



Target Employment and Industrial Land Study for the Pinellas Community

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Executive Summary

Chapter 1 – Project Overview

In recent decades, the Pinellas County economy has transitioned from a reliance on tourism services, to a more diversified base of manufacturing, financial services, and high tech industries. As the county has become built out, however, the supply of industrially-designated land needed by these businesses has dwindled, and there is ongoing pressure to redevelop them with residential and retail uses.

The Pinellas Planning Council (PPC) and the Pinellas County Economic Development Department (PCED) undertook the *Target Employment and Industrial Land Study for the Pinellas Community* (TEILS) with consultant WilsonMiller, Inc., that analyzes the location and conditions of countywide industrial land, and their relationships to the county's target industry businesses. The community finds itself with a need to continue to add higher paying jobs to the local economy, while increasing land values add pressure to convert industrial land to other land use types.

The TEILS was undertaken to analyze the location and conditions of industrially-designated land, whether they meet the needs of the county's target industries, and the circumstances under which conversion to other land use designations would be appropriate. The information collected and the recommendations set forth in this study have been prepared as one of the several tasks identified to assist with the follow-through and implementation of *Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community*. A key component of the overall economic and redevelopment strategy for Pinellas County and its member local governments is to ensure the availability of sufficient land area to accommodate the number and type of employment opportunities that will help ensure the county's economy remains strong over the next twenty years. This study is designed to assist in that effort.

The study began with the development of a direct mail survey that was mailed to all 2,328 identified countywide target industry businesses to solicit input on the real estate development issues affecting them. The survey results from the 20 percent return rate were compared with extensive spatial analysis to verify existing conditions and create projections for future demand. Common development characteristics were identified through parcel location analysis, and recently-approved countywide criteria to facilitate protection of important industrial areas were evaluated.

Some of the major findings include:

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- In Pinellas County, raw industrial land is not as readily available as in other regional locations and land costs are higher. Costs for raw land vary dramatically based upon many factors, but scarcity certainly is a major consideration.
- Redevelopment of grey- or brownfield sites may be two to three times costlier than that in greenfield locations. Real estate costs for developed property are higher because the value of the improvements needs to be recouped and development costs can include increased environmental analysis, demolition, or major renovations.
- Land prices and redevelopment expense are not the only costs affecting the availability of land in the market. These higher land prices and other reoccurring and increasing business costs (e.g., taxes and insurance) have also tended to dampen the industrial market.
- Jurisdictions within Pinellas County frequently receive requests to change industrially-designated land to other plan designations so that it can be redeveloped with alternative uses.
- The ability to amend future land use plan designations increases opportunities for the renewal of aging properties and recycling of under-utilized land. However, real estate market pressures often favor the conversion of land designated for industrial uses to designations that are not supportive of target industries.

Chapter 2 – Data Inventory

This chapter reexamines and updates the employment and land use estimates projections and conclusions of *Pinellas by Design*. A detailed examination of available land use and employment data suggests the following:

- Pinellas County remains a strong, attractive location for business growth. However, because the county is running out of developable vacant land, job growth in some industrial sectors is constrained.
- This study has identified job growth targets that the county must meet in order to maintain its high level of economic vitality. The targets call for the county to accommodate about 182,000 new jobs by 2025.
- A goal is to have approximately 25 percent of those new jobs to be associated with high-wage primary employers, defined as those that import at least 51 percent of their revenue from outside of Pinellas County and pay wages of at least 130 percent of the average area wage. Target industries, or high-wage primary employers that can take greatest advantage of the Pinellas County setting while bringing the greatest potential benefit, have been identified.

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- At the current average development intensity, the job creation goal requires about 8,000 acres of developable land. Currently, the county has fewer than 4,000 vacant acres designated for employment-related uses, leaving a projected deficit of another 4,000 acres.
- It is highly unlikely that 100 percent of the existing vacant acreage will be available or suitable for development. Therefore, the projected land deficit should be treated as a conservative assessment.
- The small average parcel size that predominates in Pinellas County is not necessarily a barrier to employment-related development and redevelopment. Eighty-seven percent of target industry businesses were located on parcels measuring 7.5 acres or smaller, and 49 percent were located in buildings measuring less than 24,000 square feet. However, the predominance of small parcels also points to the need for land assembly to accommodate larger businesses.
- Land and building data indicate that the county requires parcels in a broad range of sizes to serve the needs of target industries, and that small size alone should not be used as a criterion for allowing a parcel that supports employment to be converted to a non-employment-related use.
- The predominance of small parcels points to the need for land assembly to accommodate larger businesses.
- Industrially-designated land is used by a minority of target industry businesses. Approximately one-third of them surveyed are located on land designated Industrial General or Industrial Limited. Those located on industrial land tend to exhibit different land use characteristics, such as higher average building area per employee, than those occupying nonindustrial land, suggesting that industrial designations meet a unique set of land use requirements.
- Because the majority of real estate in Pinellas County that is not already devoted to employment-related uses is occupied by residential uses, widespread redesignation of these parcels would be infeasible. Therefore, increasing the intensity at which employment uses are developed or redeveloped will be a critical part of the planning process.
- The most likely combination of strategies needed to successfully accommodate target employment will include a combination of the following:
 - Maintain existing industrial/office properties wherever feasible.
 - Utilize vacant property classified for employment purposes to the fullest extent possible.
 - Encourage new and redeveloped property to be developed at higher floor area ratios in order to accommodate more jobs on less land.

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Chapter 3 – Supportive Information

Supportive information for the TEILS is found in Chapter 3. It addresses three distinct topics: the target industry survey, industrial land locational characteristics, and the major industrial concentrations within Pinellas County. With regard to the target industry survey, a number of common themes emerge from the pattern of responses to the questions:

- The land and building needs of local target industry businesses are varied. Parcels as small as 0.5 acres can be useful to smaller businesses, which make up the majority of local employers. However, the large businesses (those with 250 employees or more) require parcels of at least ten acres, indicating the desirability of preserving larger parcels for such uses.
- A large majority of businesses express satisfaction with their locations, and a willingness to remain in the county close to their current sites if they will need to relocate. The majority of businesses have sufficient space to operate at their current location, but only half have room to expand.
- The availability of sites is a weakness in the county, with nearly half of respondents giving an unfavorable assessment. The protection and expansion of the supply of employment-related parcels are rated highly as solutions that would be beneficial to businesses.
- Survey results suggest that industrial land is also considered beneficial by the larger business community and that a significant number of businesses derive indirect benefit from the presence of industrial land, perhaps because they depend on suppliers or distributors who require these locations.
- The most prevalent land use, occupying about half of all real estate used by target industries, is office. Manufacturing/fabrication/production is the second most prevalent, comprising about twenty percent of the land.
- The high cost of land, insurance, taxes and fees, and other expenditures for both businesses and their employees are another major weakness associated with locating and operating in Pinellas County.

Chapter 3 also discusses industrial locational characteristics. The section points out that businesses require adequate supportive infrastructure in order to establish and maintain their economic viability. Such infrastructure includes vehicular transportation systems and airports, and to a lesser extent in Pinellas County, railroad and transit. A very limited number of industrial businesses in the county require access to ports for shipping or receiving materials essential to their operations.

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In general, the physical systems are adequate for industrial and other target industries needs. However, the extent of roadway congestion can overwhelm those systems, thereby lessening their level of acceptability. In order to resolve this issue, governmental agencies continue to undertake improvement projects on the major roadways that are intended to alleviate the negative effects of congestion.

The two major airports, St. Petersburg-Clearwater International and Tampa International provide access to suppliers as well as customers. Airport access was the most highly-rated locational characteristic among survey respondents.

While only a minority of businesses require access to rail facilities, for those that do require it, it is essential for the economic viability of their businesses. Today, the rail line is under-used, but if transit services could be instituted, use of the line would significantly increase.

Finally, access to enhanced transit services and the availability of workforce housing are two issues being addressed by various public and private entities. Resolution of these issues will be important for the achievement of job growth goals.

The final section of Chapter 3 focuses on the five concentrations of land within Pinellas County that, for the purposes of this study, are considered the county's "prime" industrial areas. They are prime areas because 1) they have a large component of both Industrial General and Industrial Limited land, and 2) those components, because of their size, location, current uses, and potential future uses, justify their being considered differently than scattered or isolated industrially-designated parcels. Because of their special status, they are deserving of protection when land use amendments are proposed that would change their industrial designations to other uses.

If the prime areas are to be protected, it is not enough to merely define and locate them. Innovative processes and procedures will need to be employed in order to effectuate that protection.

Chapter 4 – Related Policy Considerations

The existing regulatory framework, current economic development tools and related studies and techniques are examined in Chapter 4. The examination reveals the following principal points:

- Current Countywide Plan categories provide for a reasonably broad array of land use characteristics and there is not significant benefit to increasing the range of uses in the respective plan categories of the Mixed Use, Commercial, and Industrial classifications.

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- Changes or additions to the current Countywide Plan categories that offer the potential to assist with target employment objectives appear to be a new plan category that would designate employment centers and allow for greater flexibility of both the type of use and intensity of use permitted in these locations, and an administrative process that would accommodate target industry based on defined criteria without requiring a plan map amendment.
- Criteria for evaluating plan amendments to categories other than industrial need to build on and refine existing advisory guidelines and incorporate them within the *Countywide Plan Rules*.
- Current economic development tools are extensive and include both tax incentives and programmatic assistance. Specific additional and complementary techniques are suggested, including directing infrastructure investment and land assembly.
- An examination of related studies and techniques undertaken in other jurisdictions around the country has identified similar efforts to address the preservation of job-producing land. While the name and specifics of these techniques vary, their common objective is to establish a regulatory framework that discourages the erosion of those categories of use that are critical to the retention and expansion of those businesses that provide the type of jobs at a wage-scale that furthers their economy.

Chapter 5 – Recommended Actions

Recommendations are contained in Chapter 5. The chapter concludes that there is certainly no “silver bullet” or single regulatory or financial tool that will, by itself, address the need to preserve existing and create additional opportunities to increase the number and kind of jobs desired to maintain a vital economy throughout Pinellas County. The implementation of the key recommendations outlined here will, however, in selective combination, give the county the best chance to meet its long-range employment, economic development, and redevelopment objectives. A summary of the recommended actions follows.

- Refine and integrate current criteria for plan map amendment of industrial land by placement in the *Countywide Plan Rules*, including such considerations as:
 - Contribution to the economy based on the number and type of jobs to be provided.
 - Site characteristics including size, configuration, and physical characteristics and opportunity for consolidation.
 - Locational characteristics in relationship to the use of and compatibility with adjoining properties.
 - Transportation and infrastructure features as functions of access, availability, and capacity.

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- The extent to which the property is part of a special redevelopment plan.
- Unique features such as water-dependent use, working waterfront, or transit-oriented use.
- Related comprehensive plan policies in relationship to key policies of the local and countywide plans.
- Establish new/revised plan map categories and processes, including:
 - Amend the Planned Redevelopment – Industrial category to allow for residential use based on specific criteria related to provision of target industry jobs.
 - Create a new employment center overlay category to facilitate target industry location and expansion in key locations that provide for flexibility of both the types and intensity of use permitted.
 - Establish a target industry bonus system that provides for an administrative process to accommodate target industry without requiring a plan map amendment.
- Implement expanded economic development assistance mechanisms, including:
 - Infrastructure investment by directing public improvements in a manner that helps assure adequate infrastructure in support of target industry.
 - Land assembly and cost through the establishment of a program to assist with both the mechanics and cost of assembling the land area necessary to accommodate expansion and location of target industry.
 - Tax incentives by adding to the current roster of incentives including tax increment financing and a Qualified Target Industry bonus allotment.
 - Utilization of revenues raised from various sources such as community development block grant funds and industrial revenue bond fees to be applied to assisting with the location and expansion of target industry.

In summary, the TEILS builds upon previous efforts that identified the need for proactive planning to assist in economic development and redevelopment, through the attraction and retention of target industries within the county. The study includes analysis of the existing target industry locations, assesses future land needs for industry, evaluates the existing regulatory and financial framework in which the target industries operate, and identifies regulatory amendments and program enhancements that will protect and incent full utilization of critical locations and discourage the conversion of viable industrial lands to other uses.

Formal acceptance of the *Target Employment and Industrial Land Study for the Pinellas Community* by the Pinellas Planning Council and Countywide Planning Authority will acknowledge the policy direction set forth herein, and establish the basis to proceed with

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consideration of the regulatory amendments and financial commitments required to assist in their implementation.

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Chapter 1: Project Overview

A. Introduction

In September 2006, the Pinellas Planning Council (PPC), in cooperation with the Pinellas County Economic Development Department (PCED), initiated the *Target Employment and Industrial Land Study for the Pinellas Community* (TEILS). The study has a four-fold purpose:

- To inventory and analyze the location and composition of existing industrial land;
- To survey existing target industries relative to their characteristics and future needs;
- To identify and refine target employment projections and corresponding land area requirements to accommodate this employment; and
- To examine the existing regulatory and financial framework affecting the county's ability to attract and retain target industry, and identify recommended changes to improve the county's potential to maintain and enhance its economy over the next twenty years.

The PPC and PCED selected WilsonMiller, a planning, design, and engineering professional services firm located in Tampa, Florida, to assist with the study.

The study builds upon previous efforts that identified the need for proactive redevelopment planning to assist in economic development and redevelopment, through the attraction and retention of target industries within the county. Specifically, this study includes analysis of the existing target industry locations, assesses future land needs for industry, evaluates the existing regulatory framework in which the target industries operate, and identifies regulatory amendments that will protect critical locations and discourage the conversion of viable industrial land to other uses.



County Location Map

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B. Background

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. Its twenty-five local governments form a virtually continuous metropolitan area covering 280 square miles. With nearly 948,000 permanent residents and 3,383 persons per square mile, the county is the most densely populated in Florida.¹ As Pinellas approaches the near total consumption and build-out of available land, county leaders realize that more attention needs to be given to the redevelopment environment and the actions needed to successfully address it.

The county's industrial sector economy has been showing signs of a slowdown in growth. While some Bay area real estate data suggests that the manufacturing industry is continuing to lose jobs and overall vacancy rates have risen slightly, this circumstance needs to be considered in the context of the addition of some four million square feet of new industrial space over the past year, and a near doubling of per square foot rental rates over the past three to four years.² Furthermore, the current overall countywide vacancy rate of only four percent would likely trigger new construction in communities where more plentiful developable land exists, since typical markets with less than seven percent availability are deemed to be under-built.³

However, in Pinellas County, raw industrial land is not as readily available as in other regional locations and land costs are higher. Costs for raw land vary dramatically based upon many factors, but scarcity certainly is a major consideration. Also affecting Pinellas is the fact that redevelopment of grey- or brownfield sites may be two to three times costlier than that in greenfield locations. Real estate costs for developed property are higher because the value of the improvements needs to be recouped and development costs can include increased environmental analysis, demolition, or major renovations. Land prices and redevelopment expense are not the only costs affecting the availability of land in the market. These higher land prices and other reoccurring and increasing business costs (e.g., taxes and insurance) have also tended to dampen the industrial market.

Understanding the county's existing baseline condition is a critical first step in evaluating whether the supply of industrial land is sufficient to accommodate job growth in future years. To do this, it is important to know where the industrial land is located, how it is used, and how future employment projections relate to its ability to accommodate such employment.

¹ Bureau of Economic and Business Research, University of Florida, *Florida Statistical Abstract* 2006.

² *Tampa Bay Business Journal* December 21, 2007.

³ WilsonMiller, November 20, 2007 ILS Chapter 5 draft.

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The need to examine this issue was first articulated in *Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community*, approved by the Pinellas Planning Council and Board of County Commissioners, in their capacity as the Countywide Planning Authority, in late 2005.

1. Pinellas by Design

For the first time, *Pinellas by Design* identified the need for countywide redevelopment strategies. It was developed with the assistance of an stakeholder steering committee and through interactive public workshops. Industry leaders, local government representatives, and citizens participated in the creation of consensus-built recommendations to guide economic development and redevelopment. Several important conclusions were identified, including:

- Redevelopment is inevitable. It should be planned for and should preserve and enhance our existing unique communities.
- Effective redevelopment will channel growth into areas where it can be appropriately accommodated.
- Coordinated approaches to economic development and redevelopment will encourage private sector investment.
- Without well-located, buildable land, the county cannot effectively compete in the race for a sound economic future.
- There is a need to ensure that, over the next twenty years, sufficient industrial and office land is available for the retention, expansion and attraction of high-wage target industry employers.
- Land currently designated for target industries is being used for or converted to other uses which further exacerbates the shortage of land to accommodate primary employers.

2. Recent Trends

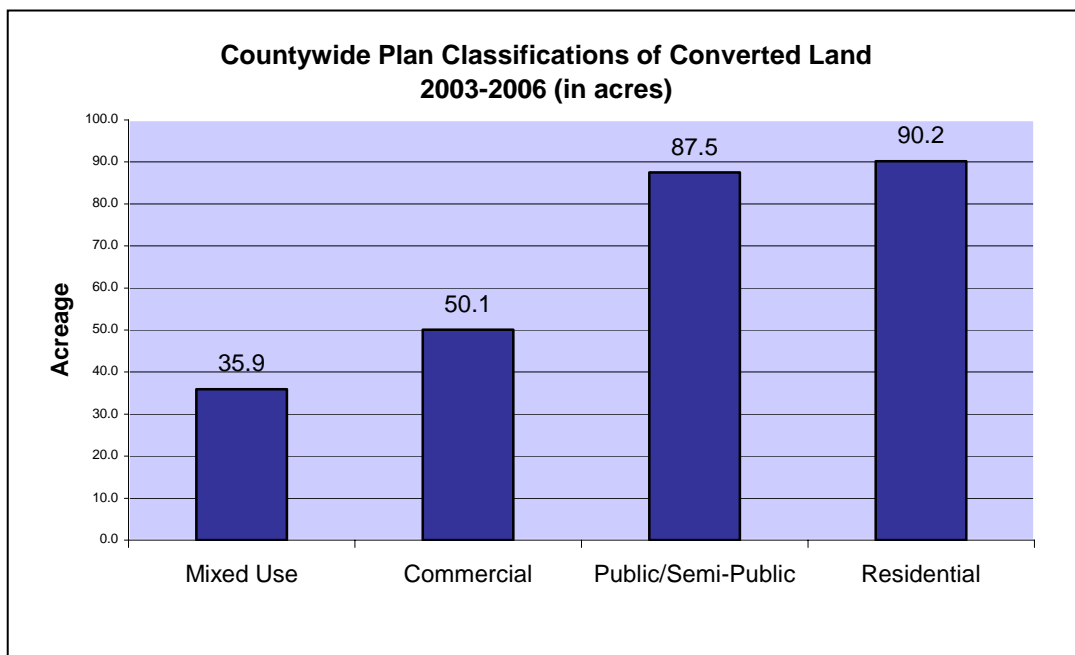
Jurisdictions within Pinellas County frequently receive requests to change industrially-designated land to other plan designations so that it can be redeveloped with alternative uses. When conversion of industrially-designated land occurs, it can have both positive and negative effects. The ability to amend future land use plan designations increases opportunities for the renewal of aging properties and recycling of under-utilized land. However, real estate market pressures often favor the conversion of land designated for industrial uses to designations that are not supportive of target industries.

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Two industrial future land use categories, Industrial Limited (IL) and Industrial General (IG), are depicted on the *Pinellas Countywide Future Land Use Plan Map*, and described in the *Countywide Plan Rules*. These land use categories make up about six percent of land area in the county and they have been under mounting pressure to convert to other uses.

From 2003 to 2006, thirty-seven future land use amendment requests were submitted to convert land designated industrial (primarily IL). Thirty-one requests were approved, resulting in the loss of approximately 264 acres. Figure 1-1 shows the number of acres of land converted to residential, public/semi-public, commercial, and mixed-use classifications. Most of the acreage was converted to residential, followed by public/semi-public, commercial, and mixed use. While most amendment requests were for changes from industrial, there were requests to change other designations to industrial as well, resulting in a net loss of 151 acres.

Figure 1-1



Source: Pinellas County Property Appraiser's Office, 2006

Analysis of the approved amendments indicates that while the sites are generally distributed throughout the county, concentrations of sites are located south of the Pinellas/Pasco County boundary in and around Tarpon Springs, adjacent to the Ulmerton Road corridor in the Pinellas Park and Largo areas, and within one mile of Interstate 275 near downtown St. Petersburg. Conversions took place within key employment centers including the Dome Industrial Park Pilot Project and the Celotex

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site on Roosevelt Boulevard in St. Petersburg, the Rubin ICOT Center on Ulmerton Road in Largo, and the Essilor property on Park Street in Seminole.

Comprehensive plan amendment applications submitted between 2003 and 2006 were processed prior to adoption of interim conversion criteria by the PPC and Countywide Planning Authority. The criteria added conditions that must be addressed before industrially-designated land can be converted to other plan categories. The resolutions and their respective criteria are described in Chapter 4 and are found in their entirety in Appendix E. One of the objectives of this study is to evaluate these criteria and identify recommendations to maximize their effectiveness.

C. Study Methodology

Building upon the previous planning efforts, this study has included the collection and analysis of information and data including geographic information system (GIS) mapping, a mailed survey of target industries, employment, land and building area projections, related studies in other jurisdictions, local government input, and regulatory and financial mechanisms. Each of these is described below.

1. GIS Analysis

GIS mapping and analysis of target industries was combined with Pinellas County Property Appraiser parcel data, which included acreage, building square footage, and Department of Revenue property use codes, to create a countywide database and map series. Individual survey responses were used to correct or expand the database which was then used to generate a representative picture of the land and building characteristics of those businesses in Pinellas County.

2. Survey

In addition to the GIS study and planning data review, a direct mail survey of existing businesses within defined target industries was conducted. The survey included 23 questions that gauged respondent understanding and solicited input on the direct and indirect issues and needs of business development in the county. The survey was mailed to the entire countywide listing of 2,328 target industries in January 2007. Response to the survey was good, exceeding 20 percent, and both the survey instrument and results are described in detail in Chapter 3 of this study and included in Appendix A.

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3. Employment and Land Use Projections

Previous employment and land use projections contained in *Pinellas By Design* were reviewed, refined, and updated, to identify in the most consistent and accurate means available, the land area needed over the next twenty years to reasonably accommodate desired target industry employment.

4. Examination of Related Studies and Techniques

An examination of studies and recommended policies undertaken in other jurisdictions that have addressed similar issues with respect to the availability, and/or pressures on the conversion of industrial land, was conducted to elicit solutions that would have potential transferability to Pinellas County.

5. Local Government Input

Input was solicited from local government staff and officials throughout the process. The consultant and staff presented the draft survey materials to local government representatives at Planners Advisory Committee (PAC) meetings. Direct input was received from the PAC members and incorporated into the survey questions and data inquiries. After the survey results were discussed with the Board of County Commissioners and Pinellas Planning Council in May 2007, additional outreach to the local government staff occurred in those communities where substantial industrially-designated land exist. This outreach allowed for additional review of survey results and discussion of potential implementation strategies for finalizing this study.

6. Regulatory and Financial Framework

Finally, the existing regulatory and financial framework that bears on the ability to retain and attract target industry was examined and suggested changes identified.

D. Summary

The information collected and the recommendations set forth in this study have been prepared as one of the several tasks identified to assist with the follow-through and implementation of *Pinellas by Design*. A key component of the overall economic and redevelopment strategy for Pinellas County and its member local governments is to ensure the availability of sufficient land area to accommodate the number and type of employment opportunities that will help ensure the county's economy remains strong over the next twenty years. This study is designed to assist in that effort.

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Chapter 2: Data Inventory

Before evaluating whether governmental action is needed to preserve or expand industrial land in Pinellas County, it is necessary to understand the supply and demand factors that exist today. This chapter examines the anticipated demand for employment-related land in Pinellas County, and the ability of the county to meet that demand, with a focus on the land use characteristics of industries that are being targeted by countywide economic development efforts.

A. Land Use/Employment Findings from *Pinellas by Design*

The purpose of *Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community* (described in Chapter 1) was to identify the means by which the county can maintain and enhance its long-term economic vitality, which is threatened by the disappearance of developable vacant land. The effort identified two important measures by which the local economy should be evaluated: *size*, determined by the total earnings of all of workers in the county, and *quality*, determined by the average earnings per worker. In order to sustain the level of prosperity that the county currently enjoys, it will be necessary to maintain and enhance both size and quality.

The plan established preliminary estimates and projections for future employment growth, based both on the overall number of jobs (which influences the size of the economy), and the number of jobs provided by high-wage primary businesses (which affects the quality of the economy). Primary businesses are defined as those that import at least 51 percent of their annual revenues from outside the local area, while high-wage jobs are those that pay at least 130 percent of the average annual area wage. Table 2-1 shows projected employment growth between 2002 and 2025 under two potential scenarios identified by *Pinellas by Design*.

Table 2-1
Future Employment Scenarios from
***Pinellas by Design*, 2002-2025**

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

Source: *Pinellas by Design*, 2005

The “Slow Growth” scenario is based on the assumption that the local governments of Pinellas County would not take any concerted action to attract new high-wage primary jobs. That approach would result in a net gain of 164,100 low-wage and service-oriented

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jobs, with a low number of high-wage primary jobs, and represents a substantial decline in the local economy from the prosperity that residents enjoy today. The “Quality Growth” scenario assumes that Pinellas County will implement an aggressive incentive campaign to attract new high-wage primary businesses. This scenario projects a net increase of 227,800 jobs, of which 50,000 are high-wage primary jobs. It represents the goal that the county must reach in order to maintain and enhance the strength of the local economy.

In order to reach the Quality Growth goal, the plan estimated that there was a need for some 5,900 acres of developable real estate. This estimate was based on a range of 200 to 1,000 square feet of building floor area per employee and a minimum floor area ratio (FAR)¹ of 0.20, the current average for employment-related uses in the county.²

The *Pinellas by Design* plan created these initial estimates and projections as part of a much broader economic, real estate, and urban design framework for countywide redevelopment. The *Target Employment and Industrial Land Study for the Pinellas Community* (TEILS) is designed to focus more narrowly on employment growth and the land needed to accommodate it. Therefore, an appropriate first step is for these data to be revisited and updated.

B. Overall Employment Projections

The employment projections created for the *Pinellas by Design* effort were based on data from the federal Bureau of Economic Analysis,³ which counts occupations of all types, including income from commissions, self-employment, profits from corporations or partnerships, and other nontraditional jobs. These occupations, also referred to as “proprietorships,” often take place in residential settings rather than on employment-related (e.g., industrial, commercial office) land. For the purposes of this study, therefore, proprietorships were subtracted from the total number of estimated and projected jobs, and only traditional “wage and salary” jobs that typically require employment-related land were counted.

