. The public sector would enter into agreements with real estate brokers for the purpose of attaining listings, or option agreements for the sale and purchase of the parcels. Following the assembly, plans and bids could be solicited from homebuilders, based on specifications provided by sponsoring governments.
- *Maintaining quality neighborhoods.* The study recommends a comprehensive property maintenance and code enforcement program.
- *Anchoring employment districts with public investment.* Attractive, viable employment districts are critical to the county's economic future. A well-thought-out strategy for planning and public investment for these districts is essential.
- *Facilitating neighborhood renewal near employment districts.* Regulatory mechanisms that can promote and facilitate neighborhood renewal proximate to employment districts include flexible zoning as a redevelopment incentive; federal, state, and local financial incentive programs; and a more expansive use of community redevelopment area plans and tax increment financing.

In addition, the Board of County Commissioners recently convened a community housing workgroup as part of a larger effort to examine and address issues of

housing affordability within the county. The group will recommend specific strategies that can be used to encourage the creation of housing that meets the needs of a broad range of residents.

Conclusions

As Pinellas County approaches buildout, the supply of land designated to accommodate primary employers is shrinking. This trend is exacerbated by comprehensive plan and rezoning amendments requested by property owners to increase the short-term profit potential of their land, largely by conversion to retail and high-end residential use.

Without well-located, buildable land, the county cannot effectively compete in the race for a sound, strong economic future. To support a robust local economy, redevelopment efforts must focus on maintaining adequate real estate to meet the needs of primary employers and other uses that will benefit the community.

Some redevelopment projects preferred by the community may not be economically feasible for developers acting alone. It is estimated that a typical redevelopment project must generate a resale or rent value that is two and half times that of a comparable greenfield site to earn an equivalent profit. The economic return for tourism-related redevelopment on the barrier islands must be even higher, between three and six times current rates, in order to compete with the lucrative high-end residential market. For some desired types of redevelopment, therefore, local governments may need to offer financial or regulatory incentives to assist developers in absorbing the additional costs.

While redevelopment incentives may not necessarily be tied to specific locations, it is beneficial to identify and market a range of available areas that might be suitable for primary employers. Twelve existing and five potential employment districts are identified in this chapter, based on current concentrations of primary employers and a public input process.

Because all redevelopment is not the same, it is useful to have a vocabulary to describe the different types that exist. Redevelopment can be identified according to various *methods* (independent or partnered), *categories* (rehabilitation/adaptive reuse; infill; one-for-one replacement; redevelopment consistent with existing regulations; and redevelopment that increases the allowable density, intensity and/or mix of land uses), and *scales* (small-scale residential, other small-scale, community-scale, and district- or regional-scale). It is important for communities to identify desired types of redevelopment and respond to their unique needs.

Finally, the increased housing costs that accompany buildout represent a significant challenge to future economic prosperity. If a high quality of life is to be maintained in Pinellas County, these issues must be addressed through the deliberate creation of a variety of residential options, available to a range of income levels. This includes enabling the creation of housing in or near employment districts. Criteria should be established for locating residential uses in proximity to employers, to minimize conflicts between adjacent uses and to protect land suitable for primary employers from conversion to residential use.



Chapter 6: Regulatory Tools and Urban Design

Introduction

The Pinellas County development pattern has evolved in the last century from dispersed traditional towns to a suburban pattern with several urbanized centers. Recognizing that only limited greenfield development opportunities remain, the county must think differently and creatively about how the future pattern of Pinellas is to evolve as redevelopment occurs. This chapter of the *Economic Development and Redevelopment Plan for the Pinellas Community* (EDRP) discusses measures that should be taken to retool local land development regulations, identify appropriate redevelopment forms that will promote quality urban design, and propose land development regulation guidelines that can be applied to achieve community infill and redevelopment objectives.

While retooling principles and techniques are suggested as means to achieve desirable redevelopment, it will be necessary for local jurisdictions to provide some level of regulatory relief in order to see those projects come to fruition. Regulatory relief measures that include expedited procedures and clear requirements, while maintaining quality design principles, are essential for a successful redevelopment effort. The relief will assist the private sector to mitigate the complexity and costs inherent in redevelopment projects that are absent from greenfield development.

Regulatory retooling principles and techniques and urban design guidelines presented in this chapter are designed to be used in two ways. The primary way is at the local jurisdiction level. The needs and desires of each local government will determine which of the regulatory retooling principles and techniques apply to their particular circumstance. Similarly, the urban design guidelines for the selected redevelopment forms are intended to provide a resource and starting point for local government to give direction as to how redevelopment occurs in their community.

Regulatory relief measures that include expedited procedures and clear requirements, while maintaining quality design principles, are essential for a successful redevelopment effort.

In addition to their application at the local level, the principles, techniques, and urban design guidelines are directed at formulating a more coherent and consistent intergovernmental approach to redevelopment. The fact that each of the twenty-five local jurisdictions has its own unique processes and standards makes the redevelopment process much more complicated. Many of the regulatory retooling strategies and urban design guidelines in this chapter have application to most jurisdictions and could be used in a more consistent manner throughout the county without diminishing local prerogatives or character.

The materials in this chapter are divided into two main sections: regulatory retooling and urban design. The regulatory retooling section deals with general principles and techniques for updating and tailoring local codes to better focus on redevelopment needs and opportunities. The urban design section outlines selected urban

redevelopment forms with suggested guidelines for their use and customization at the local government level.

Regulatory Retooling

Pinellas County faces challenges as its greenfield development opportunities fade. The county's sprawling land use pattern has consumed most developable vacant land, but as time has passed and projects have aged or markets changed, what has resulted in some areas of the county are obsolete and underutilized properties. As a result, the predominate future development activity in the county will be infill projects and redevelopment of properties either through rehabilitation or construction of new projects on formerly-developed sites.

The rehabilitation and redevelopment of properties in the county will likely be hampered unless inappropriate or misapplied land development regulations and processes are modernized. A series of regulatory code improvements should be adopted to better address the requirements of infill/redevelopment activities.

While it may be self-evident that regulatory codes and procedures should match the environment in which they are applied, several factors underscore the need to do so. These include:

- *Outdated Codes and Regulations.* In many instances, the routine updating of codes and regulations has not occurred on an ongoing basis. Over time, many local codes have thus failed to stay abreast of new or changing issues.
- *Extensive Reliance on Variances/Exceptions.* One indication that a regulatory environment does not meet current needs is the frequent need to employ variances and other processes because of the inability of the code to accommodate development trends and unique redevelopment requirements.
- *Lack of Affordable Housing Considerations.* The rapidly escalating cost of housing necessitates new and creative ways of providing housing that is attainable by all segments of the community.
- *Need to Address the Use of Industrial Properties.* As the need to preserve those areas that can accommodate high-wage, primary jobs becomes increasingly important, regulations must reflect this policy.
- *Need to Articulate Clear Development Objectives.* Codes and regulations are often not based on a definitive or clear objective of what type of development the community wants. In order to achieve the type of development desired, community objectives must be explicit and embodied in the regulatory framework.

Regulatory Retooling Principles and Techniques

Code deficiencies and the regulatory retooling principles and techniques that can be used to address them are further illustrated in the table below. The table is intended to accomplish two things. It provides a framework for jurisdictions to use when reviewing and analyzing local codes and procedures to determine their appropriateness in a redevelopment/infill environment; and, it suggests ways to modernize them in order to reach that goal.



Chapter 6: Regulatory Tools and Urban Design

Regulatory Retooling Principles and Techniques	
Determine Redevelopment/Infill Level of Support	Audit Questions to be Asked and Issues to be Addressed
<p><u>Codes and Procedures Audit</u></p> <ul style="list-style-type: none">Determine the level of support for redevelopment/infill through an audit including identification of:<ul style="list-style-type: none">Supportive and nonsupportive codes and proceduresUrban design provisions and the existence or lack of guidelines/incentives to accomplish community goals	<ul style="list-style-type: none">Is there an explicit code purpose statement supporting or encouraging redevelopment? It is important to establish intent as a basis for provisions in the code that support redevelopment.How long do procedures and processes take? Assess how long they take to implement. Identify where they bog down and why.Are there infill standards or provisions that support infill/redevelopment needs? Many codes lack provisions for older, urban, or traditional neighborhoods. Over time, zoning districts and site design standards became more suburban than urban, with the result that they would not allow today, what was originally built.Is there flexibility within the site design standards? This may be achieved with performance standards, establishing conditions, averaging, point systems, or bonus provisions, or some other approach designed for a particular set of circumstances. Flexibility in standards creates some elasticity in design to respond to unique circumstances while adhering to the community value represented by the standard.Are decisions made at an administrative level to the maximum extent feasible? Once the local government sets the standards and the limits of discretion, proposals should be reviewed for compliance—an administrative function. Making the review and approval process essentially a one-step operation will encourage redevelopment.Is there a specific grant of administrative discretion? Discretion—or the ability to grant waivers, exceptions, or variances—is needed at the administrative level. This contributes to a more streamlined procedure and shortens both processing time and costs, and multiple procedural steps are eliminated.Are there compatibility provisions? Unlike prescriptive standards, even those with inherent flexibility, compatibility is assessed based on the specific circumstances for a project.Does the code allow expansion or modification of nonconformities? New plan, use, or site design provisions will render some existing development nonconforming. Yet the reason for the nonconformity may be minor or nondetrimental. In such instances, it is often in the best interests of the community not only to retain the nonconformity but also to encourage its redevelopment. It would be useful to identify those nonconformities that are not detrimental and allow expansion, modification, or redevelopment subject to criteria established for that purpose.
Features of an Efficient and Effective Development Review Process Supportive of Redevelopment/Infill	Approaches to Achieving Efficient and Effective Codes and Procedures
<p><u>Predictability and Certainty</u></p> <ul style="list-style-type: none">Clear expectations with no surprisesConsistent processes and decision pointsProcess certainty	<ul style="list-style-type: none">Ordinances should spell out where to submit applications, which agency has the final approval authority, and the approval sequence for various types of applications. The authority and responsibilities of each agency and governmental body involved in the process should also be clearly explained. Include process flow charts and time line from start to finish and how long the process typically takes.Vague and lengthy review processes add delays that contribute unnecessarily to the cost of redevelopment. Ordinances should specify when decisions will be made. Decisions should not be indefinitely postponed, or continued from hearing to hearing. The ordinance should also state that if decisions by the relevant agency are not made within the specified time limit, the application is presumed approved.Distinguish between preliminary and final plan submissions including when construction can begin.Authorize staff, where possible, to approve some variances, site plans, and/or site plan amendments with the objective of reducing review/approval time and providing regulatory and process predictability.



Regulatory Retooling Principles and Techniques	
<i>Features of an Efficient and Effective Development Review Process Supportive of Redevelopment/Infill</i>	<i>Approaches to Achieving Efficient and Effective Codes and Procedures</i>
<p><u>Fair Treatment</u></p> <ul style="list-style-type: none">Rules should be the same for everyoneOffer trust and be trustworthy	<ul style="list-style-type: none">There should be a presumption that approval will be granted if development standards are met.Communities should not reexamine decisions about use and density that are contained in the comprehensive plan and implementing ordinances.It is essential to establish when the approval process has run its full course and a land development decision is final. There should be only one, or at most two, mandated administrative remedies before an applicant can go to court to appeal a denial.
<p><u>Accurate and Accessible Information</u></p> <ul style="list-style-type: none">Regulations and procedures should be easy to find and understandApplication requirements and standards should be clearly presented	<ul style="list-style-type: none">All requirements and permits for land development should be initiated from a single, central location to eliminate backtracking to various municipal or county offices.A single point of contact and designated review coordinator helps coordinate multiple-agency reviews and work out discrepancies in the comments received from those agencies. To be successful, the coordinator must have the authority to make final decisions when discrepancies occur.Pre-application conferences are one of the most effective tools in expediting the development approval process. Encouraging developers to meet informally with planning staff to present concept or sketch plans for a project can help address issues and requirements before expensive technical and engineering work has been conducted.
<p><u>Timely Processing</u></p> <ul style="list-style-type: none">Establish tentative dates for hearings early in the processGuarantee review turn-around timesPublish commission and council meeting dates	<ul style="list-style-type: none">Tracking systems provide the ability to tell an applicant the status of their application and to more readily identify coordination problems between agencies.Small and noncontroversial projects or particularly desirable ones (such as affordable housing) can be “fast-tracked” as administrative rather than as legislative approvals by allowing staff to review and approve them. In this approach, the level of attention is commensurate with the level of impact of the projects, with valuable public and private resources devoted only to the review of projects that have a greater impact on the community.Simultaneous or concurrent reviews (not additive or sequential) allow different steps in the application process to be reviewed together or at least during the same time frame, reducing the time required for the reviews.Often, a developer must present the same information at public hearings before several different commissions or boards. This is duplicative, time-consuming, and inefficient. A single hearing held by the planning commission or equivalent body can provide public perspective that can be evaluated along with other relevant criteria in deciding whether to approve or deny an application. A useful technique to solicit public input is to hold meetings with neighborhood residents as a matter of routine to solicit public input on a project proposal early on, to minimize the costs associated with redesigning plans and specifications.Some ordinances provide that preliminary approvals are only valid for a specific time period, typically a year, and that if construction has not begun or if final plans have not been submitted, the preliminary approval will lapse. The best approach is to base the initial life of the preliminary approval on a realistic time period based on the size and complexity of the project. For more complex projects, an expedited structure for a development agreement may be the best tool for defining parameters of the approval process.
<p><u>Competent Staff</u></p> <ul style="list-style-type: none">Staff should have a balance of “hard” technical skills and “soft” people skills	<ul style="list-style-type: none">Cross training reduces specialization and enhances staff understanding of how various development standards and issues relate to each other. This improves coordination and helps expedite the approval process.Staff should be trained to see their role as facilitators in the review/approval process, not adversaries.



Chapter 6: Regulatory Tools and Urban Design

Regulatory Retooling Principles and Techniques	
Features of an Efficient and Effective Development Review Process Supportive of Redevelopment/Infill	Approaches to Achieving Efficient and Effective Codes and Procedures
<p><u>Formatting and Content</u></p> <ul style="list-style-type: none">Regulations should be written so that they are clear, concise, and comprehensiveMake updating a normal part of regulations maintenance	<ul style="list-style-type: none">Vague or legalistic language is often difficult to interpret, particularly by lay planning commissioners and the public who have little experience or familiarity with land use issues. Terms and requirements should be as clear and specific as possible.Clear cross-references should be made to sections and standards that relate to each other and quick-reference tables should be used wherever possible.Many communities add new requirements to ordinances over the years without ever going back to evaluate whether these are consistent with existing requirements. Requirements should be evaluated periodically to ensure that they address current development concerns and practices.Zoning districts should be consolidated to allow a greater range of uses and densities in each zone and reduce the need for and number of rezonings. It also builds more flexibility into the development process to accommodate new uses that were not envisioned at the time districts were created.Streamline the variance process to require hearings only on those matters which are deemed to be substantial or for which objections are received and eliminate hearings on those which are insignificant or without objection. Reduce the number of variance hearings by allowing limited expansion of nonconformities and “nondetrimental” variances to be approved without a public hearing.Techniques that encourage more efficient and desirable land development should be encouraged through efficient approval procedures. Many communities profess to encourage these options but then subject applicants to lengthier reviews and uncertain standards.Each local government has its own standards for posting and mail notification, which can result in inconsistent and extended project review time frames. Notification procedures should be standardized and the time between when an application is submitted and when it is acted upon should be reduced.Produce and maintain codes that are accessible and easy to understand; reduce variation between cities and the county. Common formatting, indexing, and access by internet, provide for a user-friendly code.



Design Guidelines for Selected Redevelopment Forms

Introduction

The preceding section addressed the regulatory retooling that is necessary in order to transform local codes and procedures into those more appropriate for a redevelopment/infill environment. This section continues in the same vein by exploring forms of redevelopment and the selected guidelines recommended for those projects within Pinellas County.

The box below presents explanatory remarks regarding the contents of the design section of the EDRP that follows. The remarks are intended to provide the reader with some of the concepts and approaches that should be kept in mind as this section is read.

EXPLANATORY REMARKS:

1. The purpose of the following text is to provide regulatory and design guidelines that jurisdictions may apply to projects within Pinellas County as jurisdictions determine appropriate. The intent is to present ideas and approaches for addressing redevelopment and infill that offer the opportunity to put to use those that may be appropriate for some, but not necessarily all, jurisdictions. Public and private stakeholders should understand that the various model guidelines are not required to be implemented *in toto*, but may be used individually, or in combination, to achieve the most benefit as locally-determined.
2. The guidelines are presented in a format intended to imitate, but not mirror, typical local land development regulation sections. The reader should note that each section is intended to stand on its own. Therefore, a certain amount of repetition is to be expected when similar provisions are addressed.
3. Also note that examples of development forms are intended to assist the reader in locating and understanding the forms, but are not to be interpreted as development recommendations unless explicitly stated.
4. The guidelines employ ranges of density, intensity, etc., that present suggested minimums and maximums. This allows governments to adopt as local standards those guidelines determined to be most appropriate for each jurisdiction.
5. The topics of good architecture and attractive urbanism are not explicitly addressed in the EDRP. However, consideration should be given to them when redevelopment/infill projects are proposed. Such concepts as context sensitive design, scale and proportion, and physical matters such as materials, detailing, and articulation should be aspects of a project that are examined along with the requirements of land development regulations. By considering those factors, as well as others that contribute toward project attractiveness and desirability, redevelopment/infill forms within Pinellas County will be enhanced.



Chapter 6: Regulatory Tools and Urban Design

Section 1. Purpose and Intent of This Section

Governments in Pinellas County have typically utilized a one-size-fits-all regulatory approach that promotes conventional suburban land development over other forms. To address the unique needs of a county in a redevelopment/infill mode, new types of regulatory and design tools are needed to meet those needs by eliminating conflicts caused by current codes, and recognizing the opportunities for redevelopment and infill within Pinellas County.

