

## **Population Projection Methodology**

Florida Statutes requires counties and municipalities to periodically prepare an evaluation of their comprehensive plans, and the evaluation and appraisal report (EAR) legislation contains certain population-related requirements. Sections 163.3191(2), (2)(a), and (2)(i), F.S., require:

(2) The report shall present an evaluation and assessment of the comprehensive plan and shall contain appropriate statements to update the comprehensive plan, including, but not limited to words, maps, illustrations, or other media related to:

(2)(a) Population growth and changes in land area, including annexation, since the adoption of the original plan or the most recent update amendments.

(2)(i) The identification of any actions or corrective measures...shall include, as appropriate, new population projections....

The discussion below provides options for Pinellas County municipalities to use in order to comply with statutory population assessment requirements.

### Data Sources

Four data sources have been employed to develop the methodology: 1. the United States Census from 1990 and 2000; 2. the University of Florida's Bureau of Economic and Business Research (BEBR) 2005 population estimates and BEBR *Florida Statistical Abstract 2005*, and 3. Pinellas County Planning Department "permanent" and "resident" population projections.

### Facts and Assumptions

While the Census and BEBR produce county estimates and projections, neither entity produces them for municipalities. And, while Pinellas County produces estimates by census tracts and traffic analysis zones (TAZs), none are currently produced for county municipalities. Thus, because municipal projections are currently lacking, certain facts were determined and assumptions made in order to calculate them.

#### *Facts*

First, many of the 24 municipalities in the county are landlocked and it is common for jurisdictions to have contiguous borders. As a result, only about half of the municipalities have the ability to annex unincorporated county land that would result in significant population increases.

Second, the county and municipalities have adopted state-mandated land use plans and those plans give a specific designation to each parcel in the county. Pinellas County is approaching buildout and it has virtually no large-scale “holding zones,” e.g., large tracts of agricultural land. Thus, there are few parcels that could accommodate future development of such a scale that it would produce significant population increases.

Third, mainland municipal population increases will occur largely through redevelopment/infill and the annexation of unincorporated land. The annexations will increase municipal populations, but will not affect countywide population. Many mainland communities have planning areas outlined in Ordinance No. 00-63. As a result, they have the potential to annex areas outside their current boundaries and thereby, increase their populations. The extent of population increases resulting from such annexations can and should be calculated by those communities in order to estimate future municipal populations as accurately as possible.

Fourth, countywide population may increase through large-scale incorporated and unincorporated mainland rezonings that would materially alter the planned-for populations in local comprehensive plans.

It should be noted that the annexations or rezonings that *substantially* increase municipal populations are potential actions that need not play a role in developing the EAR, but should be addressed when preparing EAR-based amendments. The methodology presented here, however, does not take into account any such annexations or large-scale rezonings because their timing and extent are unknown to PPC staff.

### *Assumptions*

In light of the above facts, the following are assumed:

1. Many mainland communities have the opportunity to annex unincorporated land and thus, increase their population over time.
2. The barrier island communities will experience negligible, if any, permanent population increases out to the year 2030.
3. Because of buildout and a totally planned-for county, large population increases over and above those already planned for will be limited if they occur at all.
4. A calculation methodology using the percentage of the total county population residing in each municipality can serve as a starting point for EAR and EAR-based amendment preparation purposes. The calculations can be used as presented or modified as determined appropriate to reflect changes brought about by annexations, rezonings, or redevelopment/infill.

### Steps Used in Calculating the Projections

The accompanying spreadsheet contains all relevant data used to calculate the projections including Census, BEBR, and Pinellas County data. [Column G, Rows 32 to 41]

1. The 1990 [Column B] and 2000 [Column C] Census numbers for county municipalities were entered and changes between the two Census numbers [Column D] and the percentage change [Column E] were calculated.
2. The BEBR 2005 [Column F to H] estimates, differences, and percentage of change were calculated.
3. Population change was calculated from 1990 and 2005 [Column I, calculated by adding Columns D and G] and the percentage of change [Column J, calculated by dividing Column I by Column B].
4. The percent of countywide population for each municipality was calculated [Column K] using 1990 Census figures with Belleair Shore having the lowest percentage and St. Petersburg the highest. In addition to 1990, the percentage of county population for each municipality was calculated for 2000 and 2005, [Columns L, Census numbers & M, BEBR numbers] however, only the 2000 percentage [Column L, 2000 Census] was employed to produce the municipal permanent and resident 2015 and 2030 projections. [Note: If different planning periods are employed locally, please contact the PPC for additional data.]
5. BEBR produces only permanent population county projections, but Pinellas County produces both permanent and seasonal projections with the combination of the two called the “resident” population. Depending on local preferences, either Pinellas County permanent [Columns N and O] or resident [permanent plus seasonal] [Columns P and Q] projection numbers can be used. If BEBR medium projection numbers [Columns R and S] are preferred, they can be employed for the EAR and EAR-based amendments.

### Recommendation

Pinellas County used their “permanent” population figures for the county EAR that was found sufficient by the Department of Community Affairs. It is the PPC recommendation that it would be appropriate for municipalities to follow the county lead and use those numbers [Columns N and O in the spreadsheet] for local population projections absent a definitive reason for doing otherwise.