The data source chosen for this study was the Florida Agency for Workforce Innovation (AWI), in part because it allows comparability with the *Real Estate Market Study of the Gateway Area and Pinellas County*, commissioned by the Pinellas County Economic Development Department in 2007. The AWI projections for employment only extend as far as 2014, but have been extrapolated to 2025 in Table 2-2. As suggested by these

¹ Floor area ratio (FAR) is an expression of land use intensity calculated by dividing the floor area of a building by the area of the lot on which it is located. For example, the FAR of a 10,000 square foot structure on a one-acre site would equal 10,000 square feet ÷ 43,560 square feet (1 acre) = 0.23.

² *Pinellas by Design*, 2005; Pinellas County Planning Department, 2007; WilsonMiller, 2007.

³ The data sources discussed in this chapter are described in more detail in Appendix F.

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projections, Pinellas County remains a strong, attractive location for business growth. However, the 2025 forecast of approximately 681,000 wage and salary jobs is based largely on a linear extension of historical employment growth rates, and does not adequately take into account the barrier imposed by the lack of developable vacant land. Therefore, the AWI projection represents demand for business growth that is unlikely to be fully realized.

**Table 2-2
Overall Employment Estimates and Projections by
Employment Category, 2006-2025**

Employment Category*	Total Wage & Salary Jobs			Change 2006-2025	
	2006	2014	2025	Number	Percent
Agriculture, Forestry, Fishing and Hunting	205	183	153	-52	-25.5%
Construction	25,700	30,109	36,171	10,471	40.7%
Education and Health Services	68,057	82,943	103,411	35,354	51.9%
Financial Activities	33,410	39,209	47,183	13,773	41.2%
Information	9,114	9,373	9,729	615	6.7%
Government	47,582	53,284	61,124	13,542	28.5%
Leisure and Hospitality	45,253	51,274	59,553	14,300	31.6%
Mining	21	23	26	5	22.6%
Manufacturing	38,166	37,869	37,461	-705	-1.8%
Other Services (Except Government)	20,210	22,807	26,378	6,168	30.5%
Professional and Business Services	122,279	158,762	208,926	86,647	70.9%
Trade, Transportation, and Utilities					
Utilities	1,624	1,130	451	-1,173	-72.2%
Wholesale Trade	16,305	16,826	17,542	1,237	7.6%
Retail Trade	54,968	60,060	67,062	12,094	22.0%
Transportation and Warehousing	4,965	5,352	5,884	919	18.5%
Total	487,859	569,204	681,054	193,195	39.6%

Source: Florida Agency for Workforce Innovation (AWI), 2006; Pinellas Planning Council, 2007

* A complete breakdown of employment categories and subcategories is included in Appendix F.

The Slow Growth and Quality Growth scenarios created during the *Pinellas by Design* planning process, which were designed to account for the lack of available land, were revised and updated using the AWI employment estimates. Because the scenarios describe the expected ability of the Pinellas County land supply to meet business demand, and the term “growth” does not fully express this relationship, the scenario names have been modified in addition to the data. The term “absorption,” a real estate term meaning the ability of the land supply to meet market-driven demand, has been used instead.

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The revised projections are shown in Table 2-3. The “Full Absorption” scenario reproduces the AWI projection, and represents the maximum job growth that could be achieved if the county had ample developable vacant land available. The “Minimum Absorption” projection is the much lower number of new jobs that would be anticipated if current land constraints remain unchanged into the future, corresponding with the Slow Growth scenario identified in *Pinellas by Design*. “Target Absorption,” meanwhile, represents the moderately high level of job growth needed by Pinellas County to maintain its current robust economy, corresponding with the Quality Growth scenario. Target Absorption cannot be met by the current supply of vacant land, but can be achieved if the county makes a serious effort to mitigate land constraints.

Table 2-3
Revised Future Employment Scenarios,
Wage and Salary Employment, 2006-2025

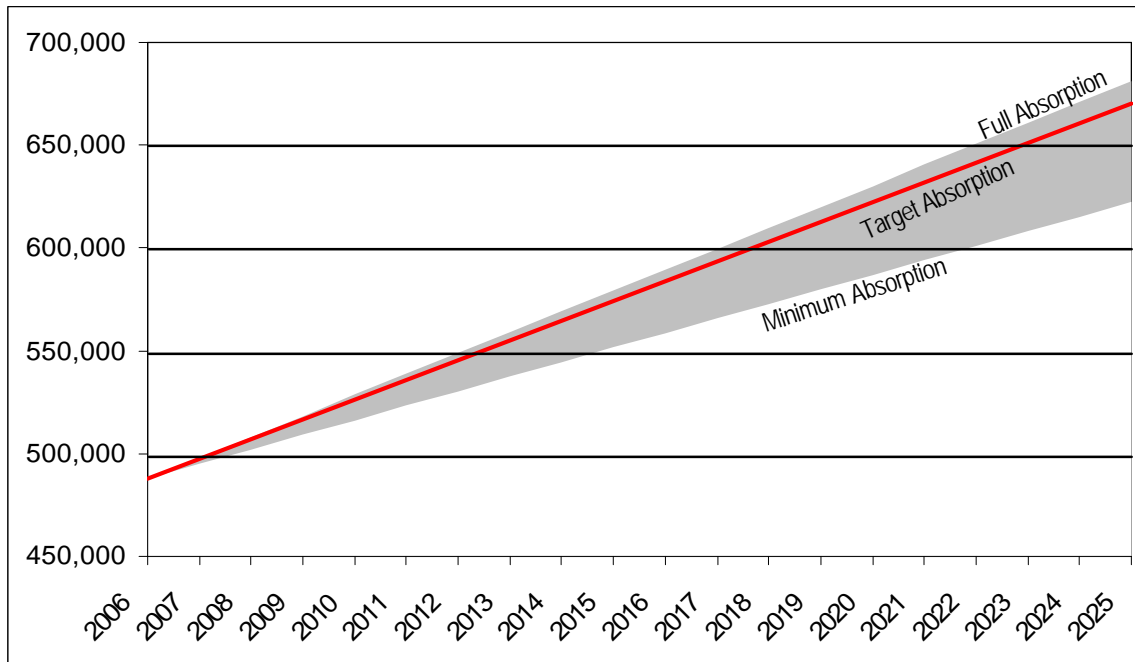
Scenario	Estimated 2006 Jobs	Projected 2014 Jobs	Projected 2025 Jobs	Total Job Growth
Full Absorption	487,859	569,204	681,054	193,195
Target Absorption	487,859	564,671	670,287	182,428
Minimum Absorption	487,859	544,444	622,249	134,390

Source: Pinellas by Design, 2005; AWI, 2006

For planning purposes, the three employment scenarios should be seen as a range of possibilities that may be realized, based on how Pinellas County responds to the demand for employment-related real estate. This relationship is shown in Figure 2-1 below.

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Figure 2-1
Comparison of Future Employment Scenarios and
Target Absorption Goal, 2006-2025



Source: Pinellas by Design, 2005; AWI, 2006

C. Target Industries

Accomplishing the Target Absorption goal for accommodating projected job growth is only one part of the economic equation in Pinellas County, affecting the size of the local economy. It is also necessary to address the quality of the economy by maintaining the highest possible average wage. This can be facilitated by carefully targeting the kinds of businesses that are encouraged to locate and expand in Pinellas County.

1. Target Industry Employment Projections

The *Pinellas by Design* effort identified the need to attract, retain, and encourage the expansion of high-wage primary businesses. These revenues benefit the community as they recirculate through other local businesses and generate additional employment opportunities that support and contribute to the local economy. The study identified annual “milestones” for the number of new primary jobs, with associated average annual wages, that must be accommodated to maintain and enhance the size and quality of the local economy, as shown in Table 2-4. The annual targets were designed to achieve a goal of adding approximately 50,000 high-wage primary jobs between

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2003 and 2025. To maintain a consistent timeframe with the other data presented in this report, only the years from 2006 to 2025 are shown.

Table 2-4
Annual Milestones for Creation of New Primary Jobs
Established in *Pinellas by Design*, 2006-2025

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

Source: Pinellas by Design, 2005

Recognizing that Pinellas County has a unique set of geographic and economic assets that can be used to attract certain businesses, the *Pinellas by Design* effort identified industry sectors that can take greatest advantage of those assets while offering wages at a level that will most benefit the local economy, and have the potential to attract or create additional businesses. A list of “target industries,” considered the most desirable for the county to attract and retain, was identified. These are the industries that Pinellas County should focus upon in order reach the annual milestones.

As part of this study, the original list of target industries has been refined to identify eleven separate industry “clusters,” using information from the federal *Quarterly Census of Employment and Wages* (QCEW) and private company Dun & Bradstreet (D&B). An industry cluster is defined as “a geographically bounded concentration of

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similar, related or complementary businesses, with active channels for business transactions, communications and dialogue, that share specialized infrastructure, labor markets and services, and that are faced with common opportunities and threats.”⁴ Pinellas County’s target industry clusters, which together contain a total of 2,328 businesses, include:

- Aviation/Aerospace
- Financial Services
- High Tech Industries
- Information Technology
- Marine Science
- Medical Technology
- Microelectronics
- Modeling/Simulation
- Optics/Photonics
- Research/Development
- Wireless Technology

The updated cluster definitions capture the various industry types more accurately than the original list, taking into account industry connections, such as suppliers and distribution channels.⁵ The individual businesses in each cluster were identified using QCEW and D&B data, combined with information from other sources. Separately, the businesses were surveyed and asked to identify their cluster affiliation, as well as other information on their land usage and business operations. Since there is overlap among the industry definitions, many businesses are included within multiple clusters.

To the greatest extent possible, economic and land use information on target industry businesses was gathered and, together with the survey results, compiled into a geographic information system (GIS) database. While the QCEW and D&B lists did not provide identifiable locations for every business, information on 1,779 businesses was ultimately included in the GIS database. As depicted in Appendix G, these businesses are located in every municipality as well as the unincorporated portions of the county. Generally, the majority of businesses are located along or in proximity to principal transportation corridors. Major concentrations occur in the central portion of the county, in the Pinellas Park and St. Petersburg areas, along Ulmerton Road, and in or near Tarpon Springs, Oldsmar, Clearwater, and Largo.

Under the Target Absorption scenario, future job growth within the target industries would comprise a subset (approximately 25 percent) of new jobs. Projecting job

⁴ Rosenfeld, Stuart A. *European Planning Studies*, Volume 5, Issue 1, 1997.

⁵ More detailed information about each cluster is included in Appendix B.

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growth specifically for these industry clusters is more difficult than projecting overall employment, however, because data about employment in individual industries is not readily available at the state or local level. In order to create separate projections for the target industries, national growth rates for these businesses were used instead.⁶

If Pinellas County is to achieve the milestones, it will need to expand target industry employment at approximately 2.1 times the national average annual growth rate recorded between 2003 and 2006 for each industry cluster. Target industry growth at this rate would mark a significant departure from current employment patterns in Pinellas County, and cannot be expected to occur without concerted economic development efforts. Table 2-5 shows the job growth goal for the target industries, in comparison to overall job growth.

**Table 2-5
Target Industry Employment Growth Needed to
Achieve Milestones, by Industry Cluster, 2006-2025**

Target Industry Cluster	National Annual Growth Rate 2003-2006	Target Local Annual Growth Rate 2006-2025*	Employment			Change 2006-2025*
			2006	2014*	2025*	
Aviation/Aerospace	1.2%	2.5%	4,992	6,220	7,348	2,356
Financial Services	2.7%	5.7%	23,042	36,044	47,980	24,938
High Tech Industries	1.4%	2.9%	21,511	27,723	33,425	11,914
Information Technology	1.7%	3.6%	13,166	17,875	22,197	9,031
Marine Science	2.5%	5.2%	12,632	19,192	25,215	12,583
Medical Technology	1.8%	3.7%	6,967	9,547	11,915	4,948
Microelectronics	5.6%	11.7%	8,712	18,821	28,100	19,388
Modeling/Simulation**	-0.9%	1.0%	3,846	4,154	4,577	731
Optics/Photonics	4.6%	9.6%	1,227	2,394	3,465	2,238
Research/Development	7.7%	16.3%	4,800	12,535	19,636	14,836
Wireless Technology	0.2%	0.4%	2,925	3,050	3,165	240
All Target Industries†	1.6%	3.3%	72,396	96,075	117,812	45,416
Overall Employment	--	2.0%	487,859	564,671	670,287	182,428

Source: AWI, 2006; QCEW, 2006; Pinellas Planning Council, 2007

* May not total as expected due to rounding.

** National job growth in the Modeling/Simulation cluster declined slightly between 2003 and 2006. Therefore, a local target of one percent annual job growth was used instead.

† Because each business may be assigned to multiple clusters, totals in this row do not equal sums of rows above.

⁶ Estimated by QCEW, 2003-2006.

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2. Target Industry Land Use Characteristics

Of all potential job growth, the target industry clusters would bring the highest level of economic benefit to Pinellas County. Therefore, as the county works to generate adequate real estate to accommodate overall projected employment growth, primary emphasis should be given to fulfilling the needs of target industry businesses. One of the tasks of the current study was to gain more information about those needs.

a. General Land Use

Through its ongoing work with local businesses, the Pinellas County Economic Development Department has concluded that the generally smaller size of parcels in Pinellas County, while conducive to startup companies and other small businesses, poses a significant barrier to the expansion of existing businesses and the attraction of new target industries. In order to provide quantifiable data to explore this issue, parcel information for the target industry businesses was combined with survey responses to create estimates of land acreage and building square footage. Table 2-6 displays the average building floor area, land area, and floor area ratio (FAR) for target industry businesses in each cluster.

Table 2-6
Average Building and Land Area by Target Industry Cluster, 2006

Target Industry Cluster	Average Building Sq. Ft. Per Business*	Average Land Sq. Ft. Per Business*	Average Land Acres Per Business*	Average Floor Area Ratio†
Aviation/Aerospace	25,520	121,968	2.8	0.21
Financial Services	34,195	239,217	5.5	0.27
High Tech Industries	20,873	138,448	3.2	0.21
Information Technology	21,661	217,178	5.0	0.20
Marine Science	21,462	146,539	3.4	0.18
Medical Technology	20,028	109,445	2.5	0.21
Microelectronics	17,587	172,149	4.0	0.17
Modeling/Simulation	25,870	139,937	3.2	0.21
Optics/Photonics	6,650	2,904	0.1	0.23
Research/Development	20,915	110,088	2.5	0.25
Wireless Technology	27,950	90,605	2.1	0.31
All Target Industries‡	25,665	168,186	3.9	0.22

Source: Target Industry Survey, 2007; WilsonMiller, 2007

* Calculation includes all survey respondents that provided relevant information.

† Calculation includes only respondents that provided both building and land parcel size. May not total as expected based on preceding columns.

‡ Because each business may be assigned to multiple clusters, totals in this row do not equal sums of rows above.

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As shown above, the average target industry is estimated to occupy about 26,000 square feet of building space on nearly four acres, with a FAR of 0.22, slightly higher than the 0.20 average for overall employment-related uses. On average, businesses in the Optics/Photonics cluster used the smallest amount of land and building area, while those in Financial Services occupied the largest. The Wireless Technology, Financial Services, and Research/Development clusters had the highest average FARs.

However, care should be taken when drawing conclusions about land use characteristics of the “typical” target industry by looking at average data, particularly when using survey responses, which were limited to a self-selected sample of businesses. As discussed in the *Real Estate Market Study of the Gateway Area and Pinellas County*, commissioned in 2007 by the Pinellas County Economic Development Department:

Industrial space needs vary considerably. Unlike office space, which is relatively homogeneous possessing similar characteristics and uses that are adaptable to numerous users, industrial space is specialized or heterogeneous.... For example, ceiling heights may be too high or too low, truck bays may be insufficient, and floor plates may not be arranged properly to accommodate necessary machinery.

To gain a broader picture of target industry needs, therefore, land acreage and building square footage for all of the businesses in the database were grouped into small, medium, and large ranges, as shown below in tables 2-7 and 2-8.

As shown below in Table 2-7, the majority of target industry businesses, about 61 percent, were located on land parcels ranging from 0.5 to 7.5 acres. Although this size range is termed “medium” in the context of Pinellas County, it encompasses parcels measuring as little as 0.5 acres, which would likely be classified as small in counties with ample greenfield land. In addition, twenty-five percent of the businesses were able to be accommodated on even smaller parcels of less than 0.5 acres. By contrast, only thirteen percent occupied land parcels greater than 7.5 acres.

As expected given the small average size of the land parcels, the size of buildings occupying the land is also relatively modest in scale. Table 2-8 shows that nearly half of target industry businesses were located in buildings measuring less than 24,000 square feet. Twenty-nine percent occupied structures ranging from 24,000 and 100,000 square feet, and only fourteen percent required buildings larger than 100,000 square feet.

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Table 2-7
Number of Target Industry Businesses by
Size Range of Land Area, 2006

Target Industry Cluster	Small Parcel (<0.5 Acres)	Medium Parcel (0.5-7.5 Acres)	Large Parcel (>7.5 Acres)	No Data Available	Total*
Aviation/Aerospace	3	34	11	1	49
Financial Services	95	239	53	7	394
High Tech Industries	175	380	82	9	646
Information Technology	95	239	53	7	394
Marine Science	79	251	42	2	374
Medical Technology	38	111	32	0	181
Microelectronics	112	205	40	8	365
Modeling/Simulation	5	36	7	1	49
Optics/Photonics	2	16	5	0	23
Research/Development	107	161	25	3	296
Wireless Technology	2	24	6	0	32
All Target Industries†	449	1,081	228	21	1,779

Source: Pinellas County Property Appraiser's Office, 2006; WilsonMiller, 2007

* Includes all target industry businesses for which geographic information system (GIS) data were available. Parcel size was not able to be determined in a small percentage of cases.

† Because each business may be assigned to multiple clusters, totals in this row do not equal sums of rows above.

This information is consistent with Pinellas County Economic Development Department findings. Taken together, the land and building data indicate that the county requires parcels in a broad range of sizes to serve the needs of target industries, and that small size alone should not be used as a criterion for allowing a parcel that supports employment to be converted to a non-employment-related use. However, the predominance of small parcels also points to the need for land assembly to accommodate larger businesses. These issues will be addressed further in chapters 4 and 5.

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Table 2-8
Number of Target Industry Businesses by
Size Range of Building Floor Area, 2006

Target Industry Clusters	Small Building (<24k Sq. Ft.)	Medium Building (24k-100k Sq. Ft.)	Large Building (>100k Sq. Ft.)	No Data Available	Total*
Aviation/Aerospace	16	21	9	3	49
Financial Services	175	100	84	35	394
High Tech Industries	331	196	78	41	646
Information Technology	175	100	84	35	394
Marine Science	215	110	33	16	374
Medical Technology	87	56	25	13	181
Microelectronics	189	98	49	29	365
Modeling/Simulation	15	27	4	3	49
Optics/Photonics	10	5	7	1	23
Research/Development	157	80	25	34	296
Wireless Technology	12	10	10	0	32
All Target Industries†	876	515	256	132	1,779

Source: Pinellas County Property Appraiser's Office, 2006; WilsonMiller, 2007

* Includes all target industry businesses for which GIS data were available. Building size was not able to be determined in some cases.

† Because each business may be assigned to multiple clusters, totals in this row do not equal sums of rows above.

The data in tables 2-7 and 2-8 were further combined with employment data to estimate the average amount of land and building area used per employee for each target industry cluster. As shown in Table 2-9 below, the average target industry business uses approximately 400 square feet of building floor area, and nearly 1,800 square feet or 0.04 acre of land area, for each employee. The Optics/Photonics, Financial Services, and Research/Development clusters were the most efficient in terms of requiring the smallest amounts of land area per employee.

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Table 2-9
Average Building and Land Area Used Per Employee by
Target Industry Cluster, 2006

Target Industry Cluster	Average Building Sq. Ft. Per Employee*	Average Land Sq. Ft. Per Employee*	Average Land Acres Per Employee*
Aviation/Aerospace	473	2,255	0.05
Financial Services	261	979	0.02
High Tech Industries	388	1,778	0.04
Information Technology	483	2,617	0.06
Marine Science	769	4,639	0.11
Medical Technology	477	2,737	0.06
Microelectronics	454	2,841	0.07
Modeling/Simulation	462	2,275	0.05
Optics/Photonics	115	239	0.01
Research/Development	287	846	0.02
Wireless Technology	379	1,093	0.03
All Target Industries**	390	1,772	0.04

Source: Target Industry Survey, 2007; WilsonMiller, 2007

* Calculation includes all survey respondents that provided relevant information.

** Because each business may be assigned to multiple clusters, totals in this row do not equal sums of rows above.

Given the scarcity of developable land in the county, businesses that can accommodate the greatest number of employees on the least amount of land should be given priority in economic development efforts. Overall employment-related uses are estimated to require between 1,000 and 25,000 square feet of land per employee, and the job growth forecast by the Agency for Workforce Innovation (2006) is projected to require an average of just over 1,900 square feet, somewhat higher than the target industries.⁷ These findings reinforce the appropriateness of efforts to attract, retain, and expand target industry growth in Pinellas County.

b. Industrial Land Use

While this study addresses the need to ensure a supply of employment-related land in a variety of future land use categories, its primary focus is industrial land, which supports unique types of business activity, and in recent years has been vulnerable to conversion to other uses. Therefore, when discussing the types of real estate needed to support target industry employment growth, special emphasis was given

⁷ Estimated using the *Fiscal Impact Analysis Model* (FIAM), the *Planner's Guide for Projecting Land Use and Facility Needs*, and GIS data collected during this study.

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to the supply of and demand for industrial land. (This issue is addressed further in Section 3.C.)

Land parcels designated with industrial future land use categories, as set forth in the *Countywide Future Land Use Plan Map and Rules*, are intended to meet the needs of target as well as nontarget industries by accommodating activities such as manufacturing, research and development, and storage and warehouse facilities. However, these categories were created nearly two decades ago. Many traditional industries have seen their operations change dramatically during that time period, and as new technologies have arisen, entirely new industries have been created. A major purpose of this study is to determine whether target industry businesses can continue to be accommodated by these traditional categories.

The two industrial categories used in Pinellas County are Industrial Limited (IL) and Industrial General (IG). Both allow light manufacturing/assembly, wholesale/distribution, storage/warehouse, and research/development activities as primary uses. The IG category is designed for more traditional, “dirty” industrial activities such as heavy manufacturing/assembly, agricultural processing, and vehicular salvage. These uses can potentially create impacts such as a noise, vibration, odor, and dust that may negatively affect adjacent parcels, and must therefore, be located in areas that are buffered from nonindustrial uses. The IL designation is geared toward “clean” industries that do not create these impacts, and is intended as a flexible category that can also accommodate offices, retail, and even residential as secondary uses if certain conditions are met. IL land is appropriate for use as a transition between IG parcels and nonindustrial uses.

Appendix G identifies the location of the 593 businesses occupying industrially-designated land, comprising about 33 percent of those in the target industry database. Of these, 545 businesses were located on land designated IL, and 48 were located on IG land. A substantial concentration of those located on IL parcels are found in the central portion of the county along Ulmerton Road, as well as in Pinellas Park, Clearwater, Safety Harbor, Oldsmar, and Tarpon Springs. The majority of those located on IG-designated land occur in St. Petersburg and the central portion of the county in proximity to Ulmerton Road and 118th Avenue.

It should be noted that, of the eighteen future land use categories in Pinellas County that are designed to support employment-related uses, more target industry businesses were located on IL parcels than in any other single category. In addition, approximately forty percent of the businesses on land designated IL, and nearly half of those located on IG, were classified by the QCEW as engaging in predominantly office-type employment activities (e.g., professional and business services), an issue that will be discussed further in Section D.

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Table 2-10 shows the future land use designation of target industry businesses by cluster. Businesses in High Tech Industries and Marine Science, two of the largest clusters in Pinellas County, occupied the largest number of industrial parcels. However, only 34 percent of businesses in these clusters were found on IL or IG land. Aviation/Aerospace, Modeling/Simulation, and Optics/Photonics, three of the smallest clusters, were the most dependent on industrial land, with 72 percent of their combined businesses occupying IL or IG parcels. Each of the clusters had some presence on industrial land, indicating that the designations support all of the identified target industries to varying extent, even if they are not used by a majority of businesses.⁸

Table 2-10
Target Industry Businesses by Industry Cluster and
Future Land Use Category, 2007

Target Industry Cluster	Number of Businesses in Specified Future Land Use Category			
	Industrial General (IG)	Industrial Limited (IL)	Other	Total*
Aviation/Aerospace	0	39	10	49
Financial Services	4	37	353	394
High Tech Industries	19	191	436	646
Information Technology	5	92	282	379
Marine Science	22	118	234	374
Medical Technology	3	81	97	181
Microelectronics	7	79	279	365
Modeling/Simulation	2	31	16	49
Optics/Photonics	1	14	8	23
Research/Development	3	50	243	296
Wireless Technology	1	12	19	32
All Target Industries**	48	545	1,186	1,779

Source: QCEW, 2006; Pinellas County Property Appraiser's Office, 2006; WilsonMiller, 2007

* Includes all target industry businesses for which GIS data were available.

** Because each business may be assigned to multiple clusters, totals in this row do not equal sums of the rows above.

Responses from the target industry survey indicate that businesses located on industrial parcels have different land and building characteristics from those that occupy nonindustrial land. As shown in tables 2-11 and 2-12, on average, respondents located on IG land used the greatest amount of area per employee, an average of about 650 square feet of building floor area and 3,000 square feet of

⁸ For a more detailed analysis of specific activities performed by these businesses and the future land use categories that support them, see Appendix C.

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land. Businesses on IL parcels used about 400 square feet of building floor area and 1,700 feet of land area. Those on nonindustrial land used the least building floor area per employee (about 300 square feet), but more land area (about 2,300 square feet), which may reflect larger amounts of surface parking used by these businesses.

Table 2-11
Building Floor Area Per Employee by Future Land Use Category, 2006

Target Industry Cluster	Average Building Sq. Ft. Per Employee by Specified Future Land Use Category			
	Industrial General (IG) *	Industrial Limited (IL) *	Other Categories *	All Categories *
Aviation/Aerospace		477	385	473
Financial Services	633	254	273	261
High Tech Industries	638	522	294	388
Information Technology	625	572	228	483
Marine Science	588	826	752	769
Medical Technology	967	413	664	477
Microelectronics	720	517	279	454
Modeling/Simulation		462		462
Optics/Photonics		112	240	115
Research/Development		505	256	287
Wireless Technology		461	214	379
All Target Industries**	643	412	353	390

Source: Target Industry Survey, 2007; WilsonMiller, 2007

* Calculation includes only respondents that provided both building size and number of employees. Data were not available for all clusters in all future land use categories.