The purpose of the following text is to illustrate forms of redevelopment and selected design guidelines for them. The intent is to present options for consideration by local governments to guide redevelopment/infill projects that will be constructed within the county.

Section 2. Explanation of Concepts and Terms

Terms and concepts applicable to the redevelopment forms include:

Bicycle-Friendliness: As with pedestrian-friendliness (see below), design elements can contribute both positively and negatively toward achieving bicycle-friendliness. However, because bicycles are allowed by law to use roadways, their interaction with motorized vehicles is qualitatively different than that faced by pedestrians. Roadway characteristics, e.g., in-line, parallel slotted drain grates, potholes and manhole covers, narrow lanes, and lack of bicycle pathway/lane maintenance, all contribute toward unfriendliness.

Positive design elements that promote bicycle-friendliness include sufficient, safe, and secure bicycle parking facilities, workplace cleanup facilities, well-maintained lanes or shoulders, clear street markings, enhanced bus/bike capability, and off-road trail systems such as those found in Pinellas County.



An example of a bicycle- and pedestrian-friendly facility

Build-to Line and Setback: An imaginary line used to require building placement along the edge of the public right-of-way. The build-to line mandates where the façade of a structure is to be located. It is used instead of a setback line.

Setback/build-to guidelines recognize several types of redevelopment activity and a distinction is drawn between them. If a building is to be adaptively reused (not torn down), it will likely be infeasible to impose setback/build-to requirements other than those incorporated at the time of initial construction. This type is referred to as “redevelopment.” If, however, existing

structures are to be demolished and an entirely new one built, newer guidelines can be imposed that facilitate local design preferences. This type is called “new construction.”

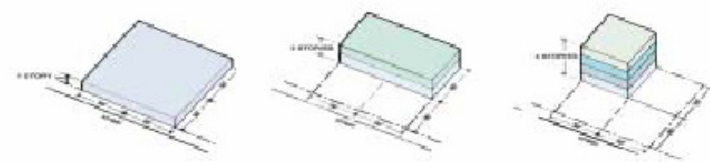
Corridor: Principal arterial roadway classification as defined by the county functional classification system with predominance (greater than 75 percent) of right-of-way abutting parcels with existing commercial zoning.

Design Guidelines: A set of architectural, site development, signage, and landscape standards depicting requirements for development improvements.

Floor Area Ratio (FAR): The floor area ratio (FAR) is a tool for regulating the intensity of development. The amount of floor area in relation to the amount of site area. Minimum FARs help to ensure that more intensive forms of building development will occur in those areas appropriate for larger-scale commercial buildings and higher residential densities. The more intensive levels of development brought about by minimum FARs close to transit stations encourage increased use. Minimum floor area ratios apply to all nonresidential building development.

In mixed-use developments, residential floor space is included in the calculations of floor area ratio to assure conformance with minimum FAR.

The diagram below illustrates three simple ways that a 1:1 FAR might be reached: one story covering the entire lot, 2 stories covering half of the lot, or 4 stories covering a quarter of the lot all result in the same FAR.



Height-to-Width Ratio: The height-to-street width ratio achieves human scale when the ratio is between 1:2 and 1:3. Typically, width is measured horizontally between opposing building fronts. Height is measured from the sidewalk to the building eaves. For example, a typical main street (60 to 80 feet wide) would have buildings about 35 feet tall (2 to 3 stories) which are next to the sidewalks.

Note, however, that a height-to-width ratio does not apply to signs. Downtowns and main streets should have signs that are within the field of vision for pedestrians – i.e., typically window or awning height. For shopping centers with private, internal driveways, the width to height ratio can be measured between opposite building fronts (pads) along an internal street, or between one building front and street trees on the opposite side of the street. The internal drive or “shopping street” should have sidewalks and amenities similar to a public street (e.g., seating, trees, lighting, etc.).

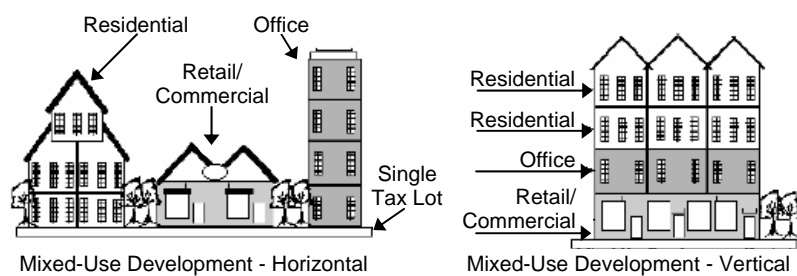
Human Scale: Human scale can be created with low-rise buildings along minor streets, or multistory buildings along major streets. Ordinances can help support human-scale design by requiring building entrances placed close to the street, ground floor windows, articulated façades, appropriately scaled signs and lighting, and awnings and other weather protection. For example, in downtowns, main streets, neighborhood centers, and other strategic locations (e.g., at transit stops), it is often appropriate to



require a maximum front building setback, or a “build-to” line, for a minimum percentage of the building front.

Infill Development: Land development projects that use vacant or underutilized land in previously-developed areas. Such land ranges from a single lot to unused surface parking or empty shopping malls.

Mixed-Use Development: A mixture of residential and complimentary/supportive uses on a single parcel or in proximity to each other so that the various uses can be easily accessed by pedestrians. Uses can be mixed vertically (in a single building on multiple floors) or horizontally (adjacent to one another).



The Urban Land Institute defines mixed-use development as having these characteristics: 1. “three or more significant revenue-producing uses (such as retail/entertainment, office, residential, hotel, and/or civic/cultural/recreation) that in well-planned projects are mutually supporting;” 2. “significant physical and functional integration of project components (and thus a relatively close-knit and intensive use of land), including uninterrupted pedestrian connections; and 3. “development in conformance with a coherent plan (that frequently stipulates the type and scale of uses, permitted densities, and related items).”

Node: A designated location or region along a corridor where increased activity or use takes place, frequently at the intersection of major corridors.

Pedestrian-Friendliness: A pedestrian-friendly environment is created when both nonmotorized and motorized modes of transportation are given equal consideration during project/area design, construction, or redevelopment. A number of design elements contribute toward the achievement of pedestrian-friendliness with the primary one being an appropriately-sized/located, well-maintained sidewalk/walkway that invites its use. Broken, uneven, disconnected, and inappropriately located sidewalks work against the achievement of pedestrian-friendliness.

Other design elements that promote friendliness include short blocks (300 to 400 feet); intersections that require motorized vehicles to significantly slow down in order to make turns; street amenities (shade trees and vegetation that buffer pedestrians from passing traffic, street furniture including benches and trash containers); buildings that are situated close to sidewalks so that walkers are not required to cross a “sea of asphalt” in order to get to them; and a generally pleasant, safe, and convenient environment.

Shared Parking: “An accurate estimate of the parking demand at a mixed-use project must not only reflect the variables that affect parking demand for each use but also recognize the fact that total peak parking demand for the entire project will likely be less than the sum of the peak demand values for the project’s individual land uses.” “...simply adding together the estimated peak parking demand for individual land uses to arrive at the estimated

total peak demand for the project produces an estimate that is too high, unless parking is segregated for each use. Calculations of demand must reflect the different demand patterns of the various land uses.” “The significance of shared parking in mixed-use projects lies in the opportunity to plan and design efficient parking facilities that contain an adequate number of parking spaces to accommodate demand rather than creating a large surplus of spaces.” (ULI)



An example of pedestrian and bicycle unfriendliness

Transit-Related Development: This is a development form intended to maximize public transit infrastructure investment by concentrating residential and mixed uses within a convenient walking distance of stations. While transit-related development promotes transit use, its design is not as dense or intense as “transit-oriented” development that has more urban characteristics, e.g., a higher concentration of development proximate to stations.

Section 3. Center Development

This section addresses four types of centers: Neighborhood, Town, Suburban Commercial, and Urban. Each of the centers serves a different purpose in the community and for that reason, the guidelines applied to them recognize their varied functions. The centers range from small ones that are neighborhood-based serving a limited geographical area to highly concentrated ones that serve the residential and nonresidential needs of a metropolitan urban center.

Subsection 3.1. Neighborhood Center

§§ 3.1.1. Description and typical land uses.

Neighborhood centers are the smallest in size and they serve the smallest geographical area. Neighborhood centers typically consist of a limited number of commercial establishments that fulfill the basic needs of customers living within approximately a mile of them.

Examples: In Pinellas County, examples of neighborhood centers can be found at the corner of Belleair Road and Highland Avenue and at the intersection of Seminole Blvd. and 102nd Avenue.

These centers often have a grocery store, a pharmacy, a restaurant or two, maybe a bank branch, as well as other uses of the personal services type. While one of the uses is likely to be a primary destination, because of the multiple uses, customers have the opportunity to visit more than one establishment while there. Because they are designed to serve the needs of the neighborhood(s) surrounding them, uses that serve a larger radius of customers are generally not appropriate, e.g., home improvement warehouses and superstores.



Chapter 6: Regulatory Tools and Urban Design

Subsection 3.1. Neighborhood Center (cont.)

§§ 3.1.2. Design characteristics.

No one design is appropriate for all neighborhood centers, but generalizations can be made with regard to what, optimally, should be included in their design. While each neighborhood center will have unique characteristics, several design tenets should be incorporated as described below.



Configuration

- Orient nonresidential uses to face the street, with parking behind or to the sides of buildings.
- Decrease the size and bulk of buildings where they border existing or planned residential development.
- Integrate uses with the surrounding development through site planning and project design.



Buffers/Open Space

- Incorporate buffering between center uses and abutting residential uses.

Pedestrian/Bicycle

- Design projects to allow pedestrian access from abutting residential and nonresidential developments.

Almost without exception, neighborhood centers are located at intersections of major collectors or minor arterials. Typically, the centers have been designed as one story structures set back from roadways with parking adjacent to the roadway or a sidewalk.

In a redevelopment environment, opportunities exist to give centers a more mixed-use character by including a housing component. This opportunity does not always exist because of the size of the parcel or other reasons, but should be employed when possible (see Chapter 5).

§§ 3.1.3. Design Guidelines.

Neighborhood center developments should incorporate, to the greatest extent possible and appropriate, the performance and design guidelines of this section.

Density/intensity:

Residential density range

From	To
0 dwelling units per acre	15 dwelling units per acre [May be increased if the project qualifies for density or other types of incentives]

Nonresidential intensity range

0.1 FAR	0.5 FAR
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Setbacks/build-to lines: Neighborhood centers have typically been constructed with large setbacks from rights-of-way. This design has been adopted to provide easy access to centers from parking lots located between the buildings and right-of-way. In a redevelopment scenario, this same configuration may have to be continued because of building reuse, but if opportunities present themselves, a more pedestrian focused design should be incorporated.



Neighborhood Center – University Village, Downtown St. Petersburg

New construction on a previously developed, scraped site, however, is not so constrained. Most modern locational standards that enhance the pedestrian-friendliness of the development can be employed. Primarily, these standards address parking lot location and landscaping. This code encourages the construction of neighborhood centers closer to rights-of-way with parking to the side and rear.

Setback/build-to ranges for street-facing redevelopment

From	To
0 feet for any new construction	As currently exists or averaged
<i>Build-to line for street-facing new construction</i>	
0 feet	20 feet and in proportion to building height

Height: In keeping with their relatively low intensity, neighborhood centers have typically been constructed as one-story developments. However, because of the growing scarcity of land in Pinellas County, one design option beneficial to both customers and owners is to construct two-story centers like the newly remodeled one located at the corner of SR 580 and CR 1. Two-story construction allows more businesses to be located in the center while consuming little more land than would be required by building at one story through the use of shared parking and innovative design. Additionally, because these centers are typically located along arterials and major collectors, a higher height-to-width ratio is appropriate.



Subsection 3.1. Neighborhood Center (cont.)

Height range

From	To
1 story	3 stories on 1 acre or less, however, additional height may be considered if: <ul style="list-style-type: none">- the site is larger than one acre- structured parking is part of the project design- the site is located in a FEMA flood zone, or- mixed use development is proposed on a site larger than the local minimum commercial lot standard

Vehicular circulation and parking: Because of the local nature of neighborhood centers, the parking standards applied to them can be less than for centers of greater intensity. Shared parking and access are strongly encouraged. Guidelines may be reduced if a residential component is included in the development.

To the maximum extent feasible, vehicle access should be provided through a shared driveway(s) and cross access easements. New curb cuts should not be granted to redevelopment projects, and those that can be eliminated without causing hardship, should be.

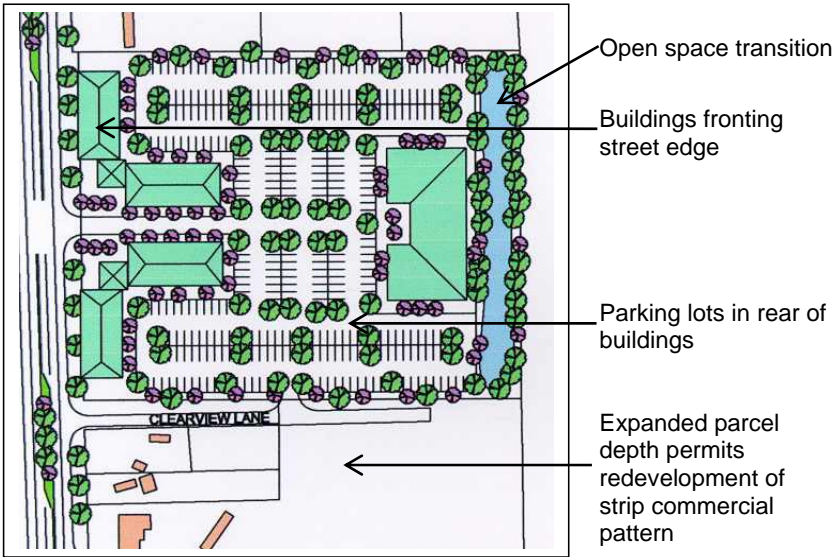
Pedestrian/bicycle access: Right-of-way sidewalk installation should conform to the adopted standards of the jurisdiction.

Pedestrian access considerations should be an integral part of the development design. At a minimum, access should be provided from each of the adjacent streets in a clearly marked location that minimizes pedestrian interaction with vehicles. Pedestrian access should also be provided on the diagonal from each corner of the property. Whenever possible and appropriate, convenient pedestrian amenities should be installed including outdoor seating, bus waiting areas, and similar facilities.

Bicycle parking guidelines

From	To
Protected bicycle parking at 1 space per 1,000 square feet of nonresidential floor	In proportion to and appropriate for the maximum nonresidential square footage

Signage: Signage should conform to the adopted standards of the jurisdiction and be integrated with the building design. Consolidated signage should be employed in order to reduce sign proliferation.



Example of a Neighborhood Center

Landscaping: Landscaping should conform to the adopted landscape standards of the jurisdiction with special attention paid to pedestrian areas. Planted landscape trees/vegetation should not be installed so as to reduce sidewalk access to or within the development project, but should be used to define and buffer internal walkways.

Subsection 3.2. Town Center

§§ 3.2.1. Description and typical land uses.

Town centers are mid-sized concentrations of residential and nonresidential activities. These centers tend to be predominantly characterized by traditional municipal center land uses.

Examples: In Pinellas County, examples of town centers include the traditional municipal centers of Safety Harbor, Dunedin, Largo, and Palm Harbor.



Town Center – West Bay Village
Townhomes, Largo

These centers serve a larger geographic area than neighborhood centers. While they may contain the same or similar land uses as neighborhood centers, they typically contain a more extensive array of them. Unlike neighborhood centers, uses tend to be destinations. Because town centers are typically composed of a mix of residential and nonresidential uses, pedestrian and other forms of nonmotorized travel are enhanced.

Town centers in Pinellas County tend to be located on each side of a major roadway, e.g., West/East Bay Drive in Largo and Main Street/CR 576 in Safety Harbor. This design feature reflects the central role town centers have traditionally played in the functioning of a municipality. Town centers have traditionally contained public uses, e.g., town halls, libraries, post offices, parks, etc., and when agriculture played a larger role in the county, the centers were gathering and shopping places.

§§ 3.2.2. Design characteristics.

No one design is appropriate for all town centers, but generalizations can be made with regard to what should be included in their design. While each town center location will have unique characteristics, several design tenets should be incorporated.

Configuration

- Implement build-to and reduced setback lines from the right-of-way.
- First floor nonresidential uses should face the street.
- Preserve existing rights-of-way and require increased connectivity.
- Encourage a variety of residential uses.



Chapter 6: Regulatory Tools and Urban Design

Subsection 3.2. Town Center (continued)

Buffers/Open Space

- Emphasize usable public space in the design.

Parking

- Reduce surface parking standards for redevelopment and new construction.

Pedestrian/Bicycle

- Require sidewalks and on-street parking to promote pedestrian activity.

Town centers support mixed-use development including a residential component and land uses intended to serve the needs of the resident population. Mixed use typically consists of at least some supportive uses within one or more buildings within walking distance of each other. A typical arrangement in these buildings is that nonresidential uses are located on the lower floors with residential uses above. By physically locating a variety of uses in proximity to each other, the need for area residents to drive to the supportive nonresidential uses is reduced.

§§ 3.2.3. Design guidelines.

Local jurisdictions are encouraged to incorporate, to the greatest extent possible and appropriate, the performance and design guidelines of this section in town center developments.

Density/intensity:

Residential density range

From	To
10 dwelling units per acre	30 dwelling units per acre [May be increased if the project qualifies for density or other types of incentives]

Nonresidential intensity range

0.2 FAR	1.0 FAR [FAR may be increased if provided for in a special area plan, CBD, or CRD]
---------	---

Setbacks/build-to lines: Town center structures are characterized by being sited relatively close to roadways, and alleyways are typically incorporated. In a redevelopment scenario, the same configuration should be continued because of right-of-way constraints and the intent to reuse, rehabilitate, and refurbish existing buildings.



