



FORWARD  
PINELLAS

Integrating Land Use & Transportation

# Pinellas Planning Council Countywide Plan Map Amendment

CW 21-06

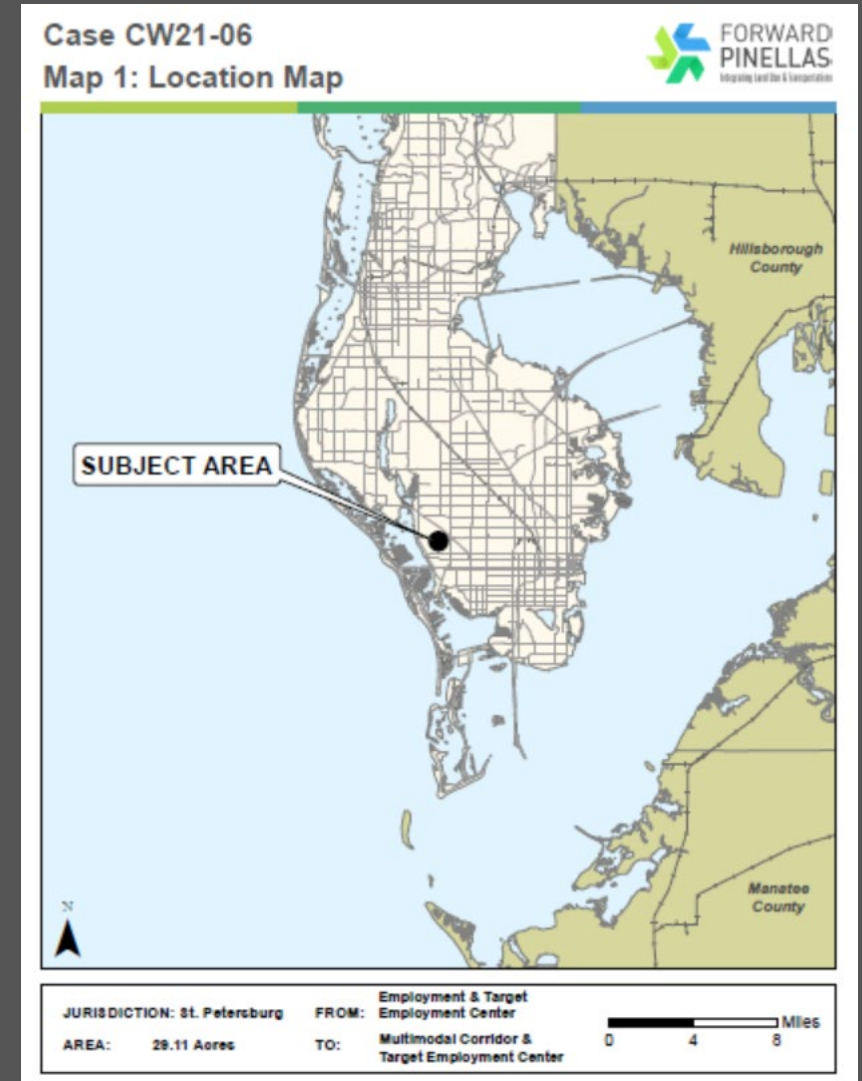
St. Petersburg

March 10, 2021



## City of St. Petersburg Requested Action

- The City of St. Petersburg seeks to amend a property from Employment and Target Employment Center to Multimodal Corridor and Target Employment Center
- The applicant is requesting the proposed amendment in order to develop a sports tourism facility with a public lagoon and beach area, and a multi-family residential building



## Site Description

- **Location:** 1501 72<sup>nd</sup> Street North
- **Area Size:** Approximately 29.11 Acres
- **Existing Uses:** Vacant
- **Surrounding Uses:** Residential, Recreation/Open Space, Commercial, Manufacturing/Industrial