** Because each business may be assigned to multiple clusters, totals in this row do not equal sums of the rows above.

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Table 2-12
Land Area Per Employee by Future Land Use Category, 2006

Target Industry Cluster	Average Land Sq. Ft. Per Employee by Specified Future Land Use Category			
	Industrial General (IG)*	Industrial Limited (IL)*	Other Categories*	All Categories*
Aviation/Aerospace		2,285	1,675	2,255
Financial Services	2,643	826	1,917	979
High Tech Industries	4,950	2,665	1,249	1,778
Information Technology	4,356	2,329	4,181	2,617
Marine Science	2,160	3,794	6,258	4,639
Medical Technology	4,356	2,573	2,897	2,737
Microelectronics	5,732	2,167	4,637	2,841
Modeling/Simulation	5,732	2,275		2,275
Optics/Photonics		92	1,000	239
Research/Development		951	836	846
Wireless Technology		1,241	726	1,093
All Target Industries**	2,982	1,685	2,253	1,772

Source: Target Industry Survey, 2007; WilsonMiller, 2007

* Calculation includes only respondents that provided both land parcel size and number of employees. Data were not available for all clusters in all future land use categories.

** Because each business may be assigned to multiple clusters, totals in this row do not equal sums of the rows above.

These findings support the observation that even within the same industry cluster, businesses that locate on industrial land tend to demonstrate different land and building patterns from those occupying other types of real estate. While there is flexibility and overlap among the various future land use categories, they are not interchangeable.

It appears from these data, therefore, that industrially-designated land remains an important resource for economic development in Pinellas County. The protection of this resource must be balanced, however, against the need to generate sufficient real estate to accommodate the businesses that do not require industrial land, which make up the majority of the target industries. Measures needed to address this issue will be discussed in chapters 4 and 5 of the study.

D. Land Use Projections

The most important element of this discussion for countywide planning purposes is how the projected employment growth translates into demand for developable land, and whether Pinellas County will be able to meet this demand. To make this determination, the employment and land use data were used to project the amount and type of land

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needed to accommodate potential job growth, and then compared with the available supply of vacant land.

An important step in the process is to translate jobs projected by employment category, such as manufacturing and professional services, into categories that correspond with future land use categories or classifications established in the *Countywide Plan Rules*, so that the available supply of vacant land can be compared with demand. This part of the analysis is problematic, however, because the future land use categories were designed to be flexible in order to meet the dynamic needs of the real estate market. Multiple uses may be permitted in a single category, and multiple categories may be appropriate for a particular use, making it difficult to match a specific employment category with demand for land with a specific designation. Table 2-13 illustrates this difficulty by summarizing select future land use categories and the various employment-related uses they allow.

Table 2-13
Summary of Permitted Uses for
Select Future Land Use Categories

	Commercial General (CG)	Industrial Limited (IL)	Industrial General (IG)
Primary Uses	<ul style="list-style-type: none"> • Office • Personal Service/Office Support • Retail Commercial • Commercial/Business Service • Transient Accommodation • Wholesale/Distribution (Class A) • Storage/Warehouse (Class A) 	<ul style="list-style-type: none"> • Office • Research/Development • Light Manufacturing/Assembly (Class A & B) • Wholesale/Distribution (Class A & B) • Storage/Warehouse (Class A & B) 	<ul style="list-style-type: none"> • Research/Development • Light Manufacturing/Assembly (Class A & B) • Heavy Manufacturing/Assembly • Wholesale/Distribution (Class A & B) • Storage/Warehouse (Class A & B) • Agricultural Processing • Vehicular Salvage
Secondary Uses	<ul style="list-style-type: none"> • Commercial Recreation • Residential • Residential Equivalent • Institutional • Transportation/Utility • Recreation/Open Space • Research/Development • Light Manufacturing/Assembly (Class A) 	<ul style="list-style-type: none"> • Residential* • Retail Commercial • Personal Service/Office Support • Commercial/Business Service • Commercial Recreation • Transient Accommodation • Institutional • Transportation/Utility • Recreation/Open Space • Transfer/Recycling 	<ul style="list-style-type: none"> • Institutional • Transportation/Utility • Commercial Recreation • Solid Waste/Refuse Disposal • Transfer/Recycling • Electric Power Generation Plant • Recreation/Open Space

Source: *Countywide Plan Rules*, 2007

* Subject to master development plan approved by the CPA.

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Accordingly, an examination of target industry businesses by employment category (based on QCEW data) shows that many uses not traditionally associated with industrial land are found on IL and IG parcels. It should be noted that whether a target industry is permitted to operate on land with a given future land use designation is only one factor that affects business location. Another issue that must be considered is whether there are other land uses permitted in the same category that can consistently outbid competing uses. For example, office uses are permitted on both CG and IL land. In the CG category, office uses must compete with the purchasing power of large-scale commercial retail developments (e.g., “strip malls” or “big box” stores), which are also permitted as primary uses. Commercial retail developments produce among the highest short-term financial returns, and are typically able to pay much higher prices for land than office and most other uses, which keeps the market price for CG parcels elevated. On IL parcels, however, commercial retail uses are limited to no more than five acres of land area, which makes the land significantly less attractive for this type of development, and helps keep the market price lower. As a result, many office uses choose to locate on industrial land, even though they are not classified as industrial uses.

This phenomenon is illustrated in Table 2-14. While manufacturing is the most prevalent employment category found on industrial land, the second most common is professional and business services, which is typically associated with office uses.

Table 2-14
Target Industry Businesses by Employment Category and
Future Land Use Category, 2006

Employment Category	Number of Businesses in Specified Future Land Use Category			
	Industrial General (IG)	Industrial Limited (IL)	Other	Total
Construction	3	14	12	29
Financial Activities	1	38	285	324
Information	3	21	64	88
Other Services (Except Government)	2	6	12	20
Manufacturing	14	210	96	320
Professional and Business Services	15	149	539	703
Transportation and Warehousing	1	8	15	24
Wholesale Trade	5	79	50	134
Other Uses	1	24	112	137
All Target Industries*	45	549	1,185	1,779

Source: QCEW, 2006; Pinellas County Property Appraiser's Office, 2006; WilsonMiller, 2007

* Because each business may be assigned to multiple clusters, totals in this row do not equal sums of the rows above.

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To translate projected job growth into land use demand, therefore, it was necessary to classify projected employment growth into very general job types. Because the majority of the target industry businesses are associated with industry and office uses, and there is overlap among the land use designations that can support these employment categories, they were classified together. Other employment not associated with the target industries, including agriculture, commercial retail, public/semi-public, and tourism, was classified separately.⁹

The projected growth in jobs of each type are shown in Table 2-15. To achieve the Target Absorption goal, the county would need to add approximately 113,000 new industrial/office jobs and 70,000 jobs of other types. As shown, the growth of industrial/office jobs is projected to be significantly larger than that of other jobs. This is due in part to the effect of the target industry businesses. However, even if no special effort were made to recruit target industries, the AWI projections (shown above in Table 2-2) indicate that industrial/office employment would still increase at a faster rate than other categories, largely due to anticipated growth in professional and business services jobs.

Table 2-15
Projected Employment Growth by Job Type, 2006-2025

	Number of New Jobs by Specified Type		
	Industrial/ Office	Other	Total
Existing Jobs (2006)	170,314	217,689	487,859
New Jobs (2025)	112,518	69,910	182,428
Total	282,832	287,599	670,287

Source: Pinellas by Design, 2005; AWI, 2006

As described above, the Target Absorption scenario projects approximately 182,000 new wage and salary jobs, with about 25 percent of those drawn from the target industry clusters. Because target and non-target industries have different land use characteristics, land demand was projected separately for each. Target industry land needs were projected using GIS and survey data. For purposes of this calculation, it was assumed that new target industry job growth would be consistent with existing target industry employment in its use of land area per employee. In the absence of similarly detailed land use information about non-target industries, the remaining land demand was calculated using standardized building floor areas per employee, at the existing countywide average floor area ratio (FAR) of 0.20.¹⁰

⁹ Classification based on the State of Florida *Fiscal Impact Analysis Model* (FIAM) and the *Countywide Plan Rules*.

¹⁰ Estimated using the *Fiscal Impact Analysis Model* (FIAM), the *Planner's Guide for Projecting Land Use and Facility Needs*, and survey data collected during this study.

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The projected demand for land needed to support target industry growth is shown in Table 2-16. Approximately 1,800 acres of land will be needed to accommodate the growth in target industries (about 1,700 for industrial/office jobs and 100 acres for other), and approximately 6,200 acres will be needed for non-target industry employment (about 3,900 acres for industrial/office jobs and 2,300 for other).

Table 2-16
Land Needed to Support Employment Growth by
Land Use Type, 2006-2025

	Number of Acres Needed by Specified Land Use Type		
	Industrial/ Office	Other	Total
Target Industries	1,715	132	1,847
Non-Target Industries	3,856	2,320	6,176
Overall Employment	5,571	2,452	8,023

Source: AWI, 2006; Pinellas Planning Council, 2007; Target Industry Survey, 2007; WilsonMiller, 2007

The real estate demand shown above was compared with the countywide supply of vacant employment-related land, as reported by the Pinellas County Property Appraiser's Office (PAO) and Pinellas County Information Systems Department. Vacant acreage by future land use category was grouped into general land use types based in part on the classification system established in the *Countywide Plan Rules*. As shown in Table 2-17, Pinellas County currently contains fewer than 4,000 acres of vacant land designated for employment-related land uses, or about three percent of the total land area in the county (excluding rights-of-way). This acreage is only about half of what is needed to accommodate job growth under the Target Absorption scenario. A large majority of the deficit, nearly 3,200 acres, is for industrial/office jobs.

Table 2-17
Land Demand and Supply by
Land Use Type, 2006-2025

	Number of Acres by Specified Land Use Type		
	Industrial/ Office	Other	Total
Supply	2,382	1,595	3,977
Demand	5,571	2,452	8,023
Difference	-3,189	-857	-4,046

Source: Pinellas County Property Appraiser's Office, 2007; Pinellas County Information Systems Department, 2007; Pinellas Planning Council, 2007

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Caution should be used when interpreting these results, for a number of reasons including the following:

- Parcels are designated with an existing land use of “vacant” based on the majority use of the parcel. In some cases, a percentage of the site may be developed, or may contain rights-of-way or water features, such that the entire acreage of the parcel is not available for development.
- Local government staff have identified instances where unpaved lots used for parking, storage, or recreation have been mistakenly classified as vacant. This phenomenon is likely to be more prevalent in industrial areas, where outside storage and unpaved parking areas are more commonly used.
- Because vacant parcels may have topographic, drainage, access, or other constraints that prevent them from being suitable for a particular use, the amount of vacant acreage does not necessarily equal the amount of developable, usable acreage for the corresponding land use type.
- Vacant land may be held indefinitely by current landowners for potential future expansion of existing uses, making it unavailable to the real estate market.

As a result, the supply of truly vacant land may be significantly lower than the acreages shown in the table. The acreage of vacant employment-related land in the county can, therefore, be interpreted as the maximum *potential* supply. It is highly unlikely that 100 percent of the vacant land area shown in the table will be both available and appropriate for development. The above-projected deficit should therefore be treated as a conservative estimate.

Even if every vacant acre were available for development, at the existing countywide average intensity, only about 35 million square feet of building floor area could be constructed. At an annual projected absorption of nearly four million square feet per year, the county would be able to accommodate only about 90,000 of the 182,000 projected jobs, and would run out of land by 2015. These findings point to the need to preserve the existing supply of usable employment-related land parcels to the greatest extent possible, and to explore methods for creating additional capacity.

With insufficient vacant land to accommodate projected demand at current development rates, the Target Absorption goal can only be accomplished through one or more of the following means:

- Redesignating non-employment-related land to future land use categories that can accommodate employment.

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- Increasing the average intensity at which existing vacant employment-related land is developed.
- Encouraging redevelopment of previously-developed employment-related land at higher intensities.

Because the majority of real estate in Pinellas County that is not already devoted to employment-related uses is occupied by residential uses, widespread redesignation of these parcels would be infeasible. Therefore, increasing the intensity at which employment uses are developed or redeveloped will be a critical part of the planning process.

Increasing the intensity at which new employment is accommodated could have a significant effect on land consumption. For example, if the intensity of new nonresidential development were to occur at a rate that is 50 percent higher than the existing average (an average FAR of 0.30), it would require only about 5,200 acres instead of 8,000, as shown in Table 2-18 below. In order to meet the Target Absorption goal with the existing supply of vacant land, new job growth would need to be 100 percent higher (an average FAR of 0.40).

Table 2-18
Land Area Needed to Accommodate New Employment at
Various Average Intensities, 2006-2025

Acreage Needed at Specified Intensity Increase				
Land Type	Current Average Intensity (0.20 FAR)	50% Increase (0.30 FAR)	75% Increase (0.35 FAR)	100% Increase (0.40 FAR)
Industrial/Office	5,572	3,715	3,184	2,786
Other	2,450	1,474	1,195	985
Total	8,023	5,189	4,379	3,771

Source: AWI, 2006; Pinellas Planning Council, 2007

It should be noted that a FAR of 0.40 is already permitted for all employment-related categories in the *Countywide Plan Rules*. However, there are other factors that prevent developments and redevelopments from achieving maximum permitted intensities. Some industrial uses do not have much flexibility to increase their FARs, as they may require single-story buildings, outside storage, parking areas, and buffer zones between themselves and other uses. Many developments that do have this flexibility, conversely, find themselves constrained by local government land development regulations for setbacks, parking, drainage, landscaping, height limitations, and other standards that work together to reduce the amount of building floor area that can be constructed.

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In order to increase the overall average FAR, therefore, permitted intensities will need to be high enough to overcome these limitations. From a policy standpoint, this may mean that for appropriate projects in appropriate locations of the county, the permitted FAR should be increased significantly from what it is today. This issue will be addressed in more detail in chapters 4 and 5.

E. Summary

The purpose of this chapter is to reexamine and update the employment and land use estimate projections and conclusions of *Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community*. The information collected in the current study, based on a geographic information system (GIS) database and a survey of local employers, will be used to evaluate whether governmental action is needed to preserve or expand employment-related land in Pinellas County, with a special focus on industrial land.

A detailed examination of available land use and employment data suggests the following:

1. General

- Pinellas County remains a strong, attractive location for business growth. However, because the county is running out of developable vacant land, job growth in some industry sectors is constrained.
- Updating the findings of the *Pinellas by Design* effort, this study has identified job growth targets that the county must meet in order to maintain its high level of economic vitality. This “Target Absorption” scenario calls for the county to accommodate about 182,000 new jobs by 2025.
- A goal is to have approximately 25 percent of those new jobs to be associated with high-wage primary employers, defined as those that import at least 51 percent of their revenue from outside of Pinellas County and pay wages of at least 130 percent of the average area wage. Target industries, or high-wage primary employers that can take greatest advantage of the Pinellas County setting while bringing the greatest potential benefit, have been identified.
- If Pinellas County is to achieve the goal, it will need to expand target industry employment at approximately 2.1 times the national average annual growth rate. Target industry growth at this rate would mark a significant departure from current employment patterns in the county, and cannot be expected to occur without concerted economic development efforts.

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- At the current average development intensity of 0.20 floor area ratio (FAR), the job creation goal requires about 8,000 acres of developable land. Currently, the county has fewer than 4,000 vacant acres designated for employment-related uses, leaving a projected deficit of another 4,000 acres. About 3,200 of these acres are needed to accommodate industrial and office jobs, which make up the majority of target industry employment.
- It is highly unlikely that 100 percent of the existing vacant acreage will be available or suitable for development. Therefore, the projected land deficit should be treated as a conservative assessment.

2. Land Use

- Businesses that can accommodate the greatest number of employees on the least amount of land should be given priority in economic development efforts. Target industry businesses reported using less average land area per employee (1,800 square feet) than estimates for overall business growth in the county (1,900 square feet), reinforcing the appropriateness of pursuing these businesses.
- The small average parcel size that predominates in Pinellas County is not necessarily a barrier to employment-related development and redevelopment. Eighty-seven percent of target industry businesses were located on parcels measuring 7.5 acres or smaller, and 49 percent were located in buildings measuring less than 24,000 square feet. However, the predominance of small parcels also points to the need for land assembly to accommodate larger businesses.
- Approximately one-third of target industry businesses are located on land designated Industrial General or Industrial Limited, and more businesses were located on Industrial Limited land than any other future land use category. Those located on industrial land tend to exhibit different land use characteristics, such as higher average building area per employee, than those occupying nonindustrial land, suggesting that industrial designations meet a unique set of land use plan requirements.

3. Policy Implications

- The most likely combination of strategies needed to successfully accommodate target employment absorption will include a combination of the following:
 - Maintain existing industrial/office properties wherever feasible.
 - Utilize vacant property classified for employment purposes to the fullest extent possible.

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- Encourage new and redeveloped property to be developed at higher floor area ratios in order to accommodate more jobs on less land.
- Increasing the intensity at which new employment is accommodated could have a significant effect on land consumption. If the projected job growth were accommodated at an FAR of 0.40 (or twice the existing average intensity), it could theoretically be absorbed on just under 4,000 acres of land.
- Many employment-related uses lack the flexibility to develop or redevelop at a FAR of 0.40. Therefore, it will be necessary to allow some uses, where appropriate, to develop at significantly higher intensities in order to raise the average FAR.

These findings will be combined with the supportive information in Chapter 3, and used to inform the policy recommendations presented in chapters 4 and 5.

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Chapter 3: Supportive Information

The *Target Employment and Industrial Land Study for the Pinellas Community* (TEILS) was undertaken to analyze the location and conditions of industrially-designated land, whether they meet the needs of the county's target industries, and the circumstances under which conversion to other land use designations would be appropriate. The study included the development of a survey that was mailed to all 2,328 countywide target industry businesses to solicit input on the real estate development issues affecting them. The survey results from the 20 percent return rate were compared with extensive spatial analysis through database querying to verify existing conditions and create projections of future demand. Common development characteristics were identified through parcel location analysis and changes in countywide criteria to facilitate protection of important industrial areas while supporting redevelopment activity.

In addition to information derived from the survey, locational characteristics associated with viable industrial and/or target industry development are examined in this chapter. These locational characteristics include roadway, airport, railroad, and transit access. Major industrial concentrations in the county take advantage of and benefit from those characteristics. The final part of this chapter examines those concentrations and the role they play in maintaining the economic vitality of the county.

A. Target Industry Survey

In January 2007, a direct mail survey of existing target industry businesses was conducted. The survey included 23 questions (shown in Appendix A) intended to gain information about the general characteristics and specific land-based needs of the target industries (identified in Chapter 2), while evaluating the strengths and weaknesses of Pinellas County as a business location. The survey was mailed to all 2,328 target industry businesses, as identified by the federal *Quarterly Census of Employment and Wages* (QCEW) and *MarketPlace* published by the private company, Dun & Bradstreet (D&B). Response to the survey was good, at approximately twenty percent.

The following major observations were derived from the survey responses of Pinellas County target industry businesses with five or more employees. More detailed results broken down by industry cluster are included in Appendix A.

1. General Business Characteristics

Almost two-thirds (65 percent) of responding businesses reported employing between five and 24 people. One quarter of the respondents employed between 25 and 99, six percent between 100 and 249, and four percent 250 or more. The largest firm that

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responded to the survey had 3,500 employees. Due to the inclusion of a small number of large firms, median employment per business (thirteen people) was much smaller than average employment (66 people).

The majority (73 percent) stated that their business was founded in Pinellas County, while 24 percent were founded outside the county. Larger businesses were less likely to have been founded locally.

Sixty-two percent of respondents stated that their businesses operated from a single site. Thirteen percent represented subsidiary or satellite locations of larger firms, while twelve percent represented the headquarters of larger firms. Larger businesses were less likely to be the only location operated by a business, and more likely to be either a headquarters or a subsidiary of a larger organization.

The largest percentage of respondents (44 percent) reported renting or leasing part of a larger building. A significant percentage of businesses (38 percent) stated that they owned their own buildings and land. Seventeen percent rented or leased an entire building.¹

Sixty-seven percent of respondents reported exporting more than half of their goods or services outside of Pinellas County. Thirty percent, while still engaged in export, sold more than half their products inside the county. Larger businesses were more likely to export a higher percentage of products.

2. Land and Building Area

Survey recipients were asked to report their building floor area and land parcel size. This information was also collected independently for all of the target industries through a geographic information system (GIS) analysis and is included in Chapter 2. However, inclusion of the same questions in the survey allowed the responses to be combined with other survey data, such as the number of employees reported by each business.

Based on the responses to these questions, it is possible to construct a profile of the land and building needs of a “typical” target industry business based on its size. Combined with other information, such profiles could be used to help determine whether given parcels are viable for target industry use, or to assist with economic development efforts to match target industry businesses with potentially appropriate sites.

¹ Questions in which the responses total to less than 100 percent indicate that a percentage of respondents did not provide an answer.

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As there can be a great deal variability among individual businesses, rather than average or median values, ranges of land and building areas were calculated.

- Businesses with five to 24 employees tend to require fewer than 24,000 square feet of building area and less than 0.5 acres of land.
- Businesses with 25 to 49 employees tend to require between 10,000 and 50,000 square feet of building area and one to five acres of land.
- Businesses with 50 to 99 employees tend to require 25,000 to 250,000 square feet of building area and two to ten acres of land.
- Businesses with 100 to 249 employees tend to require 50,000 to 250,000 square feet of building area and two to ten acres of land.
- Businesses with more than 250 employees tend to require 100,000 to 250,000 square feet of building area and at least ten acres of land.

The surveyed businesses were also asked to state how well their building floor area needs were being met at their location. Seventy-nine percent stated that their sites were “excellent” or “good” in this regard, while nineteen percent stated that they were “fair” or “poor.” However, when asked separately whether space for future expansion was available at their current sites, the respondents were nearly evenly divided between those with sufficient space (48 percent) and those without (44 percent).

Thirty-eight percent of respondents reported that they expected to need more space within the next five years. Six percent of respondents cited government regulations as a barrier to expansion.

3. Site Use

The survey asked recipients to estimate the percentage of land and building space they devoted to various uses. As with the land and building area profiles above, the responses were aggregated into a profile of a “typical” target industry business and the mix of land uses it requires. These data were combined with other information to evaluate the appropriateness of existing future land use categories designed to serve target industries, as discussed in chapters 4 and 5.

The respondents indicated that, on average, 43 percent of their land area was devoted to building footprint, 31 percent to vehicular uses (such as parking and driveways), and eleven percent for other uses such as drainage and green space. Fifteen percent remained as developable vacant space.

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The most prevalent use, occupying an average of half of all building space, was office, with manufacturing/fabrication/production occupying the second largest percentage at 21 percent. Storage/distribution occupied eleven percent, nine percent was used for retail, and five percent was used for laboratory or research activities.

Respondents were also asked if they would consider relocating or expanding to a new site, and what major activity they would conduct there. Office uses were indicated by the most respondents (42 percent), followed by production (seventeen percent), retail (seven percent), storage/distribution (five percent), and laboratory/research activities (three percent).

4. Site/Location Desirability

Ninety-three percent reported their general location as “excellent” or “good.” A smaller majority, 74 percent, gave the same rating to their own building and site. Twenty-five percent of respondents reported that they expected to move their existing business to a new location within the next five years, and ten percent anticipated opening an additional site.

In a separate question, the businesses were asked to consider what type of site they would consider moving into, with multiple responses permitted.² A majority (54 percent) reported that they would consider moving into an existing, previously-developed site. Thirty-eight percent stated that they would consider a newly-constructed site. Twenty-nine percent indicated that they would be willing to move to an industrial or business park, and eleven percent were willing to relocate to a downtown. Smaller percentages of respondents reported that they would be interested in live/work space (eight percent), a research/ development park (seven percent), or business incubator space (five percent). Ten percent of respondents did not provide any information about potential sites they would consider.

An additional question asked the recipients where they would be willing to look for a new site, with multiple responses allowed. Fifty-one percent of respondents stated that they would look close their current site within Pinellas County, and the next highest percentage (21 percent) stated that they would look elsewhere within the county. Seventeen percent would be willing to look outside the county; nine percent would look outside Florida but within the United States; five percent would look inside Florida but outside of Tampa Bay; and less than one percent would be willing to consider moving outside the United States. Thirty-two percent of respondents did not provide any information about potential locations they would consider.

² For questions in which multiple responses were permitted, the results total to greater than 100 percent.

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5. Site Availability

When asked about the general availability of appropriate business sites within the county, respondents were evenly split between those who gave favorable (“excellent” or “good”) and unfavorable (“fair” or “poor”) responses, with about 40 percent in each group. The quality of available sites in the county received a nearly identical set of responses. When asked about the expectations for their specific business to find land for future expansion without relocating from Pinellas County, 35 percent gave favorable responses, while 47 percent were unfavorable, suggesting that some businesses have specialized site needs that are less easily met within the county.

6. Land Use Types

a. General Land Use

Survey participants were asked a series of questions about whether they had experienced land use-related constraints on their business operations, either on their own sites or due to changes in development on adjacent properties. While the majority of respondents reported no issues, a sizable minority indicated that they had experienced some problems. In separate questions, nineteen percent of respondents reported experiencing some regulatory constraints on business facilities or operations, in some cases due to the proximity of residential development; thirteen percent indicated that land use or zoning regulation issues were restrictive enough to prevent their businesses from performing up to potential; and twelve percent of respondents indicated that constraints had been caused by regulatory or land use changes on nearby properties. (Note that there is likely to be overlap among the responses to those questions.)

The recipients were also presented with a list of potential solutions to ease problems faced by businesses, and asked to rate them in importance. Included among those that were rated “very important” or “somewhat important” by the highest percentage of respondents included protection of commercial sites from conversion to other uses (69 percent), protection of industrial sites from conversion to other uses (58 percent), and relaxation of planning policies to allow new business development (55 percent).

b. Industrial Land Uses

Thirty-six percent of respondents stated that their businesses required an “industrial-type zoning/land use designation (e.g., manufacturing or warehousing),” alone or in conjunction with commercial uses such as office space

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and retail. The same percentage of respondents was determined through GIS analysis to be located on industrial land.³

Beyond the need for industrially-designated parcels by individual businesses, the survey results suggest that industrial land is also considered beneficial by the larger business community. Although only 36 percent of respondents were located on industrial land, as stated above, 58 percent stated that protecting these parcels from conversion to other uses was “very important” or “somewhat important” to their businesses. Forty-three percent went further, stating that additional industrial land is needed with the county. This response suggests that some businesses derive indirect benefit from the presence of industrial land, perhaps because they depend on suppliers or distributors who require these locations.

c. Commercial Land Uses

Forty-five percent of respondents stated that their businesses required “commercial-type zoning/land use designation” (e.g., office space or retail) alone, and another seventeen percent require a mix of commercial and industrial uses. As stated above, 69 percent said that protecting commercial parcels from conversion to other uses was “very important” or “somewhat important” to their businesses, and 52 percent indicated that more commercial land is needed within the county.

d. Other Land Uses

Thirty-seven percent of respondents indicated that the provision of more live/work units or home offices was either “very important” or “somewhat important.” However, only eight percent of respondents stated that they would be willing to consider moving into a live/work space in the future. Similarly, 44 percent stated that provision of more business incubator space was “very important” or “somewhat important,” but only five percent said that they would be willing to consider this type of location in the future. As with industrial land, the results suggest that businesses perceive indirect benefits from allowing these uses, which are conducive to the creation of startup companies and other small ventures.