Town Center – West Bay Drive District, Largo

Within town centers, front, side, and rear setbacks should be a maximum of no more than the average setbacks of the three adjacent buildings to each side and to the rear, as well as an equivalent number across any contiguous roadway.

Setback/build-to line range for street-facing redevelopment

From	To
0 feet for any new construction	As currently exists or averaged

Build-to line range for street-facing new construction

0 feet	10 feet and in proportion to building height
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Height: Two or more stories consistent with the traditional character of the center, not to exceed 6 stories.

Height range

From	To
2 stories	Consistent with the traditional character of the center up to 6 stories, except that additional height may be permitted if: <ul style="list-style-type: none">the site is larger than one acrestructured parking is part of the project designthe site is located in a FEMA flood zone, ormixed use development is proposed on a site larger than the local minimum commercial lot standard

Vehicular circulation and parking: Parking standards can be reduced in town centers because by definition, they lend themselves to pedestrian activities. In any case, the number of spaces should not exceed 110 percent of the minimum adopted standards.

Where there is more than one category of use, the number of spaces required should range between 65 and 85 percent of the sum of required spaces for each category of use. For example, if both residential and nonresidential uses are located within the same structure, the required parking spaces for each use are added together, then a percent of that number becomes the required number of spaces. This provision assumes that not all spaces for each use at 100 percent of the requirement for each individual use will be needed at the same time, thus a lowered standard is appropriate.

Shared parking and access are strongly encouraged. To the maximum extent feasible, vehicle access should be provided through a shared driveway(s) and cross access easements. New additional curb cuts should not be granted to redevelopment projects, and those that can be eliminated without causing hardship, should be.

Pedestrian/bicycle access: Right-of-way sidewalk installation should conform to the adopted standards of the jurisdiction.

Whenever possible and appropriate, convenient pedestrian amenities should be installed including outdoor seating, bus waiting areas, and similar facilities. At a minimum, provision should be made for transit stops in convenient and accessible locations.



Subsection 3.2. Town Center (continued)

Bicycle parking guidelines

From	To
Protected bicycle parking at 1 space per 1,000 square feet of nonresidential floor	In proportion to and appropriate for the maximum nonresidential square footage

Signage: Signage should conform to the adopted standards of the jurisdiction and be integrated with the building design. Consolidated signage should be employed in order to reduce sign proliferation.

Landscaping: Landscaping should conform to the adopted standards of the jurisdiction with special attention paid to pedestrian use areas and buffering of residential from nonresidential uses. Planted landscape trees/vegetation should not be installed so as to reduce sidewalk access to or within the development project, but should be used to define and buffer internal walkways.

Section 3.3. Suburban Commercial Center

§§ 3.3.1. Description and typical land uses.

Suburban commercial centers are typically concentrations of nonresidential uses which may have a residential component as well. While they may contain some of the same or similar land uses as other centers, they typically contain a more extensive array of them. Uses in suburban commercial centers tend to be destinations and are characterized by commercial uses typically requiring access by vehicle, e.g., home improvement centers, department and larger book stores, etc.

Examples: Suburban commercial centers can be found in the general location of Seminole Blvd. and Ulmerton Road and the Clearwater Mall area with concentrated activities in the vicinity of the Gulf-to-Bay Blvd. and U.S. Highway 19 intersection.



Pedestrian Amenities – Downtown St. Pete Beach

Suburban commercial centers tend to be located at intersections of major or minor arterials, set back from roadways with parking adjacent to the right-of-way. Suburban commercial centers have typically not been designed with pedestrian access a top priority.

These centers may support mixed-use development that includes a residential component. Mixed-use development differs from “multiuse” development in that the latter consists of separate uses located in proximity to each other, but they are not integrated as a whole. These separate uses may be connected to each other with walkways and access drives, but still tend to

be designed with less concern about pedestrian access than vehicular accommodation, e.g., the Clearwater Mall redevelopment.

§§ 3.3.2. Design characteristics.

No one design is appropriate for all suburban commercial centers, but generalizations can be made with regard to what may be included in their design. And, while each center location has unique characteristics, several design tenets should typically be incorporated.

Configuration

- Implement build-to and reduced setback lines from the right-of-way.
- First floor nonresidential uses should face the street.

Parking

- Shared and structured parking should be employed.
- Screen surface parking lots from rights-of-way through placement behind buildings or structured parking.

Pedestrian/Bicycle

- Design projects to allow pedestrian access from abutting residential and nonresidential developments.

Mixed use typically consists of at least some supportive uses within one or more buildings within walking distance of each other. A typical arrangement in these buildings is that nonresidential uses are located on the lower floors with residential uses above. By physically locating a variety of uses in proximity to each other, the need to drive to those nonresidential uses is reduced.

§§ 3.3.3. Design guidelines.

Local jurisdictions are encouraged to incorporate, to the greatest extent possible and appropriate, the performance and design guidelines of this section in suburban commercial center developments.

Density/intensity:

Residential density range

From	To
10 dwelling units per acre	30 dwelling units per acre [May be increased if the project qualifies for density or other types of incentives]

Nonresidential intensity range

0.5 FAR	1.5 FAR
---------	---------

Setbacks/build-to lines: Suburban commercial centers have typically been constructed with large setbacks from rights-of-way. However, this conventional design, adopted to provide easy access to parking lots located between the buildings and right-of-way, does not have to be continued in the future. New/redeveloped suburban commercial center construction is not generally constrained by right-of-way issues. Most modern locational standards can be employed that enhance the pedestrian-friendliness of developments. Primarily, these standards address parking lot location and pedestrian access. This code encourages the construction of suburban commercial center structures closer to rights-of-way than previous codes have required with parking located to the side or rear. Also encouraged are clearly marked pedestrian ways on-site, designed to assist access to and from establishments within the center.



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Section 3.3. Suburban Commercial Center (continued)

Setback/build-to ranges for street-facing redevelopment

From	To
0 feet for any new construction	As currently exists or averaged
<i>Build-to line for street-facing new construction</i>	
0 feet	10 feet and in proportion to building height

Height range

From	To
1 story	6 stories

Vehicular circulation and parking: Shared parking and access are recommended. To the greatest extent feasible, surface parking facilities should be designed into smaller, interconnected areas in order to reduce the “sea of asphalt” design typically incorporated by commercial developments. The number of spaces should not exceed 110 percent of the minimum adopted standards.

Where there is more than one category of use, the number of spaces required should range between 65 and 85 percent of the sum of required spaces for each category of use. For example, if both residential and nonresidential uses are located within the same structure, the required parking spaces for each use are added together, then a percent of that number becomes the required number of spaces. This provision assumes that not all spaces for each use at 100 percent of the requirement for each individual use will be needed at the same time, thus a lowered standard is appropriate.



Suburban Commercial Center – Oldsmar

To the maximum extent feasible, vehicle access should be provided through a shared driveway(s) and cross access easements. New curb cuts should not be granted to redevelopment projects, and those that can be eliminated without causing hardship, should be.

Pedestrian/bicycle access: Pedestrian access considerations should be an integral part of the development design. At a minimum, access should be provided from each of the adjacent streets in a clearly marked location that minimizes pedestrian interaction with vehicles through the use of pedestrian ways connecting the various uses. Pedestrian access should also be provided on the diagonal from the corner of the property as well as from developments located at the rear and sides of the project.

Sidewalk installation in the right-of-way should conform to the adopted standards of the jurisdiction. Whenever possible and appropriate, convenient pedestrian amenities should be installed including outdoor seating, bus waiting areas, and similar facilities. At a minimum, provision should be made for transit stops in convenient and accessible locations.



Consolidated Signage – Largo Mall

In parking lots, a protected, raised (to standard sidewalk height except when crossing a vehicular way) walkway a minimum of 5 feet wide should be installed in all lots of 50 spaces or more.

Bicycle parking guidelines

From	To
Protected bicycle parking at 1 space per 1,000 square feet of nonresidential floor	In proportion to and appropriate for the maximum nonresidential square footage

Signage: Signage should conform to the adopted standards of the jurisdiction and be integrated with the building design. Consolidated signage should be employed in order to reduce sign proliferation.

Landscaping: Landscaping should conform to the adopted standards of the jurisdiction with special attention paid to buffering residential from nonresidential uses. Planted landscape trees/vegetation should not be installed so as to reduce sidewalk access to or within the development project, but should be used to define and buffer internal walkways.

Section 3.4. Urban Center

§§ 3.4.1. Description and typical land uses.

Urban centers are characterized as the most intense concentration of land uses that serve both as destinations and supportive uses for a residential component. The resurgence of urban living results in more residential supportive uses than in a purely nonresidential environment. Currently, only two urban centers are easily identifiable in Pinellas County—downtown St. Petersburg and Clearwater. However, that fact does not preclude development of other urban centers in the future.

These centers serve a large geographic area as well as local residents. Urban centers typically contain a high concentration of office and civic uses and high density residential. Development standards for urban centers will, necessarily, allow for the most intense uses.



Section 3.4. Urban Center (continued)

§§ 3.4.2. Design characteristics.

No one design is appropriate for all urban centers, but generalizations can be made with regard to what should be included in their design. While each center location has unique characteristics, several design tenets should be incorporated.

Configuration

- First floor nonresidential uses should face the street.
- Implement build-to and reduced setback lines from the right-of-way.

Parking

- Install shared and structured parking.



Urban Center Pedestrian Amenities

§§ 3.4.3. Design guidelines.

Local jurisdictions are encouraged to incorporate, to the greatest extent possible and appropriate, the performance and design guidelines of this section in urban center developments.

Density/intensity:

Residential density range

From	To
15 dwelling units per acre	No maximum dwelling units per acre except as specified in local plans

Nonresidential intensity range

1.0 FAR	No maximum FAR except as specified in local plans
---------	---



Setbacks/build-to lines:

Setback/build-to ranges for street-facing redevelopment

From	To
0 feet for any new construction	As currently exists or averaged

Build-to line for street-facing new construction

0 feet	10 feet and in proportion to building height
--------	--

Height range

From	To
2 stories	No maximum height except as specified in local plans

Vehicular circulation and parking: Shared parking and access are recommended. To the greatest extent possible, on-street parking and parking structures should be employed rather than use scarce land resources for surface parking.

Where there is more than one category of use, the number of spaces required should range between 65 and 85 percent of the sum of required spaces for each category of use. For example, if both residential and nonresidential uses are located within the same structure, the required parking spaces for each use are added together, then a percent of that number becomes the required number of spaces. This provision assumes that not all spaces for each use at 100 percent of the requirement for each individual use will be needed at the same time, thus a lowered standard is appropriate.

Pedestrian/bicycle access: Whenever possible and appropriate, convenient pedestrian amenities should be installed including outdoor seating, bus waiting areas, and similar facilities. At a minimum, provision should be made for transit stops in convenient and accessible locations.

Bicycle parking guidelines

From	To
Protected bicycle parking at 1 space per 1,000 square feet of nonresidential floor	In proportion to and appropriate for the maximum nonresidential square footage

Signage: Signage should conform to the adopted standards of the jurisdiction and be integrated with the building design. Consolidated signage should be employed in order to reduce sign proliferation.

Landscaping: Landscaping should conform to the adopted standards of the jurisdiction with special attention paid to buffering residential from nonresidential uses. Planted landscape trees/vegetation should not be installed so as to reduce sidewalk access to or within the development project, but should be used to define and buffer internal walkways.





Section 4. Corridor Development

The Pinellas pattern of development is greatly affected by the location and configuration of its transportation corridors. Establishing redevelopment forms that enhance mobility and reinforce desirable development patterns is important for redevelopment efforts to achieve success.

Commercial and transit-related corridors can be found within centers and districts as well as between them. While this section concentrates on commercial and transit-related corridors, many other types of corridors exist in the county that serve their own unique functions.

Examples of these include the various scenic noncommercial corridors (see *Countywide Plan Scenic Noncommercial Corridor Element*); Gulf Boulevard, which serves as the major transportation corridor for the beach communities (see Section 5, District Redevelopment); 118th Avenue/Brian Dairy Road/102nd Avenue serves both predominantly industrial/manufacturing on the east end and residential on the west; and several “corridors in transition” that are undergoing transformation in their size, function, and traditional uses bordering them.

Application of the forms presented in this plan should be supportive of local government redevelopment programs and regulations. Conversely, implementation of local proposals that would reduce roadway capacity or otherwise impacts adjacent jurisdictions or through travel corridors, should undergo examination in order to evaluate their interjurisdictional implications.

Subsection 4.1. Commercial Corridor

The intent of the commercial corridor form is to acknowledge the unique conditions affecting corridor development, establish alternative design regulations that reduce the perceived limitations for redevelopment activity, and provide guidance for local governments in revising their regulations to accommodate the redevelopment.

The purpose of the form is to encourage mixed-use development, improve design quality, and enhance

pedestrian mobility along existing arterial and collector roadway corridors where revitalization and pedestrian urban environments are desired. In keeping with the purpose of this form, as mixed-use redevelopment occurs within commercial corridors, rehabilitated older structures can play a role by serving as locations for light industrial enterprises that have minimal or no negative impacts on the surrounding environment.

§§ 4.1.1. Description and typical land uses.

Commercial corridors are linear development forms that typically include parcels fronting the existing roadway. Corridors in Pinellas County are typically bordered by strip commercial uses and they provide minimal access to adjacent residential neighborhoods.

§§ 4.1.2. Design characteristics.

While each commercial corridor has unique characteristics, several design tenets should be incorporated to create a new or transform an existing corridor.

Configuration

- Protect surrounding residential neighborhoods by requiring building size/bulk transitions.
- Implement build-to and reduced setback lines from rights-of-way.
- Orient nonresidential uses to face the street with parking behind or to the sides of buildings.
- Permit expansion of parcel depth if buffering is included in the design.

Pedestrian/bicycle

- Implement and maintain pedestrian friendliness along rights-of-way.
- Design projects to allow pedestrian access from abutting residential and nonresidential developments.



Commercial Corridor –
CVS Pharmacy, St. Petersburg

§§ 4.1.3. Design guidelines.

Uses: A minimum of 50 percent of the street level building facades should incorporate active retail sales, indoor/ outdoor eating establishments, and/or office uses.

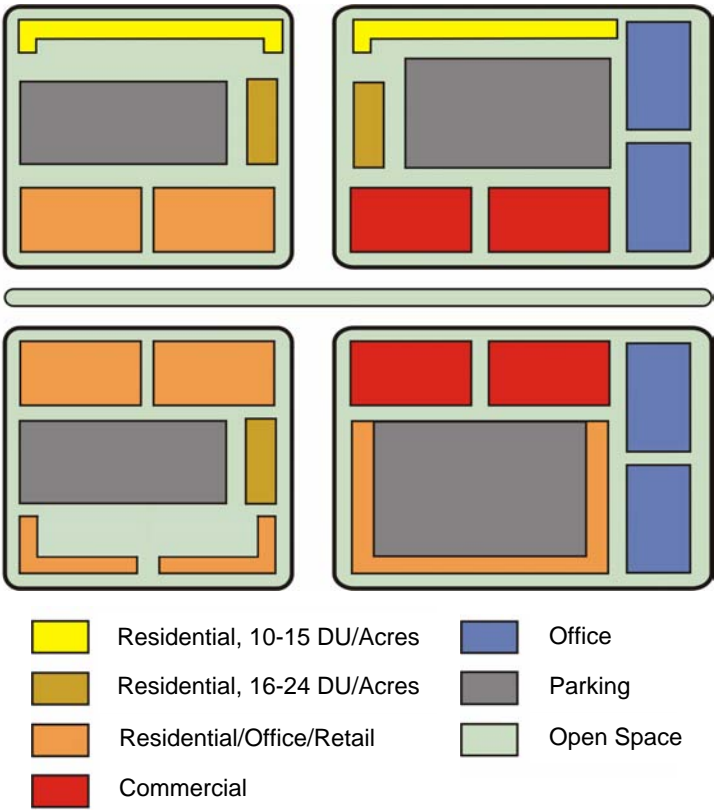
Density/intensity:

Residential density range

From	To
10 dwelling units per acre	24 dwelling units per acre [May be increased if the project qualifies for density or other types of incentives]

Nonresidential intensity range

0.2 FAR	1.0 FAR
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Example of a Commercial Corridor



Subsection 4.1. Commercial Corridor (cont.)

Setbacks/build-to lines:

Setback/build-to ranges for street-facing redevelopment

From	To
0 feet for front, side and rear including any new construction	As currently exists or averaged
Build-to line for street-facing new construction	
0 feet	10 feet and in proportion to building height
5 feet for side and rear yard setbacks	

At least 80% of the building placement should be along the public street frontage right-of-way.

Height: Multistory construction is recommended with the maximum height being determined by street width ratio.

Height range

From	To
1 story	6 stories

Vehicular circulation and parking: Shared parking and access are strongly encouraged.

Where there is more than one category of use, the number of spaces required should range between 65 and 85 percent of the sum of required spaces for each category of use. For example, if both residential and nonresidential uses are located within the same structure, the required parking spaces for each use are added together, then a percent of that number becomes the required number of spaces. This provision assumes that not all spaces for each use at 100 percent of the requirement for each individual use will be needed at the same time, thus a lowered standard is appropriate.

50 percent of required parking spaces should be located to the rear or side of the building.

Parking guidelines for nonresidential uses are dependent on the specific use(s) rather than generalized use categories.

Residential parking space range

From	To
1 space per residential unit	2 spaces per residential unit

Nonresidential parking space range

1 per 1000 square feet	1 per 250 square feet
------------------------	-----------------------

Pedestrian/bicycle access: Whenever possible and appropriate, convenient pedestrian amenities should be installed including outdoor seating, bus waiting areas, and similar facilities. At a minimum, provision should be made for transit stops in convenient and accessible locations.

