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**Special Area Plan  
For  
375 Patricia Avenue  
City of Dunedin, Florida**

**Prepared for Wells Fargo**

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## Introduction

375 Patricia Avenue is located at the northeast corner of Patricia Avenue and Scotsdale Street within the City of Dunedin, Florida. The 23-acre site was formerly occupied by Nielsen Media Research; however, the company vacated the site in 2005 and the site has sat vacant now for nine (9) years. Several redevelopment concepts and proposals have been brought before the City over the years; however, multiple factors have prevented the site from being utilized. The economic downturn, lack of a clear vision for the property and, most importantly, an inherent problem with the current land use and zoning have all contributed to the continued vacancy of the property. Both the 2009 Patricia Avenue Corridor Study (See Appendix Item A) and a current Market and Economic Impact Analysis (See Appendix Item B) performed by the City's independent economic consultant identify 375 Patricia Avenue as one of the most important properties in the City, in general, and in the Patricia Avenue corridor, in particular. Nevertheless, due to its severe locational constraints, and practical market impediments, industrial or large corporate users have not been attracted to the site. While a single, large corporate user still should be encouraged to locate here, the applicant (and the City's independent economic consultant) believe it is unlikely to occur.

As originally contemplated by the City's approved Patricia Avenue Corridor Study, a Planned Redevelopment Mixed Use (PR-MU) amendment to the Comprehensive Plan is proposed to enable development of a mixed use site that has the potential to transform a long-vacant site into a vibrant mixed use center. This land use change then can act as a catalyst to encourage further, desirable redevelopment of the Patricia Avenue corridor. The PR-MU amendment is not intended to preclude the potential attraction of target employment users, but instead is specifically intended to make the site more attractive to such uses incident to a more community-friendly mixed-use project, which also offers other viable development options in concert with such potential employment uses.

From the compatibility standpoint, the site is surrounded on three sides by existing residential development, with historically-mixed commercial uses on the west side of Patricia Avenue. Beginning with a well-attended neighborhood charrette, much care has been taken by both the applicant and the City to ensure that the area residents and business owners were supportive of a mixed use development. The community has wholeheartedly endorsed the mixed-use concept as preferable over the existing, more-restrictive industrial land use entitlements, which they find less compatible with their existing mixed-use, but predominately residential, community. The property owner is not seeking a specific set of entitlements for a specific user, nor a pre-determined set of alternative development scenarios. Instead, to ensure a true mixed use development with the maximum flexibility possible to attract desired uses, the Special Area Plan proposes (and requires) three primary land uses, with a minimum and maximum range of uses required for each use. Consequently, the City will be assured that all three primary land use types must be represented, with each at

a guaranteed minimum land allocation. Importantly, target employment center use will remain an essential ingredient of the Special Area Plan. The desired goal is to establish flexible entitlements that support a wide range of mixed use development scenarios (including target employment uses) that can be implemented in conformance with emerging market demands, and yet remain compatible with the existing neighborhood and consistent with the City's and County's Comprehensive Plans. In addition, the proposed Special Area Plan is specifically responsive to the Economic Impact and market Analysis prepared by the City's independent economic consultant, which study has been provided as a supplemental, supporting document for this application (See Appendix Item B).

#### A. Special Area Plan Issues and Objectives

##### Existing Land Use and Related Characteristics of the Area

The Pinellas County Property Appraiser website identifies the subject properties' existing land use as Vacant Commercial and Industrial Land. The site was previously home to Nielsen Media Research Inc. and contained three buildings totaling approximately 211,000 square feet. The Nielsen facility employed approximately 1,000 persons engaged in corporate office, research and analysis jobs, plus additional employees in a printing/production facility. Between 2003 and 2005 the company moved their operations to Oldsmar, Florida. Despite almost ten years of continuous effort, no replacement use could be procured under the existing land use entitlements, and the current owner demolished the obsolete buildings in 2012.

The Approved Future Land Use categories within the properties are Industrial Limited (IL) and Commercial General (CG). The property is bounded by Patricia Avenue to the west, which has an historical mix of Commercial General uses west of the right-of-way, including an auto body shop, medical office, restaurant and produce stand. North of the property the uses include Commercial General (veterinary office and bowling alley) and Residential Urban. East of the property is a right-of-way easement that separates the property from multi-family Residential Low Medium. The southern edge of the property is bounded by Scotsdale Street, which provides a buffer between the property and the Residential Low Medium single family and multifamily development south of the site. A 0.18 acre parcel south of and abutting Scotsdale Street is also included in the application and is proposed as an open space area. (See Exhibit 1)

Since the closure of Nielsen Media, Patricia Avenue has experienced a substantial reduction of street traffic volumes and economic activity. This has resulted in substantial, negative impacts to the City of Dunedin and adjacent businesses that supported this former employment center. Many of the businesses along Patricia Avenue have struggled to stay open and have seen higher than average turnover

rates. The surrounding business and residential areas are in decline and in dire need for a catalyst to spark responsible, smart growth in the Patricia Avenue Corridor.