³ There was not perfect correlation between respondents who reported requiring industrial designations and those who were physically located on industrial parcels. This may be attributable to businesses operating at multiple locations with different future land use designations. Alternatively, the fact that light industrial uses are permitted within the Commercial General designation may have been interpreted as an industrial designation by some respondents.

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7. Other Issue Areas

a. Transportation Infrastructure

Transportation infrastructure allows companies to move workers, materials, and products, and is an essential prerequisite for virtually every business. The survey asked participants a number of questions about various components of the local transportation system. The responses, summarized below, were also combined with GIS data that mapped target industry business locations relative to transportation infrastructure, as discussed in Section 3.B.

Sixty-six percent of respondents rated their access to the interstate highway network as “excellent” or “good,” making it the highest-rated physical or socioeconomic feature in the county. However, the respondents also rated improvements to road infrastructure as the most important local government solution to problems faced by businesses. These results suggest that the arterial roadway system is well laid-out for the needs of businesses, but that other factors, such as traffic congestion or the general state of road repair, require improvements unrelated to access. The fact that these issues were ranked so highly reflects the critical importance of the roadway network to local businesses.

Sixty-two percent of respondents stated that airport access from their site was “excellent” or “good,” making it the second most highly-rated physical or socioeconomic feature. This favorable rating likely reflects two factors: the quality of the roadway connections that carry traffic to the airports, and the layouts of the airport sites themselves.

“Excellent” or “good” responses were given by significantly fewer respondents when asked about their access to a seaport (sixteen percent) or railroad line (nine percent). In part, the last two percentages are artificially low because very few respondents stated an opinion. Only eleven percent stated that either seaport or railroad access was “fair” or “poor,” while the remaining respondents either did not respond to those questions, or indicated that they were not applicable to their businesses. These results suggest that a minority of businesses require these facilities, and that their assessments of the quality of the local facilities are mixed.

Less than one-third of respondents (31 percent) stated that the general availability of public transit was “excellent” or “good,” but when asked about availability at their current site, 42 percent gave a favorable response. This may reflect the tendency for target industry businesses to locate along major arterial roadways (see Appendix G), which are typically better served by local bus service than other

Target Employment and Industrial Land Study for the Pinellas Community

roadways. Fifty-five percent of respondents stated that the improvement of public transit services is “very important” or “somewhat important.”

b. Workforce Issues

The survey asked the businesses about factors affecting their ability to attract and retain an adequate workforce. Forty percent of respondents gave a favorable rating (“excellent” or “good”) to the availability of adequate skilled labor in the county, while 49 percent gave an unfavorable rating (“fair” or “poor”).

A major factor in the ability to attract skilled workers is the cost of housing and living expenses in the county. Just 21 percent of respondents gave a favorable response to local housing and other living costs, compared with 61 percent unfavorable. In a separate question, 62 percent of respondents stated that the creation of more workforce housing is “very important” or “somewhat important” to address problems faced by local businesses.

These responses point to the critical need to address the lack of affordable workforce housing, which is discussed further in Section 3.B. In addition, they underline the need to continue the workforce education and training initiatives that are part of Pinellas County’s economic development efforts, as discussed in Chapter 4.

c. Proximity to Related Businesses

An important aspect of the business environment is the ability of interdependent suppliers, service providers, customers, and related businesses to locate close to one another. Sometimes referred to as “critical mass” or “economies of agglomeration,” these local networks enable similar businesses to minimize transportation costs and draw from the same pool of skilled workers, among other benefits.

Survey recipients were asked questions about their proximity to related businesses. Fifty-eight percent of respondents stated that their proximity to customers was “excellent” or “good.” Forty-nine percent gave the same responses regarding proximity to suppliers, and 39 percent to their proximity to similar businesses. However, when asked the same questions about the county as a whole, the percentages were slightly lower. Fifty percent stated that proximity to customers countywide was “excellent” or “good,” 42 percent gave favorable responses to proximity to suppliers, and 33 percent gave favorable responses to proximity to similar businesses.

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The lower percentages at the countywide level may suggest that, while Pinellas County occupies a relatively small land mass, businesses do not view its entirety as being in proximity to their local sites. Alternatively, the results may indicate that while small agglomerations of related target industries occur in localized areas, this is not necessarily replicated on a countywide basis. Since the proximity of related businesses in a given industry can act as a selling point for attracting and retaining additional businesses, further examination of this issue may be useful for economic development efforts.

d. Business Costs

The cost of purchasing land on which to place a business varies greatly depending on location. In addition, there are locally variable expenses associated with operating a business on a day-to-day basis, due to prevailing costs for labor, workman's compensation, property insurance, local government taxes and fees, and other factors. While these factors are not directly related to land use planning, for informational purposes, the survey participants were asked their opinions about the local costs for these items.

Fifty-four percent of respondents indicated that the land cost of their current site was favorable ("excellent" or "good"), compared to 34 percent unfavorable ("fair" or "poor"). It should be noted that respondents who own their properties have likely based their opinions on their costs at the time of purchase, which may have been many years in the past. Given the rapid rise in property values observed during the last several years, these responses may not reflect respondents' opinions of the current real estate market. Accordingly, when asked to rate the general cost of sites countywide, the response was significantly more negative, with 23 percent favorable and 58 percent unfavorable.

Questions about ongoing costs yielded more negative responses than positive. Thirty-six percent rated their labor costs as favorable, while 52 percent gave an unfavorable response. The cost of workman's compensation was rated as favorable by 22 percent and unfavorable by 67 percent. Twenty percent of respondents gave a favorable response to costs attributable to government regulation and taxes, while 67 percent rated it as unfavorable. Just seven percent gave a favorable response to the cost of wind and flood insurance, compared with 78 percent unfavorable.

These unfavorable opinions must be taken in context, since few people, whether in the business community or otherwise, express enthusiasm for the expenditure of funds. However, the prevalence of negative responses should be combined with other data to determine whether business costs are significantly higher in Pinellas

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County than in other areas that may attract the same potential target industries. Disproportionately high costs, whether for land or operating expenses, will put Pinellas County at a competitive disadvantage that must be mitigated if the local economy is to remain robust.

8. Quality Factors

The survey asked recipients to rank various physical and socioeconomic features of Pinellas County on the basis of quality, and separately, on their importance to businesses. (A number of these results have been discussed above in other contexts.) The responses are an indication of the strengths and weaknesses of the countywide business environment, which can be used to guide future planning and economic development efforts.

The factors ranked highest in quality, defined as those receiving the largest percentages of “excellent” and “good” responses, included access to the interstate highway network (66 percent), access to an airport (62 percent), proximity to customers (50 percent), and proximity to higher education institutions (45 percent).

The factors ranked lowest in quality, or those receiving the largest percentages of “fair” and “poor” responses, included the cost of flood and wind insurance (78 percent), government regulation and taxes (67 percent), cost of workman’s compensation insurance (67 percent), and cost of land within the county (58 percent).

Irrespective of the quality rankings, the factors ranked as most important by the largest percentages of respondents included the availability of skilled labor (53 percent), the cost of flood and wind insurance (42 percent), government regulation and taxes (40 percent), and the cost of land (37 percent). These responses are cause for concern, since two of the factors considered most important to businesses were also ranked lowest in quality.

Recipients were then asked to rank a number of solutions that could be used to address problems faced by local businesses. It should be noted that, in contrast to the broad list of physical and socioeconomic features discussed above, the list of potential solutions was somewhat narrow, and included only land use and transportation planning actions that could be initiated by local governments. The highest-ranked solutions, defined as those receiving the largest percentage of “very important” and “somewhat important” responses, were improvements to road infrastructure (75 percent), protection of commercial sites from conversion to other uses (69 percent), more workforce housing (62 percent), and protection of industrial sites from conversion to other uses (58 percent).

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B. Locational Characteristics

1. Transportation Infrastructure

The role played by quality transportation infrastructure in the attraction, retention, and enhancement of local businesses should not be underestimated. The movement of goods, services, and people is critically important to the success of virtually all businesses and industries making access to quality transportation infrastructure a necessity for continued economic viability.

A review of target industry access to major transportation infrastructure was conducted using two methods. First, survey participants were asked to rate the importance of roadway, airport, and rail service access to their businesses, and to rate the quality of those systems in Pinellas County. Secondly, the target industry parcels identified above were analyzed for their proximity to that infrastructure. The information is presented below.

a. Arterial Roadway Access

Businesses rely upon major roadway systems for goods movements, easy access for employees, and for high visibility intended to attract potential customers. Analysis of county industrially-designated land included identification of business types and their relative proximity to major transportation corridors. The analysis utilized the Pinellas County Metropolitan Planning Organization (MPO) Principal Arterial Corridors, as well as the Florida Department of Transportation (FDOT) Strategic Intermodal System Corridors. These corridors serve the majority of truck east-west and north-south traffic movements in the county. Major transportation facilities include U.S. Highway 19, Interstate 275, State Road (SR) 686 (East Bay Drive), SR 688 (Ulmerton Road), SR 60 (Gulf-to-Bay), SR 580, as well as county multilane arterial roadways.



U.S. 19 & I-275 Corridors
St. Petersburg

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As part of the analysis, all businesses and target industries located within one-half mile of the centerline of the roadways were identified. Of the 2,328 target industries in the county, the analysis showed that a total of 1,190 businesses or 53 percent of them are located within one-half mile from major roadways, as shown in Appendix G. This locational characteristic indicates that property with direct or close-to-direct access to and visibility from the major roadways suit the transportation needs of industrial users as opposed to sites which lack access and/or visibility.

Analysis of the data indicates that:

- A total of 731 businesses (31 percent) are located within one-half mile of a county-designated principal arterial corridor.
- A total of 459 businesses (20 percent) are located within one-half mile of an FDOT-designated Strategic Intermodal System corridor.

Survey responders indicated a strong desire for locations adjacent to highways, with nineteen percent listing it as one of the top five most important factors affecting their businesses. Sixty-six percent of respondents rated highway access at their location as “excellent” or “good,” making it the most highly-rated locational factor.

In addition, a review of the current transportation capital improvement project schedules was conducted. The table on the next page lists planned and completed municipal, unincorporated Pinellas County, and State of Florida roadway improvements that will impact industries in the county. Because quality access and visibility are so important to businesses, in addition to their proximity to roadways, planned improvements to those roadways should be used as decision criteria when conversion of industrially-designated land is proposed.

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**Table 3-1
Currently Funded Roadway Widening Projects and New Roads in Pinellas**

Roadway	Improvement	From	To	Year	Entity
43rd Street	New 2-lane road	70th Avenue	78th Avenue	2006/07	City of Pinellas Park ⁴
62nd Avenue N.	Widen from 2 to 4 lanes	49th Street N.	34th Street N.	2010/11	Pinellas County ²
82nd Avenue	Construction	66th Street	200 feet west	2007/08	City of Pinellas Park ⁴
102nd Avenue	Widening	U.S. 19	58th Street	2010/11	City of Pinellas Park ⁴
102nd Avenue	Widen from 2 to 4 lanes	125th Street	113th Street	2010	Pinellas County ²
102nd Avenue	Widen from 2 to 4 lanes	137th Street	125th Street	2011	Pinellas County ²
Arlington Avenue	Road extension	West of Buckingham	N/A	2008/09	City of Oldsmar ³
Belcher Road	New 4-lane road	Alderman Road	Klosterman Road	2007	Pinellas County ² / FDOT ¹
Bryan Dairy Road	Widen from 4 to 6 lanes	Starkey Road	72nd Street	2009/10	FDOT ¹
Burbank Road	Road extension	N/A	N/A	2007/08	City of Oldsmar ³
CR 298/102nd Ave.	Widen	125th Street	Ridge Road	2007	FDOT ¹
Forest Lakes Blvd.	Widen from 2 to 4 lanes	SR 580	SR 584	2012	Pinellas County ²
Gandy Boulevard	Widen from 4 to 6 lanes	MLK Jr. Blvd.	Brighton Bay	2007/08	FDOT ¹
Gandy Boulevard	Widening	28 th St. South/North	Martin Luther King Jr.	2007	City of St. Petersburg ⁵
Hayes Road	Road extension	N/A	Douglas Road	2007/08	City of Oldsmar ³
Keystone Road	Widen from 2 to 4 lanes	U.S. 19	East Lake Road	2009/11	Pinellas County ²
Park St./Starkey Rd.	Widening	Tyrone Blvd.	84th Lane	2010/12	Pinellas County ²
Shore Drive East	Widening	Lafayette Blvd.	Mobbly Preserve	2008/09	City of Oldsmar ³
SR 586 (Curlew Rd.)	Add lanes	West of CR 1	East of Fisher Road	2007	FDOT ¹
SR 686	New 4-lane road	East of 40th Street	West of 28th Street	2007/08	FDOT ¹
SR 686	New road	North Bound I-275	West Bound SR 686	2009	FDOT ¹
SR 688 (Ulmerton Road)	Add lanes	East of Oakhurst	East of 119th Street	2006/07	FDOT ¹
SR 688 (Ulmerton Road)	Widen from 4 to 6 lanes	West of 38th Street	West of I-275	2010/11	FDOT ¹
SR 688 (Ulmerton Road)	Widen from 4 to 6 lanes	El Centro/Ranchero Blvd.	West of U.S. 19	2006/07	FDOT ¹
SR 688 (Ulmerton Road)	Widen from 4 to 6 lanes	East of 119th Street	West of Seminole Bypass	2010	FDOT ¹
SR 688 (Ulmerton Road)	Widen from 4 to 6 lanes	Wild Acres Road	El Centro / Ranchero Blvd.	2010/11	FDOT ¹
Starkey Road	Widen to 6 lanes	Bryan Dairy Road	Ulmerton Road	2010	Pinellas County ²
Starkey Road	Widen	84th Lane	Brian Dairy Road	2009	Pinellas County ²
Starkey Road	Widen to 6 lanes	Ulmerton Road	East Bay Drive	2012	Pinellas County ²
State Street	Construction	Lafayette Blvd.	Wellington	2006/07	City of Oldsmar ³
Sunset Point Road	Widen from 2 to 4 lanes	Highland Avenue	Keene Road	2011	Pinellas County ²
U.S. 19	Add lanes	South of NE Coachman Road	North of Sunset Point Road	2007	FDOT ¹

¹ FDOT Work Program 2007-2011

² Pinellas County CIP 2007-2012

³ Oldsmar 2006-2012 CIP

⁴ Pinellas Park CIP 2005/06-2009/10

⁵ City of St. Petersburg CIP 2007

Target Employment and Industrial Land Study for the Pinellas Community

b. Airports

The importance of quality airport service continues to grow for target industry businesses. Major airports provide access to suppliers and customers, and the rapid shipment of products to distant locations. The Tampa Bay region is fortunate to have access to two airports that provide significant opportunities for travel and distribution services, throughout Florida, the United States, and world markets. An indicator of the importance of airport access is that sixty-two percent of survey responders rated airport access at their location as “excellent” or “good,” making it the second most highly-rated locational characteristic.

St. Petersburg/Clearwater International Airport

The St. Petersburg/Clearwater International Airport (PIE) is a mid-size airport that accommodates charter carriers to secondary travel destinations, corporate air services, cargo operations for United Parcel Service and other companies, a Black Hawk Training Center, and private planes. Additionally, one of the largest U.S. Coast Guard air wings is located at the north end of PIE and provides support services throughout the Gulf of Mexico and Caribbean regions.



St. Petersburg/Clearwater International Airport
Pinellas County

PIE is a designated Foreign Trade Zone, which allows certain types of merchandise to be imported without going through Customs or paying import duties, allowing local businesses to participate in global trade at reduced costs.

The high percentage of businesses in proximity to the airport results from Pinellas County being a peninsula situated north-south with the airport being located in approximately the east-central portion of the county adjacent to Tampa Bay. A total of 617 businesses, or 27 percent of the total 2,328 in the county, are located within five miles, and 130, or nearly six percent, are within one mile of the airport. Data indicates that 1,559 businesses, or nearly 70 percent, are located within 10 miles of PIE. A significant concentration of these businesses are clustered in the Gateway Area of St. Petersburg, as well as within Clearwater and Pinellas Park

Target Employment and Industrial Land Study for the Pinellas Community

with easy access along Ulmerton Road, U.S. Highway 19, and Roosevelt Boulevard corridors that connect to the airport.

Tampa International Airport

Tampa International Airport is one of the top passenger airports in the world, as rated by the Air Transport Research Society, *Condé Nast Traveler* magazine, and J.D. Power and Associates.¹ A popular airport for business travel, it also features air cargo operations.



Tampa International Airport
Tampa

When evaluating the businesses in proximity to the Tampa International Airport (TIA), one-mile, five-mile, and ten-mile capture radii includes different portions of Pinellas County. There is a concentration of businesses clustered at the top of Tampa Bay within Oldsmar that have easy access along SR 580/Hillsborough Avenue to the Veteran's Expressway, and within the Gateway Area, but none are located within one or five miles of the airport, however, a total of 259 businesses or 12 percent are located within ten miles of TIA.

Airport access is an important factor that should be considered when evaluating whether industrial parcels should be protected from conversion to other uses. The cargo capability and Foreign Trade Zone designation of the St. Petersburg/Clearwater International Airport represent valuable resources to many manufacturing, wholesale, and other businesses that rely upon industrial land. And, the passenger amenities of Tampa International Airport may provide a greater benefit to corporate travel associated with commercial office uses.

¹ From Tampa International Airport press releases, 2002 to 2005.

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c. Railroad

While a minority of businesses require railroad access, those that do tend to be specialized users that are dependent upon the heavy cargo transport opportunities it provides. Some of these businesses transport or produce construction materials such as concrete and lumber, which help to reduce the costs of redevelopment for other local businesses by providing services to the larger business community. Most of these uses are located in the southern portion of the county in St. Petersburg and Pinellas Park but they are also located in Largo, Clearwater, Safety Harbor, and Oldsmar as well.



CSX Freight Rail Corridor
St. Petersburg

The county's single active railroad corridor, owned by CSX Corporation, traverses the county through those communities and connects to Hillsborough County along the top of Tampa Bay. Recent Pinellas County planning studies have focused attention upon the use of the existing rail corridor to increase multimodal transportation opportunities. However, survey responders, who require rail service for their businesses, indicated a strong desire to continue railroad freight service. This study identified businesses that have direct rail access including direct offloading facilities for heavy freight service. Unfortunately, there are few opportunities to increase freight rail service in the county because of the existing development patterns and additionally, there is limited land available that could be used to increase the rail corridor right-of-way although there are several acquisition options available.

There may, however, be opportunities for increased use of the existing line. Development of rail transit service could increase the availability of this asset to a wider variety of target industries. In particular, mixed-use developments that include high-density residential, commercial office, and some commercial retail uses would be most appropriate for development within transit station areas.

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The majority of survey responders either indicated that railroad access was not an issue that applied to their businesses, or they did not provide a response to this question. Of the 62 responders that provided an opinion, 29 or 47 percent stated that railroad access was “excellent” or “good” at their location.

Analysis of the data indicates that a total of 42 businesses, nearly two percent of the target industries, are located on property that has direct access to the railroad corridor. While this is a very small number of businesses, it is significant that for those dependent businesses, railroad access is critically important for their continued success in the county. For these existing businesses and because of the scarcity of parcels with direct railroad access, care should be taken before allowing them to convert to nonindustrial uses.

d. Transit

Recent surveys have placed the Tampa Bay region in the unenviable position of being one of the worst sprawl and congestion areas in the nation. Identified problems include the difficulty pedestrians have, the high number of bicycle/motorized vehicle collisions with resulting injury and/or death, and the dearth of quality public transportation that meets the needs of the population.

While the Pinellas Suncoast Transportation Authority (PSTA) provides public transportation services to the county, the authority and local governments continue to plan for system improvements. One such effort is the work being done by the Pinellas Mobility Initiative (PMI) that is studying enhanced mass transit largely concentrating on the establishment of bus rapid transit (BRT) service. The City of St. Petersburg and PSTA are moving toward an agreement on a BRT system on the 1st Avenue North and South corridors and from there, connecting to the beach. Potential corridors intended to serve other portions of the county are being studied as well. The intended result of the investigation is implementation of BRT service that, together with feeder lines, will connect business centers with population concentrations.

The Florida Legislature recognized that the Tampa Bay region was in need of a central decision-making authority when it established, through Senate Bill 506 in the 2007 regular session, the Tampa Bay Area Regional Transportation Authority (TBARTA). Currently, the region has several metropolitan planning organizations (MPOs) that participate in a certain level of cooperative planning, but essentially, are separate organizations with separate goals. TBARTA joins Citrus, Hernando, Hillsborough, Pasco, Pinellas, Manatee, and Sarasota counties in a regionwide transportation planning and implementation initiative. The TBARTA legislation is intended to join these organizations in a cooperative effort to plan regionally rather

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than parochially. The legislation says that “The express purposes of the authority are to improve mobility and expand multimodal transportation options for passengers and freight throughout the seven-county Tampa Bay region.” This goal will be accomplished through coordination and consultation with local governments on transit or commuter rail station area plans that provide for compact, mixed-use, transit-oriented development that will support transit investments and provide a variety of workforce housing choices, recognizing the need for housing alternatives for a variety of income ranges.

Pursuant to the legislation, TBARTA will, no later than July 1, 2009,

develop and adopt a regional transportation master plan that provides a vision for a regionally integrated multimodal transportation system. The goals and objectives of the master plan are to identify areas of the Tampa Bay region where multimodal mobility, traffic safety, freight mobility, and efficient emergency evacuation alternatives need to be improved; identify areas of the region where multimodal transportation systems would be most beneficial to enhance mobility and economic development; develop methods of building partnerships with local governments, existing transit providers, expressway authorities, seaports, airports, and other local, state, and federal entities; develop methods of building partnerships with CSX Corporation and CSX Transportation, Inc., to craft mutually beneficial solutions to achieve the authority's objectives, and with other private-sector business community entities that may further the authority's mission, and engage the public in support of regional multimodal transportation improvements.

The master plan shall identify and may prioritize projects that will accomplish these goals and objectives, including, without limitation, the creation of express bus and bus rapid transit services, light rail, commuter rail, and heavy rail transit services, ferry services, freight services, and any other multimodal transportation system projects that address critical transportation needs or concerns...and identify the costs of the proposed projects and revenue sources that could be used to pay those costs.

If the efforts of TBARTA are successful, public transportation service in Pinellas County as well as that in the rest of the region, will be greatly enhanced. That enhancement will serve to support the economic development goals of this county by making quality public transportation more accessible and convenient for the industrial workforce to use.

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2. Other Infrastructure

a. Drainage

A significant redevelopment challenge, particularly when dealing with smaller parcels, is complying with land development regulations that require stormwater drainage mitigation. Most local regulations call for drainage facilities to be maintained on-site by each individual development. These facilities typically take the form of swales, ditches, or small ponds, which are critical to the mitigation of flooding, but can consume a significant portion of a parcel land area.

An alternative to requiring each parcel to have its own drainage facilities is to create larger district or regional drainage facilities that can serve multiple properties. A regional drainage facility can take the form of a small or medium-sized lake, which can be enhanced with attractive landscaping, sidewalks, and benches. What results is an appealing community amenity. Local governments may allow property owners the opportunity to “buy into” facilities in lieu of providing for drainage on-site. Alternatively, the facilities can be provided at no cost as an incentive to qualifying target employers, or to all developments in areas where revitalization is desired.

b. Workforce Housing

While the need for affordable workforce housing in the county is not directly related to the protection of industrial and other land suitable for the siting of target industries, this need has been consistently identified in county economic development reports and in the target industry survey performed for this study. In short, affordable workforce housing supports target industries by making it possible for workers to live in the county in which they are employed.

Some of this need could potentially be satisfied by building workforce housing on industrial land. However, building housing on that land could be problematic without processes that control for the buffering of housing from industrial uses. But, that potential problem is lessened if the activities can be characterized as being “clean” industry. Another problem is that constructing residential units on industrially-designated land removes it from the industrial land inventory. Another option is performance standards that control the external impacts of industrial users, limitations on the amount of land that could be used for residential purposes, and controls on housing sales, occupancy, and prices.

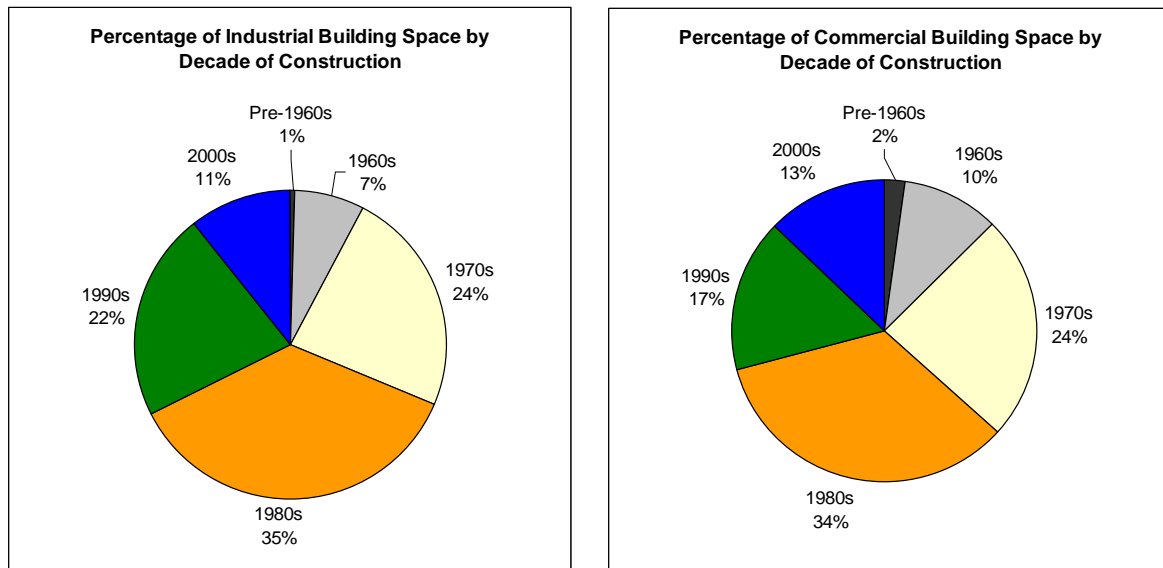
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3. Redevelopment Potential

Pinellas County's potential as an attractor of target industries is directly related to its ability to create opportunities for them that can compete on the national and international stage. Many of the target industries designated by the county are potential users of flexible spaces, including office and commercial space, which could be supported by higher density residential development. This section identifies potential strategies for creating these opportunities through changes to the PPC *Countywide Plan Rules* to allow for the flexibility needed to create a redevelopment strategy, which encourages greater cooperation between the development community and the needs of target industries.