## Site Context

- The subject property is the site of a former office, research and laboratory facility for a defense electronics company, E-Systems Inc.
- After soil and groundwater contamination was discovered on the property in 1991, the Raytheon Company acquired the property in 1995 and installed testing wells in 1996
- After installation, the company found that the polluted groundwater had migrated into areas outside of the subject property and a water treatment facility was constructed to the south of the subject property (this is not part of the amendment area)



## Front of the subject property



# Water treatment facility to the south of the subject property



# Single-family residential homes to the south of the subject property



# Azalea Park to the west of the subject property





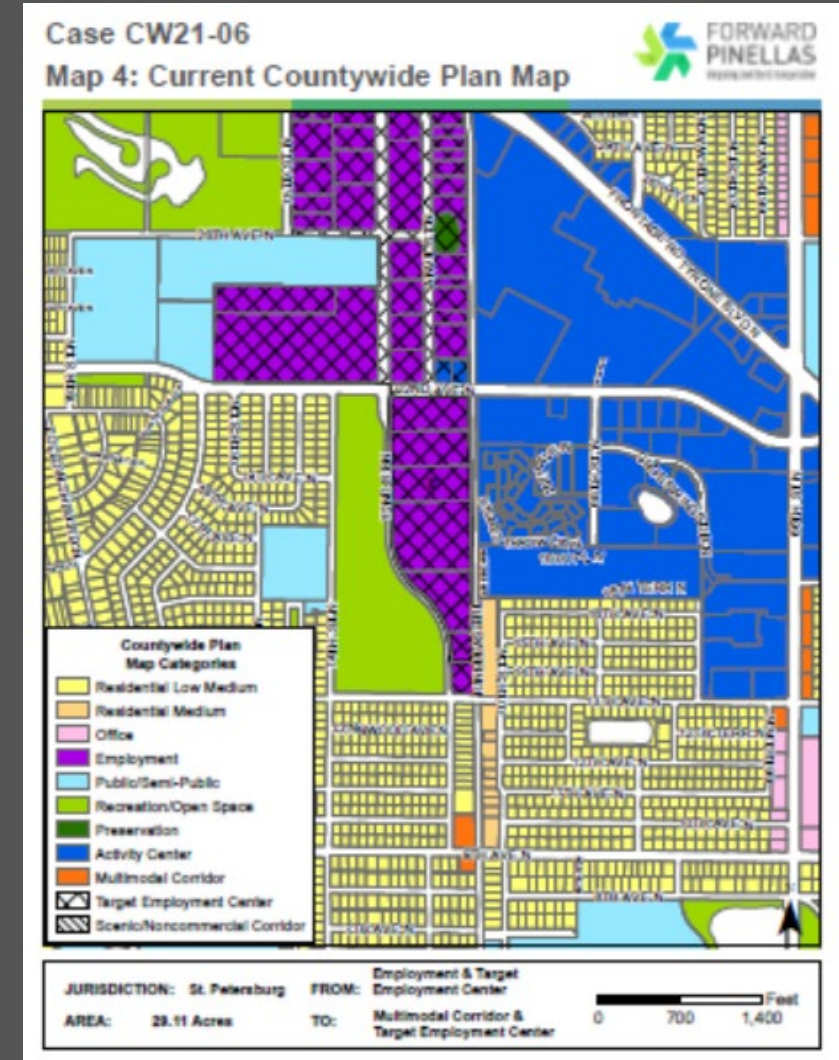
## Commercial area to the north of the subject property