In parking lots, a protected, raised (to standard sidewalk height except when crossing a vehicular way) walkway a minimum of 5 feet wide should be installed in all lots of 50 spaces or more.



Commercial Corridor – Walgreen’s Pharmacy, Largo

Bicycle parking guidelines

From	To
Protected bicycle parking at 1 space per 1,000 square feet of nonresidential floor	In proportion to and appropriate for the maximum nonresidential square footage

Signage: Signage should conform to the adopted standards of the jurisdiction and be integrated with the building design. Consolidated signage should be employed in order to reduce sign proliferation.

Landscaping: Landscaping should conform to the adopted standards of the jurisdiction with special attention paid to buffering residential from non-residential uses. Planted landscape trees/vegetation should not be installed so as to reduce sidewalk access to or within the development project, but should be used to define and buffer internal walkways.

Subsection 4.2. Transit-Related Corridor

§§ 4.2.1. Description and typical land uses.

This form is envisioned to develop along corridors where transit is used as the preferred mobility alternative. Various transit system technologies (e.g., streetcar, bus rapid transit, elevated fixed guideways, light rail) have operating characteristics that affect ridership capture and station area design. Transit systems include station areas where significant ridership is required. Station types vary based upon transit system technology, location, and community characteristics. In Pinellas County, the system proposes to connect the urban centers of St. Petersburg, Gateway, and Clearwater, creating opportunities for redevelopment along the corridor.

Focusing on locations within ¼ to ½ miles of selected stations, this form reinforces the transit system as a viable form of mobility and creates distinct pedestrian-oriented sub-districts within the county.

The purpose of the transit-related model is to recognize and encourage transit supportive development within transit corridors and station areas as defined in the Pinellas County Long-Range Transportation Plan.

Transit-related development intensities generally are located within ¼-mile (a 5-minute walk) to ½-mile from a station. Highest land use intensities occur towards the center, with a mix of uses intended to increase ridership and enhance pedestrian activity near the station. The typical land uses serve transit users and local residents.



Chapter 6: Regulatory Tools and Urban Design

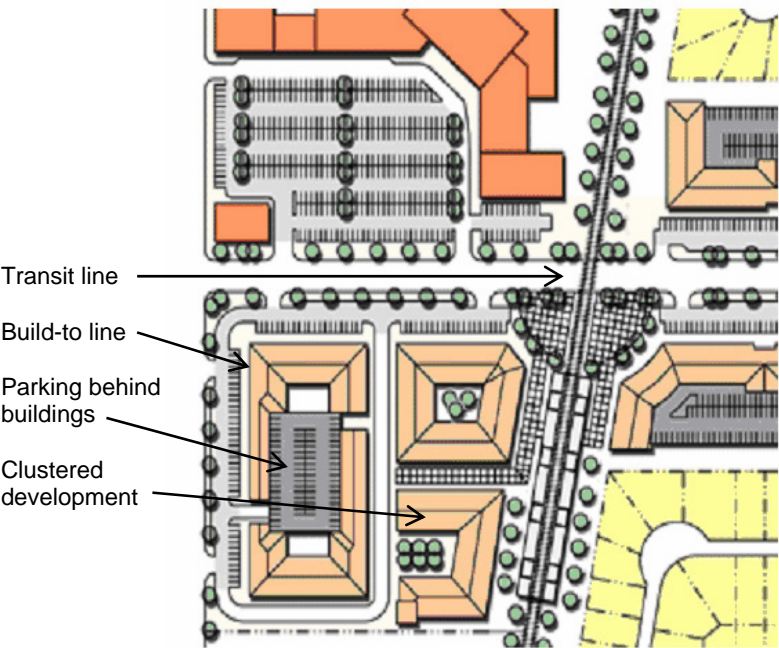
Subsection 4.2. Transit-Related Corridor (cont.)

§§ 4.2.2. Design characteristics.

Transit corridors are linear redevelopment forms and typically connect high employment areas to provide increased ridership. The length of the transit corridors and station locations are determined by the system technology and operating characteristics. Ideally, station areas are located where high employment and pedestrian uses exist, allowing for a range of commercial, office, and residential uses within easy walking distance.

Configuration

- Increase density/intensity standards in station areas where they are needed to generate ridership.
- Encourage a mixture of land uses to create activity centers near stations in order to generate ridership.



Example of a Transit-Related Corridor

Buffers/Open Space

- Emphasize usable public space in the design.

Parking

- Install shared parking and screen surface parking lots from the right-of-way through placement behind buildings or by using structured parking.
- Nonresidential parking guidelines are dependent on the specific use rather than generalized use categories.

Station Characteristics

- Determine station area characteristics and design treatments based on typologies (i.e., neighborhood, terminal, and regional).

§§ 4.2.3. Design guidelines.

Density/intensity:

Residential density range

From	To
24 dwelling units per acre	50 dwelling units per acre [May be increased if the project qualifies for density or other types of incentives]

Nonresidential intensity range

Station type		
Neighborhood	0.25 FAR	1.0 FAR
Terminal	0.5 FAR	2.5 FAR
Regional	1.0 FAR	3.5 FAR

Setbacks/build-to lines:

Setback/build-to line ranges for redevelopment

From	To
0 feet for front, side and rear including any new construction	As currently exists or averaged

Build-to line for street-facing new construction

0 feet	10 feet and in proportion to building height
5 feet for side and rear yard setbacks	

At least 80% of the building placement will be along the public street frontage right-of-way.

Height range

From		To
<u>Station type</u>		
Neighborhood	2 stories	4 stories
Terminal	4 stories	6 stories
Regional	6 stories	8 stories

Vehicular circulation and parking: Shared parking and access are recommended.

Where there is more than one category of use, the number of spaces required should range between 65 and 85 percent of the sum of required spaces for each category of use. For example, if both residential and nonresidential uses are located within the same structure, the required parking spaces for each use are added together, then a percent of that number becomes the required number of spaces. This provision assumes that not all spaces for each use at 100 percent of the requirement for each individual use will be needed at the same time, thus a lowered standard is appropriate.

Parking guidelines for nonresidential uses are dependent on the specific use(s) rather than generalized use categories.

Residential parking space range

From	To
1 space per residential unit	1.5 spaces per residential unit

Nonresidential parking space range

1 per 2000 square feet	1 per 500 square feet
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Pedestrian/bicycle access: Whenever possible and appropriate, convenient pedestrian amenities should be installed including outdoor seating, bus waiting areas, and similar facilities. At a minimum, provision should be made for transit stops in convenient and accessible locations.

Bicycle parking guidelines

From	To
Protected bicycle parking at 10 spaces per neighborhood station, 20 at terminal stations, and 30 at regional station	In proportion to and appropriate for the current use with provision for increased future capacity

Signage: Signage should conform to the adopted standards of the jurisdiction and be integrated with the building design. Consolidated signage should be employed in order to reduce sign proliferation.



Subsection 4.2. Transit-Related Corridor (cont.)

Landscaping: Landscaping should conform to the adopted standards of the jurisdiction with special attention paid to buffering residential from nonresidential uses. Planted landscape trees/vegetation should not be installed so as to reduce sidewalk access to or within the development project, but should be used to define and buffer internal walkways.

Section 5. District Development

The district is the third urban design component in the Pinellas pattern of development. Districts represent major concentrations of similar activities. A single community can have multiple districts with different characteristics.

The following development forms are identified for use by local governments within the Pinellas districts. Application of these guidelines should be consistent with local government redevelopment programs.

Subsection 5.1. Beach/Tourism District

§§ 5.1.1. Description and typical land uses.

Beach/tourism districts in Pinellas County are typically located on the linear barrier islands. The tourist component of these districts tend to be generally mixed-use. Local residents tend to live in the residential units generally located eastward from the central transportation corridor, Gulf Boulevard.



Transit-Related Corridor –
Gulf Boulevard, Clearwater Beach

§§ 5.1.2. Design characteristics.

This model proposes design enhancements for the county’s major beach tourism areas. The beach communities have unique characteristics and resources that must be protected. Several design tenets are needed for the creation and maintenance of the model.

Configuration

- Reduce natural disaster hazards through improved building construction techniques.
- Improve Gulf Boulevard aesthetics through a common set of design principles.
- Integrate site uses with the surrounding community through site planning and project design.
- The maximum continuous façade of any building fronting directly onto Gulf Boulevard should not exceed 30 feet.

- Featureless blank walls are strongly discouraged. Walls should include windows. Faux windows may, in certain circumstances, be acceptable.
- Pitched roofs are preferred, and flat roofs are discouraged except for certain nonresidential uses.
- Open space should be provided in accordance with local codes.

Parking

- Increase pedestrian, bicycling, and transit opportunities linking points of interest.
- Implement shared parking through the use of public structured parking.

§§ 5.1.3. Design guidelines.

Density/intensity:

Residential density range

From	To
2.5 dwelling units per acre	30 dwelling units per acre [May be increased if the project qualifies for density or other types of incentives]
30 Transient Accommodation Units	150 Transient Accommodation Units

Nonresidential intensity range

FAR as permitted by underlying land use designation and zoning.	No maximum FAR except as specified in local plans
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Beach/Tourism District –
John’s Pass, Madeira Beach

Setbacks/build-to lines: The use of a build-to line is one of the most important tools that can be implemented to help create continuity and coordination among new developments.

Setback/build-to line ranges for redevelopment

From	To
New construction build-to line standards.	Current setback in existing structure(s)

Setback/build-to line for street-facing new construction

0 feet front build-to line from Gulf Blvd.	10 feet from Gulf Blvd. and in proportion to building height
5 feet side and rear yard setback	As provided in local land development regulations

Note: As building height increases, minimum side yard setbacks should be increased to provide for Gulf views.

At least 40% of the building placement should be along the public street frontage right-of-way.



Chapter 6: Regulatory Tools and Urban Design

Subsection 5.1. Beach/Tourism District (cont.)

Height: One story for single-use buildings, e.g., restaurants, but not less than two stories for mixed-use buildings.

Height ranges

From	To
1 story for single use	No maximum height except as specified in local plans
2 stories for mixed-use	No maximum height except as specified in local plans



**Beach/Tourism District –
John’s Pass, Madeira Beach**

Vehicular circulation and parking: Shared parking and access are strongly encouraged.

Where there is more than one category of use, the number of spaces required should range between 65 and 85 percent of the sum of required spaces for each category of use. For example, if both residential and nonresidential uses are located within the same structure, the required parking spaces for each use are added together, then a percent of that number becomes the required number of spaces. This provision assumes that not all spaces for each use at 100 percent of the requirement for each individual use will be needed at the same time, thus a lowered standard is appropriate.

Pedestrian/bicycle access: Whenever possible and appropriate, convenient pedestrian amenities should be installed including outdoor seating, bus waiting areas, and similar facilities. At a minimum, provision should be made for transit stops in convenient and accessible locations.

Bicycle parking guidelines

From	To
Protected bicycle parking at 1 space per 1,000 square feet of nonresidential floor	In proportion to and appropriate for the maximum nonresidential square footage

Signage: Signage should conform to the adopted standards of the jurisdiction and be integrated with the building design. Consolidated signage should be employed in order to reduce sign proliferation.

Landscaping: Landscaping should conform to the adopted standards of the jurisdiction with special attention paid to buffering residential from nonresidential uses. Planted landscape trees/vegetation should not be installed so as to reduce sidewalk access to or within the development project, but should be used to define and buffer internal walkways.

Subsection 5.2. Employment District

§§ 5.2.1. Description and typical land uses.

One issue addressed in the EDRP is the retention and recruitment of well-paying jobs in Pinellas County. It is important, therefore, to recognize the importance of employment districts and include them in the plan, notwithstanding the fact that they do not mirror each other from a design perspective.

Included in the twelve employment districts in Pinellas County are a wide variety of uses that are not easy to define by common characteristics. They range from moderate to heavy industrial ones such as those found in portions of the Gateway area, Largo, and in St. Petersburg to high tech uses found in the same localities which, when viewed from the outside, are, or appear to be, office complexes.

Because of their differences, this form will concentrate solely on discussing employment district design characteristics rather than propose design guidelines.

§§ 5.2.2. Design characteristics.

Configuration

- Industrial uses should not have blank wall sections exceeding 50 linear feet on the street-side of building without a structural break (change in plane, window, entry, etc.)
- Administrative uses should be oriented toward the street with at least 50 percent of parking constructed to the rear and/or side of the building.
- Densities and intensities are unique to each district depending on the type of uses found there. Housing at mid to high densities should be located proximate to employment districts. Intensities vary and are dependent upon the level and type of activities taking place within the district and proximity to transit facilities.
- It should be noted that it is not the intention of the EDRP to sacrifice land suitable for primary employers to create this housing. Viable industrial properties should not be converted to residential use.
- Housing in or near employment districts should be designed in such a way that it is both compatible and integrated with surrounding uses. Failure to design for compatibility can lead to conflicts between residential and nonresidential uses, particularly industrial.
- Standards for traffic circulation, visual and noise buffering, and other potential concerns should be created to minimize conflicts between residential uses and primary employers.



**Employment District –
Anclo Industrial Park, Tarpon Springs**



Subsection 5.2. Employment District (cont.)

Buffers/Open Space

- With a new construction project, local buffering, landscaping, and open space standards may be applied. However, with a redevelopment (adaptive reuse) project, application of standards that may be appropriate in a new construction situation can be inappropriate in a redevelopment/reuse mode. Therefore, flexibility in their application is called for.

Parking/Access

- It is essential to maintain vehicular access to employment districts. Without it, employers are less likely to stay where they are currently located and are more likely to seek out a different location if an acceptable level of access cannot be maintained.
- Access provisions for workers using transit should be maintained.
- Bicycle parking should be provided in a protected, secure location.

Gateway Area Example

The Gateway area contains a wide variety of development types similar to those discussed above. For purposes of the EDRP, it will serve as the prototype for the redevelopment of other multiuse districts in the county. Most importantly, it is necessary to coordinate multiple property owners and agencies to develop and implement a master development plan for the Gateway area.



Aegon USA, Gateway Area

Description and typical land uses.

The Gateway area (see Figure 6-1) contains a very wide variety of land uses ranging from an international airport to high-end offices and residences to a resource recovery facility. The uses are contained in relatively distinct locations. High-end offices and residences are centered in Carillon and Feather Sound both north and south of Ulmerton Road and east of Roosevelt Boulevard. Both light and heavy industrial uses can be found south of Ulmerton Road and west of Roosevelt and east of 49th Street (see Figure 6-2).



Neighborhood Center, Gateway Area

Design characteristics.

Because of the variety of activities taking place in the Gateway area, no one redevelopment or design form is appropriate. Design characteristics are today, and will in the future, be governed by the type of activity being conducted. Therefore, variable redevelopment forms should be employed that recognize unique conditions within the district. This district includes examples of several distinct forms, including urban center, transit-related corridors, and employment districts.

Design guidelines.

Notwithstanding the different design characteristics dictated by the land uses, some design guidelines may be suggested for locations deemed appropriate.

- Identify underutilized acreage where public investment may support long-term infill redevelopment.
- Employ shared parking within redevelopment sites
- Screen surface parking lots from the right-of-way by placing them behind the buildings or using structured parking.



