

# PPC PINELLAS PLANNING COUNCIL



ANNUAL REPORT 2003

# THE PINELLAS PLANNING COUNCIL



Mayor Robert H. DiNicola  
City of Indian Rocks Beach  
Representing Group B  
Communities



Vice-Chairman  
Mayor Robert Jackson, Ph.D.  
City of Largo



Treasurer  
Mayor Frank DiDonato, DC  
City of Tarpon Springs



Secretary  
Commissioner Calvin D. Harris, Ed.D.  
Pinellas County



Councilor Pete Bengston  
City of Seminole  
Representing Group C  
Communities



Mayor  
Jerry Beverland  
City of Oldsmar



Vice-Mayor  
Sandra Bradbury  
City of Pinellas Park



Mayor Tom De Cesare  
City of Madeira Beach  
Representing Group A  
Communities



Councilmember  
Bill Foster  
City of St. Petersburg



School Board Member Jane Gallucci  
Pinellas County School District



Vice-Mayor Robert Hackworth  
City of Dunedin



Vice-Mayor Hoyt Hamilton  
City of Clearwater



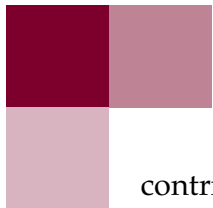
Commissioner Nadine S. Nickeson  
City of Safety Harbor

**Group A  
Communities:**  
Madeira Beach,  
St. Pete Beach,  
Treasure Island

**Group B  
Communities:**  
Belleair Shore,  
Belleair Beach,  
Indian Rocks  
Beach, Indian  
Shores, North  
Redington Beach,  
Redington Shores

**Group C  
Communities:**  
Belleair, Belleair  
Bluffs, Gulfport,  
Kenneth City,  
Seminole, South  
Pasadena

# CHAIRMAN'S MESSAGE



**D**uring the last fifteen years, the Pinellas Planning Council has made many important contributions to planning in Pinellas County. Due to the Council's leadership, all twenty-five local governments are consistent with one Countywide Future Land Use Plan, a level of cooperation that few other counties have reached. We have maintained this achievement over the years by keeping the map current and reviewing amendment applications. But more recently, as the approach of buildout has created new issues for our communities, the focus of the Council has changed. Instead of concentrating on consistent countywide regulation, we are looking into the future, and anticipating the land use and planning needs we will be facing tomorrow.

One example of this new focus is the redevelopment initiative, an ongoing partnership between the Council and the Pinellas County government. This effort has made real progress in preparing the county for its transition to a built-out environment. An important part of this transition is a move toward mixed-use redevelopment, which will allow residents to live, work, and shop in a single community or neighborhood. Better community design will also make our communities safer and more pleasant for walking and biking.

Another important task continued by the Council this year is the update of the Countywide Plan For Pinellas County. This effort will create a supplement to the current plan, covering topics not addressed in the past, such as the relationships between land use, transportation, and economic development. It will also reinforce many of the approaches of

the redevelopment initiative. In addition to guiding future decisions of the Council, it will provide a model that can be used by local governments.

Finally, many communities have benefited from the Council's local assistance efforts. This has included help with developing land development regulations, design guidelines, and grant applications, among many other projects. It has also included countywide studies of topics such as wireless communication facilities and redevelopment in the Coastal High Hazard Area.

Other tasks have yet to be accomplished, among them a closer working relationship between the Council and the Board of County Commissioners in their capacity as the Countywide Planning Authority. It is also important that the Council continue to play an active role in helping the cities and county to reach common ground on topics such as annexation.

As I leave the chairmanship, I want to thank my fellow Council members for their support. I also want to thank Dave Healey and his staff for their dedication to the goals of the Council. The experience has been a rewarding one that I will look back on with pleasure. Many good things have been accomplished over the last year and more will be in the future. I wish the incoming chairman success during the new year, and continued success for the Pinellas Planning Council.



MAYOR ROBERT H. DiNICOLA  
PINELLAS PLANNING COUNCIL CHAIRMAN

# COUNTYWIDE PLANNING AUTHORITY

The Pinellas County Board of County Commissioners serves as the Countywide Planning Authority (CPA) for Pinellas County, as provided for in the Special Act (Ch. 88-464, Laws of Florida) and the County Charter.