### Issues to be Addressed by the Plan

This Special Area Plan is designed to address this 23.22 acres of vacant land located on a north-south collector road. Given the limited vacant land opportunities available within the City of Dunedin, this is a significantly large and important piece of redevelopment property, and it presents the City with unique opportunities for a marquee redevelopment project within the Patricia Avenue Corridor. The proposed Future Land Use for the property is Planned Redevelopment Mixed Use (PR-MU). This potential future land use change has been discussed multiple times since the departure of Nielsen Media, including in the City of Dunedin's 2009 Patricia Avenue Corridor Plan (See Appendix Item A) which specifically recommended and contemplates this designation. Though Nielsen Media functioned on this site with a commercial and industrial land use, to the surrounding businesses and residents it felt and acted more like an office complex. This proposed PR-MU mixed use category is intended to give the property greater flexibility to promote infill and redevelopment and to be more responsive to fluctuating market conditions, while preserving the target employment use options, and yet doing so through a form of development that is more compatible with the surrounding residential community.

To ensure that the applicant's plans aligned with the local constituency, the applicant presented its mixed use concept to the City Commission at a Workshop on April 23, 2013. With encouraging feedback from the Commission, the applicant's representatives proceeded to hold a very well-attended neighborhood meeting on May 20, 2013, to assess how the surrounding residents and business owners would like to see this site redeveloped. The participants were shown images of various uses that would currently be allowed to develop under the Industrial Limited Land Use category. Of the potential uses shown, only one use (office) received a higher than 50% approval rate and no single image received more than two-thirds approval. The audience was then shown images of various forms of mixed-use development, primarily from West Park Village in Hillsborough County. All but four of the thirty-one mixed use images shown received greater than 50% approval from the constituency.

The proposed mix of primary uses under this Special Area Plan will include residential, retail, and office (specifically including target employment center uses), with a minimum land allocation required for each of the three (3) primary land use categories. The more intense retail and office/target employment center uses would be clustered closer to Patricia Avenue, including the potential vertical mix of uses. Residential uses also could be vertically integrated as a second and/or third story use along Patricia Avenue, over retail and/or office uses, and also could

be utilized further eastward on the parcel at a lower density to ensure compatibility in the areas adjacent to the other residential uses surrounding the site. Any of the other supporting uses (government, school, day care, other institutional uses) would be located so as to enhance the function and attraction of the mixed-use concept.

The proposed methodology for the mandatory inclusion of the 3 primary land uses within the development pattern requires that ranges of percentages of the developable land mass be dedicated to the 3 mandatory land uses. The mandatory inclusion of three primary land uses (Retail/Other, Office/Target Employment Center and Residential) will be required to guarantee the desired mixed-use development pattern. The proposed ranges of allocation of the developable land area\* required for the 3 primary land uses are:

Land Use	Land Alloc.* (Min. %)	Land Alloc.* (Max. %)	FAR (Min/Max.)	Density (Max.)
Retail/Other	5%	25%	None to 0.45	N/A
Office/TEC	15%	75%	.25 to .65**	N/A
Residential	15%	80%	N/A to N/A	18-24/ac*** 334 total du's

\* To ensure that the potential quantity of desired building sf can be constructed for each required primary land use, the required minimum land allocation ratios shall be applied with reference to “developable land area,” rather than “gross land area.” For purposes of calculation of such minimum land allocations, “developable land area” shall exclude (i) public rights-of-way, (ii) public park or other publicly dedicated open space, and (iii) master retention/detention facilities. If a mixed use portion of the project has retail use on the ground floor and office/TEC use on any other floor, then such land area shall be counted toward both the retail and office/TEC land use minimum requirements, to encourage such mixed use. Any of the supporting/ancillary uses (government, school, day care, other institutional uses) are considered “Other” uses, and shall be allocated to the Retail/Other category, above.