200 Carillon, Gateway Area



Figure 6-1
Aerial View of the Gateway Area
(Outlined Portion Shown in Detail Map Below)

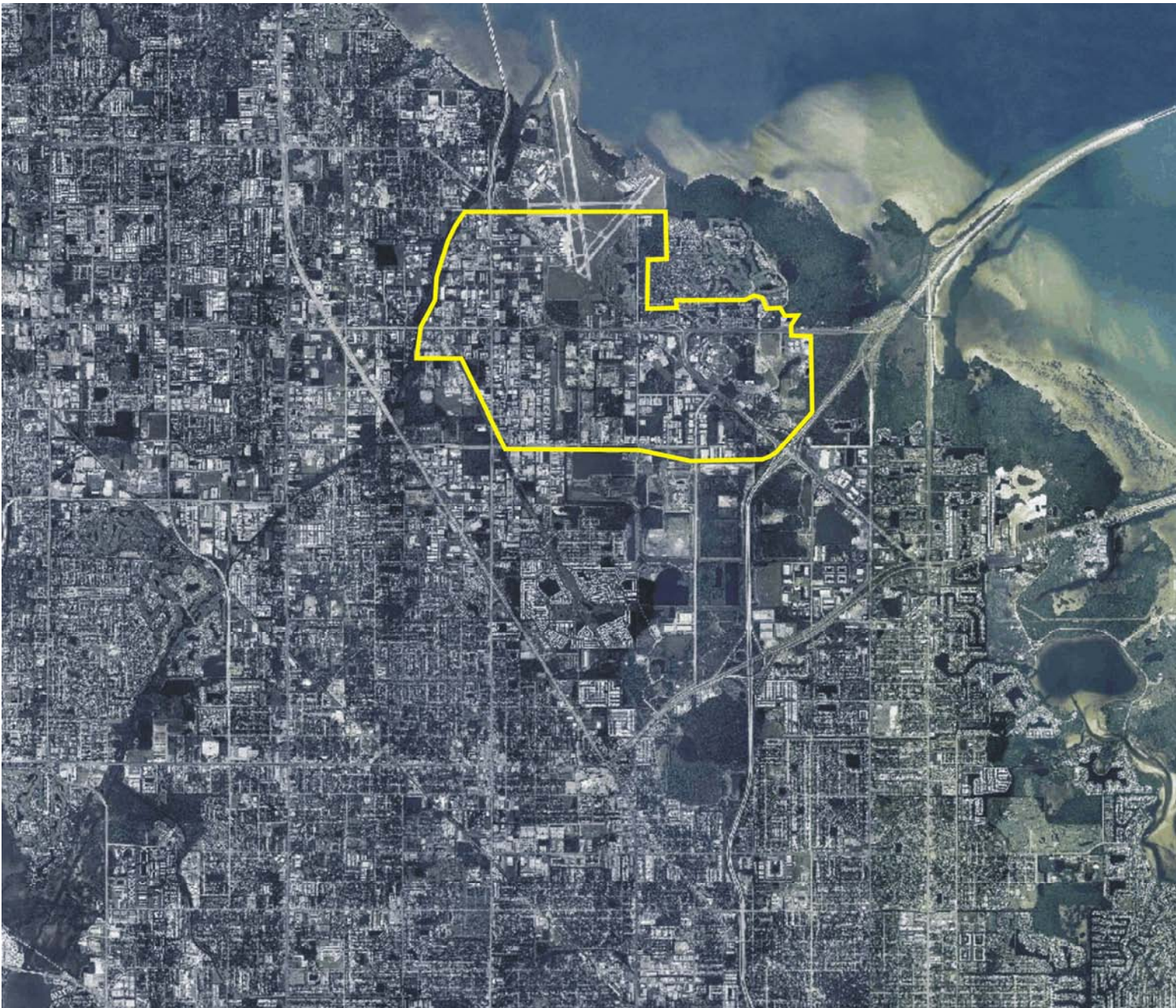
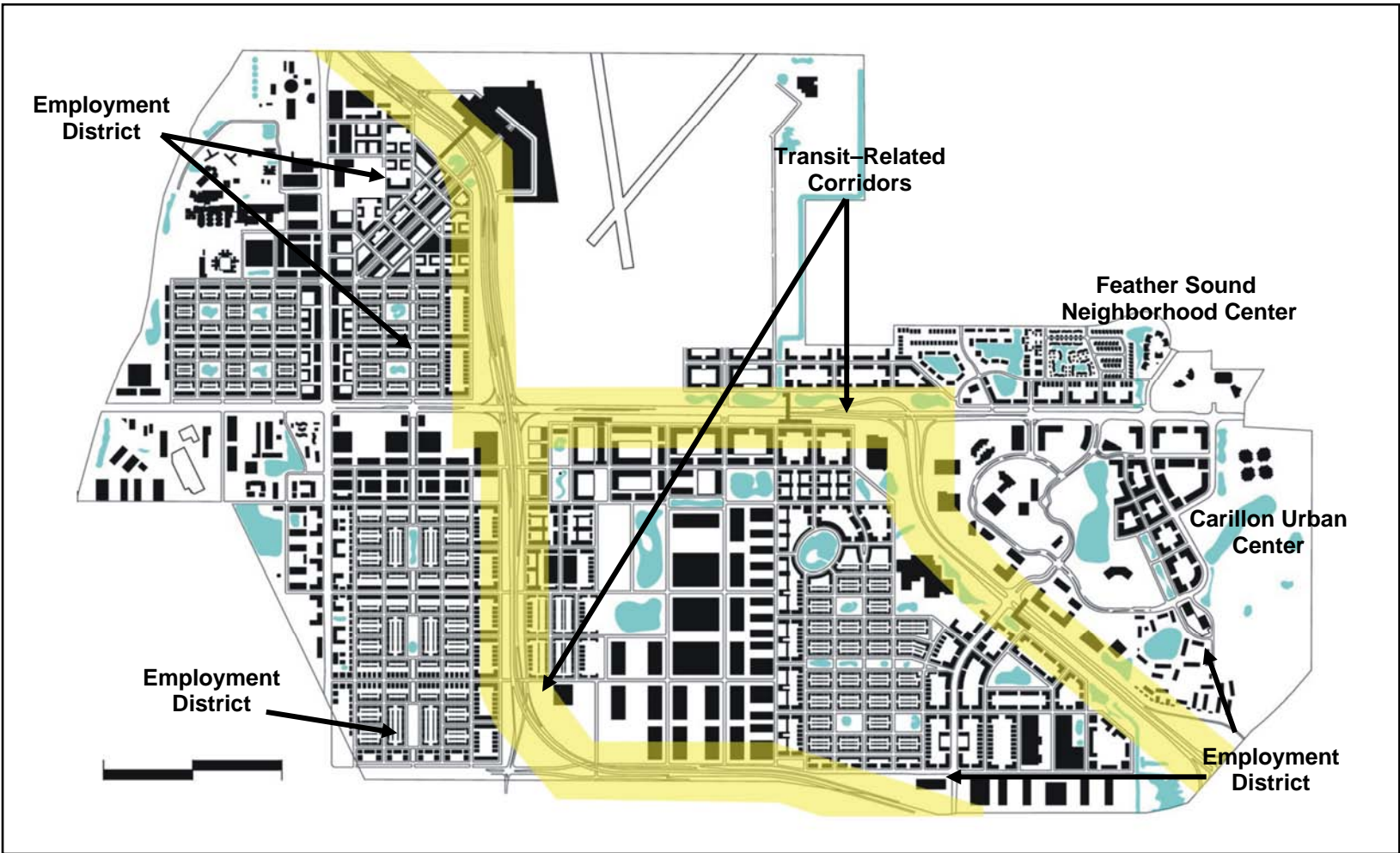


Figure 6-2
Conceptual Design for a Portion of the Gateway Area





Incentives for Desired Design Features

This chapter offers urban design guidelines for a variety of redevelopment forms. However attractive the forms may be, high quality urban design will not normally occur without the cooperative efforts of both the private and public sectors. The table below incorporates some of the desirable design features of the forms and suggests potential incentives intended to promote those desired features that could be offered by local governments.

Desired Design Features	Incentives to be Considered by the Public Sector
Composition & mix of uses	<ul style="list-style-type: none">▪ Density/intensity bonuses▪ Publicly acquired land made available for desirable projects▪ Flexible plan/zoning categories & standards
Building configuration, orientation, & placement	<ul style="list-style-type: none">▪ Reduced setback requirements & separation distance▪ Flexible signage provisions▪ Installation and/or modification of adequate infrastructure
Parking type, location, & circulation	<ul style="list-style-type: none">▪ Reduced parking space ratios/requirements▪ Shared parking allowance▪ Public/private partnership for structured parking
Pedestrian, bicycle, & transit access & amenities	<ul style="list-style-type: none">▪ Public/private partnership for transit accommodation▪ Impact fee credits and/or adjustments▪ Enhance transit infrastructure & scheduling to promote usage
Open space, buffering, & landscape design	<ul style="list-style-type: none">▪ Density/intensity bonuses▪ Off-site areawide stormwater retention▪ Reduction of total required landscaping in exchange for mature concentrated plantings or unique treatments
High quality architectural & design features	<ul style="list-style-type: none">▪ Tax/fee refunds or adjustments, e.g., freeze property tax at current rate for a set period of time for qualified projects▪ Public/private partnership to prepare and review design guidelines▪ Density/intensity bonuses for projects that provide innovative architectural and site design features exceeding minimum standards▪ Expedited and facilitated (with staff or outside assistance) development review for projects incorporating desirable design features▪ Provide development loans at low rates tied to the development of desirable projects

Conclusions

The Pinellas County development pattern has evolved into what it is today as a result of its rapid suburbanization. Older, more pedestrian-oriented, neighborhood centers have been replaced by automobile-oriented commercial developments. In the wake of this type of development, many underutilized, obsolete, or vacant infill properties hold potential for future redevelopment using designs that give the form and amenities of a project more consideration than previously has been the case.

Pinellas County has the opportunity to rethink and give specific direction to its development pattern in the course of planning for its redevelopment. The quality of that redevelopment will largely depend upon local government commitment to amending development regulations and employing design guidelines that both require and enable desirable redevelopment in the county.

The development forms outlined in the chapter are intended to provide a resource and/or starting point in developing and applying improved design techniques at the local level tailored to the unique characteristics of each community and its centers, corridors, and districts.



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Chapter 7: Strategies and Implementation

Introduction

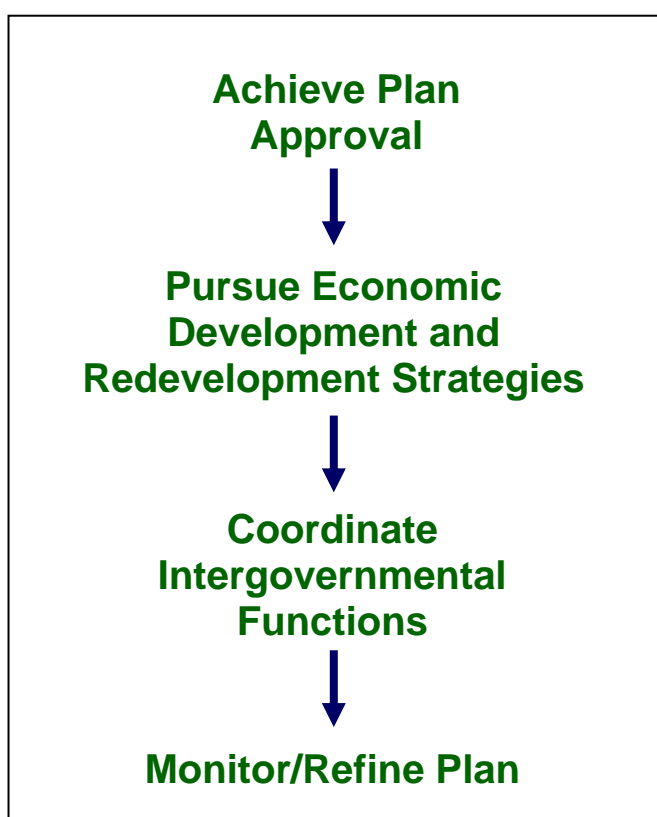
The previous chapters have presented detailed findings regarding the economic, real estate, and urban design factors that will affect the county's future. The purpose of this chapter is to identify, enumerate, and organize specific actions that must be implemented to address these issues.

The process of implementing the *Economic Development and Redevelopment Plan for the Pinellas Community* (EDRP) will be ongoing. It will require a closer linkage of planning efforts that are already underway in the county, including those governing land use, transportation, infrastructure, economic development, and intergovernmental coordination, among others. It will require new cooperative relationships between governmental entities, and between the public and private sectors. As ambitious as these actions may seem, they are vital to maintaining and enhancing our strong economy and communities.

The purpose of this chapter is to identify, enumerate, and organize specific actions that must be implemented.

The implementation process is organized into four general action programs. Each action program establishes one or more goals, and refines them into issues that must be addressed, strategies that must be pursued, and specific actions that must be taken to achieve them.

- *Action Program No. 1: Achieve Plan Approval* describes the steps that will need to be taken at various levels of government to formally approve the EDRP as a working policy guideline. This Action Program will take place over the next one to two years as the approval process is undertaken by the various jurisdictions within Pinellas County.



Summary of the Plan Implementation Process

- *Action Program No. 2: Pursue Economic Development and Redevelopment Strategies* outlines the actions that will need to be taken to meet the vision, economic, real estate, and regulatory goals that provide the foundation of the EDRP. Implementation of the multiple strategies contained in the plan will be ongoing for the foreseeable future covering a period of twenty or more years. Because the incentive program will require funding to ensure its success, the incentive matrix should be finalized and its implementation procedures adopted prior to initiation of the next *Penny for Pinellas* referendum cycle.
- *Action Program No. 3: Coordinate Intergovernmental Functions* delineates the coordination efforts that will be required between various government entities and programs if the EDRP goals are to be achieved. As the strategies are implemented, intergovernmental coordination will take place in parallel with that implementation over the same time frame.
- *Action Program No. 4: Monitor/Refine Plan* describes the ongoing efforts that will be needed to evaluate which implementation actions are being pursued, how successful those actions are in achieving the strategies and goals, and what steps should be taken to improve the overall effectiveness of the EDRP. Similar to the need of governments to monitor local plans, the EDRP will be formally monitored in two-year cycles and undergo a general update every five years. By keeping the *Pinellas by Design* web site up-to-date, it will serve as a reporting and plan refinement resource that will provide stakeholders the most current information regarding approval scheduling and monitoring events.

Each action program establishes one or more goals, and refines them into issues that must be addressed, strategies that must be pursued, and specific actions that must be taken to achieve them.

Major Findings

The findings described in the previous chapters provide the foundation for the goals, issues, strategies, and implementation actions outlined in each of the action programs. The most significant are summarized below:

- To achieve the vision "Pinellas, A Community of Quality Communities," leadership will be required from elected officials, with the strong support of the public, and with cooperation and assistance of the private sector and public agencies.
- The long-term commitment of political, financial, and technical resources from all those engaged in the redevelopment process will be vital to its success.



Chapter 7: Strategies and Implementation

- There is general agreement throughout the community that redevelopment is inevitable, that it should be planned for, and that it has great potential to both preserve and enhance the high quality of life we enjoy in our communities.
- Effective redevelopment planning will build upon the existing development pattern, preserving the character of established neighborhoods while channeling growth into appropriate centers, corridors, and districts.

There is general agreement throughout the community that redevelopment has great potential to both preserve and enhance the high quality of life we enjoy in our communities.

- With continued growth of the roadway network constrained by buildout, it will be necessary to seek alternative modes of transportation to complement automobile travel.
- If the current economic vitality of Pinellas County is to be maintained over the long term, approximately 50,000 new primary industry high-wage jobs must be created over the next twenty years.
- In order to successfully compete with other regions to attract and retain high-wage primary employers, the county will need to offer incentives to qualifying companies.
- To limit competition between neighboring communities, appropriate incentive packages may be offered to qualifying employers wherever they choose to locate or expand within the county based on designated criteria. However, primary employers are encouraged to locate on sites within the identified employment districts.

- To support a robust local economy, redevelopment efforts must focus on maintaining adequate real estate to meet the needs of the community.
- If the tourism industry is to remain vital in Pinellas County, redevelopment must focus on maintaining and upgrading tourist accommodations and enhancing the county's overall attractiveness to visitors.
- The increased housing costs that accompany buildout represent a significant challenge to future economic prosperity, and must be addressed through the deliberate creation of a range of residential options.
- In order to accommodate the growth needed to sustain the local economy without compromising our high quality of life, it will be necessary to create more urban land use patterns in appropriate areas.

The inevitability of change must be acknowledged, but redevelopment planning can help ensure that the changes are positive ones.

- Land development regulations created decades ago for greenfield conditions must be revised to adapt to a redevelopment environment.
- The inevitability of change in some locations, especially highly desirable areas such as the barrier islands, must be acknowledged, but redevelopment planning can help ensure that the changes are positive ones.
- Redevelopment planning must focus not only on the demolition of obsolete structures to make way for the new, but also on the preservation and rehabilitation of viable existing buildings, especially those that are historically or architecturally significant.



Action Program No. 1 – Achieve Plan Approval

Before the EDRP can be implemented, it must be formally approved by the Pinellas Planning Council and the Board of County Commissioners in their role as the Countywide Planning Authority. In addition, because it is a countywide redevelopment initiative, acceptance by other local governments is essential. This acceptance can be demonstrated through the adoption of supportive resolutions or similar formal actions.

The first step in applying the recommendations of the plan to existing countywide regulations is to incorporate them into the adopted *Updated Countywide Plan for*

Pinellas County (commonly known as the Countywide Plan). The recommendations must also be coordinated with other ongoing countywide and multijurisdictional planning initiatives. In addition, responsibility for completing each of the implementation actions must be identified. This process should occur with the participation of any agencies or entities that are identified as having responsibility for, or that may otherwise be affected by, each action.

The following table describes the issues that must be acknowledged, and the strategies and implementation actions that need to be pursued, to achieve the plan approval goal.

Plan Approval Goal – Recognize and approve the *Economic Development and Redevelopment Plan for Pinellas County* as the set of economic, real estate, and regulatory initiatives that will guide future planning, in order to assure the future economic prosperity and corresponding high quality of life desired for Pinellas County’s citizens and businesses.

Plan Approval		
Issues	Strategies	Implementation Actions
A. There is a need to recognize the value of, approve, and implement a countywide redevelopment initiative to facilitate a balance of high quality living, working, and leisure conditions.	<u>Obtain EDRP Approval</u> 1. Recognize the <i>Economic Development and Redevelopment Plan for the Pinellas Community</i> (EDRP) as a working policy document that will provide guidance for future economic development and redevelopment planning on a countywide basis.	a. Obtain formal approval of the EDRP from the Pinellas Planning Council. b. Obtain formal approval of the EDRP from the Board of County Commissioners in their role as the Countywide Planning Authority.
	<u>Obtain Local Government Concurrence</u> 2. Recognize the need for and importance of the countywide redevelopment initiative at the local government level.	a. Obtain resolutions in support of the EDRP from each local government.
	<u>Facilitate Integration with Countywide Plan</u> 3. Incorporate the strategies of the EDRP within the <i>Countywide Plan for Pinellas County</i> .	a. Implement the <i>Countywide Plan for Pinellas County</i> . b. Incorporate appropriate EDRP strategies within the Countywide Plan to serve as the foundation for policy and rule direction. c. Amend the Countywide Rules to assist in implementing the Countywide Plan.
	<u>Coordinate with Other Planning Initiatives</u> 4. Recognize the need and provide for the EDRP to be coordinated with other ongoing planning efforts.	a. Coordinate implementation of the EDRP with other countywide and multijurisdictional planning efforts, including those concerning education, transportation, tourism, affordable housing, and arts and cultural resources.
B. There is a need to identify responsibility for completing the implementation actions for each of the following issues and strategies.	<u>Determine Responsibility for Implementation Actions</u> 1. Determine responsibility for carrying out each of the implementation actions.	a. For each implementation action, identify the appropriate agency, combination of agencies, or other entity(ies) responsible for performing the action, following plan approval. b. Ensure that all of the agencies or entities that will be affected by the performance of an implementation action participate in the identification of responsibility.