The seven elected county commissioners, in their capacity as the CPA, serve as the final decision-making body in the adoption and administration of the Countywide Plan For Pinellas County. In conjunction with the Pinellas Planning Council (PPC), the CPA

guides the growth and development of Pinellas County in a manner consistent with the best interests of the county as a whole. During this last fiscal year, the CPA acted on 77 amendments to the Countywide Future Land Use Plan.

County Commissioner Calvin D. Harris has served as the Pinellas County representative on the PPC for the past three years, and has been an effective liaison between the PPC and the CPA, helping to stimulate thoughtful discussions regarding many countywide planning issues.



**Seated, left to right:**

Commissioner Barbara Sheen Todd  
Commissioner Karen Williams Seel, Chair  
Commissioner Susan Latvala, Vice-Chair

**Standing, left to right:**

Commissioner Kenneth T. Welch  
Commissioner John Morroni  
Commissioner Calvin D. Harris  
Commissioner Robert B. Stewart

# PLANNERS ADVISORY COMMITTEE

**T**he Planners Advisory Committee (PAC) provides technical input and makes recommendations on matters that come before the Council. The committee is made up of directors of the various local government planning departments, or their selected representatives, as well as a representative from the Pinellas County School Board staff.

The PAC meets with PPC staff on a regular basis to review items being brought to the Council, and serves as an additional source of professional input to the decision-making

process. Major components of the PAC effort this past year included reviewing land use plan amendments to maintain consistency with the Countywide Future Land Use Plan; reviewing voluntary annexations; and providing input to the Redevelopment Plan initiative and the Countywide Plan update process.

Gordon Beardslee, Planning Administrator for Pinellas County, and Katherine Burbridge, Community Development Director for the City of Indian Rocks Beach, served as Chairman and Vice-Chairman of the PAC respectively during FY 2002-03.



**Standing, left to right:**

Greg Scoville, Oldsmar; Jim Miller, Pinellas County School District; Pete Pensa, Largo; Ron Rinzivillo, Safety Harbor; Dean Neal, Pinellas Park; Marc Mariano, Clearwater; Larry Nayman, Indian Shores; Mark Ely, Seminole.

**Seated, left to right:**

Jeff Dow, Dunedin; Gordon Beardslee, Pinellas County; Lynn Rosetti, Treasure Island; Katherine Burbridge, Indian Rocks Beach.

**Not present for picture:**

Cyndi Tarapani, Clearwater; Susanne Hicks, Gulfport; Paula Cohen, Maderia Beach; Mike Nadeau, Redington Shores; Jerry Speece, St. Pete Beach; Dave Goodwin, St. Petersburg; Renea Vincent, Tarpon Springs.

# COUNTYWIDE PLANNING PROCESS

**T**he PPC is comprised of thirteen elected officials who provide representation for each of the local governments within Pinellas County and the Pinellas County School District. The PPC serves in an advisory role to the Countywide Planning Authority for the purpose of formulating and administering a coherent planning process that overcomes the inherent limitations of twenty-five separate local government plans, while respecting the prerogatives and individual character of each one as set forth in their plans.

The countywide planning process, based upon a Special Act of the State Legislature (Ch. 88-464, Laws of Florida, as amended) and approved by referendum as an amendment to the Pinellas County Charter, was established to guide the growth and improvement of Pinellas County as a whole, with the participation of the county's member local governments and the School District. PPC administration of this process is designed to promote a consistent, coordinated, and efficient approach to planning and development in Pinellas County with local, regional, and state government entities.



Over the last fifteen years of its history, the PPC has played an innovative planning role in the affairs of the county. Actions of the Council formalized countywide land use plan consistency, placing Pinellas County in a very small group of jurisdictions that have achieved that level of planning sophistication. And over the years, the Council has continued performing its Future Land Use Plan administrative duties by keeping the map current and reviewing amendment applications. But, even as these functions continue to be performed, the focus and emphasis of the Council is expanding from one concentrating on regulation, to one that more innovatively anticipates the future land use environment and planning requirement of Pinellas County.