# Current Countywide Plan Map Category

- Category: Employment**

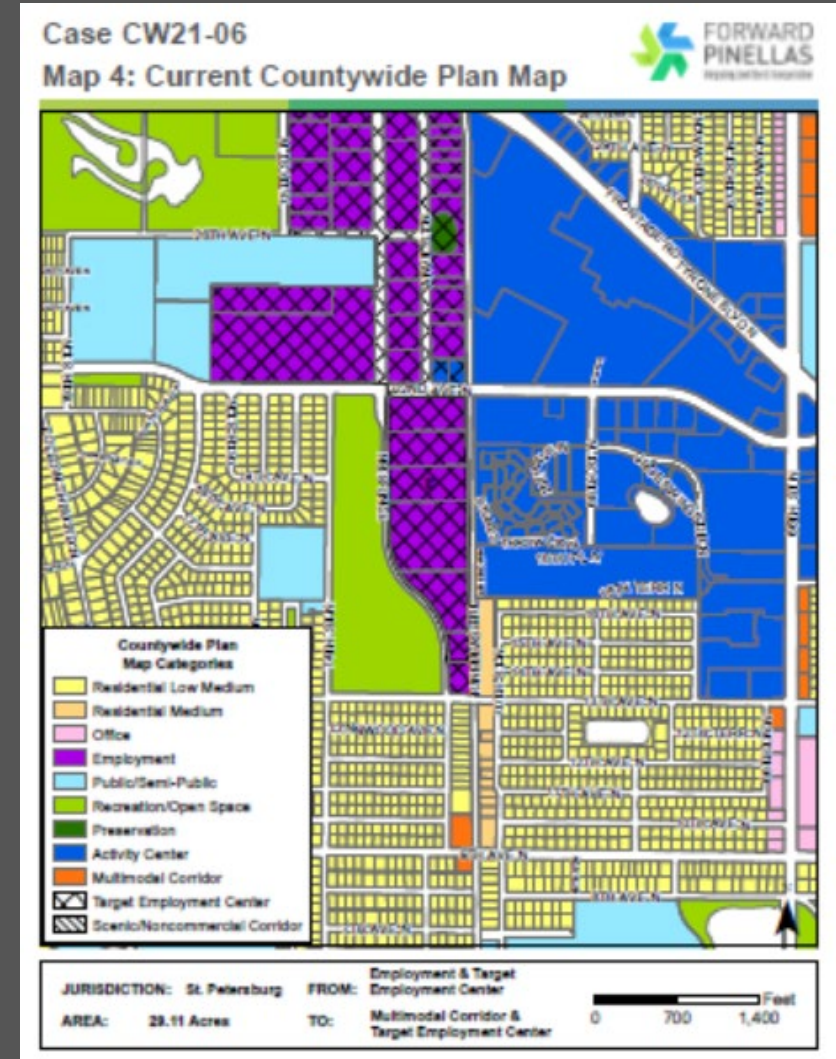
Category	Permitted Uses Not Subject to Acreage Threshold	Permitted Uses Subject to Three Acre Maximum	Permitted Uses Subject to Five Acre Maximum
<b>Employment</b>	<ul style="list-style-type: none"> <li>Office</li> <li>Research /Development-Light</li> <li>Research /Development-Heavy</li> <li>Storage /Warehouse Distribution-Light</li> <li>Storage /Warehouse /Distribution-Heavy</li> <li>Manufacturing-Light</li> <li>Manufacturing-medium</li> </ul>	<ul style="list-style-type: none"> <li>Incinerator Facility</li> <li>Retail Commercial</li> <li>Personal Service/Office Support</li> </ul>	<ul style="list-style-type: none"> <li>Temporary Lodging</li> <li>Commercial/Business Service</li> <li>Commercial Recreation</li> <li>Institutional</li> <li>Transportation /Utility</li> <li>Community Garden</li> <li>Agricultural-Light</li> <li>Agricultural</li> </ul>



# Current Countywide Plan Map Category

## Category: Employment

Use	Density/Intensity Standard
Temporary Lodging Use	Shall not exceed 50 units per acre (UPA) or upon adoption of provisions for compliance with Section 5.2.1.3, the density and intensity standards set forth in Table 5 of the Countywide Plan Rules
Nonresidential Use	Shall not exceed a floor area ration (FAR) of .65, nor an impervious surface ratio (ISR) of .85
Mixed-Use	Shall not exceed, in combination, the respective number of UPA and FAR permitted, when allocated in their respective proportion to the net land area of the property
Located in Target Employment Center (TEC)	Shall not exceed FAR of 1.3 for Manufacturing, Office and Research/Development uses