The chart below illustrates the age of buildings in the Pinellas marketplace. The largest grouping of buildings were constructed in the 1980s, with 35 percent of industrial and 34 percent of commercial buildings having been built in that decade. If replacement construction cycles in 30-year periods, then a substantial proportion of the 1970s and older construction has reached or is nearing its replacement age.

Figure 3-1
Percentage of Buildings by Decade Constructed, 2006

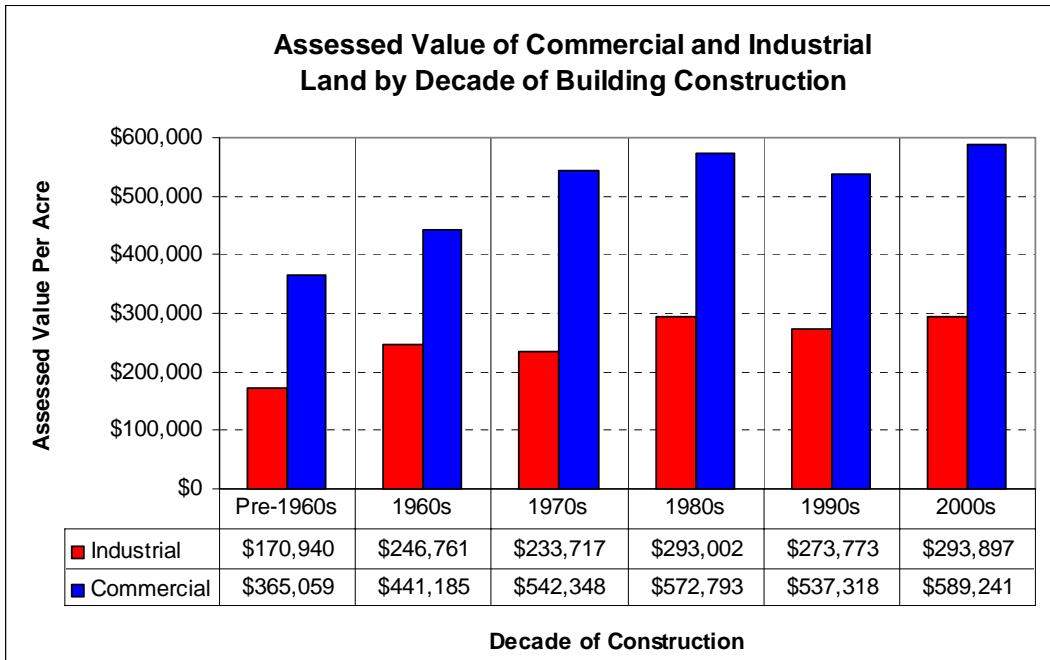


Source: Pinellas County Appraiser's Office, 2006 Data

The charts below show the significant difference that increased assessed values have had in the last 40 years. While commercial land value per acre has increased more than 38 percent in this period, industrial land values have increased only 16 percent in assessed value of land per acre. This trend helps to confirm the continuing pressure on property owners to convert from industrial to other uses.

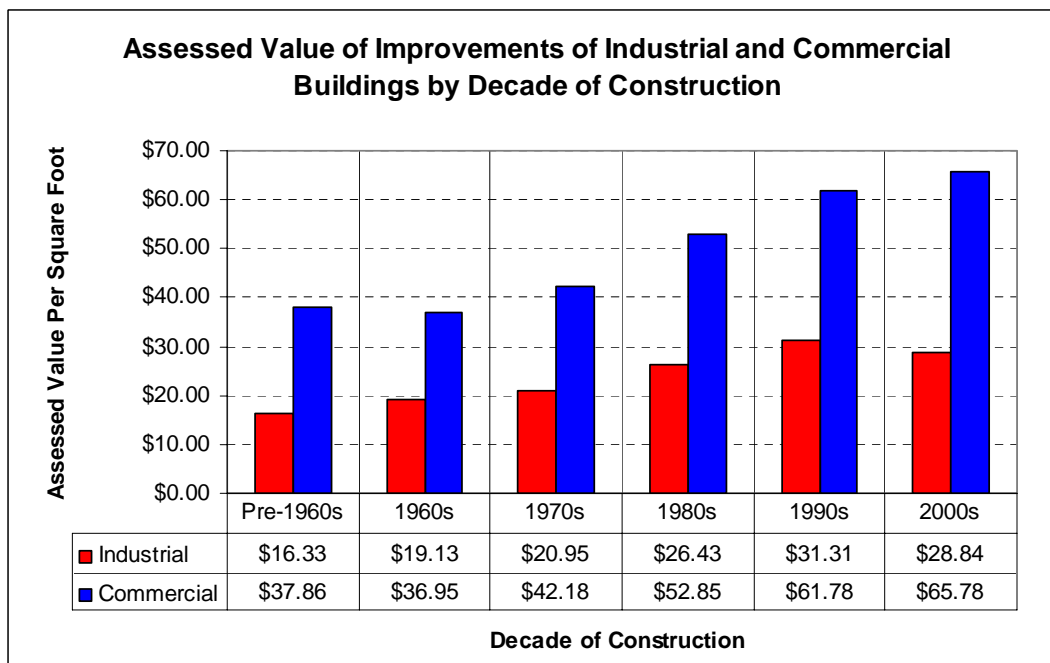
Target Employment and Industrial Land Study for the Pinellas Community

Figure 3-2



Source: Pinellas County Appraiser's Office, 2006

Figure 3-3



Source: Pinellas County Appraiser's Office, 2006

Target Employment and Industrial Land Study for the Pinellas Community

4. Building Types

Using countywide GIS datasets, a review was conducted of building types commonly used by target industries. Business publications and planning sources were reviewed to identify a set of prototypical building characteristics for industrial and office buildings. This research can be used to compare the county's existing industry building stock with national and regional building trends, with the goal of providing additional insight into the needs of both current target industries and those that may potentially relocate into the county. The full review is found in Appendix D.

C. Industrial Concentrations

1. Introduction

Some jurisdictions have made a distinction between various industrial land locations by categorizing them as either “prime” or “nonprime” because of their characteristics or how they are used. As discussed in another portion of this report (see Section 4.C.), there are some jurisdictions that have determined that there is public benefit in preventing or limiting conversions of prime industrial land to nonindustrial uses.

Prime industrial land has been defined by the Oregon Industrial Conversion Study Committee to mean land that has special characteristics that cannot be duplicated and that is well-located for its intended purposes supported by appropriate infrastructure. This definition is easily attached to heavy industrial uses that may have a variety of negative impacts. But in Pinellas County, the majority of our industrial uses are not located on Industrial Limited or Industrial General land. That does not mean that Pinellas lacks prime industrial land. It does mean that with our mix of industrial uses, especially those located in concentrations or clusters, their value for the economic well-being of the county, is significant to such an extent that they are deserving of special treatment when pressures are brought to bear that would convert land in those concentrations to other uses.

For the purposes of this study and subsequent amendment of the *Countywide Plan Rules*, the five concentrations of industrial land within Pinellas County discussed below will be considered the county's prime industrial land because 1) they have a large component of both IG and IL land and 2) those components, because of their size, location, current uses, and potential future uses, justify their being considered differently than scattered or isolated industrially-designated parcels.

Because of their prime status, requests to convert industrially-designated land in the five areas to some other designation should be denied unless there is a substantial public benefit to be derived from the change as discussed in Chapter 5. In other

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words, conversion requests for these areas should undergo a significantly more stringent examination at all levels of government in Pinellas County than would conversion requests for land outside the concentrations. On this topic the Oregon Conversion Committee said that “conversions impact the ability of local governments to maintain prime industrial areas and an adequate land supply for all uses. Competition for institutional, retail, commercial, or residential land uses may lead to undesirable conversions.” It is the intent of this study to identify circumstances that minimize the number of those undesirable conversions.

The discussion below presents descriptions of the five industrial concentrations that are intended to provide the reader with a feeling for the uniqueness of the areas that justifies their being considered differently than industrially-designated land beyond the boundaries of those areas. Note that the acreage figures represent each area in its entirety because no distinction has been made between incorporated and unincorporated land as long as it was a part of a larger area and was not an outlying parcel.

2. Prime Industrial Land Concentrations

Within Pinellas County are five concentrations of industrially-designated land generally located in proximity to the cities of Clearwater, Largo, Oldsmar, Pinellas Park, St. Petersburg, and Tarpon Springs. Most of them contain unincorporated as well as municipal land. Several of the named areas also contain subareas. However, the larger concentrations are identified by the name of the municipality they are most closely identified with. For example, the Central Pinellas generalized area has three subareas which are identified as Largo, Pinellas Park, and Gateway.

While each of the five industrially-designated areas has individual characteristics, they do have some common characteristics. For example, most have adequate access to the arterial roadway network which facilitates the shipment and delivery of goods. The majority of land in the concentrations is composed of smaller (up to 7.5 acres) parcels located in proximity to each other. And, historically, many of the centers were separated from residential developments, but as Pinellas County has become more developed, land that was previously not considered appropriate for residential development has, nonetheless, been developed resulting in encroachment on the industrial uses. The proximity of industrial and residential uses has caused conflicts, but because so many of the target industries in the county do not require industrially-designated land, those conflicts have not been as great as they otherwise would have been with heavy industrial development.

Pinellas County’s major industrial concentrations were reviewed in order to better understand their existing conditions and characteristics. The location of industrially-

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designated property with appropriately-sized parcels is an important physical characteristic for industrial viability. The long-term success of industrial uses in the county, as well as any target industries that require industrial land, is contingent upon the continued availability of suitable acreage with supportive physical systems.

There is a need in Pinellas County for suitable acreage sites that permit business expansion or new target industry establishment. One question on the industrial land survey asked about industrial acreage requirements. The responses were grouped into a range of parcel sizes based upon industry standards and building needs for the target industry clusters. Note that the industrial land database used in the preparation of this study did not contain sufficient parcel-specific information to allow an in depth analysis of approximately 560 acres of industrially-designated land some of which is located within, as well as outside, the concentrations.

Table 3-2 shows the existing countywide industrial acreage distribution by parcel size ranges. Examination of the table reveals that the majority (51.5 percent) of identified industrially-designated parcels measure four acres in size or less and 21 percent are between five and nine acres. Less than 100 acres separates the amount of acreage in the 11 to 25 and ≥ 25 parcel size ranges.

Table 3-2
Existing Countywide Industrial Land By Designation & Parcel Size

Industrial Area	Industrial General FLUP Acreage	Industrial Limited FLUP Acreage	Parcel Acreage	Total Industrial Acreage/%
Land Within Industrial Concentrations/%	777.4	3,722.0	Up to 4	4,499.4/51.5%
	348.5	1,488.5	5 to 10	1,837.0/21.0%
	106.0	1,127.0	11 to 25	1,233.1/14.1%
	127.4	1,032.1	≥ 25	1,159.5/13.3%
	1,360/15.6%	7,370/84.4%		8,730/94.0%
Land Outside Industrial Concentrations/%		294.7	Up to 4	294.7/52.6%
		100.6	5 to 10	100.6/17.9%
		59.0	11 to 25	59.0/10.5%
	30.4	75.7	≥ 25	106.1/18.9%
	30/5.4%	530/94.6%		560/6.0%
Total Countywide Industrial Land Acreage	1,390/15.0%	7,900/85.0%		9,290

Source: WilsonMiller, 2007

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The consultant mapped a total of about 9,290 existing acres of industrially-designated land in Pinellas County that comprises approximately 5.2 percent of the total countywide land acreage. Approximately 85 percent (7,900 acres) of the existing industrial acreage is designated Industrial Limited. The Industrial General category contains the remaining 15 percent or 1,390 acres.

Table 3-3 shows countywide industrially-designated land in Pinellas County by jurisdiction. Note that the approximately 3,190 acres of unincorporated county land represents that which may be inside or outside an identified industrial concentration.

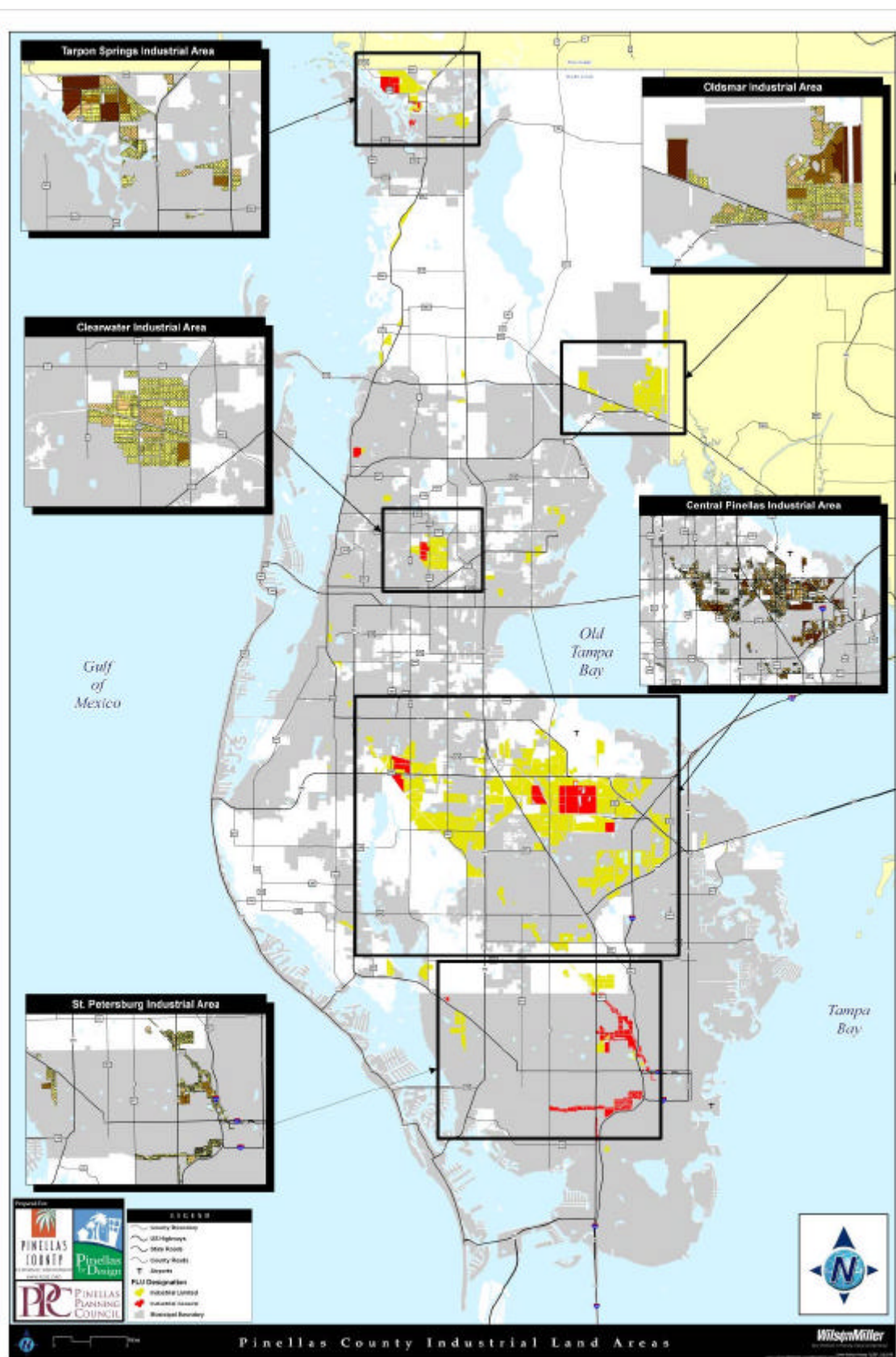
Table 3-3
Industrially-Designated Land By Jurisdiction

Jurisdiction	Industrial General FLU Acreage	Industrial Limited FLU Acreage	Total Industrial Acreage/%
Clearwater	24.1	284.5	308.6/3.3%
Dunedin	30.4	32.9	63.2/0.7%
Largo	22.5	657.5	680.1/7.3%
Oldsmar		634.3	634.3/6.8%
Pinellas Park	457.3	2,084.9	2,542.2/27.4%
Safety Harbor		78.3	78.3/0.8%
Seminole		74.8	74.8/0.8%
St. Petersburg	413.9	1,131.7	1,545.6/16.6%
Tarpon Springs	33.0	149.2	182.2/2.0%
Unincorporated County	408.4	2,771.5	3,179.9/34.2%
Total Countywide Industrial Acreage	1,390	7,900	9,290

Source: WilsonMiller, 2007

The map below shows the industrial concentrations within Pinellas County.

Target Employment and Industrial Land Study for the Pinellas Community



Target Employment and Industrial Land Study for the Pinellas Community

a. Central Pinellas Industrial Area

This industrial land concentration is comprised of three subareas: Largo, Pinellas Park, and the East Gateway to Pinellas County. When combined, the three areas form the largest concentration of industrially-designated acreage in Pinellas County. The approximately 6,350 acres represent about 68 percent of the countywide inventory. The three subareas are generally located north and south of the Ulmerton Road corridor with the predominant industrial land masses to the south of that roadway. Their centralized locations provide convenient access to Ulmerton Road, U.S. Highway 19, and I-275.

The Largo Subarea is comprised of land in Largo, Pinellas Park, and unincorporated county. It is comprised of land located generally to the east of the CXS railroad. To the south the subarea transitions from 118th Avenue N. to 126th Avenue N., and finally to the Ulmerton Road. The northern boundary is approximately the 142nd Avenue N. and 150th Avenue N. alignments, with the eastern boundary being industrial land east of Roosevelt Blvd. and north of Ulmerton Road.



Pinellas Park Subarea
Intersection of Belcher Road &
Brian Dairy Road Looking West

Major industrial concentrations are at or near the Starkey/Ulmerton roads intersection with those uses situated in its four quadrants. Heavy construction-related businesses including asphalt and concrete production facilities, but some conversion to strip commercial and residential uses has taken place. Some of the larger industrial tracts located off major roadway corridors use CSX rail freight service for large material deliveries. Other industrial concentrations are located north of Ulmerton Road between U.S. 19 and Roosevelt Blvd. Major industrial developments in the Largo Subarea include the Honeywell complex and the ICOT Center.

The northern boundary of the Pinellas Park Subarea abuts the southern border of the Largo Subarea and the East Gateway area to the east. It is composed of land located primarily in Pinellas Park and unincorporated county. The area is generally bounded by Ulmerton Road to the north and the 118th Avenue N/Brian Dairy Road

Target Employment and Industrial Land Study for the Pinellas Community

corridor to the south, but also includes land west of 28th St. N and south to Gandy Blvd. This area contains both heavy and light industrial uses, e.g., the Pinellas County Resource Recovery Facility, the Gateway Development of Regional Impact, a master planned industrial/office development, the Star Center, a publicly-financed redeveloped industrial site, and other high tech and heavy industrial uses.

The East Gateway Subarea is located in the east-central portion of Pinellas County with connection to Hillsborough County by way to I-275. It abuts the Largo Subarea to the north and the Pinellas Park Subarea to the west. Its prime location along the Interstate has facilitated substantial new construction of larger office/warehouse/distribution uses including the Carillon development, Home Shopping Network, ValPack, and other target industry operations.

The Central Pinellas industrial land inventory represents the major concentration of the county's available industrial land. Their protection is needed in order to continue servicing countywide needs. Their loss could negatively impact a variety of markets that use their products.

The table below shows that more than 88 percent of the land is designated Industrial Limited. The parcel size distribution indicates that about 47 percent of the businesses are located on parcels measuring four acres or less in size.

**Table 3-4
Existing Industrial Land By Area & Parcel Size**

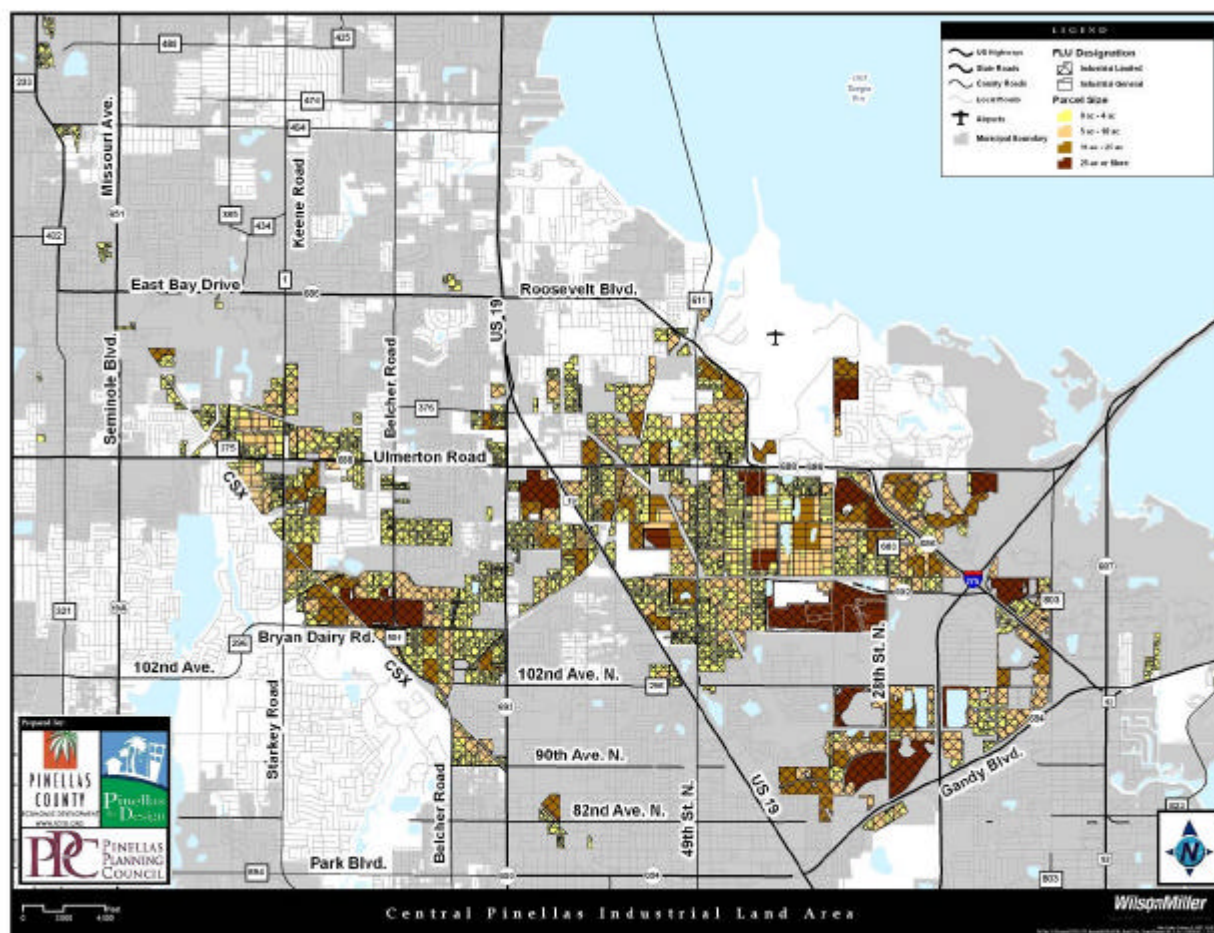
Industrial Area	Industrial General FLU Acreage	Industrial Limited FLU Acreage	Parcel Acreage	Total Industrial Acreage/%
Central Pinellas	267.6	2,733.6	Up to 4	3,001.2/47.4%
	276.7	1,207.0	5 to 10	1,483.6/23.4%
	90.6	910.6	11 to 25	1,001.2/15.8%
	85.0	766.7	≥25	851.7/13.4%
Total/%	720/11.4%	5,618/88.6%		6,338

Source: WilsonMiller, 2007

The map below shows the Central Pinellas Industrial Area. Note that a larger-scale map of the Central Pinellas Area as well as those for the three subareas can be found in Appendix G.

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Central Pinellas Industrial Area



b. St. Petersburg Industrial Areas

The City of St. Petersburg contains the second largest concentration of industrially-designated land in Pinellas. The three major locations total approximately 800 acres, and represent a little less than nine percent of the countywide inventory.

St. Petersburg Subarea 1 is generally situated northwest to southeast adjacent to the CSX railroad line near 22nd



St. Petersburg Area
I-275 Looking Northwest

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Avenue N. and is bisected by Interstate 275. Historically, uses in Subarea 1 developed near the railroad to take advantage of rail access and freight service. Today, however, according to results from the industry survey, undertaken as part of this study, few businesses take advantage of rail availability.

St. Petersburg Subarea 2 is located farther to the south and west of Interstate 275 in the Dome Industrial District. This area historically housed heavy industrial uses but now is underused, and the existing rail spur lines are no longer used.

St. Petersburg Subarea 3 is largely composed of the Tyrone Industrial District located on the western side of the city, south of 22nd Avenue N. along Tyrone Blvd. This industrial subdivision includes many marine and minor manufacturing-related warehouse uses.



Dome Industrial Park
Redevelopment Area
St. Petersburg

The St. Petersburg industrial inventory represents a significant portion of the county's available heavy industrial land. St. Petersburg is unique in that it is the only jurisdiction having the majority of its industrially-designated land in the Industrial General category. The table below shows that more than 53 percent of the designated land occurs within that category. The parcel size distribution includes more than 80 percent of the land on parcels measuring less than four acres in size, but only six percent of the industrially-designed land is found on larger tracts of more than 25 acres in size.