The work undertaken by the PPC during the past year reflected this expanded focus, as well as continued implementation of the strategic planning process established in 1999. This process involved review of the agency's mission and role statements and preparation of goals and objectives, in conjunction with the Countywide Planning Authority, resulting in the long-range Strategic Plan for the Pinellas Planning Council. The annual and five-year work programs are derived from this plan.

Throughout the past year, the PPC has assisted local governments and developed numerous programs that furthered the countywide planning program. In addition to day-to-day operations, work completed or begun in FY 2002-03 consisted of a number of major projects, as described on the following pages.

# PLANNING FOR THE PINELLAS COMMUNITY

Starting several years ago, the Council began a cooperative initiative with the Pinellas County government intended to prepare the county for its transition to a redevelopment environment. Realization of the need for guidelines resulted in a cooperative effort to study the issues and propose strategies with consultant assistance and shared project financing. The project seeks to understand and meet redevelopment challenges, by combining the resources of all twenty-five local governments and the private sector.

At the same time, the Council has undertaken the development of a supplemental update to the Countywide Plan For Pinellas County. The supplement reinforces many of the approaches outlined in the redevelopment initiative mentioned above, by adopting position statements and strategies that can be used to address identified countywide issues.

These two efforts are interrelated, and share a number of goals. In addition to examining the technical aspects of local regulations and procedures, both also explore larger issues such as promotion of quality design, community and neighborhood planning, and marketing the county as a place to live and do business.

## THE REDEVELOPMENT INITIATIVE

During FY 2002-03, the PPC and Pinellas County launched Phase 2 of the ongoing initiative. Building on Phase 1, which identified the approach of build-

out and identified strategies by which local governments could plan for and guide future redevelopment, this phase placed special emphasis on consensus-building among local governments.

A major feature of the initiative during this fiscal year was the Redevelopment Opportunities Summit for the Pinellas Community, held in December 2002. An unprecedented event, the summit brought together local government representatives, private developers, members of the business community, homeowner and neighborhood association members, and interested citizens for a frank, in-depth discussion of the redevelopment future of Pinellas County.

Capitalizing on the enthusiasm generated by the event, the initiative released a report entitled *The Opportunities Summit Findings: Economic Development and Redevelopment for the Pinellas Community*. The document summarizes the summit presentations, as well as an interactive community visioning exercise participated in by the summit audience, results from a



THE REDEVELOPMENT OPPORTUNITIES SUMMIT

survey of community attitudes toward a number of potential initiatives, and follow-up steps that were identified to further desirable redevelopment and meet economic goals.

During the next fiscal year, the initiative will continue to use the summit format to solicit participation and consensus. The ultimate goal of the effort is to produce an overarching Economic Development and Redevelopment Plan, which will help assure a sustainable, high quality of life for Pinellas County.

### THE COUNTYWIDE PLAN FOR PINELLAS COUNTY

The update supplement will address issues not covered in the current plan. It will be organized into two components, one addressing land use and the other intergovernmental coordination. Each component will be divided into a number of major themes (e.g., the natural environment, economic sustainability), containing supportive data and analysis relevant to Pinellas County. A hierarchical structure of issues, policy statements, and strategies will comprise the adopted portion of the plan.

The purpose of the existing plan has been, and



will continue to be, to coordinate countywide growth management issues and procedures. It is not, however, exclusively for, nor only applicable to, the PPC. The updated plan will also offer guidance to local governments dealing with countywide land use or intergovernmental issues. Jurisdictions will be encouraged to adopt and apply position statements and strategies that support their own local planning objectives.

During the past fiscal year, staff conducted research and prepared drafts of the plan, while the Council and PAC participated in several progress reports, reviewing research and discussing topics addressed in the plan. The document is anticipated to be adopted during early 2004.



# ASSISTING LOCAL GOVERNMENTS

An ongoing task of the PPC is to provide technical planning services to local governments with whom the Council has an interlocal agreement. Staff assists these communities collectively by researching planning topics of common interest, and individually by reviewing site plans, processing requests for variances, preparing grant applications, evaluating proposed changes to land development regulations, and providing land use maps and technical assistance for special projects such as floodplain management plans and corridor redevelopment.