## Proposed Countywide Plan Map Category

- **Category:** Multimodal Corridor
- **Permitted Uses:** As determined by the local government's implementing regulations adopted pursuant to Section 6.2.3.2. Amendments to permitted uses shall be pursuant to the Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies, and use provisions of Section 6.2.4
- **Density/Intensity Standards for Primary Corridor:**

Use	Density/Intensity Standard
Residential	Shall not exceed 45 UPA
Temporary Lodging	Shall not Exceed 75 UPA
Nonresidential or Mixed-Use	Shall not exceed floor area ratio (FAR) of 2.5



## Proposed Local Zoning Category

- **Category:** CCS-1 (Corridor Commercial Suburban)
- The City’s staff report indicates that most employment uses will continue to be allowed with the proposed category, as shown in the table below
- However, the applicant has entered into a Development Agreement with the City which limits the uses of this subject property to that which has been proposed:
  - A 150,000 square feet (minimum) sports tourism facility and ancillary retail/restaurant uses
  - A public lagoon with beach area
  - A multi-family building with a minimum of 30 percent of the units designated as workforce housing

**Therefore, while these uses are allowable by the proposed category, the proposed amendment is not able to provide for the same range of uses due to the Development Agreement**

	IS (Industrial Suburban)	CCS-1 (Corridor Commercial Suburban)
Office, General	Accessory Use	Principal Use; 1.1 FAR
Office, Medical	Grandfathered Use	Principal Use; 1.1 FAR
Office, Temporary Labor	Principal Use; 1.3 FAR	Nonconforming Use
Office, Veterinary	Principal Use; 1.3 FAR	Principal Use; 1.1 FAR
Manufacturing, Light	Principal Use; 1.3 FAR	Principal Use; 1.1 FAR
Laboratories and Research and Development	Principal Use; 1.3 FAR	Special Exception Use; 1.1 FAR



# Analysis of the Relevant Countywide Considerations

## Relevant Countywide Considerations

1. **Consistency with the Countywide Rules: Inconsistent with locational characteristics. Further details provided on the next slides.**
2. Adopted Roadway Level of Service (LOS) Standard: The amendment area is located on a roadway segment operating at a LOS “D” or better.; therefore, those policies are not applicable.
3. Location on a Scenic/Noncommercial Corridor (SNCC): The amendment area is not located within a SNCC; therefore, those policies are not applicable.
4. Coastal High Hazard Areas (CHHA): The amendment area is not located on a CHHA; therefore, those policies are not applicable.
5. Activity Center and Multimodal Corridor Plan Categories: The amendment area involves the creation of a new Multimodal Corridor designation. The amendment area conforms to the purpose and requirements of the category, as it is located on an identified Supporting Corridor subcategory.
6. Adjacent to or Impacting an Adjoining Jurisdiction or Public Educational Facility: The amendment area is not adjacent to a public educational facility or an adjoining jurisdiction; therefore, those policies are not applicable.
7. **Reservation of Industrial Land: The proposed amendment involves the reduction of Employment designation land. Further details provided on the next slides.**



## Countywide Considerations Section 6.5.3.1.1 (Consistency with the Countywide Rules)

### **BACKGROUND**

- The proposed amendment (sports tourism facility) falls under the definition of a Commercial Recreation use as outlined by the Countywide Rules
- The Target Employment Center (TEC) overlay currently applies to the subject property, and the proposed amendment intends to maintain this overlay

### **EVALUATION OF PROPOSED AMENDMENT**

- The proposed amendment is subject to the locational characteristics of the TEC category which focus on providing potential for target employment opportunities (i.e., those employers and industries paying above-average wages and producing goods and services for sale and consumption that import revenue to the community)
- Sports tourism does not meet the definition of target employment outlined in the Countywide Rules
- The proposed amendment is inconsistent with the locational characteristics of the TEC category