Chapter 7: Strategies and Implementation

Action Program No. 2 – Pursue Economic Development and Redevelopment Strategies

The following goals, issues, strategies, and implementation actions comprise the heart of the EDRP. This action program is designed to enhance Pinellas County as a community of quality communities (the vision goal); to create and sustain the environment necessary for the retention, expansion, and attraction of high-wage primary employers (the economic/job

goal); to redevelop aging and obsolete uses to provide the real estate needed to ensure that Pinellas County remains strong economically and maintains a high quality of life (the real estate goal); and to revise plans, regulatory processes, and standards to recognize the unique needs of redevelopment and encourage the utilization of recommended urban design techniques (the design/code goal). Each set of issues, strategies, and implementation actions is organized into a separate table below.

Vision Goal – Enhance the concept of Pinellas County as a community of quality communities by creating an environment where high quality job creation is fostered, communities are revitalized, and natural resources are protected, all resulting in the maintenance and improvement of our quality of life.

Vision		
Issues	Strategies	Implementation Actions
A. For the continued vitality of the county, the redevelopment process requires the participation, support, and understanding of the people engaged in and affected by it.	<u>General Public Initiatives</u> 1. Facilitate an ongoing dialogue with the public to foster a broad-based understanding of the importance of redevelopment.	a. Articulate clear, proactive, consistent plan objectives to maximize understanding and support. b. Prepare a guide to redevelopment describing objectives, strategies, and opportunities for citizen involvement. c. Conduct public education efforts to convey the importance and objectives of redevelopment to the citizenry. d. Initiate a coordinated effort with and through the media to facilitate understanding and provide visibility for redevelopment objectives and initiatives. e. Encourage broad-based public support and consensus for redevelopment strategies.
	2. Encourage maximum opportunity for citizen participation at the policy and plan-making stages.	a. Use charrette planning, design, and other appropriate techniques to foster neighborhood acceptance of redevelopment policies, plans, and projects. b. Require public participation in planning redevelopment projects with defined involvement procedures. c. Review locally-adopted public notice requirements, e.g., distance and times, for reasonableness and amend as appropriate. d. Seek to achieve community consensus on redevelopment policies and plans prior to their finalization.
	<u>Elected Official Initiatives</u> 3. Enlist elected official support of, participation in, and orientation toward redevelopment objectives in order to establish the necessary policy framework.	a. Enhance elected official engagement in promoting redevelopment objectives. b. Emphasize to elected officials the need to establish and maintain a policy framework that is supportive of redevelopment/infill objectives. c. Conduct orientation sessions for current and newly-elected public officials to describe redevelopment objectives, opportunities, and tools employed to achieve desired outcomes.



Vision		
Issues	Strategies	Implementation Actions
A. For the continued vitality of the county, the redevelopment process requires the participation, support, and understanding of the people engaged in and affected by it. (continued)	<u>Government Staff Initiatives</u> 4. Promote and enhance staff orientation and understanding of the special requirements of redevelopment.	a. Continue or initiate interagency communication between regulatory and economic development staff regarding redevelopment requirements. b. Provide adequate staff training to address public service attitude and enhanced ability to use administrative discretion. c. Work with building and public safety officials to: - Enhance their redevelopment-friendly orientation - Create an understanding of the special needs of redevelopment, infill, and rehabilitation projects. d. Designate a staff liaison/ombudsman to focus on redevelopment for each local government.
	<u>Private Sector Initiatives</u> 5. Engage the private sector in order that those involved in the redevelopment process understand, appreciate, and are prepared to meet the objectives of communities in which they work.	a. Encourage close collaboration and participation between the public and private sectors. b. The private sector needs to engage the public to obtain consensus on both broad and specific redevelopment proposals at an early stage in the process so that community input can be timely and productive. c. The private sector should commit to creating quality redevelopment projects that exceed minimum expectations and provide real benefit to the community.
	<u>Public/Private Partnership Initiatives</u> 6. Establish cooperative public/private partnerships for the successful implementation of redevelopment and reinvestment initiatives.	a. Create public/private partnerships to facilitate reinvestment in the community. b. Pursue grant or subsidy support for projects that provide significant public benefit. c. Actively participate in the improvement of the community through partnership agreements.
	7. The private sector should partner with local governments to assist in redevelopment planning and implementation.	a. The private sector needs to participate in and endorse policy directions and work with the public sector to advance plan objectives. b. The private sector should advise and provide assistance on issues, techniques, and resources necessary for redevelopment planning and implementation.
	<u>Government Marketing Initiatives</u> 8. Promote clear policy direction and initiatives to facilitate redevelopment.	a. Promote the countywide redevelopment brand, Pinellas by Design, and coordinate delivery of the message to private development interests.
	9. Deliver a consistent economic development message, including jobs recruitment and retention.	a. Maintain the Pinellas by Design web site, where the countywide economic development and redevelopment message is presented. b. Prepare marketing materials to promote the EDRP, such as an executive summary version and/or media supplement useful for education and large-scale distribution.



Chapter 7: Strategies and Implementation

Economic/Jobs Goal – Create and sustain the environment necessary for quality redevelopment while providing sufficient business facilities needed for the retention/expansion/attraction of high-wage primary/contributory employers.

Economic/Jobs		
Issues	Strategies	Implementation Actions
A. The continued attraction, retention, and expansion of businesses that provide high-wage jobs are imperative for the continued economic health of the county.	<u>Establish Target Employment Criteria</u>	
	1. Identify target employment criteria in order to attract and retain high-wage businesses.	<ul style="list-style-type: none">a. Identify, recruit, and retain desired target employer businesses through a countywide program led by the Pinellas County Economic Development Department (PCED) in coordination with local governments.b. Use the technical memorandum entitled <i>Economic Development Target Industry Study for Pinellas County, Florida</i> as a basis for the identification and recruitment of target industries.c. Evaluate the assets of Pinellas County as a business location and give priority to desirable employers that can best take advantage of them.d. Evaluate the liabilities of Pinellas County as a business location and take action to minimize them.e. Give priority to the retention and recruitment of businesses that create jobs paying wages above the countywide average.f. Give priority to the retention and recruitment of locally-headquartered primary employers who will expend the majority of their business revenue in Pinellas County.
	<u>Establish Target Employer Incentives</u>	
	2. Adopt and administer redevelopment incentive programs based on approved criteria intended to promote desirable projects and the retention and attraction of target employers.	<ul style="list-style-type: none">a. Establish and maintain a set of incentives, based on approved jobs/wages criteria and recommendations, deemed appropriate to enhance redevelopment opportunities, that can be applied on a countywide basis.b. Establish jobs/wages performance criteria that must be satisfied as a precondition for receiving public incentives.c. Designate the PCED as the primary agency to coordinate and administer jobs/wages incentive programs countywide, in coordination with local governments.d. Provide financial and regulatory incentives to offset the effort and investment necessary to deal with the complexity of redevelopment projects.e. Develop and adopt density and/or intensity bonus incentives for desired redevelopment projects, based on planning objectives, market conditions, and infrastructure capability.f. Enhance countywide programs to coordinate business recruitment and expansion incentives targeted at redevelopment.
	3. Give priority to facilitating the retention and expansion of existing target employers.	<ul style="list-style-type: none">a. Inventory and rank all existing primary employers in Pinellas County according to the number and wage scale of the jobs they provide.b. Determine the most critical needs of highest-ranking employers, and develop response plans to address those needs.



Economic/Jobs		
Issues	Strategies	Implementation Actions
A. The continued attraction, retention, and expansion of businesses that provide high-wage jobs are imperative for the continued economic health of the county. (continued)	<u>Provide Workforce Training</u> 4. Provide incentives to support training and educational needs of the local workforce to promote target employer retention/ attraction.	a. Work with local employers to identify the training and educational needs of the current and future Pinellas County workforce. b. Support target employer recruitment through workforce training programs. c. Establish public/private partnerships to include educators and workforce agencies to provide continued training for target employers. d. Recognize the beneficial role that an educated workforce plays in attracting and retaining primary employers. e. Partner with local colleges and universities to recognize and meet the educational needs of the Pinellas County workforce.
	<u>Provide Tools to Reduce Costs of Redevelopment</u> 1. Define and make available to the private sector a selection of strategies and incentives intended to reduce the cost differentials of redevelopment projects. 2. Coordinate redevelopment incentives with private-sector considerations, including lender/investment feasibility for business opportunities and carrying costs attendant to redevelopment. 3. Use tax and fee rebates, based on established criteria, as redevelopment and target employer attraction/retention incentives.	a. Identify standards and regulations that may have the potential to reduce redevelopment cost differentials as well as those which add to the differentials. b. Amend or delete local codes, procedures, and processes that add to redevelopment cost differentials. c. Encourage and support areawide development of regional impact approvals for designated redevelopment areas. a. Establish grant and/or loan incentives to offset cost differentials, including education about existing opportunities. b. Work with lending institutions to develop redevelopment-focused programs. c. Foster a better understanding of carrying costs attendant to redevelopment and their implications for the success of a project. d. Recommend standards and regulations that may have the potential to reduce redevelopment cost differentials. a. Examine tax and fee structures to determine their affect on redevelopment and the attraction/retention of target employers. b. Evaluate the applicability of, and provide where appropriate, tax and fee rebates to attract and retain target employers. c. Provide incentives such as impact fee allocation, concurrency costs funding, infrastructure improvement, and grant support for redevelopment tied to specific economic development and job generation objectives. d. Institute a process to rebate transportation impact fees to targeted redevelopment projects based on specific criteria tied to plan objectives. e. Promote the use of transportation concurrency exception areas in furtherance of redevelopment strategies.



Chapter 7: Strategies and Implementation

Economic/Jobs		
Issues	Strategies	Implementation Actions
C. Investment and reinvestment in economic development, redevelopment and business incentives, and public/private partnerships are required to meet countywide redevelopment goals.	<u>Stimulate Availability of Investment Capital</u> 1. Ensure the availability of capital to invest in redevelopment and the attraction/retention of target employers.	<ul style="list-style-type: none">a. Support target employer recruitment through land, building, or equipment purchases.b. Establish and utilize a coordinated countywide loan program to attract and retain target industry.c. Secure public investment for redevelopment tied to expansion of high-wage target employer jobs.d. Give priority to local capital improvement needs within redevelopment areas.e. Establish capital programs for redevelopment areas similar to the state Economic Development Transportation Fund.f. Propose redevelopment projects where public investment will support project completion with increased return on investment.g. Make available capital funding to support private proposals.h. Make the funding of infrastructure to support redevelopment and economic development a priority when structuring the reauthorization of the Penny for Pinellas.
	<u>Preserve/Enhance the Tourism Industry</u> 2. Establish a program of strategies and incentives to preserve and enhance the local tourism industry.	<ul style="list-style-type: none">a. Provide financial and regulatory incentives to offset the high cost of creating new tourist accommodations and encourage the renovation of the existing stock of units.b. Consider the designation of tourist accommodation protection zones in appropriate areas.c. Develop and implement detailed actions based on the Study of Economic Impact of Conversion of Commercial Lodging Properties to Condominiums developed by the Pinellas County Economic Development Department.d. Implement the recommendations of the Gulf Boulevard Improvements Project.e. Seek opportunities to increase the attractiveness of the county to tourists by enhancing existing downtown, historic, and cultural districts.



Real Estate Goal – Redevelop aging and obsolete uses to provide the real estate needed to ensure that Pinellas County remains strong economically and maintains a high quality of life.

Real Estate		
Issues	Strategies	Implementation Actions
A. Expansion and attraction of target employers requires tracts of land that are of the proper size, have adequate infrastructure capacity, and have known development entitlements.	<u>Provide Public Sector Assistance with Land Assembly</u>	
	1. Use public sector resources to assist in assembling tracts of land appropriate for redevelopment/infill.	<div>a. Identify locations where land assembly would enable infill and/or redevelopment.</div> <div>b. Give priority to the assembly of sites having adequate infrastructure to meet the needs of redevelopment projects.</div> <div>c. Provide public assistance with the process and cost of land assembly to accomplish redevelopment objectives.</div> <div>d. Utilize the ability of PCED, in their role as the Pinellas County Economic Development Authority, to purchase, assemble, and sell land for redevelopment projects that meet EDRP goals.</div> <div>e. Identify and dedicate revenue sources for the purchase and assembly of land for redevelopment.</div> <div>f. Limit the use of eminent domain for public land assembly to circumstances in which a clear public benefit will be realized.</div>
	<u>Direct Public Infrastructure Improvements</u>	
	2. Through the capital improvement process, commit public resources to ensure the renewal, replacement, and enhancement of infrastructure systems to support redevelopment.	<div>a. Create special area plans that direct infrastructure improvements toward targeted employment locations.</div> <div>b. Provide infrastructure improvements in locations where planned redevelopment is desired.</div> <div>c. Provide adequate public infrastructure to serve identified target employer locations.</div> <div>d. Implement regional stormwater systems as a means to facilitate redevelopment activity.</div> <div>e. Program infrastructure and mobility improvements to support private redevelopment investment in employment districts.</div> <div>f. Identify locations where programmed infrastructure improvements can be used as redevelopment incentives.</div>
	3. Use public/private partnerships to provide redevelopment-supportive infrastructure.	<div>a. Develop public/private partnerships for infrastructure cost sharing to promote redevelopment.</div>
	<u>Identify and Utilize Surplus Public Lands</u>	
	4. Develop criteria for the identification and sale or lease of surplus and non-environmentally sensitive public lands.	<div>a. Identify surplus and non-environmentally sensitive public lands for entitlement and redevelopment.</div> <div>b. Sell or lease underused or surplus public lands through the Pinellas County Economic Development Authority for redevelopment purposes.</div> <div>c. Establish, maintain, and publicize a catalog of public properties appropriate for redevelopment, including the availability of adequate infrastructure.</div> <div>d. Use a master plan to guide the development and redevelopment of the St. Petersburg/Clearwater Airport property, including the non-airport uses.</div>



Chapter 7: Strategies and Implementation

Real Estate		
Issues	Strategies	Implementation Actions
A. Expansion and attraction of target employers requires tracts of land that are of the proper size, have adequate infrastructure capacity, and have known development entitlements. (continued)	<u>Pre-Authorize Development Capacity</u>	
	5. To ensure that a range of locations is available for high-wage employers, pre-authorize development capacity where such redevelopment is planned.	<div>a. Implement special area plans for regional target employment locations through areawide Development of Regional Impact (DRI) entitlements.</div> <div>b. Establish an Economic Redevelopment Designation (ERD) process in the Countywide Plan and Rules to support the recruitment and retention of target employers.</div> <div>c. Develop special area plans for existing and future employment districts proposed in the plans.</div> <div>d. Designate redevelopment areas where multijurisdictional planning and coordination can result in expanded development entitlements.</div> <div>e. Develop locational criteria for target employment site selection in each jurisdiction.</div>
B. Placing housing in or near employment results in more efficient use of the transportation network and other infrastructure.	<u>Encourage the Creation of a Broad Range of Housing Options</u>	
	1. Through appropriate governmental actions, facilitate the construction of a variety of housing types available to a range of incomes.	<div>a. Identify and approve appropriate levels of density/intensity bonuses to encourage creation of a range of housing options, based on project size and current allowable densities.</div> <div>b. Reduce or eliminate impact fees that unnecessarily hamper redevelopment and contribute toward increased housing costs.</div> <div>c. Incorporate affordable housing as a requirement in projects that receive housing incentives.</div> <div>d. Use incentives to require, and broaden the range of, housing creation in mixed-use centers.</div> <div>e. Establish standards to minimize conflicts between residential and nonresidential uses.</div>
	<u>Facilitate the Provision of Housing in Proximity to Employment Districts</u>	
	2. For more efficient use of the transportation network and other infrastructure, encourage housing to be placed in proximity to employment districts.	<div>a. Establish criteria to determine appropriate sites for locating residential uses in proximity to employment districts.</div> <div>b. Use information and implement programs of the federal, state, county, and municipal housing agencies to assist with the creation of housing in or near employment districts.</div> <div>c. Use density bonuses or other incentives to encourage private-sector creation of housing in or near employment districts.</div>
C. Given the scarcity of greenfield land, grayfield and brownfield sites present redevelopment opportunities.	<u>Focus on Grayfield and Brownfield Opportunities</u>	
	1. Identify and implement redevelopment supportive measures that assist in the reuse of grayfields and brownfields.	<div>a. Identify, acquire, remediate, and assist with the redevelopment of grayfield and/or brownfield sites, consistent with community goals.</div> <div>b. Take advantage of state and federal funding and mitigation programs to assist with the costs of acquiring and redeveloping grayfield and/or brownfield sites.</div> <div>c. Implement methods for limiting liability when redeveloping brownfield sites.</div> <div>d. Explore methodologies for incenting the recycling of grayfield and/or brownfield sites.</div>



Regulatory Tools and Urban Design Goal – Revise plans, regulatory processes, and standards to recognize the unique needs of redevelopment and encourage the implementation of urban design techniques.