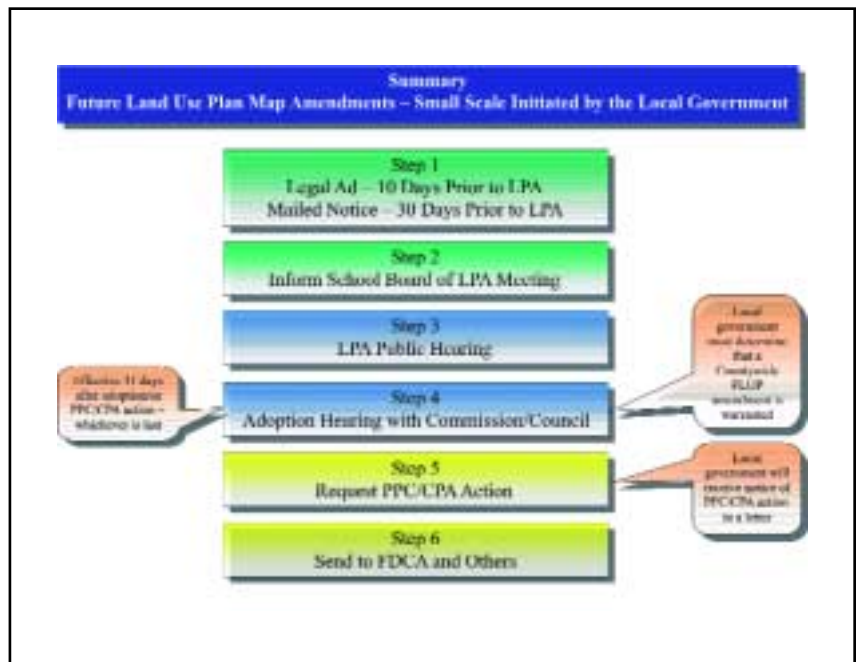
PPC local assistance efforts make an important contribution by allowing smaller communities, many of which are unable to retain their own planners, to obtain professional planning services in an economical manner. In addition, the PPC is able to learn from the experiences and practices of many different jurisdictions, and to share this information county-wide. The following paragraphs provide examples of projects worked on during FY 2002-03.

## PLAN AND CODE AMENDMENT MANUAL

In 1996, the PPC published a procedures manual to help local governments navigate the process of amending their comprehensive plans, future land use plan maps, zoning maps, and land development regulations. While it was

revised a number of times over the years, recent changes in state law necessitated a more thorough update for the guide to remain accurate and current. As a result, this year the PPC created an entirely new document, entitled *Plan and Code Amendment Manual: A Guide to the Requirements for Municipal Comprehensive Plan and Land Development Regulation Amendments for Municipalities in Pinellas County*, which supersedes and replaces the 1996 version.

The steps for each procedure are presented in easy-to-read flowcharts, with color-coded boxes representing different types of required actions (example shown below). Copies have been transmitted to the planning staff, building officials, and municipal clerks of all the local governments in Pinellas County, and an electronic version is available on the PPC web site at <http://www.co.pinellas.fl.us/ppc>.



EXCERPT FROM THE PLAN AND CODE AMENDMENT MANUAL

## WIRELESS FACILITIES STUDY

In response to interest from local government officials and staff, this year the PPC continued its examination of wireless facilities management in Pinellas County. The study began in 2002 with a report entitled *Wireless Facilities: Planning for the Next Generation of Technology*, which surveyed local government regulations and current trends in the industry. It was followed by a countywide technical workshop, hosted by the PPC and presented by CityScape Consultants, Inc., in March 2003. Local governments were also surveyed to determine what types of technical assistance they would consider most useful.

Broad support was expressed for three proposed countywide follow-up actions: creation of a model ordinance, enhancement of facilities tracking, and assistance with revenue generation. With continued assistance from CityScape, work on the model ordinance has recently begun, with the remaining phases to follow during the coming fiscal year.

## COASTAL HIGH HAZARD AREA (CHHA) PROJECT

Redevelopment of the tourist-oriented barrier islands has never been more needed, but



the process is made difficult by strict state regulations against increasing densities in the CHHA. In the past year, a number of the beach communities have had to overcome state objections to land use amendments with even modest increases of one or two units per acre. To address this issue, staff developed a process for working with DCA to appeal these objections and negotiate a long-term redevelopment strategy, one that would balance the need to protect life and property from natural disasters with the need to encourage revitalization and economic development.