Table 3-5
Existing Industrial Land By Area & Parcel Size

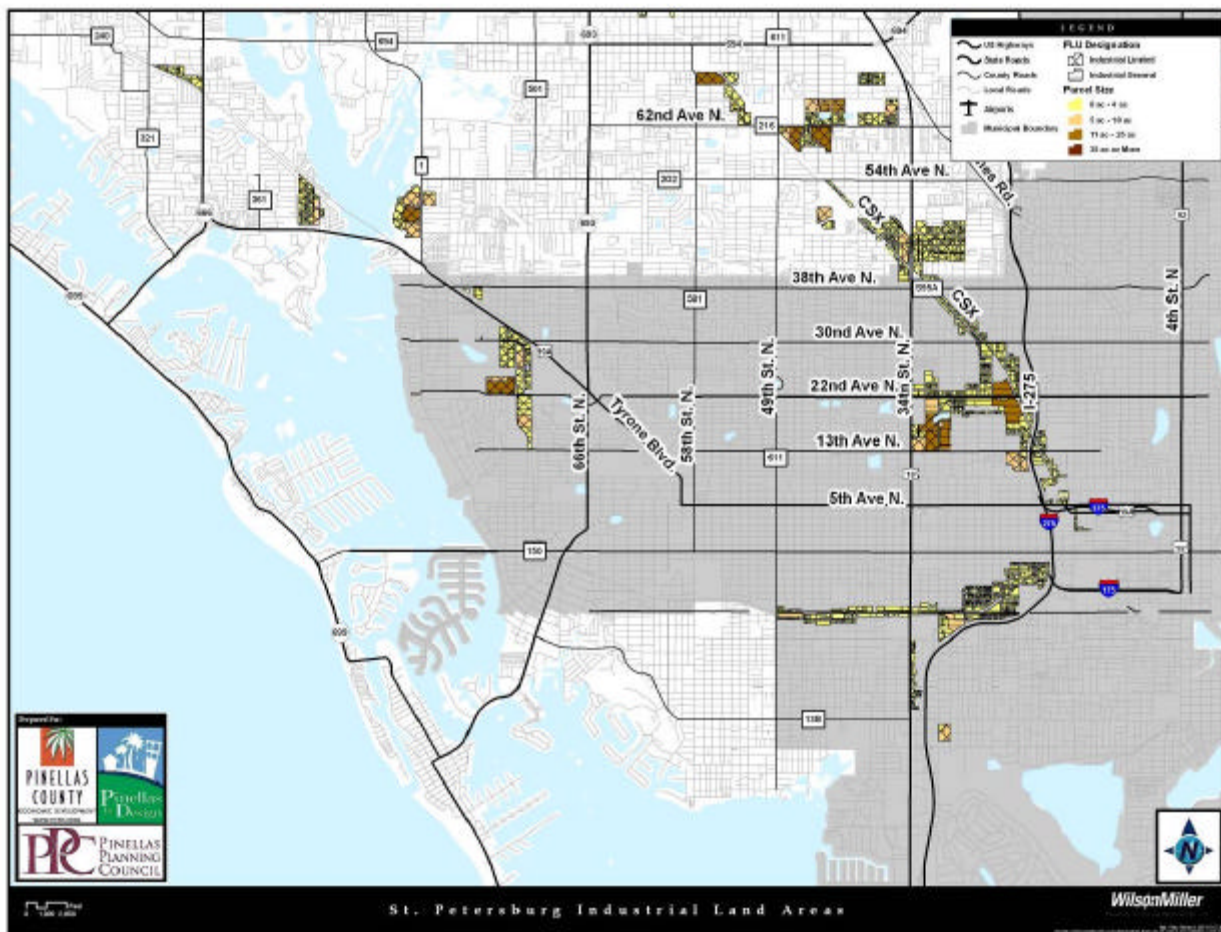
Industrial Area	Industrial General FLU Acreage	Industrial Limited FLU Acreage	Parcel Acreage	Total Industrial Acreage/%
St. Petersburg	389.9	258.6	Up to 4	648.5/80.9%
	40.7	64.1	5 to 10	104.8/13.1%
		48.3	11 to 25	48.9/6.0%
			≥25	
Total/%	431/53.7%	371/46.3%		802

Source: WilsonMiller, 2007

Target Employment and Industrial Land Study for the Pinellas Community

St. Petersburg has made significant investments in the Dome Industrial Park Redevelopment Area, a Community Redevelopment Area (CRA), through incentives and infrastructure improvements. The 166.2-acre area is generally bounded by I-275 on the east and south, 1st Avenue S. on the north, and 34th Street S. on the west. New construction activity is taking place, but pressure to convert the existing industrial land is occurring as well. Because the area is a CRA, it does not have an industrial land use designation, so, it is not shown on the St. Petersburg Industrial Areas map, but nonetheless, serves as a significant employment center. The city's large inventory of heavy industrial acreage, the ability to site and maintain those uses, and proximity of the railroad line fronting parcels gives St. Petersburg an advantage not enjoyed by any other municipality in the county. The unique rail location could provide an opportunity for mixed-use redevelopment if county multimodal transportation systems are built that require for local and regional station areas and end-of-line service and storage facilities.

St. Petersburg – Major Industrial Areas By Parcel Size



Target Employment and Industrial Land Study for the Pinellas Community

c. Oldsmar Industrial Area

The City of Oldsmar and adjacent unincorporated areas contain the third largest concentration of industrial land in Pinellas County. The approximately 735 acres represent about eight percent of the countywide inventory. A unique characteristic of Oldsmar is that all of its industrially-designated land is categorized as Industrial Limited. The two major industrial concentrations generally center on either side of the S.R. 580/Tampa Road corridor. The areas contain both old and new industrial parks with substantial manufacturing, distribution, and warehouse facilities.

Slightly less than 45 percent (329 acres) of the industrially-designated land is located on parcels measuring four acres or less in size. The next largest cluster is within the 25 acres or more group at 171 acres (23.2 percent).

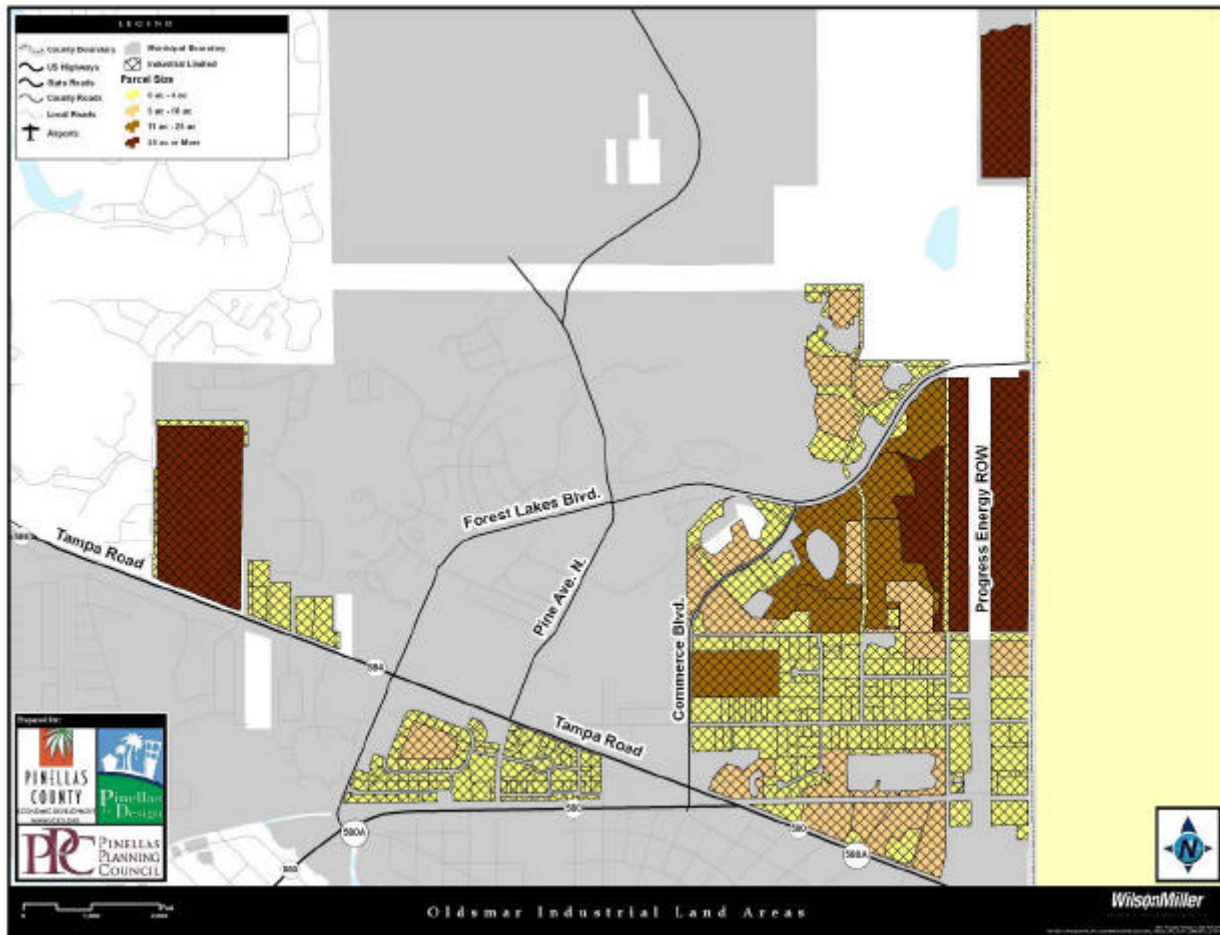
**Table 3-6
Existing Industrial Land By Area & Parcel Size**

Industrial Area	Industrial General FLU Acreage	Industrial Limited FLU Acreage	Parcel Acreage	Total Industrial Acreage/%
Oldsmar		328.7	Up to 4	328.7/44.8%
		132.9	5 to 10	132.9/18.1%
		102.0	11 to 25	102.0/13.9%
		170.5	≥25	170.5/23.2%
Total/%		734/100.0%		734

Source: WilsonMiller, 2007

Target Employment and Industrial Land Study for the Pinellas Community

Oldsmar – Major Industrial Areas By Parcel Size



d. Tarpon Springs Industrial Areas

There are two industrially-designed concentration subareas in the City of Tarpon Springs that together measure approximately 500 acres representing slightly more than five percent of the countywide inventory. Subarea 1 is located generally north of the Anclote River and west of the Alternate U.S. Highway 19 corridor. Subarea 2 is located north of Tarpon Avenue and west of U.S. 19.

Subarea 1 contains the 160-acre Stauffer Chemical Company Environmental Protection Agency Superfund site, marine-related services, and smaller industrial uses. The area has both old and new industrial parks with substantial manufacturing, distribution, and warehouse facilities.

Target Employment and Industrial Land Study for the Pinellas Community

The northern border of Subarea 2 fronts on an abandoned rail corridor that has been converted to use as the Pinellas Trail. The subarea contains a mix of low intensity industrial and commercial uses with a number of the parcels having frontage on U.S. 19.

The table below shows that approximately 70 percent of the land is designated Industrial Limited (IL). The parcel size distribution includes more than 45 percent of the parcels measuring four acres or less in size. That distribution is followed by about 27 percent of lands on larger tracts measuring more than 25 acres in size.

**Table 3-7
Existing Industrial Land By Area & Parcel Size**

Industrial Area	Industrial General FLU Acreage	Industrial Limited FLU Acreage	Parcel Acreage	Total Industrial Acreage/%
Tarpon Springs	71.2	157.7	Up to 4	228.9/45.4%
	22.5	47.7	5 to 10	70.2/13.9%
	15.4	52.1	11 to 25	67.6/13.4%
	42.4	94.9	≥25	137.2/27.2%
Total/%	152/30.1%	352/69.9%		504

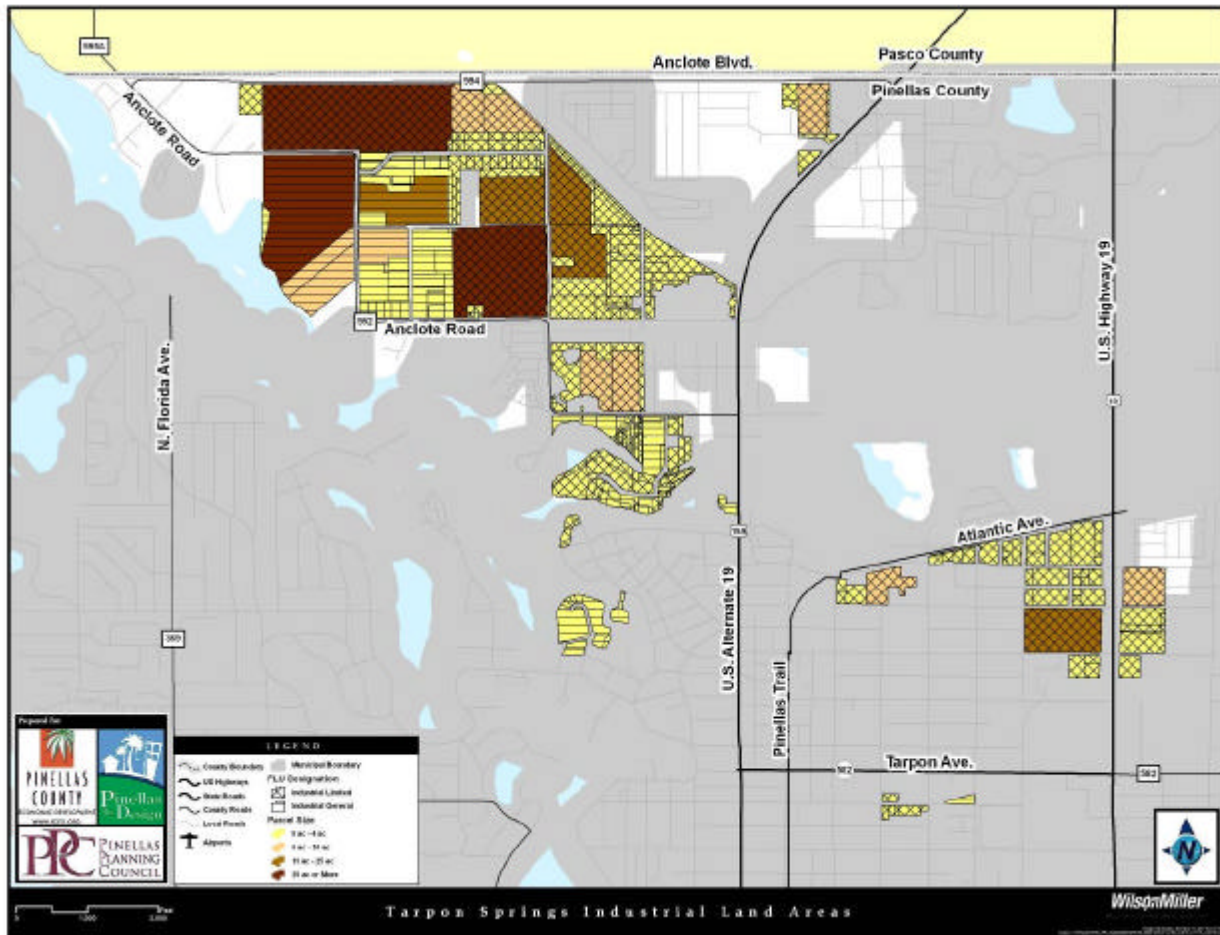
Source: WilsonMiller, 2007

While the area includes several large-acreage parcels and a range of medium-acreage ones that provide an opportunity for redevelopment, the lack of adjacent principal arterial roadways in Subarea 1 constrains the type of industrial uses to those which do not require such access. The waterfront location provides marine support services such as dry storage and repair. Nonetheless, rising land values for waterfront and water access parcels, including former mobile home parks, results in that land being under pressure to convert to other uses.

Subarea 2 is under similar pressure, particularly from commercial retail developments seeking frontage on U.S. 19. According to city staff, a lack of signalized intersections to provide for safe and convenient traffic access may also discourage some businesses from locating in this subarea.

Target Employment and Industrial Land Study for the Pinellas Community

Tarpon Springs – Major Industrial Areas By Parcel Size



e. Clearwater Industrial Area

The City of Clearwater contains a concentration of industrially-designated land measuring approximately 350 acres, representing almost four percent of the countywide inventory.

This industrial area is concentrated at one location in central Clearwater. It is bounded to the north by Sunset Point Road, the



Clearwater Area
Hercules Looking NW

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south by Drew Street, the east by Belcher Road, and the west by Keene Road. Hercules Avenue runs north-south through the area. The industrial land grouping within the area surrounds the Clearwater Airpark and its proximity adds to the significance of the industrial area.

The CSX rail line bisects the area, running approximately east-west through it. Major industrial activities in the Clearwater area are light manufacturing and assembly. There are also some municipal services located in the area (fire station and training facility), and Progress Energy has a facility containing open storage of materials. Continued protection of the industrial concentration and its major employers and uses is needed because appropriate land for them is limited, and they could not be easily relocated within the city.

The table below shows that nearly 84 percent of the designated land occurs within the Industrial Limited category with more than 80 percent of the land being on parcels measuring four acres or less in size. Decreasing percentages of industrial land are evident as parcel size increases. The city does not have any parcels greater than 25 acres in size.

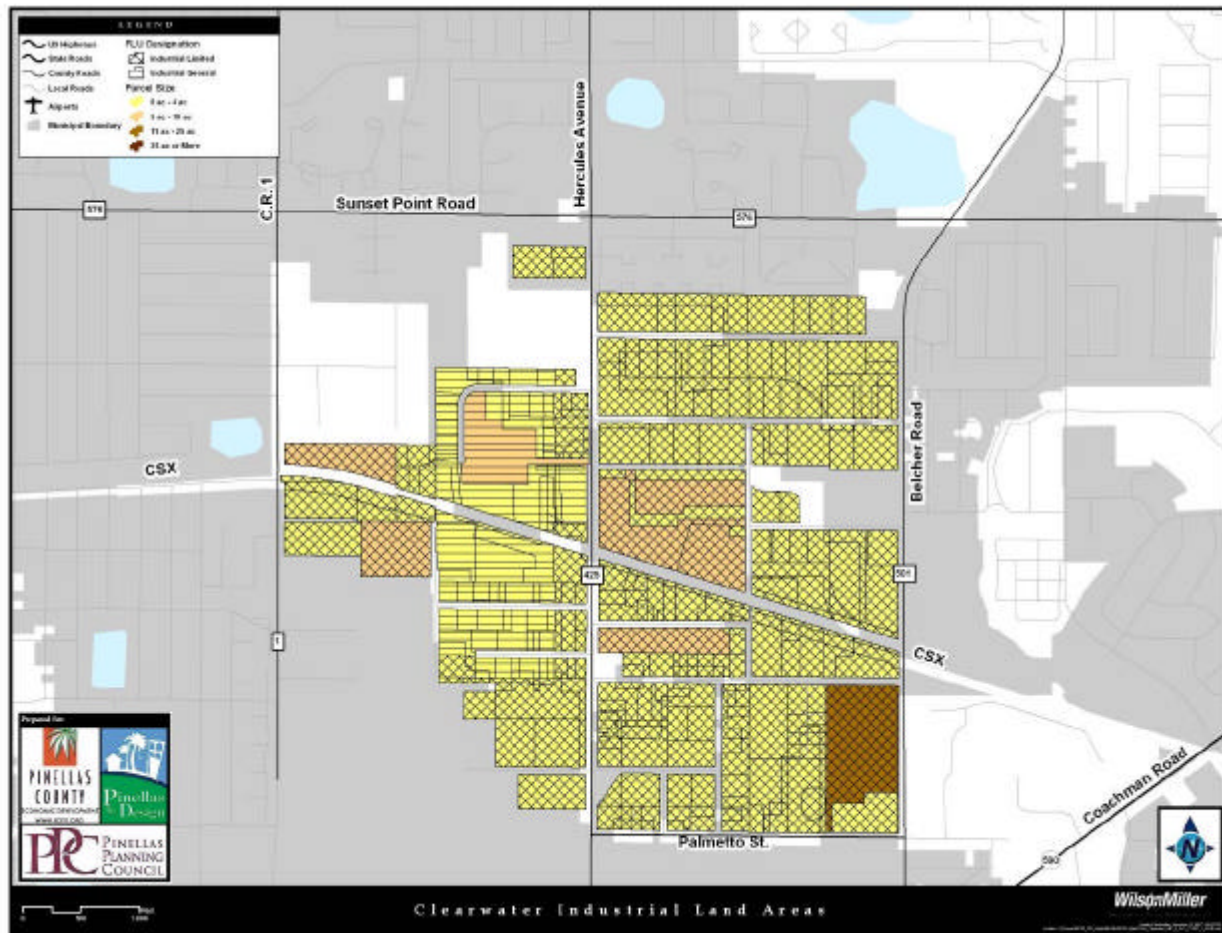
**Table 3-8
Existing Industrial Land By Area & Parcel Size**

Industrial Area	Industrial General FLU Acreage	Industrial Limited FLU Acreage	Parcel Acreage	Total Industrial Acreage/%
Clearwater	484.7	243.5	Up to 4	292.1/83.1%
	8.6	36.9	5 to 10	45.5/12.9%
		13.9	11 to 25	13.9/4.0%
			≥25	
Total/%	57/16.2%	295/83.8%		352

Source: WilsonMiller, 2007

Target Employment and Industrial Land Study for the Pinellas Community

Clearwater – Major Industrial Area By Parcel Size



D. Summary

Chapter 3 addresses three distinct topics: the target industry survey, industrial land locational characteristics, and the major industrial concentrations within Pinellas County. With regard to the target industry survey discussed in Section 3. A., a number of common themes emerge from the patterns of responses to the questions:

- The land and building needs of local target industry businesses are varied. Parcels as small as 0.5 acres can be useful to smaller businesses, which make up the majority of local employers. However, the large businesses (those with 250 employees or more) require parcels of at least ten acres, indicating the desirability of preserving larger parcels for such uses.
- A large majority of businesses express satisfaction with their locations, and a willingness to remain in the county close to their current sites if they will need to

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relocate. The majority of businesses have sufficient space to operate at their current location, but only half have room to expand.

- The availability of sites is a weakness in the county, with nearly half of respondents giving an unfavorable assessment. The protection and expansion of the supply of both commercial and industrial parcels are rated highly as solutions that would be beneficial to businesses.
- The most prevalent land use, occupying about half of all real estate used by target industries, is office. Manufacturing/fabrication/production is the second most prevalent, comprising about twenty percent of the land.
- Access to the local transportation network is rated highly, but a need for roadway improvements and additional public transit is indicated by a majority of respondents.
- The high cost of land, insurance, taxes and fees, and other expenditures for both businesses and their employees are another major weakness associated with locating and operating in Pinellas County. In particular, the lack of affordable workforce housing contributes to the difficulty of attracting an adequate supply of skilled workers.

The findings from the survey will be used to inform both land use planning and economic development efforts, as described in chapters 4 and 5. In addition, some issues highlighted by the survey warrant further examination, and will be discussed further immediately below.

Section B. of Chapter 3 discusses industrial locational characteristics. The section points out that businesses require adequate supportive infrastructure in order to establish and maintain their economic viability. Such infrastructure includes vehicular transportation systems and airports, and to a lesser extent in Pinellas County, railroad and transit. A very limited number of industrial businesses in the county require access to ports for shipping or receiving materials essential to their operations. Thus this locational characteristic was not discussed in this section.

Businesses rely upon major roadway systems for goods movements, easy access for employees, and for high visibility intended to attract potential customers. In general, the physical systems are adequate for industrial and other target industries needs. However, the extent of roadway congestion can overwhelm those systems and thereby lessening their level of acceptability. In order to resolve this issue, governmental agencies continue to undertake improvements projects on the major roadways that are intended to alleviate the negative effects of congestion.

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The two major airports, St. Petersburg-Clearwater International and Tampa International, meet the needs of businesses in Pinellas County. They provide access to suppliers as well as customers. Airport access was the most highly-rated locational characteristic among survey respondents.

While only a minority of businesses require access to rail facilities, those that do require it for the economic viability of their businesses, access is essential. Today, the rail line is under used, but if transit services could be instituted, use of the line would significantly increase.

Finally, access to enhanced transit services and the availability of workforce housing are two issues being addressed by various public and private entities. Enhanced transit services will permit workers to, at least occasionally, forego the use of private vehicles as they go to or return from their work places. The need for workforce housing is an even more difficult problem because provision of the housing is so highly-dependent upon market forces. Nonetheless, governmental efforts are being initiated that are intended to provide the opportunity for an increased number of such housing units.

The final section of Chapter 3 focuses on the five concentrations of industrial land within Pinellas County that for the purposes of this study, are considered the county's "prime" industrial areas. They are prime areas because 1) they have a large component of both IG and IL land and 2) those components, because of their size, location, current uses, and potential future uses, justify their being considered differently than scattered or isolated industrially-designated parcels. Because of their special status, they are deserving of protection when land use amendments are proposed that would change their industrial land use designations to other uses.

If the prime areas are to be protected, it is not enough to merely define and locate them. Innovative processes and procedures will need to be employed in order to effectuate that protection. Among them are the development of criteria for special consideration which will be codified through amendment of the *Countywide Plan Rules*. Additional protection options will be elaborated upon in Chapter 5 of this study.

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Chapter 4: Related Policy Considerations

In addition to the foregoing collection of data and analysis, it is important to consider the current regulatory and economic development framework within which this information is to be considered in order to properly assess what new or revised techniques may be appropriate to meet our economic development objectives. In particular, the twofold question is:

- Whether the existing plan categories and procedures adequately provide for current and projected target and other industrial employment; and
- Whether the existing array of economic development programs is sufficient to assure that Pinellas County remains competitive. Each of these factors is examined below in this chapter of the report.

A. Existing Regulatory Framework

The current *Countywide Plan Rules* identify plan categories that enumerate a range of use characteristics and density/intensity standards appropriate to each. These plan categories in turn, establish the parameters within which each local government plan must operate.

1. Current Countywide Plan Categories

The accompanying table (4-1) of plan classifications and categories taken from the *Countywide Plan Rules* reflect those plan designations within which most types of industrial use occur. While a full range of industrial uses – from high-tech office to heavy industrial – can be accommodated in one or more of these categories, a particular proposed use may or may not be allowed in the plan category in which it is proposed to be located. For example, the Residential/Office/Retail and Commercial General plan categories both allow Research/Development and Light Manufacturing/Assembly (Class A) type uses. On the other hand, Wholesale/Distribution (Class A) and Storage/Warehouse (Class A) uses are permitted in Commercial General but not Residential/Office/Retail categories, and Light Manufacturing/Assembly (Class B), Wholesale/Distribution (Class B) and Storage/Warehouse (Class B) are permitted in the Industrial Limited, but not Commercial General categories. A more complete examination of the Countywide Plan categories that support employment-related uses is included in Appendix C.

While this plan framework has generally served to accommodate the county industrial and target employment uses to date, our impending built-out condition suggests the need to reevaluate its adequacy in the years ahead.