Regulatory Tools and Urban Design		
Issues	Strategies	Implementation Actions
A. Without the proper planning, redevelopment will occur in an ad hoc, random fashion, which may not fulfill the vision or desires of a community.	<u>Prepare Neighborhood Preservation Plans</u>	
	1. Preserve and protect, through neighborhood preservation plans and other proactive measures, existing neighborhoods in order to maintain their general character.	<div>a. Consider the use of charrette planning and design techniques to foster the creation of neighborhood preservation plans.</div> <div>b. Ensure that existing neighborhood concerns are addressed within special area plans.</div> <div>c. Ensure that redevelopment projects have either neutral or positive impacts on existing neighborhoods.</div> <div>d. Hold neighborhood meetings before projects come to public hearing, to provide a way to identify and work out issues of concern.</div> <div>e. Include individuals and neighborhood organizations within public information distribution processes to identify potentially controversial as well as desirable project aspects prior to development review.</div>
	2. Include community and neighborhood renewal in redevelopment planning.	<div>a. Provide economic support to preserve and enhance existing residential neighborhoods.</div> <div>b. Allow neighborhood organizations to contribute to redevelopment policy decisions in their local community.</div> <div>c. Continue and expand local government incentives for the rehabilitation of existing housing units.</div>
	<u>Prepare Special Area Plans</u>	
	3. Develop special area plans that incorporate desired redevelopment land use patterns and design characteristics.	<div>a. Identify specific areas that are underutilized or are underperforming, and formulate special area plans to direct and facilitate the redevelopment process.</div> <div>b. Support the inclusion of employment in urban centers.</div> <div>c. Promote development patterns that are compact, mixed use, walkable, and employ appropriate design principles and techniques.</div> <div>d. Use special area plans to designate, preserve, and enhance historic, architectural, and cultural areas.</div> <div>e. Achieve community consensus on special area plans prior to their finalization.</div>
	<u>Incent Redevelopment Consistent with Local Plans and Objectives</u>	
	4. Ensure that the provision of incentives and other local actions are consistent with economic development and redevelopment objectives and approved local plans.	<div>a. Limit the provision of incentives to projects that are consistent with approved local plans or meet other defined economic development and redevelopment objectives.</div> <div>b. Where resources for the provision of infrastructure improvements are limited, direct these improvements to support the fulfillment of local plans or other defined economic development and redevelopment objectives.</div> <div>c. Limit amending local plans on an ad hoc basis to accommodate individual projects.</div> <div>d. Implement policies intended to ensure that real estate planned for primary employers is preserved, by limiting the conversion of land designated for industrial and office uses to other uses.</div>



Chapter 7: Strategies and Implementation

Regulatory Tools and Urban Design		
Issues	Strategies	Implementation Actions
B. How a community looks, feels, and functions largely depends on how it is designed, and facilitating enhanced community design is an important and legitimate objective of redevelopment activities.	<u>Facilitate Improved Urban Design</u> 1. Emphasize the aesthetic quality of public buildings, structures, and streetscapes.	<ul style="list-style-type: none">a. Establish redevelopment strategies to create urban redevelopment patterns that are appropriate for each community.b. Identify and seek to achieve improved development plans, streetscapes, and livability through special area plans, land development regulations, and design guidelines.c. Utilize architectural and landscape architectural examples to define urban design criteria in redevelopment areas.d. Incent the private sector to exceed minimum requirements for the creation of public open space.e. Propose and build redevelopment projects that exceed minimum design standards and create a sense of place.
	2. Promote compact, mixed-use redevelopment land use patterns that include residential development as a component.	<ul style="list-style-type: none">a. Encourage and support the creation of mixed-use developments as part of the future countywide land use pattern.b. Establish specific criteria and location incentives needed to establish mixed-use centers.c. Establish countywide guidelines for mixed-use projects identifying mix preferences.d. Identify alternative financial structures for mixed-use developments and seek support for such projects from lenders.
	3. Accommodate motor vehicle demands while encouraging multiple modes of travel.	<ul style="list-style-type: none">a. Replace suburban parking standards with those more suitable for urban redevelopment/infill.b. Evaluate the use of structured public parking as an integral component of large-scale redevelopment projects.c. Require to the greatest extent possible shared parking, cross-access easements, side street access, curb cut consolidation, and other means to enhance transportation connectivity and increased capacity.d. Allow reduced parking thresholds in appropriate locations where transit availability makes such reduction feasible.
	4. Ensure that pedestrian/bicycle mobility is facilitated within redevelopment projects through design criteria that are supportive of mobility and safety.	<ul style="list-style-type: none">a. Promote pedestrian/bicycle accommodation in site plan regulations.b. Improve the county walking environment through mandatory implementation of pedestrian accommodations for both public and private projects.c. Promote the interconnectivity of roads and sidewalks to make possible the most efficient use of mobility infrastructure.d. Employ best management practices for inclusion of supportive bicycle improvements.e. Maintain sidewalks and fill in gaps in order to promote pedestrian friendliness.f. Expand and integrate the Pinellas County/municipal trail systems into economic development and redevelopment planning initiatives.



Regulatory Tools and Urban Design		
Issues	Strategies	Implementation Actions
B. How a community looks, feels, and functions largely depends on how it is designed, and facilitating enhanced community design is an important and legitimate objective of redevelopment activities. (continued)	5. Implement redevelopment regulations that support transit usage.	<div>a. Revise land development regulations to include transit-related development standards.</div> <div>b. Implement supportive regulations to provide increased ridership potential within ¼-mile of transit station locations.</div> <div>c. Employ model district regulations to guide transit-oriented/related development and redevelopment.</div>
C. Current land development regulations often do not anticipate or recognize the specific needs of redevelopment and rehabilitation activities.	<u>Amend the Countywide Plan Rules</u>	
	1. Amend the Countywide Rules to provide additional flexibility for local governments in meeting their redevelopment needs, consistent with the goals of this plan.	<div>a. Establish procedures and standards within the Countywide Rules that enable local governments to adjust use and density/intensity characteristics for special redevelopment projects that are consistent with urban form and design guidelines.</div> <div>b. Create an Economic Redevelopment Designation (ERD) process within the Countywide Rules that enables local governments to establish an area for redevelopment purposes, pursuant to a special area plan, under the Countywide Rules without requiring an amendment to the Countywide Plan map.</div> <div>c. Develop and coordinate amendment of local government plans and regulations to include procedures and standards to enable the utilization of ERD procedures in the Countywide Rules.</div> <div>d. Examine the Countywide Rules to identify provisions that could be improved in order to facilitate redevelopment consistent with the EDRP.</div>
	<u>Evaluate/Revise Local Government Land Development Regulations</u>	
	2. Establish separate, identifiable provisions in local land development regulations to facilitate redevelopment.	<div>a. Make codes redevelopment-friendly, accessible, and easy to understand.</div> <div>b. Use the code checklist in the Redevelopment Issues and Strategies for Pinellas County document to audit local plans and regulations for redevelopment-friendliness.</div> <div>c. Amend land development regulations to create internal consistency and integrate performance standards.</div> <div>d. Encourage public/private sector cooperation to identify and minimize regulatory barriers to quality redevelopment.</div> <div>e. Adopt provisions to meet the unique drainage requirements of redevelopment sites, including an area-wide approach to stormwater mitigation that considers both water quantity and quality, and impact on the surrounding watershed.</div> <div>f. Provide technical support to local governments using countywide planning and economic development resources to revise local plans and codes to better address redevelopment.</div> <div>g. Employ uniform standards for indexing, formatting, and updating of land development codes.</div> <div>h. Minimize the time required to review redevelopment proposals and adopt consistent plan review schedules to increase process predictability.</div>



Chapter 7: Strategies and Implementation

Regulatory Tools and Urban Design		
Issues	Strategies	Implementation Actions
C. Current land development regulations often do not anticipate or recognize the specific needs of redevelopment and rehabilitation activities. <i>(continued)</i>	3. Amend land development regulations to streamline or delete procedures that are lengthy, unpredictable, or lack definitive guidelines and do not contribute to the proper climate for redevelopment.	<ul style="list-style-type: none">a. Require pre-application reviews for staff input and direction with redevelopment/infill projects.b. Revise land development regulations to include a fast track review and approval process for qualifying redevelopment projects, e.g., target employers that have received incentives.c. Evaluate the proposals of the Pinellas County Permit Advisory Committee for applicability to and inclusion in local land development regulations.d. Provide for expanded administrative discretion and authorize staff, under defined circumstances, to approve variances, site plans, and/or site plan amendments for redevelopment, infill, and special area projects.e. Standardize posting and mail notification requirements across jurisdictions to reduce inconsistent and extended project review timeframes.f. Identify, amend, and/or delete policies or procedures that are obsolete, incorrect, inconsistent, and/or which have the effect of creating uncertainty and unpredictability in the redevelopment process.g. Identify a single point coordinator (ombudsman) who will assist development interests with review and approval processes.h. Facilitate use of best practices related to procedures such as conditional uses, variances, and site plan reviews, including the integration of those procedures and the use of standardized procedural elements such as forms and submittal requirements.i. Identify and standardize code enforcement procedures, both locally and between jurisdictions.
	4. Use land development regulations and other measures to promote a variety of housing types and effective mixing of uses, to meet the needs of households with a broad range of incomes.	<ul style="list-style-type: none">a. Establish standards that allow the creation of true mixed-use projects that include a residential component.b. Allow the inclusion of housing within appropriate nonresidential zoning districts.c. Allow accessory dwelling units where determined appropriate.d. Encourage a broad range of housing types, densities, and mixes in local comprehensive plans and land development regulations.e. Revise land development regulations to allow a variety of residential densities within mixed-use developments.f. To encourage the creation of housing that meets the needs of residents with a broad range of incomes, coordinate planning efforts with the findings of the Pinellas County community housing workgroup.



Regulatory Tools and Urban Design		
Issues	Strategies	Implementation Actions
C. Current land development regulations often do not anticipate or recognize the specific needs of redevelopment and rehabilitation activities. <i>(continued)</i>	5. Revise land development regulations to distinguish between detrimental (unacceptable) and nondetrimental (acceptable) nonconformities that may be permitted to continue and/or expand.	a. Revise land development regulations to: <ul style="list-style-type: none">- Make a distinction between detrimental (unacceptable) and nondetrimental (acceptable) nonconformities- Recognize a wider range of administrative approvals for nonconformities- Minimize the creation of lot size nonconformities- Allow a defined amount of expansion for nondetrimental nonconformities. b. Allow the rebuilding of nondetrimental, nonconforming residential uses following damage or destruction.
	6. Establish flexible redevelopment standards to encourage reuse of existing structures in conformance with current building regulations.	a. Identify and adopt development standards that facilitate rehabilitation and adaptive reuse of existing structures as alternatives to replacement. b. Provide technical assistance to the private sector to encourage the preservation and rehabilitation of structures with historic or architectural value. c. Amend local plans to allow light industrial uses in commercial zones.
	<u>Urban Design Guidelines</u> 7. Identify notable examples of redevelopment techniques used locally and elsewhere to serve as a “toolkit” of potential approaches that address and facilitate redevelopment.	a. For development patterns that occur repeatedly throughout the county, such as downtowns and commercial arterial roadways, implement the regulatory tools included in this plan. b. Use best practices related to drainage, mixed-use development, nonconformities, and site requirements for lot area, parking, and buffering.
D. Take advantage of innovative planning and financing opportunities to meet economic development and redevelopment objectives.	<u>Community Redevelopment Area (CRA) Tools</u>	
	1. Use the tools provided by CRA designations to improve areas of special interest.	a. Continue to support the use of CRAs to encourage redevelopment in areas of special importance or critical need that meet the requirements of Chapter 163, Part III, of the Florida Statutes. b. When exploring appropriate locations for employment districts, centers, or other special areas, give priority to locations where CRAs are already in place. c. Facilitate the expansion, revision, and implementation of CRAs, including those that may cross jurisdictional boundaries, based on the benefit provided to the county as a whole.
	<u>Develop a Prototype Project with Areawide Approval</u>	
	2. Create a prototype project with areawide approval to promote planned redevelopment in a targeted area.	a. Consider assisting with design and implementation of a prototype project to illustrate and apply center, corridor, and district redevelopment techniques and other EDRP strategies. b. Identify and coordinate preparation of one or more areawide developments of regional impact statements for critical, multijurisdiction target employment areas to establish pre-approved redevelopment capacity, e.g., the Gateway area. c. Use public/private partnerships to create a prototype project.



Chapter 7: Strategies and Implementation

Action Program No. 3 – Coordinate Intergovernmental Functions

There is broad-based consensus in both the public and private sectors that high-quality redevelopment is essential for the county’s economic future. Complicating matters is the fact that Pinellas County has a myriad of different local governments and countywide agencies, each with its own agenda and mandate. In addition, local governments must address the requirements and procedures of regional, state, and federal agencies that may not be sensitive to local economic development and redevelopment objectives.

The principal entities with which greater coordination is needed include the Florida Department of Community Affairs (DCA), other state and external agencies, and Pinellas County jurisdictions and agencies. Effective coordination among all of these entities is vitally important for the successful planning and implementation of economic development and redevelopment activities in the county.

The following tables describe the issues, strategies, and implementation actions that must be addressed to achieve various coordination goals concerning these entities.

DCA Coordination Goal - Obtain state recognition of EDRP as basis for guiding redevelopment in Pinellas County.

DCA Coordination		
Issues	Strategies	Implementation Actions
A. There are state growth management regulations that are burdensome and counter-productive when applied in a redevelopment context.	<u>Restructure Plan Amendment Process</u>	
	1. Coordinate with DCA to allow greater local flexibility in promoting and facilitating redevelopment.	a. Advocate to the Pinellas County legislative delegation new statutory language supportive of redevelopment within the county. b. Based on recognition by DCA, restructure the planning process to delegate comprehensive plan amendment review authority to the local government/countywide process.
	2. Coordinate with DCA to advance redevelopment planning as a state objective.	a. Work to identify and amend or delete growth management policies that unreasonably limit redevelopment potential.
	<u>Requirements for Comprehensive Plan/Evaluation and Appraisal Report Process</u>	
	3. Work with DCA to revise the requirements for comprehensive plans and EARs for communities with a redevelopment orientation.	a. Identify specific policy issues pertaining to the comprehensive plan/EAR update process that could be addressed consistent with the EDRP. b. Recommend the creation of separate, simplified standards for comprehensive plans and EARs when prepared by communities that are substantially built-out. c. Encourage DCA to limit its comprehensive plan and EAR reviews to issues of state interest.
	<u>Coastal High Hazard Area (CHHA) Policies</u>	
	4. Work with DCA to address policies applicable to the CHHA, balancing the protection of life and property with the need to encourage economic development and redevelopment in coastal communities.	a. Recommend revisions to the Florida Statutes and Florida Administrative Code to recognize the unique needs of redeveloping coastal communities. b. Identify specific policy issues pertaining to the CHHA that could be addressed consistent with the EDRP. c. Coordinate an initiative to find and implement innovative approaches to redevelopment in barrier island communities.
	<u>Concurrency Management Program</u>	
	5. Work with DCA to revise concurrency management requirements for compatibility with a redevelopment context.	a. Recommend simplified, flexible concurrency requirements for communities that are substantially built-out. b. Based on recognition by DCA, restructure the planning process to delegate concurrency management review authority to the local government/countywide process.



Other External Agencies Coordination Goal - Obtain the cooperation and collaboration of agencies charged with responsibility for specific regulatory and permitting functions.

Other External Agencies Coordination		
Issues	Strategies	Implementation Actions
A. Address key issues associated with redevelopment when coordinating with regional, state, and federal agencies.	<u>Coordination with External Agencies</u>	
	1. Interface with external agencies to address opportunities for redevelopment under the countywide approach.	<div>a. Encourage the Florida Department of Transportation to reduce the time needed to process approvals for redevelopment projects on state facilities.</div> <div>b. Coordinate with the Southwest Florida Water Management District to create regional stormwater drainage facilities, in lieu of requirements for each redevelopment project to accommodate drainage on-site.</div> <div>c. Coordinate with the Federal Emergency Management Agency to review post-disaster reconstruction guidelines for compatibility with local economic development and redevelopment objectives.</div> <div>d. Work with the Tampa Bay Regional Planning Council to coordinate implementation of its Strategic Regional Policy Plan with that of the EDRP.</div>

Pinellas County Jurisdictions and Agencies Coordination Goal - Establish an intergovernmental coordination framework that reflects the respective functions and responsibilities of countywide and local government jurisdictions with respect to economic development and redevelopment.

Pinellas County Jurisdictions and Agencies Coordination		
Issues	Strategies	Implementation Actions
A. A comprehensive, coordinated county-wide approach to redevelopment will assist individual jurisdictions in determining their respective needs and plans, and benefit the county as whole.	<u>Local Government Participation/Action</u>	
	1. Enlist local government participation in implementation of the EDRP.	<div>a. Solicit input from the Planners Advisory Committee on changes to the Countywide Plan/Rules that further the goals of the EDRP.</div> <div>b. Modify local government plans and land development regulations to take advantage of Countywide Plan/Rule changes designed to increase redevelopment flexibility.</div> <div>c. Establish a staff-level task force to identify and resolve interjurisdictional issues related to the implementation of redevelopment objectives.</div> <div>d. Include public safety personnel and building officials in redevelopment plan preparation activities in order to limit potential conflicts regarding what is needed for successful building/structural rehabilitation to take place.</div> <div>e. Encourage intergovernmental coordination on capital improvement projects that support major employment districts.</div> <div>f. Integrate economic redevelopment objectives with local plans and regulations.</div>



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Pinellas County Jurisdictions and Agencies Coordination		
Issues	Strategies	Implementation Actions
A. A comprehensive, coordinated county-wide approach to redevelopment will assist individual jurisdictions in determining their respective needs and plans, and benefit the county as whole. <i>(continued)</i>	<u>Coordination with Public and Private Schools</u>	
	2. Maintain an ongoing dialogue and coordinated effort to meet the academic and vocational needs of the Pinellas County workforce.	<ul style="list-style-type: none">a. Identify the educational needs of businesses and implement educational programs to meet them.b. Provide the necessary educational facilities for the needs of a changing workforce.c. Coordinate the activities and policies of local governments with public and private secondary and post-secondary educational institutions.
	<u>Coordination of the Incentive Matrix through the Pinellas County Economic Development Department (PCED)</u>	
	3. Facilitate use of the incentives matrix by PCED in partnership with local municipalities as part of a countywide economic development and redevelopment program.	<ul style="list-style-type: none">a. Establish a set of weighted criteria, such as number of jobs created and average wage paid, that target employers must meet to qualify for incentives.b. Adopt an incentives matrix that awards points to employers meeting these criteria and determines eligibility for specific incentives, to be administered by PCED.c. Through PCED, use the matrix in partnership with local governments to incent the attraction, retention, and expansion of target employers.d. Encourage local redevelopment incentive programs to continue.
	<u>Coordination of Transportation with the Metropolitan Planning Organization (MPO)</u>	
	4. Coordinate countywide redevelopment planning with the MPO regarding transportation and land use relationships.	<ul style="list-style-type: none">a. Ensure that planning for redevelopment centers, corridors, and districts is coordinated with the MPO Pinellas Mobility Initiative and other transit planning efforts.b. Coordinate any revisions to the countywide transportation impact fee ordinance with economic development and redevelopment objectives.
	<u>Coordination of Tourism through the Convention and Visitor's Bureau (CVB)</u>	
	5. Link countywide redevelopment efforts with Pinellas County tourism promotion to complement the economic development perspective.	<ul style="list-style-type: none">a. Use CVB and PCED research findings to guide revision of policies governing redevelopment of tourist accommodations, particularly in barrier island communities.b. Ensure that transit planning is designed to complement the tourism industry by linking to the St. Petersburg/Clearwater Airport, the barrier island communities, and other areas that attract concentrations of visitors.
	<u>Coordination of Community Redevelopment Areas (CRAs)</u>	
	6. Establish a countywide program to coordinate the creation and administration of CRAs.	<ul style="list-style-type: none">a. Establish countywide policies and procedures to employ and administer the CRA requirements of Chapter 163, Part III, Florida Statutes, to maximize the utility of this redevelopment tool.b. Develop a consistent countywide approach for the use and monitoring of the CRA process.c. Evaluate the utilization of multijurisdictional CRAs.