PPC efforts helped inspire proposed legislation that would allow certain communities to increase densities in the CHHA, when accompanied by sound planning and hazard mitigation efforts. This legislation is scheduled to be considered during the 2004 session, and will be closely followed by the PPC.

## OTHER ASSISTANCE

In addition to the above studies, staff worked with individual communities on a number of projects, including the following:

- Assisted Indian Shores in updating their land development codes to ensure compatibility with their Town Square Plan (created with PPC assistance in 1996)
- Assisted Indian Rocks Beach in reviewing their land development codes to ensure consistency with the city's comprehensive plan
- Assisted Tarpon Springs in extending the boundaries of their existing Community Redevelopment Area
- Prepared a series of combined zoning and address maps for Belleair

# MAINTAINING QUALITY STANDARDS

An essential part of the PPC mission is to develop and maintain a viable policy framework that establishes guidelines for local government plans and procedures, and ensures a coherent, countywide approach to planning and development. This is accomplished through administration of planning policies, regulations, and processes that further common objectives and strategies.

## COUNTYWIDE FUTURE LAND USE PLAN (FLUP) MAP

The FLUP is a regulatory map that has been adopted as a part of the Countywide Plan For Pinellas County. All twenty-five local jurisdictions are required by Chapter 163 of the Florida Statutes to maintain their own future land use maps, and these maps must be consistent with the Countywide FLUP under the Special Act that established the PPC (Ch. 88-464, Laws of Florida).

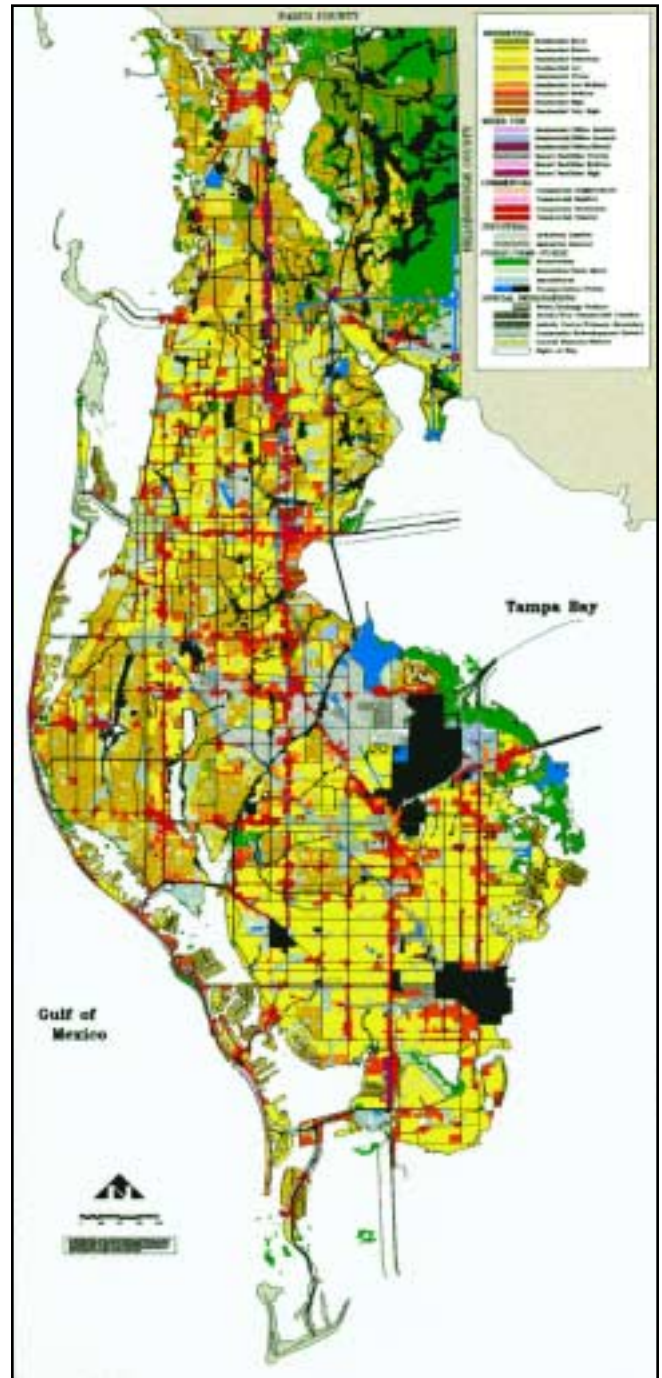
The PPC is responsible for implementing and monitoring any changes to the FLUP. This includes reviewing amendment requests against the standards in the Countywide Rules and making recommendations to the CPA, updating the map once amendments are approved, and coordinating boundary adjustments on an annual basis.