Target Employment and Industrial Land Study for the Pinellas Community

Table 4-1
Countywide Plan Rules – Overview of Selected Plan Categories

Plan Classification/ Plan Category	Use Characteristics *	Density/ Intensity
<u>MIXED USE</u> Residential/Office General (R/OG)	Residential; Office; Residential Equivalent; Institutional; Transportation/Utility; Public Educational Facility; Personal Service/Office Support; Ancillary Non- Residential; Recreation/Open Space	15 du/acre 0.50 FAR
Residential/Office/Retail (R/O/R)	Residential; Residential Equivalent; Office; Retail Commercial; Personal Service/Office Support; Commercial/Business Service; Transient Accommo- dation; Institutional; Transportation/Utility; Ancillary Non-Residential; Recreation/Open Space; Research/ Development; Light Manufacturing/Assembly (Class A)	18 du/acre 0.40 FAR
<u>COMMERCIAL</u> Commercial General (CG)	Office; Personal Service/Office Support; Retail Commercial; Commercial/Business Service; Transient Accommodation; Wholesale/Distribution (Class A); Storage/Warehouse (Class A); Commercial Recreation; Residential; Residential Equivalent; Institutional; Transportation/Utility; Recreation/Open Space; Research /Development; Light Manufacturing/ Assembly (Class A)	24 du/acre 0.55FAR
<u>INDUSTRIAL</u> Industrial Limited (IL)	Office; Research/Development; Light Manufacturing/ Assembly (Class A) and (Class B); Wholesale/ Distribution (Class A) and (Class B); Storage/Warehouse (Class A) and (Class B); Residential; Retail Commercial; Personal Service/ Office Support; Commercial/Business Service; Commercial Recreation; Transient Accommodation; Institutional; Transportation/ Utility; Recreation/Open Space; Transfer/Recycling	30 du/ac.** 0.65 FAR
Industrial General (IG)	Research/Development; Light Manufacturing/Assembly (Class A) and (Class B); Heavy Manufacturing/Assembly; Wholesale/Distribution (Class A) and (Class B); Storage/ Warehouse (Class A) and (Class B); Agricultural Processing; Vehicular Salvage; Institutional; Transportation/Utility; Commercial Recreation; Solid Waste/Refuse Disposal; Transfer/Recycling; Electric Power Generation Plant; Recreation/Open Space	0.75 FAR
<u>PLANNED REDEVELOPMENT</u> Mixed Use (PR-MU) Commercial (PR-C) Industrial (PR-IND)	Per Special Area Plan Per Special Area Plan Per Special Area Plan	

Source: *Countywide Plan Rules*, 2007

* Certain uses subject to area/other limitations – See *Countywide Plan Rules* for specific details

** Subject to 100 acre minimum area and master development plan approval

Target Employment and Industrial Land Study for the Pinellas Community

The evaluation of the adequacy of current Countywide Plan categories and procedures involves two distinct, and to some degree competing, considerations.

The first is whether or not the individual plan categories are sufficiently flexible in terms of the kind of uses they permit so as to accommodate desirable target industries in each – and the corollary question of whether they should be. In other words, should every Mixed Use, Commercial, and Industrial Plan category allow any kind of target industry, or should there be degrees of distinction within the Countywide Plan that better reflect specific use characteristics?

The second consideration is whether all industrially-classified land should remain so classified in order to maximize its potential to accommodate new target industry employment opportunities – and, if so, how best to accomplish this. On the one hand, the provision for other uses in the industrial classifications, such as residential and retail, may facilitate redevelopment and provide support for the type of target industry that is desirable. On the other hand, any such additional use will compete with the limited land area now available for industrial use. Each of these considerations is examined, and options for new or changed plan categories are outlined below.

2. Options for Additional/Changed Categories

One of the issues raised is whether some broader range of use and corresponding density/intensity should be accommodated within one or more of the current plan categories, and whether new or revised plan categories that would offer greater flexibility should be considered. Given the current roster of plan categories identified in Table 4-1, and the uses and intensities permitted in each, the following options are worthy of consideration:

a. Broaden Permitted Uses in Mixed-Use Categories

Provide for a broader range of industrial uses in the Mixed-Use Plan Classifications, including Residential/Office General and Residential/Office/Retail. For example, allow certain of the “Class A” type uses that are now permitted only in the Commercial and Industrial plan classifications.

b. Add Industrial Uses to Commercial Categories

Provide for additional industrial uses in the Commercial Plan Classification, including Commercial General. For example, allow certain of the “Class B” type uses that are now permitted only in the Industrial plan categories.

Target Employment and Industrial Land Study for the Pinellas Community

c. Increase Permitted Intensity

Provide for increased intensity of use (expressed as floor area ratio) in one or all of the above-referenced categories for specified target industries. For example, allow a fifty to one hundred percent increase in the permitted floor area ratio for target industries in any category.

d. Add Residential and Commercial Uses to Industrial Categories

Provide for residential and increased commercial uses in the categories under the Industrial Plan Classification in connection with and support of target industry employers. For example, expand the provision for residential use in the Industrial classification when it is associated with a target industry.

e. New Plan Categories

Establish one or more new plan categories that identify key employment clusters and allow target industry uses at an increased intensity. For example, create a new overlay category that would recognize areas of concentrated employment, and allow both an increased range of uses and intensities within them.

f. New Plan Processes

Establish procedures that would accommodate target industries without the necessity of a plan map amendment. For example, establish a procedure that would allow selected target industries to be permitted in a defined range of plan categories through an administrative process, rather than by plan amendment.

These options will be evaluated and the preferred means of enhancing the current regulatory framework outlined in detail in Chapter 5, the Recommended Actions chapter of this study.

3. Current Conversion Criteria

Another component of providing assurance that we have adequate physical space to accommodate expanded and new employment opportunities is the preservation of those areas in the plan classifications that provide for such employment. Specifically, as documented previously, there has been a trend in recent years to convert industrially designated land to other uses.

Target Employment and Industrial Land Study for the Pinellas Community

The Pinellas Planning Council (PPC), Countywide Planning Authority (CPA), and the Board of County Commissioners (BCC) have passed ordinances and resolutions that have attempted to address the industrial land conversion issue. These are summarized below.

a. Ordinance No. 06-52

This ordinance amended the *Countywide Plan Rules* by removing Industrial Limited and Industrial General land use categories from the list of those which would be eligible for subthreshold amendment review, requiring instead that all land use conversion requests from those designations undergo a full PPC and CPA review.

b. Ordinance No. 06-61

This ordinance created the Planned Redevelopment Classifications, including Mixed Use, Commercial, and Industrial. These designations are designed to encourage well-designed and aesthetically pleasing infill development and redevelopment in areas that are a minimum of ten acres in size pursuant to a special area plan.

c. PPC Resolution No. 06-3

The Planning Council established advisory policies to guide Pinellas County and local governments in the review of all future land use plan amendments proposing to convert Industrial Limited and/or Industrial General land. The policies did the following:

- Required any future land use amendment proposing to convert land designated Industrial Limited or Industrial General to be consistent with the position statements and strategies of the *Countywide Future Land Use Plan* and *Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community*.
- Required that all such amendments include the consideration of the ability and importance of such land to provide for essential and targeted employment opportunities vital to the local economy.
- Required that all amendments from Industrial Limited or Industrial General not be made without a determination that there are conditions that render the current designations unviable to provide for target industry employment opportunities.

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d. BCC Resolution No. 06-55

A corresponding Board Resolution provided advisory criteria for use by the BCC as the basis for the review of land use amendments to the *Pinellas County Future Land Use Map* that propose to convert land designated IL and/or IG. Chapter 1 of the resolution states that “in an effort to limit the conversion of industrial land, the BCC should deny amendments to the county FLUM that would propose to remove the Industrial Limited and/or the Industrial General FLUM designation from property so classified. However, the BCC may consider approving such amendments based upon a balancing of the following criteria, as are determined applicable and significant to the subject amendment.” It should be emphasized that this resolution was passed by the BCC and is not applied countywide. The BCC advisory criteria include:

- Access to major transportation facilities – The extent to which the Industrial land has direct access to or are located in proximity to major transportation facilities.
- Utilization of county-owned or controlled industrial infrastructure – The extent to which the county government has made public investments in properties that could be utilized to mitigate the impacts of the amendment that will result in a decrease in industrially-designated land.
- Coordination with economic development – The extent to which the impacts of the amendment have been evaluated by the Pinellas County Economic Development Department.
- Improvement of public access to water – The extent to which the amendment will result in improvement of public access to water bodies.
- Water dependent use – The extent to which the requested amendment is for water dependent uses such as marina and marine-related facilities.
- Integral part of comprehensive planning process – The extent to which the amendment has been initiated by local government as an integral part of its comprehensive planning process, in order to enhance the manufacturing, high-tech, and related business employment base.
- Part of a Community Redevelopment Plan – The extent to which the amendment is included in a Community Redevelopment Plan as defined by Florida Statutes for a downtown or other designated redevelopment area, or the extent to which the amendment will further other adopted redevelopment strategies.
- Overall increase in industrial land – The extent to which the amendment would result in a decrease in industrially designated land on one parcel, with a

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corollary amendment, or amendments, which result in an equal, or an overall increase in industrially designated land or county-owned land to be used for target employment base purposes.

4. Integration/Refinement of Criteria

It will be important to the effective protection of the land currently designated for industrial use that these freestanding guidelines be refined and integrated within the *Countywide Plan Rules*. Specific recommendations to enhance the guidelines, including provision for appropriate exceptions to recognize that not all such industrially-designated land needs to or should remain so classified, is set forth in the Chapter 5, Recommended Actions.

B. Current Economic Development Tools

The Pinellas County Economic Development Department participates in and has available to it a number of incentive and assistance programs that can be utilized, based on specific criteria, to assist in the expansion and relocation of qualified businesses. A brief description of these programs is outlined below to provide a more complete understanding of the kinds of financial tools that can be brought to bear in the effort to preserve and enhance those businesses that provide desired employment opportunities and contribute to the tax base.

1. Existing Incentives and Programs

a. Qualified Target Industry Tax Refund Program

This investment tool is available for companies that create high-wage jobs in targeted, high value-added industries. This incentive returns a portion of taxes paid by the business after the company meets its job creation and wage commitments. Pre-qualified businesses receive tax refunds of \$3,000 per net new-to-Florida job. Additional “per job” bonuses are available for businesses paying 150 percent or more of the average annual wage or locating in Enterprise Zones or Brownfield-designated area.

b. Brownfield Redevelopment Bonus

The Bonus Tax Refund 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 the area. The amount of the refund is equal to 20 percent of the average annual wage of the new jobs created. Refunds are based upon taxes paid by the business. No more than 25 percent of the total

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approved refund may be paid in any single fiscal year. The Brownfield Redevelopment Bonus may be awarded in addition to the Qualified Target Industry Tax Refund. Qualifying companies must be pre-approved by state agencies prior to committing to a new location.

c. Capital Investment Tax Credit

This is a tax credit used to attract and grow capital-intensive industries in the form of an annual credit against corporate income tax for up to 20 years in an amount equal to five percent of the eligible capital costs. Eligible costs include expenses incurred in the acquisition, construction, installation and equipping of a project. The amount of annual credit may not exceed a specific percentage of annual corporate income tax liability. Each qualified applicant must be in a designated high impact sector, create at least 100 new full-time jobs, and make a cumulative investment of at least \$25 million. Qualifying companies must be pre-approved by state agencies prior to committing to a new location.

d. Qualified Defense Contractor Tax Refund

The Qualified Defense Contractor Tax Refund may provide up to \$5,000 in tax refunds per job created or saved in Florida through the conversion of defense jobs to civilian production, the acquisition of a new defense contract or the consolidation of a defense contract impacting Florida employment. Contracts and subcontracts approved by the United States Department of Homeland Security are eligible under this program.

e. Sales and Use Tax Exemptions

These tax exemptions include those for manufacturing machinery and equipment, electricity used in the manufacturing process, maintenance or repair of certain aircraft, pollution control abatement or monitoring, semiconductor, defense, and space technology, and the labor component of research and development expenditures.

f. Enterprise Zone Incentives

Tax incentives are offered to businesses located within designated Enterprise Zones (specific geographic areas targeted for economic revitalization). Zones are designated within the cities of St. Petersburg and Clearwater. Florida offers an assortment of tax incentives to businesses that choose to create employment within an Enterprise Zone including: Jobs Tax Credit, Machinery and Equipment Tax

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Refund, Building Materials Refund, Property Tax Credit, and the Community Contribution Tax Credit Program.

g. Urban Job Tax Credit

This is a tax credit incentive for new or expanding businesses creating full-time jobs located in a designated area of St. Petersburg. Companies within specified industries can receive a \$500 credit per job, which can be taken against either the state corporate income tax or the state sales and use tax.

h. Economic Development Transportation Fund

Grant funding can be awarded to local governments in need of assistance for transportation projects that will serve as an inducement for a company's retention, expansion or relocation to Pinellas County. The Economic Development Transportation Fund is an incentive tool designed to alleviate transportation problems that adversely impact a specific company's location or expansion decision. These grants are limited to \$2 million and are awarded to the local government for public transportation facility improvements.

i. Quick Response Training

This is a customer-driven training program designed as an inducement to secure new value-added businesses to Florida as well as provide existing businesses the necessary training for expansion. Customized entry-level skills training is limited to 24 months or less and can be conducted at the business' own facility, at the training provider's facility, or at a combination of sites that best meets the needs of the business. Eligible projects are new, expanding, or existing Florida businesses that produce exportable goods or services, create new permanent, full-time jobs, and employ Florida workers who require customized entry-level skills training.

j. Incumbent Worker Training Program

This program provides training to existing employees within Florida companies for the purpose of maintaining competitiveness in a global economy and for business retention. Training can be conducted at the business facility, the training provider's facility, or a combination of sites. The program is open to all Florida businesses that have been in operation for at least one year, have at least one full-time employee, and require training for existing employees. Businesses must provide a matching contribution to the project.

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k. Enterprise Bonds Program

This state program offers tax-exempt, low-interest bond financing to qualified manufacturing and 501(c)(3) non-profit organizations. This program was designed to improve low-cost capital availability to Florida's growing and expanding businesses to allow them to be more competitive in the global and domestic marketplace. Loan amounts range between \$500,000 and \$1,200,000 in Pinellas County.

l. Industrial Revenue Bonds

Industrial Revenue Bonds are tax-free, below-market-rate bonds used for the long-term financing of fixed assets for qualified manufacturing and 501(c)(3) non-profit organizations. They are issued by local governments on behalf of private companies to finance land, buildings, and equipment, but they cannot be used for inventory, working capital, or refinancing of existing debt. While there is no minimum project size, \$1 million is considered the minimum to be economically feasible, with a \$10 million maximum.

m. High Impact Performance Incentive Grant

A negotiated incentive used to attract and grow major high-impact facilities in Florida. Pre-approved applicants must be in high-impact industry sectors, create at least 100 new full-time jobs (75 for research and development companies) in a three-year period, and make a cumulative investment of at least \$100 million (\$75 million for research and development companies) in a three-year period. Once certified, the high-impact business is awarded 50 percent of their eligible award and the remaining balance once project goals are met.

n. Foreign Trade Zone Program

This is a cost benefit program available to local companies involved in international trade. It was created to enhance United States production and job opportunities by deferring, reducing, or eliminating payment of duties, eliminating formal customs entries, removing duty on goods processed and exported from the zone, as well as materials and parts used in production. Additional benefits include a reduction in federal excise taxes and elimination of quota restrictions.

o. Job Creation Incentive Grant

This investment tool is available for companies that create high-wage jobs in targeted industries and provide a net new capital investment of at least \$50 million

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in Pinellas County. Pre-qualified businesses receive tax refunds of \$500 per new job paying 150 percent, and \$1,000 per new job paying 200 percent, of the average county wage. The maximum grant amount cannot exceed 50 percent of the net new ad valorem and personal property taxes paid annually to Pinellas County as a result of the project.

2. Additional Considerations

In addition to the current financial incentives and programmatic assistance, it will be important to consider both enhanced and new means by which to assist in meeting the economic development goals of the county. Based on the foregoing inventory of existing programs and projected need, potential additional techniques will be set forth in the Recommended Actions chapter of this study. These will include consideration of the following:

- Additional Tax and Programmatic Assistance
- Infrastructure Investment
- Land Assembly

C. Related Studies and Techniques

Many other jurisdictions have reviewed the issues associated with conserving, developing, and converting industrially-designated land to other uses. Some of the solutions those jurisdictions have implemented or suggested have implications for Pinellas County, while others do not. A sampling of the issues and the approaches taken to address them are discussed below.

1. Industrial Sanctuaries

While industrial sanctuaries go by various names in different jurisdictions, they are all intended to exclude or limit commercial and/or residential uses from industrial areas in order to remove nonindustrial conversion pressure from them. The intent is to ensure that industrial uses are not forced out of their current locations by nonindustrial uses that can pay more for land or introduce residents who would complain about the real or perceived negative effects of industry. New York City, Chicago, and Minneapolis, among other jurisdictions, have adopted forms of industrial sanctuaries.

For example, New York City is implementing a version of the industrial sanctuary called an Industrial Business Zone (IBZ) that “will reflect areas that can best support vibrant industrial business districts with competitive advantages over industrial

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districts in other parts of the metropolitan region.”¹ New York has found that encroaching commercial and residential uses have driven up land costs and created situations where nonindustrial users raise objections to the side effects of industrial uses, making it difficult for industrial users to stay in their current locations. IBZs are designated using several criteria, including the existing land use, the industrial character of the area, and traffic patterns.

New York City Mayor Bloomberg and his administration “guarantee not to rezone IBZs to allow residential uses.” The IBZs restrict nonindustrial uses to those that are supportive of nearby industries. This approach limits the negative effects of nonsupportive, nonresidential uses on industrial land users. Any request for rezoning in an IBZ is considered by a review board that is charged with taking into account any negative impact the proposed use may have on the industrial character of the IBZ.

Like Pinellas County, New York City is experiencing a lack of affordable land for industrial uses. The IBZs are intended to encourage the availability of such land by “1) guaranteeing not to rezone to allow residential uses in IBZs; 2) discouraging illegal conversion of industrial property; 3) making city-owned land available for industrial use; and 4) lowering the cost of real estate production and maintenance, which in turn will lower costs to tenants.”¹

The City of Chicago has developed another type of sanctuary called a “Planned Manufacturing District.”² According to the district zoning ordinance, the purpose of the district is to “(a) foster the city's industrial base and to maintain the city's diversified economy for the general welfare of its citizens; (b) strengthen existing manufacturing areas which are suitable in size, location and character and which the City Council deems may benefit from designation; (c) encourage industrial investment, modernization, and expansion by providing for stable and predictable industrial environments; (d) designate specific manufacturing districts of five or more contiguous acres in order for the City to better plan and direct programs and initiatives to promote their growth and development; and (e) authorize the imposition in any Planned Manufacturing District or portion thereof supplementary land use regulations delineating additional permitted uses, prohibited uses, or allowable special uses which may enhance the character of the district....” Finally, the PMD is intended to “prevent the sort of piecemeal, parcel-by-parcel zoning changes that can, over time, undermine the stability of Chicago’s recognizable industrial corridors.”

The City of Minneapolis has adopted areas known as Industrial Business Park Opportunity Areas (IBPOAs). The purpose of these areas, like the others referenced in

¹ *Protecting and Growing New York City's Industrial Job Base*, January 2005

² *Industrial Council of Nearwest Chicago, Planned Manufacturing District*, 2007

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this document, is to protect industrial areas from converting to other land use designations. When the IBPOAs were first adopted, they did not have specific boundaries, but subsequently, boundaries were delineated. An industrial land use study determined that “specific geographic boundaries will clarify that industrial is the priority land use and uses that impede industrial businesses should not be permitted.”³ One distinguishing characteristic of the Minneapolis areas is that residential uses are not permitted because they “clearly have a disturbing effect on the stability of industrial areas.” There are three reasons they are not permitted including “conflicting uses, friction, inflated industrial land prices and lease rates, and deferred investment.” Businesses not located within IBPOAs “can continue to operate...but without added protection from residential conversions.”

2. Employment Districts and Centers

Employment districts or centers are used by many jurisdictions to delineate important areas that host employment. Additionally, some jurisdictions also make a distinction between regionally significant and other industrial areas, to limit retail uses in industrial areas, and to allow limited non-industrial office development in the regionally significant areas.

The exact definition of the term varies from place to place. At minimum, it simply describes an important area of employment; at most it is a special zone that excludes nonemployment uses and shields land within it from conversion. Some jurisdictions connect employment districts with certain types of employment (such as industrial) or adjacent uses (such as transit-oriented employment districts), but many other employment districts use a general definition of employment without specifying uses or employer types. At their strictest, employment districts (such as those in Toronto) mirror industrial sanctuaries in that they are designed to create “land use certainty” for employers, who will be assured that they will not be in competition for land with residential uses.

3. Conversion Rules and Guidelines

Some jurisdictions, such as New York City, have identified the need for rules and/or guidelines that are to be applied when proposals are made to convert industrially-designated land to other uses or from other employment-producing uses to residential or other non-employment uses. As mentioned above, New York’s Industrial Business Zones disallow any change from industrial uses. Most other jurisdictions that have addressed the issues have developed a list of criteria that are to be applied when conversion proposals are made. Other jurisdictions that have an excess of industrial

³ *Industrial Land Use Study and Employment Policy Plan*, November 3, 2006

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land have created conversion rules that attempt to identify prime land for retention and surplus land that can be converted to other uses. The City of London, United Kingdom, is an example of this approach, as they have identified a large amount of industrial land that will not be needed for industrial uses in the future. As a result, London has created a system of “industrial land release benchmarks” by which land locations and potential uses are reviewed to determine conversion appropriateness.⁴

In 2004, the City of San Jose, California adopted a conversion framework.⁵ “The intent of the framework is to create more certainty and predictability in the review of employment land conversion proposals while retaining flexibility to respond to changing conditions, information, and policy considerations.” Potential conversions of industrial land should be considered for approval where they may:

- Complete a transition to existing neighborhoods within or adjacent to the surrounding area.
- Buffer and provide uniformity to existing neighborhoods within or adjacent to the surrounding area.
- Further the jurisdiction’s [growth management/smart growth] policies.
- Aid in revitalizing declining neighborhoods within or adjacent to the surrounding area.

In May, 2007, San Jose adopted recommendations which incorporated stronger preservation guidelines in a revised framework that is to be applied to plan amendments that convert “any category of employment lands, including industrial or commercial lands, to non-employment uses” or that convert employment land to a mix of uses that includes both employment and non-employment uses.⁶ The framework policies include:

- There shall be “no net loss” of total employment capacity as the result of any amendment to the General Plan. [A general plan would be called a comprehensive plan in Florida.]
- There shall be “no net loss” of acreage or square footage within the light or heavy industrial designations.
- Applications for conversions to support public infrastructure may be accepted only after the infrastructure has been designated by the (City) Council.

⁴ *The London Plan*, February 2004

⁵ *Framework, as a Guideline, to Evaluate Proposed Conversions of Employment Lands to Other Uses*, City of San Jose, April 2004

⁶ City Council memorandum “Framework to Evaluate Proposed Conversions of Employment Lands” City of San Jose, May 15, 2007

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- Extraordinary economic benefit conversions must meet the above criteria and shall be limited to those instances where there will be an increase or retention of jobs and a significant increase in revenue to the city, and/or a capital contribution for investments in economic development....

4. Tax Increment Financing (TIF) Districts and Other Economic Incentives

The issue of tax increment financing, or TIF, districts has been raised by many jurisdictions as a potential solution for industrial land development and retention. According to *Economic Development Digest*, TIF “is an economic development tool that sets aside property tax revenue generated by a new project in a targeted area. These funds are used to pay for improvements associated with the project.”⁷ These improvements can come in many forms, such as roads, drainage, water, and sewer, or even affordable housing. TIF districts have been heavily used in places like Chicago, Illinois, which has implemented 42 neighborhood industrial TIFs that have generated almost \$86 million in funding for area improvements.

Many jurisdictions use economic development incentives in addition to TIF to attract and retain firms. Some jurisdictions, like Boston, Massachusetts, package incentives that are targeted towards certain users. The “Boston Backstreets” initiative attempts to combine multiple initiatives together to assist industrial users with “workforce training, networking, providing site finding and other assistance to new businesses, and upgrading critical infrastructure.”⁸ To quote from the city web site, “Boston's Back Streets program retains and grows Boston's viable industrial and commercial businesses and their diverse job base through the strategic use of land, workforce and financial resources” with the goal of supporting “Boston's many small and medium-sized industrial and commercial companies by creating the conditions in which they can grow and prosper, and attract new manufacturing and commercial businesses to the city.” These economic development incentives can pick up where land planning initiatives leave off, and make it easier for industrial users and other employers to locate and expand in certain areas.

5. Land Development Regulations and Performance Standards

The move towards mixed use development has created the need for performance standards to balance the effects of commercial and industrial development. While Euclidean zoning separates uses, mixed-use development requires that they be located in proximity to each other, which means that any noise or other disruption generated by the industrial use has a greater chance of affecting surrounding land users.

⁷ *Tax Increment Financing Boosts Local Tax Base, Economic Development Digest*, September 2000

⁸ <http://www.cityofboston.gov/bra/backstreets/backstreets.asp>

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However, with modern “clean” industries, there is a reduced potential for such conflicts. Increasingly, “industrial workers are working in offices more than warehouses and factories. Efforts to exclude offices from industrial areas might be counterproductive and contrary to current industrial trends.”⁹

Examples of industrial performance standards that regulate a variety of potential negative impacts may include those for noise (usually measured through sound intensity in cycles per second and decibels); dust, soot, smoke, fly ash, and other particulates; vibration (measured in cycles per second for both impacts and steady-state vibrations); odor; glare and/or heat; and open storage, among others.

The Oregon Industrial Lands Task Force determined that “...many local governments have not updated their codes to reflect the types of uses and activities that make up today’s economy.” The Task Force went on to say that “...the line between industrial and non-industrial use is becoming increasingly blurred in the new economy because many traded-sector [also known as contributory or primary industries] and industrial activities are now carried out in office and tech-flex settings. The latter type of industrial use is perfectly compatible with other employment activities and, thus, can be accommodated in mixed-use zoning districts that include retail, office, institutional and/or light industrial and even residential uses.” The Task Force observed that “Employment lands accommodate a broader range of uses than are currently allowed under traditional Euclidian (exclusionary) zoning” so “the standard for employment lands should be based on development, design, and performance standards rather than exclusive uses.” The Task Force concluded that “...traditional industrial areas, including those featuring heavy manufacturing, warehouse/distribution, industrial service and waste management activities should be protected from encroachment by incompatible non-industrial uses by placing these areas in so-called industrial sanctuaries.”