### 1. Target Employment Opportunities

- ***The extent to which proposed category can potentially provide target employment opportunities as compared to those that can potentially be available within the current E//TEC categories***
- Defined in the Countywide Rules as “High-wage, primary employment, including but not limited to, the fields of aviation/aerospace, financial services, high tech industries, information technology, marine science, medical technology, microelectronics, modeling simulation, optics, photonics, research/development and wireless technology.”
- The locational characteristics of the Target Employment category also focus on “employers and industries paying above-average wages”
- Sports tourism is not consistent with this definition, and while the definition is not limited, these are the desired types of target employment industries
- Average annual wage for Pinellas County is \$48,901
- **Average annual wage for potential jobs provided by proposed amendment is expected to be \$28,220 (Based on aggregate payroll estimate of \$2.3 million divided by the 81.5 full time equivalent employment opportunities presented by the applicant)**





## 2. Amendment Site Characteristics

***The extent to which the site can continue to support target employment uses due to the site's size, configuration and physical characteristics***

- The large, rectangular shape of the subject property is a commonly found on sites that contain employment and industrial uses
- This configuration is especially conducive to the needs of warehouse/distribution uses where trucks can easily access loading/unloading areas for the last-mile delivery of goods

## 3. Amendment Area Characteristics

***The extent to which uses within the current or proposed category relate to surrounding and nearby uses and plan classification, including their compatibility with such uses and plan classifications***

- The current category is compatible with the surrounding uses, as it is adjacent to the existing Tyrone Industrial Park located directly to the north



#### 4. Supporting Transportation and Infrastructure Characteristics

***The location of the property in relationship to, and the current or proposed uses' need for, access to the arterial and interstate highway network, transit, international airport and functional rail line***

- The subject property is approximately 4.5 miles from US Highway 19 North
- There are other sites around the county which are of similar distance from a major arterial roadway, such as Johnson Controls, Inc. in Largo
- Recent trends have also shown the need for sites which serve as a “last-mile solution” for deliveries and need to have a more centralized location to residential areas, such as the subject property in question

#### 5. Supporting Transportation and Infrastructure Characteristics

***The extent to which any amendment is included as part of a community redevelopment plan, special area plan, or Planning and Urban Design Principles***

- The proposed amendment is consistent with the policies of the City’s Comprehensive Plan



## ANALYSIS OF TARGET EMPLOYMENT OPPORTUNITIES

- Based on a GIS and economic data analysis of existing Employment and Industrial sites in the county, it is estimated that a subject property of this size (29 acres approximately) should provide for the following employment opportunities:

For industrial uses: **463 employees**

For storage/warehouse/distribution uses: **214 employees**

**Estimated employment opportunities for proposed amendment: 81.5 full-time equivalent employees at maturity (approximately 5 years after opening)**

*Staff does not find the proposed amendment to provide feasible target employment opportunities, especially compared to those that could potentially be available. Comparisons provided on slides 17-20*



# Comparison of Existing Employment/Industrial Sites

## *Example A*

Employer: Valpak Manufacturing

Address: 1 Valpak Ave. N.

Jurisdiction: St. Petersburg

Lot Size: 20.9 acres m.o.l.