During FY 2002-03, 77 amendments were processed. The following table shows the resulting changes in land use acreage.

## COUNTYWIDE RULES

The *Rules Concerning the Administration of the Countywide Future Land Use Plan, As Amended* (the Countywide Rules) establish the definitions, standards, criteria, and procedures

required to implement and administer the FLUP. They are maintained by the PPC, which evaluates and revises them as needed with approval of the CPA.



THE COUNTYWIDE FUTURE LAND USE PLAN MAP

**CHANGES IN LAND USE ACREAGE,  
FY 2002-03**

<b>Land Use</b>	<b>Change in Acreage</b>
Residential	-11.9 acres
Commercial	-52.6 acres
Industrial	-46.8 acres
Mixed-Use	+37.5 acres
Public/Semi-Public	+72.9 acres
Preservation	+22.8 acres

*Source: Pinellas County Property Appraisers Office, 2003*

A single rule amendment was processed during the past fiscal year. It created a process for dealing with vested rights determinations, made either at the local level or by the courts, that would establish a property’s entitlement to be developed other than as allowed on the FLUP, based on prior approval of a specific project.

**FUTURE LAND USE PLAN AMENDMENT  
(FLUPA) SOFTWARE UPDATE**

One consideration in reviewing the appropriateness of a FLUP amendment is the impact a new use will have on adjacent roadways. In 1995, the PPC entered into an agreement with Tindale-Oliver and Associates, Inc., to create a software program that tracks cumulative traffic impacts from amendments over time. During this fiscal year, the software was updated to maintain compatibility with current analysis procedures used by the Metropolitan Planning Organization and the Florida Department of Transportation. This update will allow PPC staff to do more traffic analysis in-house, and to more accurately track impacts from other amendments on the same roadway segments.

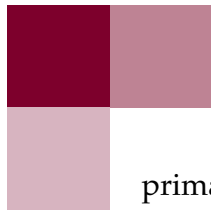
**ANNEXATIONS**

A County Charter amendment approved by voters in a November 2000 referendum enabled Ordinance No. 00-63, which replaces certain state laws governing voluntary annexation with specific procedures tailored to Pinellas County. Implemented by the PPC and CPA, the process provides for a more rational, predictable, and fair method for voluntary annexation, as authorized by the Charter.

When the PPC receives a petition for annexation, a limited staff review is conducted to determine its compliance with the ordinance. The affected parcel(s) must be within the municipality’s designated voluntary planning area, contiguous to the annexing municipality, and reasonably compact, and must not create an enclave. If staff or another affected party considers the annexation to be inconsistent with these criteria, a full review by the Council can be requested. The Council’s recommendation as to whether or not the petition for annexation is in compliance with the requirements in the ordinance is then forwarded to the Countywide Planning Authority.

During FY 2002-03, PPC staff reviewed 205 voluntary annexation petitions. Only two were determined to be not in compliance with provisions of the ordinance.