Portland, Oregon, allows conditional uses in industrial areas including retail sales and service, office, commercial parking facilities, community service and daycare uses when these uses “are supportive of the industrial area or not detrimental to the character of the industrial area.” This approach allows limited levels of retail development to serve the industrial firms and their employees. Before a conditional use is permitted, the proposal is reviewed using the following approval criteria:

- The proposed use will not have significant adverse effects on nearby industrial firms and on truck and freight movement;

⁹ *Positioning Oregon for Prosperity*, Report to Governor Kulongoski, Prepared by the Industrial Lands Task Force, October 2003

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- The transportation system is capable of supporting the proposed use in addition to the existing uses in the area;
- The proposed use will not significantly alter the overall industrial character of the area, based on the existing proportion of industrial and non-industrial uses and the effects of incremental changes; and
- The proposed use needs to be located in an industrial area or building because industrial firms or their employees constitute the primary market of the proposed use.

In the State of Florida, Section 380.06, Florida Statutes, establishes procedures and standards for Developments of Regional Impact (DRI) that include projects of a size, character, or location that affect the citizens of more than one county. Thresholds are established governing which projects must comply with DRI requirements based on the type of use, its characteristics, and the population of the county in which it is located.

The DRI process is an extensive application, review, approval, and monitoring system that includes the local government jurisdiction, the regional planning council, and the state land planning agency (the Department of Community Affairs). It is designed to assure that adequate public infrastructure and service facilities will be in place to support the development; that environmental issues are addressed; and that the interests of affected jurisdictions and the state are considered.

The DRI process can be viewed as either a regulatory impediment to development or as a tool to be used to facilitate it. The DRI process can be both time-consuming and costly, and as such, can act as a disincentive to new industries seeking to expand or locate in an expeditious manner. Given that potential disincentive, the DRI process can also be employed as a tool by local government to preapprove development capacity through the use of an Areawide DRI that anticipates more than a single project and is used proactively to establish development rights for a defined area.

Utilization of the Areawide DRI may be a useful tool for Pinellas County to assist in the identification of sufficient acreage to accommodate new target industries, assuming some of the front-end time and cost of this process as an incentive to selected private sector industry to locate in the county.

6. Definitional Issues

As mundane as it might seem, one of the questions that needs to be answered by virtually every jurisdiction attempting to address industrial land issues is that of agreeing on a definition of terms. The State of Oregon, under the auspices of the

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Governor, formed the Industrial Lands Task Force. In 2003 the Task Force published a report titled *Positioning Oregon for Prosperity*. The report observes that “a lack of consistent and agreed-upon definitions of basic terms will hamper any debate and agreement about policy changes.” The report goes on to say that “Everyone has an intuitive sense of what ‘industrial’ is, but the Task Force found that there was no universal definition that all agreed on. The current behavior of the market reflects a melding or blurring of the boundaries between commercial/office and industrial uses. This means that many of the traditional definitions of ‘industrial’ embodied in zoning ordinances are obsolete.” This is a particular problem for Pinellas County in that many of the “industrial” uses in the county do not require location on land designated industrial on local land use maps. That is because the industries do not meet the classic definition of industrial since they have few external negative impacts, unlike traditional “smoke stack” enterprises.

The Oregon Task Force was unable to agree upon a clear definition of industrial that would resolve all of the issues. It did, however, conclude that there is less concern “about what ‘industrial’ businesses do on the land they occupy and more about whether what they do brings export income into the state and employs people in family-wage jobs.” While there was not full agreement on a final definition, the Task Force agreed that because each type of industry desires certain site characteristics, industrial land “must be land that meet the needs of current and future industrial users of all types and sizes.”

In 2004, the Oregon Industrial Conversion Study Committee tackled the subject of “prime” versus “nonprime” land.¹⁰ This report drew a distinction between prime and non-prime industrial land and notes that “there is an interest in preventing conversions of prime industrial land to non-industrial uses.” Prime industrial land means that “for a variety of reasons such as size, topography and infrastructure investment, the site is not easily replicated elsewhere. Prime industrial land also means the land is well-located and viable for industry within the market area. For land to remain viable...a reasonable public investment or public subsidy to reduce holding or redevelopment costs may be required.”

The committee determined that “the market does not value all industrially zoned land equally. Some land is more valuable for industry due to site-specific characteristics such as parcel size, shape and location relative to markets and infrastructure.” Additionally, “prime industrial land in one region or for one industry might not be prime for another.”

¹⁰ *Promoting Prosperity: Protecting Prime Industrial Land for Job Growth*, A Report to Governor Kulongoski, November 2004

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Oregon has an “Industrial Site Certification Program” that identifies prime industrial sites throughout the state. There are various “elements” used to produce “industry profiles,” some of which include:

- Minimal or no development constraints present
- Proximity to interstate highways, rail, marine ports, and/or airports
- Easy access to water, sewer, gas, electricity and telecommunications
- The land is viable for the targeted industrial use

While most governmental actions concerning this subject focus on preventing conversion of industrial land, there is a recognition that not all such land needs to be or should be preserved. The Oregon Task Force determined that “Conversions impact the ability of local governments to maintain prime industrial areas and an adequate land supply for all uses. Competition for institutional, retail, commercial or residential land uses may lead to undesirable conversions.” However, “...some conversions are a natural market response to changing social, political, and economic conditions. Conversion is driven by factors including:

- Inadequate vacant or redevelopable land supply for other uses (retail, commercial, institutional, residential);
- Holding costs to private owners of industrially zoned land over the long-term;
- Unsuitability of land for designated uses.”

7. Common Objectives

As the discussion above illustrates, there are quite a number of approaches that can be taken when jurisdictions want to protect and/or preserve their industrially-designated land. One common approach in virtually all of the examples is the protection of land located in defined areas rather than a blanket approach which would protect all industrially-designated land in a jurisdiction. By protecting land in those defined areas, a jurisdiction provides opportunities for conversions taking place in scattered locations that can contribute toward meeting the need for various other land uses.

Review of industrial land protection activities in other parts of the nation reveals that there are similarities between those jurisdictions and Pinellas County. Most notably, as in the case of New York City, Pinellas is experiencing a lack of affordable land for industrial uses. With regard to land development regulations, Pinellas County shares a problem with other jurisdictions in that many of the traditional definitions of “industrial” are obsolete. This is a particular problem for us because many of the target industries in the county do not require location on land designated industrial on

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our land use maps. Their activities do not meet the classic definition of “industrial” because they have few external negative impacts, unlike traditional “smoke stack” enterprises.

Specific considerations and techniques gleaned from the foregoing examples that may have applicability in Pinellas County include:

- Identification of those areas of concentrated employment most deserving of special recognition so as to both protect and incent employment opportunities.
- Establishment of criteria that govern the conversion of industrially-designated land in a manner that identifies clear objectives for both the number and types of jobs to be protected.
- Identification of the types of industry and jobs that the land use regulation and economic incentives are designed to assist.
- Utilization of a full complement of economic incentives in conjunction with the regulatory standards designed to achieve the employment objectives of the community.
- Enumeration of performance standards or conditions that will govern the basis on which nonindustrial uses will be permitted in the industrially-designated areas.

D. Summary

The examination of the existing regulatory framework, current economic development tools and related studies and techniques reveals the following principal points:

- Current Countywide Plan categories provide for a reasonably broad array of land use characteristics and there is not significant benefit to increasing the range of uses in the respective Mixed Use, Commercial, and Industrial plan categories.
- Change or additions to the current Countywide Plan categories that offer the potential to assist with target employment objectives appear to be a new plan category that would designate employment centers and allow for greater flexibility of both the type of use and intensity of use permitted in these locations, and an administrative process that would accommodate target industry based on defined criteria without requiring a plan map amendment.
- Criteria for evaluating plan amendments to categories other than industrial need to build on and refine existing advisory guidelines and incorporate them within the *Countywide Plan Rules*.

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- Current economic development tools are extensive and include both tax incentives and programmatic assistance. Specific additional and complementary techniques are suggested, including directing infrastructure investment and land assembly.
- An examination of related studies and techniques being made in other jurisdictions around the country has identified similar efforts to address the preservation of job-producing land. While the name and specifics of these techniques vary, their common objective is to establish a regulatory framework that discourages the erosion of those categories of use that are critical to the retention and expansion of those businesses that provide the type of jobs at a wage scale that furthers their economy.

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Chapter 5: Recommended Actions

A. Investing in Economic Development

Fundamental to establishing public policy to guide economic development is an understanding of the importance of the number and type of employment opportunities to the long-term prosperity of Pinellas County as a whole.

As was documented in *Pinellas By Design: An Economic Development and Redevelopment Plan for the Pinellas Community*, it is estimated that some 50,000 new jobs at salary levels approximately thirty percent above the average wage will need to be created over the twenty-year period through 2025 to maintain the same level of economic health that the county has enjoyed over the previous twenty years. Absent a concerted effort and coordinated public policy, it will be difficult to achieve this goal, particularly as we reach build-out, and the ability of the private sector to find and utilize the land necessary to locate and expand business opportunities is limited.

The foregoing data and analysis suggest a multi-faceted effort directed at preserving and expanding the potential for job creation at desired wage levels that will maintain the economic vitality of Pinellas County. The two principal means by which the public sector can facilitate private sector job creation of the desired caliber may be organized under the following headings:

- Regulatory techniques
- Financial mechanisms

Each of these principal components of a comprehensive economic development strategy is outlined below.

B. Regulatory Techniques

There are two main parts to a regulatory strategy to preserve and enhance the ability of our built-out county to accommodate the number and type of jobs that are essential to maintaining a vibrant economy:

- Criteria for review of plan amendments that would reduce existing employment potential
- New or revised plan categories and procedures to enhance employment potential

Each of these subsets of the recommended regulatory strategy is set forth in detail below.

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1. Criteria for Reviewing Plan Map Amendments

It is recommended that the interim criteria set forth in Pinellas Planning Council Resolution No. 06-3 and Board of County Commissioners Resolution No. 06-55 (copies are included in Appendix E) be refined and supplanted by incorporation in the *Countywide Plan Rules* to guide amendments to the *Countywide Future Land Use Plan*. Specifically the criteria should address the following:

a. Contribution to the Economy

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

b. Site Characteristics

The size, configuration, and physical characteristics of the site, including potential for expansion or consolidation with adjoining properties, in relationship to its potential utility to support employment opportunities under the current and proposed plan designations.

c. Locational Characteristics

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

d. Transportation and Infrastructure Features

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

e. Unique Features

The property is now, or is proposed to be, used for unique and high-priority functions such as water-dependent, working waterfront, and transit-oriented uses.

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f. Redevelopment Plans

The extent to which any amendment is included as part of a special area plan that has evaluated and addressed the effect on the number and type of jobs and wage scale of persons to be employed in the redevelopment area proposed to be reclassified.

g. Related Comprehensive Plan Policies

The extent to which any amendment furthers key policies of the local and countywide plans, with particular reference to *Pinellas By Design: An Economic Development and Redevelopment Plan for the Pinellas Community*. The objective is to establish criteria in the *Countywide Plan Rules*, based on the above-identified list of considerations, in sufficient detail to provide the elected officials an objective bases on which to evaluate individual *Countywide Future Land Use Plan Map* amendments that would propose to change a plan category that now provides for target employment opportunities. The goal need not be to preclude any amendment of these categories, but rather to assure that any such amendment at least maintains the employment potential of the existing category.

2. New/Revised Plan Map Categories and Processes

It is recommended, based on the assessment of alternative changes or additions to the current roster of plan categories, that consideration be given to the three types of changes outlined herein. The objective is to create a hierarchy or tiered means of accommodating primary, high-wage jobs in the most efficient manner possible, while maintaining the integrity of the *Countywide Future Land Use Plan*. The three levels of changed categories or procedures, from the most conventional to the most innovative, are as follows:

a. Planned Redevelopment-Industrial Plan Category

This plan category was created as one of the initial tasks in follow-up to the approval of *Pinellas By Design* and as part of the series of new redevelopment categories prompted by the *City of St. Petersburg 2020 Vision Plan* and code rewrite.

This plan category is currently available under the *Countywide Plan Rules* and requires a special area plan to be prepared and approved in support of a plan map amendment to utilize the category. It should prove useful for projects involving ten or more acres in a redevelopment context in those jurisdictions which have enabled the category.

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One amendment to the current *Countywide Plan Rules* that might allow greater flexibility in the use of this plan category would be to allow for a certain portion of the area proposed to be so classified to be used for residential purposes in support of the business uses. Specific caveats should include the percent of the area devoted to residential use, the density of residential use, and its relationship to the number and wage scale of jobs to be created in the Planned Redevelopment-Industrial area being established.

Given that the creation of a special area plan and the corresponding plan map amendment could take between seven to twelve months to employ, this technique is considered to have a relatively high degree of complexity and a limited, or at least very selective, degree of application. For that reason, it is considered an important, albeit an incomplete, part of the solution to accommodating the preservation and enhancement of land area available for job growth of the type desired. It constitutes the bottom tier of the plan amendment hierarchy illustrated in the accompanying chart and graphic.

Table 5-1

Tiered Countywide Plan Provisions To Accommodate Target Industries		
Technique	Level of Complexity	Timeframe
Target Industry Bonus System	Limited (Administrative Review)	Short (1-2 Months)
Employment Center Overlay	Moderate (Requires Plan Map Amendment)	Near Term (3-6 Months)
Planned Redevelopment - Industrial	High (Requires Special Area Plan & Map Amendment)	Extensive (7-12 Months)

b. Employment Center Overlay Plan Category

It is proposed to create this new plan category as an overlay to designate areas suitable for uses now provided for in the Industrial Limited plan category to recognize and incent employment center clusters.

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The concept is to superimpose this overlay category on those existing plan categories that are sufficiently clustered and interrelated so as to constitute employment centers. The category would allow for those uses that accommodate target industry jobs by permitting them in addition to the permitted underlying uses and allowing for their more intensive and efficient use of the land through an increase in permitted floor area ratio. Criteria would need to be established that would assess the adequacy of infrastructure and means by which to identify eligible industry clusters in order to qualify for the new overlay category. For example, the overlay could allow for certain Light Manufacturing/Assembly (Class A) uses in an office plan category where it would not otherwise be permitted and all permitted uses would be allowed to develop up to a one hundred percent increase in intensity (floor area ratio). Criteria for utilization of the overlay category would include an evaluation of the public services and facilities pursuant to the concurrency management requirements of Chapter 163, Part II, Florida Statutes.

This new plan category could also be used in conjunction with existing or future Developments of Regional Impact (DRI) as a means of denoting pre-approved development capacities. In particular, the provisions of Section 380.06(25), Florida Statutes, Areawide Development of Regional Impact, are worthy of consideration by Pinellas County and its member local governments as a tool to establish the infrastructure capacity and predetermined buildable potential for one or more key employment centers. While this new plan category and the DRI process can work independently of one another, their combined utilization could be particularly useful in selected circumstances.

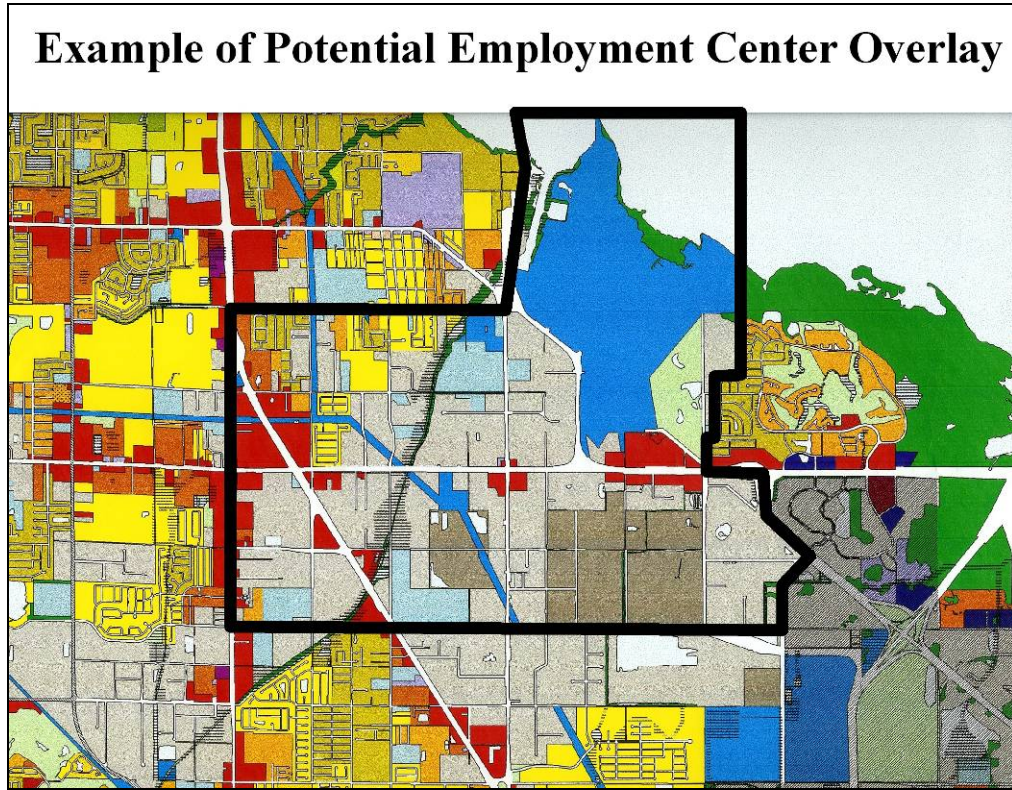
In order to establish this new technique, the *Countywide Plan Rules* would first need to be amended to establish the category and the criteria for its utilization. Secondly, a plan map amendment would need to be employed to place the category on the *Countywide Future Land Use Plan Map*.

In order to help explain how such a provision might be employed, the graphic on the following page has been prepared as an illustrative example of an area in the county where the Employment Center Overlay may be appropriately applied.

The advantage of utilizing this technique is that, once in place, it provides for a predetermined location that can accommodate job-producing businesses without the need for additional plan map amendments and directs future employers to locations that build on and complement established employment centers.

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In the hierarchy of the three recommended techniques, it is somewhat less time consuming and sophisticated than the Planned Redevelopment-Industrial technique described above and represents a middle-tier approach to helping the Countywide Plan address future job creation objectives.



c. Target Industry Bonus System

The purpose of this procedure is to provide a mechanism to accommodate new or expanded target industry in the most efficient manner possible. The concept is to create an administrative process that would allow for specified uses and density/intensity in a selected range of plan categories, based on criteria or a point system administered by the Pinellas County Economic Development Department subject to approval by the PPC and CPA.

For example, it would allow a certain range of uses such as Light Manufacturing/Assembly (Class A), Research/Development, and Office in all categories of the Mixed Use, Commercial, and Industrial plan classifications at an intensity (floor area ratio) of up to fifty percent above that otherwise permitted based on criteria such as the following:

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- Number of jobs created
- Number of jobs at/above average county wage scale
- Number of years committed to additional jobs
- Provision for public transit orientation/connection
- Green (LEED) building design standards
- Overall design, compatibility, and integration with surrounding uses

This proposed technique is based on and supported by the study analysis which found that a significant percentage (some 67 percent) of the target industries surveyed are located in other than the Industrial plan classification.

In addition, a density bonus for residential use that is otherwise allowed in the respective plan categories could be provided for affordable housing developed in conjunction with and designed to accommodate a portion of the expanded target industry work force.

The advantage of this process would be to provide maximum flexibility and an abbreviated timeframe to assist with the location and expansion of target industries by constructing a procedure that does not require plan map amendment. This procedure would, of course, require careful amendment of the *Countywide Plan Rules* and administrative oversight, as well as incorporation in local government plans and regulations in order to be employed. It would be designed to be the third level or tier in the hierarchy of tools, and would be the least complex and time consuming from a procedural standpoint as represented in the previous chart and graphic.

C. Financial Incentives and Programs

The second major means available by which the public sector can influence the ability of target industries to expand and relocate in our largely built-out county is through a variety of financially-driven mechanisms. The types of assistance outlined below include:

- Infrastructure Investment
- Land Assembly and Cost
- Other Incentives and Assistance

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1. Infrastructure Investment

One of the most fundamental, effective, and equitable means of using public funds to assist with preserving and enhancing target industry employment is through directed capital improvements to the public infrastructure system. By preparing their capital improvement programs, in concert with state and federal funding, in a manner that is consciously directed at the roadway, transit, drainage, water, sewer and parking needs of target industry businesses and employment centers, local governments can reduce the site development and other costs of doing business for the private sector, which can assist in the county remaining competitive with its greenfield neighbors.

This financial mechanism can be optimized by working in concert with the regulatory techniques described previously so as to provide adequate capacity to meet the concurrency management requirements that will enable the concentration and intensification of businesses in designated employment centers.

A related issue is that some industrial areas pose special challenges for employment-related redevelopment that cannot be wholly met at the local government level. Because maintaining a supply of land with suitable infrastructure and supportive facilities for target employers is an issue of countywide importance, it would be appropriate for planning initiatives to provide assistance to affected jurisdictions. Such assistance may include:

- Directing countywide planning for transportation and other infrastructure improvements to areas where they are needed to accommodate target employers, such as the concentrations of industrial land described in Chapter 3.
- Identifying and marketing to those target industry businesses that can benefit from the strengths of local areas while overcoming their weaknesses. For example, some waterfront areas in the county lack access to highways, but could be attractive to businesses in the Information Technology cluster, which typically seek high-amenity locations and do not require major arterial roadways to transport goods.
- Identifying opportunities, in appropriate areas, to create mixed-use developments that preserve target employment while allowing supportive residential or retail uses. Such uses help reduce demand on roadway infrastructure by encouraging walking, bicycling, and transit use.

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2. Land Assembly and Cost

The ability to assist with the assembly of land to provide parcels of adequate size in appropriate locations is a key tool in a largely built-out county with many smaller parcels of irregular configuration held in separate ownership.

There are two components to the land assembly process, each of which is important. The first is just the ability to aggregate individual smaller parcels of property that may be owned separately so as to create a property of a size that is useable for a new or expanded use, in a time frame that makes it workable for the relocation of a desirable target industry employer. The second aspect of a comprehensive land assembly program is the ability of the acquiring public entity to write down certain costs of the assembly process so as to make its acquisition by the private sector competitive with other out-of-the-county options.

The Pinellas County Industrial Development Authority is ideally suited to undertake a land assembly program that can include a variety of techniques from simple assistance with assembly for a particular project, to land banking, cost write-down, and site preparation. The utilization of the land assembly tool will be of great importance in providing sufficient land to accommodate the number and types of high-wage jobs needed to sustain our economy over the next twenty years.

3. Other Incentives and Assistance

Incentives can be a useful component of an overall economic development strategy, particularly when used in combination with other parts of the “tool box.” This is a recommended part of an overall strategy to incent the retention and addition of high-wage jobs. Proposed incentives include:

a. Qualified Target Industry Bonus

Establishment of a local QTI bonus to supplement the state program, as an additional incentive to distinguish Pinellas County.

b. Property Tax Abatement

Establishment of a program to abate some or all of the property and/or tangible property taxes for a certain period of time. This would require a countywide referendum.

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c. Relocation Expenses

Establishment of a program to reimburse or pay upfront the costs of relocation expenses and/or equipment moves.

d. Workforce Training Grant Program

Creation of a local grant program modeled after the State Incumbent Worker Training program to provide this assistance to qualified companies new to Florida.

e. Infrastructure Improvement Grant Program

Creation of a local grant program modeled after the Florida Economic Development Transportation Fund to fund project-specific infrastructure needs.

f. Fees In-Lieu for Regional Improvements

Establishment of a fee-in-lieu of required parking and storm water management to be used to provide off-site, area-wide facilities for use by multiple properties that assist in more efficient utilization of land.

To assist in the provision of financing these incentives, two additional recommendations include:

g. Community Development Block Grant Funds

Utilization of a dedicated portion of the CDBG funds to assist with one or more of the above-identified programs or techniques.

h. Industrial Revenue Bond Fees

Capture of the IRB application and financing fees and an administrative fee or commission to help fund and reinvest in land assembly by the Industrial Development Authority.

D. Summary

There is certainly no “silver bullet” or single regulatory or financial tool that will, by itself, address the need to preserve existing and create additional opportunities to increase the number and kind of jobs desired to maintain a vital economy throughout Pinellas County. The implementation of the key recommendations outlined here will, however, in selective combination, give the county the best chance to meet its long-range

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employment, economic development, and redevelopment objectives. A summary of the recommended actions is as follows:

1. Criteria for Countywide Plan Amendment

Refine and integrate current criteria for *Countywide Future Land Use Plan Map* amendment of industrial lands by placement in the *Countywide Plan Rules*, including such considerations as:

a. Contribution to the Economy

Based on the number and type of jobs to be provided.

b. Site Characteristics

Including size, configuration, and physical characteristics and opportunity for consolidation.

c. Locational Characteristics

In relationship to use of and compatibility with adjoining properties.

d. Transportation and Infrastructure Features

As a function of access, availability, and capacity.

e. Unique Features

Such as water-dependent use, working waterfront or transit-oriented use.

f. Redevelopment Plans

The extent to which the property is part of a special redevelopment plan.

g. Related Comprehensive Plan Policies

In relationship to key policies of the local and countywide plans.

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2. New Plan Categories

Establish new/revised *Countywide Future Land Use Plan Map* categories and processes, including:

a. Amend the Planned Redevelopment – Industrial Category

To allow for residential use based on specific criteria related to provision of target industry jobs.

b. Create a New Employment Center Overlay Category

To facilitate target industry location and expansion in key locations that provide for flexibility of both the types and intensity of use permitted.

c. Establish a Target Industry Bonus System

That provides for an administrative process to accommodate target industry without requiring a plan map amendment.

3. Financial Assistance and Programs

Implement expanded financial assistance mechanisms, including:

a. Infrastructure Investment

By directing public improvements in a manner that helps assume adequate infrastructure in support of target industry.

b. Land Assembly and Cost

Through the establishment of a program to assist with both the mechanics and cost of assembling the land area necessary to accommodate expansion and location of target industry.

c. Other Incentives and Assistance

By adding to the current roster of incentives, including local Workforce Training Grants, payment of relocation expenses, property tax abatement, infrastructure improvement grants, and a Qualified Target Industry bonus allotment; and utilizing revenues raised from various sources, such as community development block grant funds and industrial revenue bond fees, to assist in financing these incentives.

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In conclusion, this study builds upon previous efforts that identified the need for proactive redevelopment planning to assist in economic development and redevelopment, through the attraction and retention of target industries within the county. The study includes analysis of the existing target industry locations, assesses future land needs for industry, evaluates the existing regulatory and financial framework in which the target industries operate, and identifies regulatory amendments and program enhancements that will protect and incent full utilization of critical locations and discourage the conversion of viable industrial lands to other uses.

Formal acceptance of the *Target Employment and Industrial Land Study for the Pinellas Community* by the Pinellas Planning Council and Countywide Planning Authority will acknowledge the policy direction set forth herein, and establish the basis to proceed with consideration of the regulatory amendments and financial commitments required to assist in their implementation.