Employment

Estimate: 531 employees



# Comparison of Existing Employment/Industrial Sites

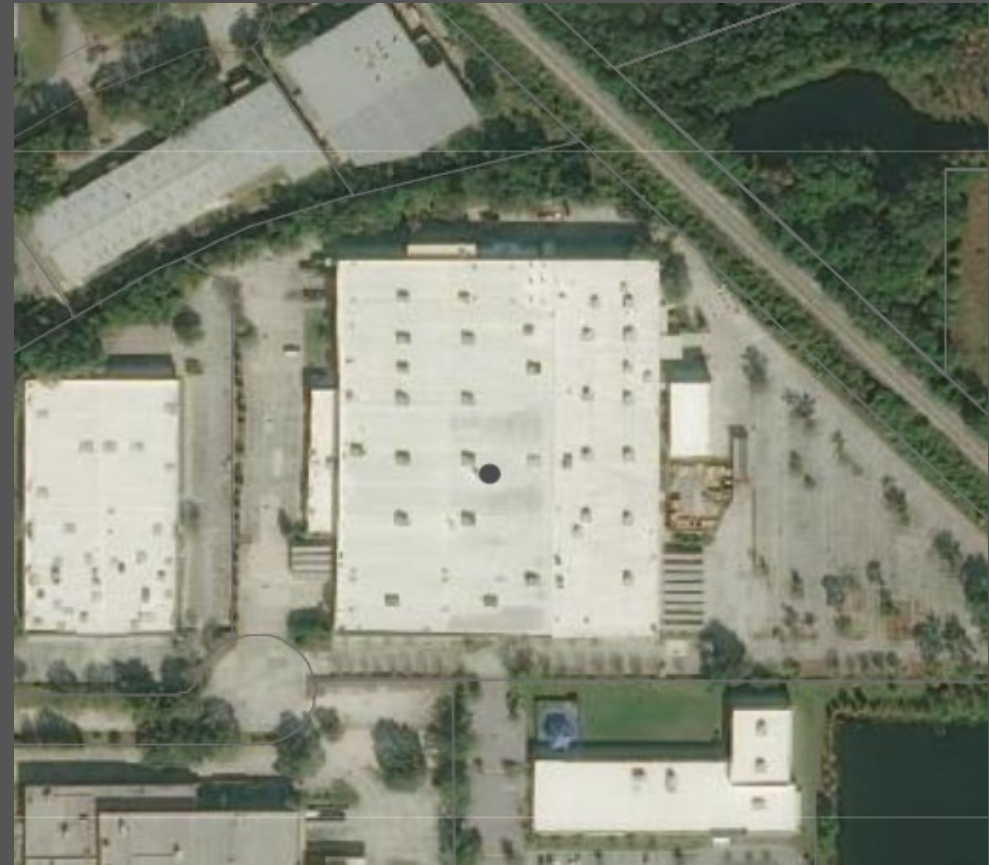
## *Example B*

Employer: Halkey Roberts Corporation  
Address: 2700 Halkey Roberts Pl. N.  
Jurisdiction: St. Petersburg  
Lot Size: 11.0 acres m.o.l.  
Employment  
Estimate: 362 employees



## *Example C*

Employer: Johnson Controls Inc.  
Address: 8575 Largo Lakes Dr.  
Jurisdiction: Largo  
Lot Size: 12.2 acres m.o.l.  
Employment  
Estimate: 500 employees



# Comparison of Existing Employment/Industrial Sites

## *Example D*

Employer: UPS Distribution Center  
Address: 5700 126<sup>th</sup> Ave. N.  
Jurisdiction: Pinellas Park  
Lot Size: 19.5 acres m.o.l.  
Employment  
Estimate: 602 employees



### Conclusions:

- The Multimodal Corridor category is inconsistent with the Countywide Rules policies that preserve Industrial, Employment and Target Employment Center lands for high-wage job creation
- Based on Examples A through D, despite being on a property of larger lot size, the proposed amendment does not provide a comparable number of employment opportunities, in addition to lacking target employment opportunities
- Staff does not find the proposed amendment to provide the desired target employment opportunities, especially when compared to those that could potentially be available
- The proposed amendment involves and will significantly impact Countywide Consideration 6.5.3.1.7 concerning the reservation of Industrial land (which includes conversion of the Employment and Target Employment Center categories)

 **Based on these findings, staff recommends denial of the proposed amendment**



## Public Comments

- As of January 21, 2021 the City received 121 comments by telephone and email mostly opposing the request
- Public opposition to the proposed amendment generally include the following concerns:
  - Traffic volume and congestion
  - Outdoor and indoor noise
  - Remediation of contaminated soul
  - Drainage and stormwater management
  - Public safety and security
- Forward Pinellas staff have also received one call and one email from previously registered opponents, citing these same concerns