Action Program No. 4 – Monitor and Refine Plan

If the EDRP implementation process is to be successful over the long term, it must be monitored for effectiveness and refined and updated as needed. Important questions that must be answered include: Are the implementation actions being performed? If not, what can be done to make them more likely to be used? If the actions are being carried out, are they producing the desired results?

In order to determine the answers to these questions, it will be necessary to develop a database of economic development and redevelopment indicators, establish a baseline for each, and measure changes over time. Responsibility for collecting and monitoring each of the indicators will need to be established in advance. Finally, regular reviews of the data will need to be conducted, and appropriate changes to the EDRP recommended. The findings should be presented to the public at biannual summits.

Monitoring/Update Process Goal - Establish a countywide process to monitor the progress and achievement of the EDRP, with updates to be conducted regularly and shared with the public.

Monitoring/Update Process		
Issues	Strategies	Implementation Actions
A. A report that monitors key economic development and redevelopment indicators should be prepared on a biannual basis.	<u>Incentives</u> 1. Monitor and report incentives made available and utilized to further economic development and redevelopment objectives.	a. Track the following incentives indicators: <ul style="list-style-type: none">- Value of public land investment- Value of public infrastructure investment- Number, type, and value of incentives given for retention and expansion projects- Number, type, and value of incentives given for new employers locating in Pinellas County- Number of employers receiving technical business assistance- Number and value of workforce training grants awarded
	<u>Local Government Participation</u> 2. Monitor and report local government participation in economic development and redevelopment initiatives.	a. Track the following local government participation indicators: <ul style="list-style-type: none">- Number of local special area plans created- Number of local public/private redevelopment partnerships created- Number of interjurisdictional redevelopment partnerships created- Number of local governments that have undertaken LDR review and revision- Total local government budget allocation and expenditures for redevelopment initiatives
	<u>Job Creation</u> 3. Monitor and report job and wage goal achievement using the database and procedures described in the technical memorandum entitled <i>Economic Goal Setting Study for Pinellas County, Florida</i> .	a. Track the following job creation indicators: <ul style="list-style-type: none">- Number, type, and wage scale of existing and new employers and jobs (target industries, other primary, and secondary)- Number, type, and wage scale of new jobs (target industries, other primary, and secondary) created through incentive programs- Percent of population employed
	<u>Private Sector Investment</u> 4. Monitor and report private sector redevelopment activity and investment.	a. Track the following investment indicators: <ul style="list-style-type: none">- Amount, type, and value of private-sector construction activity- Value of new capital investment generated



Chapter 7: Strategies and Implementation

Monitoring/Update Process		
Issues	Strategies	Implementation Actions
A. A report that monitors key economic development and redevelopment indicators should be prepared on a biannual basis. <i>(continued)</i>	<u>Land Use Conversion</u> 5. Monitor and report changes in existing and future land use category acreages.	a. Track the following land use indicators: <ul style="list-style-type: none">- Changes to existing land use acreage by category- Changes to future land use acreages by category- Allowable dwelling units per acre and FAR for major redevelopment areas of interest
	<u>Tax Base</u> 6. Monitor and report increases to the property tax base to help confirm that redevelopment objectives are being met.	a. Track the following tax base indicators: <ul style="list-style-type: none">- Increase in assessed land value by category of use- Amount and assessed value of land considered underutilized- Redevelopment investments by development type, both countywide and by jurisdiction.
	<u>Tourism</u> 7. Monitor and report economic impacts and redevelopment activity generated by the tourism industry.	a. Track the following tourism indicators: <ul style="list-style-type: none">- Number of annual tourists and seasonal visitors- Amount of direct and indirect tourism revenue generated- Number and value of existing and new tourist accommodation units- Amount and value of tourist accommodation unit construction, demolition, and conversion activity
	<u>Marketing</u> 8. Monitor and report the implementation and results of economic development and redevelopment marketing initiatives.	a. Track the following marketing indicators: <ul style="list-style-type: none">- Number and origin of visits to the Pinellas by Design web site- National economic rankings of Pinellas County and the Tampa Bay region- National quality of life rankings of Pinellas County and the Tampa Bay region
B. EDRP updates based on the monitoring process should be conducted regularly and shared with the public.	<u>Biannual Review/Update</u> 1. Review and refine the EDRP, as needed on a biannual basis.	a. Based on the results of the monitoring process, review and recommend appropriate changes to the EDRP goals, issues, strategies, and implementation actions on a biannual basis. b. Hold a biannual summit to present and discuss the review and recommendations with the community. c. Review and refine the EDRP goals, issues, strategies, and implementation actions through public workshop sessions held during the summits.
	<u>Five-Year Full Update</u> 2. Conduct a full update of the EDRP, as needed every five years.	a. Based on the results of the monitoring process, review and recommend a full update of the EDRP, including data and analysis as well as goals, strategies, and implementation actions, every five years.
C. A timetable for completing various aspects of the monitoring process needs to be established.	<u>Timetable</u> 1. Establish a timetable for the monitoring/update process.	a. Determine a timetable for preparing the monitoring report and reviewing and updating the EDRP.



Primary Coordinating Responsibilities

A typical redevelopment plan is created for a single jurisdiction or agency, which then has the responsibility for implementing it. Pinellas County, however, is made up of many different jurisdictions that operate independently. The responsibility for pursuing the strategies of this plan will fall to various local governments and agencies, acting both individually and cooperatively. These entities must voluntarily choose to

take the necessary actions, many of which will cause new intergovernmental relationships to be formed, or new agency partnerships to be created.

The following table summarizes the major implementation steps discussed throughout this chapter, and for each one, identifies the entity(ies) most appropriate to take on primary responsibility for coordinating implementation.

Major Implementation Steps	Primary Coordinating Responsibilities*			
Strategies	PPC/CPA	BCC/PCED	Local Government	Private Sector
Action Program No. 1 – Achieve Plan Approval				
Plan Approval Goal				
Obtain EDRP Approval	√			
Obtain Local Government Concurrence	√		√	
Facilitate Integration with Countywide Plan	√			
Coordinate with Other Planning Initiatives	√	√	√	√
Determine Responsibility for Implementation Actions	√	√	√	√
Action Program No. 2 – Pursue Economic Development and Redevelopment Strategies				
Vision Goal				
General Public Initiatives	√	√	√	√
Elected Official Initiatives	√	√	√	
Government Staff Initiatives	√	√	√	
Private Sector Initiatives				√
Public/Private Partnership Initiatives	√	√	√	√
Government Marketing Initiatives		√	√	
Economic/Jobs Goal				
Establish Target Employment Criteria		√		
Establish Target Employer Incentives		√	√	
Provide Workforce Training		√		√
Provide Tools to Reduce Costs of Redevelopment	√	√	√	√
Stimulate Availability of Investment Capital		√		√
Preserve/Enhance the Tourism Industry		√	√	√
Real Estate Goal				
Provide Public Sector Assistance with Land Assembly		√	√	
Direct Public Infrastructure Improvements		√	√	
Identify and Utilize Surplus Public Lands		√	√	
Pre-Authorize Development Capacity	√	√	√	
Encourage the Creation of a Broad Range of Housing Options	√	√	√	√
Facilitate the Provision of Housing in Proximity to Employment Districts	√	√	√	√
Focus on Grayfield and Brownfield Opportunities		√	√	√

* PPC = Pinellas Planning Council
BCC = Board of County Commissioners

CPA = Countywide Planning Authority
PCED = Pinellas County Economic Development Department



Chapter 7: Strategies and Implementation

Major Implementation Steps	Primary Coordinating Responsibilities			
Strategies	PPC/CPA	BCC/PCED	Local Government	Private Sector
Regulatory Tools and Urban Design Goal				
Prepare Neighborhood Preservation Plans			√	
Prepare Special Area Plans			√	
Incent Redevelopment Consistent with Local Plans and Objectives		√	√	
Facilitate Improved Urban Design			√	√
Amend Countywide Plan Rules	√			
Evaluate/Revise Local Government Land Development Regulations			√	
Urban Design Guidelines	√		√	√
Community Redevelopment Area Tools		√	√	
Develop a Prototype Project with Areawide Approval	√	√	√	√
Action Program No. 3 – Coordinate Intergovernmental Functions				
DCA Coordination Goal				
Restructure Plan Amendment Process	√		√	
Requirements for Comprehensive Plan/Evaluation and Appraisal Report Process	√		√	
Coastal High Hazard Area Policies	√		√	
Concurrency Management Program	√		√	
Other External Agencies Coordination Goal				
Coordination with External Agencies	√	√	√	
Pinellas County Jurisdictions and Agencies Coordination Goal				
Local Government Participation/Action	√		√	
Coordination with Public and Private Schools	√		√	√
Coordination of the Incentive Matrix through the Pinellas County Economic Development Department		√		
Coordination of Transportation with the Metropolitan Planning Organization	√	√	√	
Coordination of Tourism through the Convention and Visitor's Bureau	√	√		
Coordination of Community Redevelopment Areas	√	√	√	
Action Program No. 4 – Monitor and Refine Plan				
Monitoring/Update Process Goal				
Incentives	√	√		
Local Government Participation	√	√	√	
Job Creation		√		
Private Sector Investment		√		√
Land Use Conversion	√		√	
Tax Base	√	√	√	
Tourism		√	√	
Marketing		√	√	
Biannual Review/Update	√	√		
Five-Year Full Update	√	√		
Timetable	√	√		



Conclusions

The preceding chapters described the built environment of Pinellas County, analyzed the economic and real estate factors that will affect its future, and presented regulatory prototypes that can be used to foster quality redevelopment and design. This chapter expanded upon those conclusions, providing a list of issues, strategies, and actions that, if implemented, will work to address the identified goals.

The responsibility for pursuing the strategies of this plan will fall to various local governments and agencies, acting both individually and cooperatively on a voluntary basis. These entities must voluntarily choose to take the necessary actions, many of which will cause new intergovernmental relationships to be formed, or new agency partnerships to be created.

The responsibility for pursuing the strategies of this plan will fall to various local governments and agencies, acting both individually and cooperatively on a voluntary basis.

The implementation program presented in this chapter will serve as a guidebook for the future redevelopment of the county. Ultimately, the goals of the plan will only be realized if there is a concerted countywide, cooperative effort to implement them.



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References

Chapter 2: Plan Development

The conclusions and recommendations of Phases I, IIA, and IIB of the redevelopment effort were taken from documents previously prepared by the Pinellas County Board of County Commissioners, working through its Economic Development Department (PCED), and the Pinellas Planning Council (PPC):

1. *Redevelopment Issues and Strategies for Pinellas County*, February 2002.
2. *The Opportunities Findings: Economic Development and Redevelopment for the Pinellas Community*, April 2003.
3. *Strategies and Policies Summit Survey Results: Technical Memorandum*, January 2004.

The Phase III conclusions and recommendations were adapted from citizen comments collected during the Draft Plan Summit held in February 2005. The maps were prepared by HDR, Inc., and the PPC.

Chapter 3: Plan Framework

Information in this chapter was drawn from the *Market, Real Estate, and Housing Technical Memorandum*, prepared by Prime Interests, Inc., in conjunction with HDR, Inc., et al., in June 2004. The maps were prepared by Dutter Design and Consulting, Inc.; HDR, Inc.; and the PPC. Information on corridor classification was drawn from the Federal Highway Administration's National Functional Classification and the *Pinellas County Comprehensive Plan*.

Chapter 4: Economic Investment and Job Creation

The projections and other content in this chapter were drawn from documents prepared by POLICOM, Inc.:

1. *Historical, Comparative Economic Analysis for Pinellas County*, October 2002.
2. *Economic Development Goal Setting Study (Revised)*, November 2003.
3. *Economic Impact of Reaching Physical Build-Out on the Pinellas County Economy*, September 2001.

Additional statistics originated from the Bureau of Economic Analysis, U.S. Department of Commerce. Information on state and local incentive programs was supplied by PCED.

Chapter 5: Real Estate Factors

Most of the information in this chapter was adapted from the *Market, Real Estate, and Housing Technical Memorandum*, prepared by Prime Interests, Inc., in conjunction with HDR, Inc., et al., in June 2004. The maps were prepared by Dutter Design and Consulting, Inc., and the PPC. Supplementary information regarding tourism and housing was drawn from other Pinellas County documents:

1. *The Updated Countywide Plan for Pinellas County*, prepared by the Pinellas Planning Council and adopted by the Board of County Commissioners, May 2005.
2. *Study of Economic Impact of Conversion of Commercial Lodging Properties to Condominiums*, prepared by the Pinellas County Economic Development Department, February 2005.
3. *Housing Strategies for Employment Centers*, prepared by the Pinellas County Housing Finance Authority, December 2003.

Chapter 6: Regulatory Tools and Urban Design

Regulatory Retooling Principles and Techniques Table

The "Regulatory Retooling Principles and Techniques" table in Chapter 6 was drawn largely from three sources: "The Development Review Process: A Means to a Noble and Greater End" by James van Hemert, AICP, *Zoning Practice*, January 2005; "Streamlining the Development Approval Process," by Debra Bassert, 1998, a background paper submitted on behalf of the National Association of Home Builders for the American Planning Association's *Growing Smart* Legislative guidebook Project, Phase III; and the PPC document *Redevelopment Issues and Strategies for Pinellas County*, published in February 2002.

Selected Beach/Tourism District standards were paraphrased from *Urban Design Guidelines for the Town of Redington Shores*, January 2004, prepared by HDR, Inc., for the Town of Redington Shores.



References

Redevelopment Resources

1. *The Infill and Redevelopment Code Handbook*, Transportation and Growth Management Program, Oregon Department of Transportation, Oregon Department of Land Conservation and Development, September, 1999.

The handbook says the following about its purpose and content:

This handbook offers strategies for encouraging more *infill and redevelopment*. In particular, it provides tools for removing barriers to infill and redevelopment in a community's development codes. The step-by-step process in the handbook is intended for city planners, planning commissioners, and consultants who are involved in updating land use codes for their communities.

This handbook provides a comprehensive program for identifying and removing barriers to infill and redevelopment in urban areas. It is organized into three components: Part 1 summarizes the benefits of, and common obstacles to, infill and redevelopment, and provides a range of strategies for addressing those obstacles. Part 2 contains a step-by-step process for reviewing local conditions in your community, and creating an action plan for infill and redevelopment. Part 3 offers sample code language for removing regulatory barriers to infill and redevelopment and improving compatibility between existing and new developments.

2. *Best Practices to Encourage Infill Development*, A White Paper Prepared for the National Association of Realtors, by Robinson & Cole, LLP, December 2002.

The document preface says that:

The purpose of this paper is to identify steps as well as best practice techniques for infill development that have been implemented across the country.

3. *Commercial and Mixed-use Development Code Handbook*, The Oregon Transportation and Growth Management Program prepared this document with assistance from an advisory committee and a consultant. The committee was comprised of architects, developers, city planners, and staff from Oregon's Department of Transportation and Department of Land Conservation and Development.

The handbook says the following about its purpose and content:

This handbook is a guide to encouraging "smart" commercial and mixed-use development through public policy and land use ordinances. The guidance is based on the following Smart Development principles.

1. *Efficient Use of Land Resources*. Efficiency means urban development is compact and uses only as much land as is necessary.
2. *Full Utilization of Urban Services*. Use existing service capacity where available. Size new facilities to meet planned needs. This principle recognizes that we must make the most of our infrastructure investments.
3. *Mixed Use*. Mixed-use development brings compatible land uses closer together.
4. *Transportation Options*. Options should include walking, bicycling, and public transit, where it is available or may be provided in the future.
5. *Detailed, Human-Scaled Design*. Smart design is attractive design that is pedestrian-friendly and appropriate to community character and history.

Chapter 7: Strategies and Implementation

The goals, issues, strategies, and implementation actions were developed with extensive input from the Steering Committee, local government officials and staff, and members of the public who participated in the redevelopment summits.

Photos

Except where otherwise noted, the photos appearing throughout this document were provided by the Pinellas Planning Council, Pinellas County Economic Development Department, Pinellas County Communications Department, and the St. Petersburg/Clearwater Convention and Visitors Bureau.