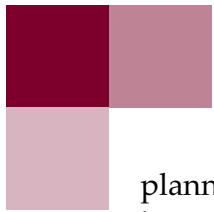
# YEAR-END FINANCIAL STATEMENT



The PPC operating budget is prepared annually by the Executive Director, reviewed and approved by the Council, and adopted by the Pinellas County Board of County Commissioners. Copies of the proposed and adopted budget are forwarded to each local government. The budget is funded primarily by an ad valorem tax based on a millage rate applied countywide. The Fiscal Year 2002-03 millage rate was .0225, the same as the previous three years. The year-end general purpose financial statement is shown below:

	2003	2002
<b>REVENUE:</b>		
Pinellas County property taxes _____	\$976,732	\$928,172
Interest _____	\$12,470	\$14,306
Contract services _____	\$11,618	\$21,264
Total revenue _____	\$1,000,820	\$963,742
<b>EXPENDITURES:</b>		
Payroll, taxes, and benefits _____	\$616,697	\$650,338
Contractual support services _____	\$217,119	\$67,863
Legal services _____	\$9,976	\$4,389
Rent _____	\$82,154	\$79,580
Equipment and furnishings _____	\$15,904	\$18,497
Telephone _____	\$2,641	\$2,887
Mail _____	\$5,861	\$5,784
Advertising notice _____	\$3,880	\$3,690
Printing and reproduction _____	\$20,925	\$12,657
Office supplies and materials _____	\$9,488	\$6,306
Property appraiser and tax collector commissions _____	\$10,019	\$29,801
Travel _____	\$1,771	\$4,378
Reference and education _____	\$5,993	\$7,101
Accounting and audit _____	\$9,745	\$5,500
Local government grants _____	\$2,485	-
Depreciation _____	\$1,679	\$8,322
Miscellaneous _____	\$3,093	\$2,641
Total expenditures _____	\$1,019,430	\$909,734
<b>REVENUES OVER (UNDER) EXPENDITURES _____</b>	<b>(\$18,610)</b>	<b>\$54,008</b>
<b>FUND BALANCE, OCTOBER 1 _____</b>	<b>\$477,617</b>	<b>\$415,288</b>
<b>FUND BALANCE, SEPTEMBER 30 _____</b>	<b>\$459,007</b>	<b>\$469,296</b>

# A LOOK AHEAD TO 2004



As the previous pages demonstrate, the PPC has been active and engaged in countywide planning during the past year, and has accomplished a great deal.

Looking ahead to next year, the Council will continue to build upon the progress made during the past twelve months.

The annual (FY 2003-04) and five-year (FY 2004-08) work programs identify tasks performed by the PPC on a routine basis, as well as special projects. Some of these include:

## CONTINUING TASKS

- Countywide Plan and Rules administration
- Review of voluntary annexation proposals
- Assistance to local governments as outlined in approved interlocal agreements
- Implementation of Council administrative functions
- Maintenance of the PPC web site and expansion of public information efforts regarding Council activities

## SPECIAL PROJECTS

- Continuing Phase 2 of the redevelopment initiative, including drafting of a countywide Economic Development and Redevelopment Plan
- Completion and adoption of the *Updated Countywide Plan For Pinellas County*

- Continuing to address the legislative issues regarding redevelopment in the Coastal High Hazard Area
- Providing assistance to local governments with wireless facilities regulation, tracking, and revenue generation

In the longer term, the Council will continue to address significant issues of countywide importance. These topics include:

- Addressing annexation and shared urban services
- Assisting local governments with comprehensive plan evaluations
- Assisting local governments with implementing the recommendations of the Pinellas Assembly effort
- Revision of the Countywide Rules to better address redevelopment

<b>2004 Schedule of Public Hearings and Meetings</b>		
<b>PAC Meeting Date</b>	<b>PPC Hearing Date</b>	<b>CPA Hearing Date</b>
January 12	January 21	February 3
February 9	February 18	March 9
March 8	March 17	April 13
April 12	April 21	May 11
May 10	May 19	June 15
June 7	June 16	July 13
July 12	July 21	August 10
August 9	August 18	September 21
September 7	September 15	October 5
October 11	October 20	November 2
November 8	November 17	December 7
December 6	December 15	January 4, 2005

# PINELLAS PLANNING COUNCIL STAFF



David P. Healey, AICP  
Executive Director



April Collins  
Secretary



Theresa Goodman, AICP  
Program Planner



Michael C. Crawford, AICP  
Principal Planner



Katherine Holt  
Office Assistant



Dolly Eylward  
Office Manager



Larry S. Pflueger  
Principal Planner



Linda Fisher  
Program Planner



Michael Schoderbock  
Planner



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