\*\*To encourage the more efficient use of the land for potential TEC uses, and thereby to increase the job capacity for the project, the maximum FAR shall be increased to 0.65 for TEC uses, only; other medical, professional or general offices uses shall be

permitted in a more traditional “garden-office” form at a minimum 0.25 FAR to a maximum of 0.45 FAR; however, such non-TEC office uses should be limited to not more than 50% of the minimum 15% office/TEC land allocation above. However, this restriction may be removed by amendment to this Special Area Plan after the City of Dunedin provides replacement TEC designations in other, more favorable corridors of the City, which are acceptable to the Pinellas Planning Council and the Countywide Planning Agency. Upon completion of such Special Area Plan amendment, the designated office/TEC land allocation area(s) for 375 Patricia may be fully utilized for garden office uses, if not previously utilized for TEC uses. For all purposes within this Special Area Plan, the term “TEC” or “TEC uses” shall mean the same as “Target Employment” is defined in the Countywide Rules: Target Employment means “high-wage, primary employment that imports revenue from outside of Pinellas County, including but not limited to, the fields of aviation/aerospace, financial services, high tech industries, information technology, marine science, medical technology, microelectronics, modeling/simulation, optics/photonics, research/development, and wireless technology.”

\*\*\*Notwithstanding the method of allocation of “net developable” land areas to retail and/or office/TEC uses, above, the allowable residential density for the project shall be calculated on a “gross-acreage” basis, at not more than 18 du/gross acre in the exclusively residential land area, and at not more than 24 du/gross acre in the vertically mixed-use area. However, the total, aggregate residential density allowed for the total project shall not exceed 334 residential du’s whether located in the exclusive residential portions of the project and/or in the mixed use portions of the project. Any residential density not used in the exclusively residential area(s) of the project may be used in the mixed-use areas, either clustered or as vertical mixed-use units, up to the 24/du acre limit in the mixed-use area. This method of calculation is to encourage the mix of uses and to avoid any penalty for such residential use in concert with the retail and/or office/TEC mixed uses.

As previously mentioned, the property is bounded by two roadways allowing easy access to the site. At the northern end of the property, there is currently a signalized intersection at Patricia Avenue and Beltrees Street, which is expected to be the primary entrance into the property. Additional secondary access points are envisioned along Patricia Avenue and Scotsdale Street. There is a sidewalk on the east side of Patricia Avenue and on the north side of Scotsdale Street. There are also three bus stops along Patricia Avenue adjacent to the property, two on the west side of the roadway and one on the east side. As the City of Dunedin is a golf-cart friendly city, the property can incorporate golf cart access and parking as well.

Along with the proposed amendment to the future land use, the owner has a concurrent rezoning application pending with the City of Dunedin to rezone the

property's Light Industrial (LI) and General Business (GB) zoning designations to the new Form Based Code Mixed Use (FX-M) zoning category. This new zoning category will incorporate smaller, more pedestrian friendly block lengths with building "build to" lines rather than setbacks. Internal to the property, a promenade type street would include wider sidewalks that invite outdoor gathering places, including on-street dining areas. This mixed use redevelopment was envisioned by the City in its 2005 Dunedin Community Visioning workshops and in its 2009 Patricia Avenue Corridor Study. The Corridor Study acknowledges that the main identity for the corridor is the former Nielsen Media property. A vacant property of this size in an established area of Pinellas County is extremely rare and is a unique redevelopment opportunity that could revitalize the existing local businesses, and serve as the primary catalyst for new business employment opportunities along the entire Patricia Avenue Corridor. Rezoning of the subject property to the new FX-M form-based category will allow sufficient flexibility to respond to fluctuating market conditions, while ensuring that the form of development is compatible with a desirable, walkable urban neighborhood.

In addition, the City's Landscape Plan for Patricia Avenue was recently adopted, and the new streetscape improvements already have been installed by the City. The property owner has provided a letter of maintenance commitment to the City which will also be binding upon any successor owners. This commitment also has been provided as a supplementary, supporting document to the application (See Appendix Item C).

Plan Objectives in Relationship to the Dunedin 2025 Comprehensive Plan and *Pinellas By Design: An Economic Development and Redevelopment Plan for the Pinellas Community*

## **Dunedin 2025 Comprehensive Plan**

### Support Services Element Objectives

***Section 1: WASTEWATER OBJECTIVE C: THE REQUIRED INCREASE IN CAPACITY OR EXTENSION OF WASTEWATER FACILITIES SHALL OCCUR CONCURRENTLY WITH DEVELOPMENT.***

The City Utilities Department has confirmed that existing utilities had sufficient capacity to serve the original 211,000 square feet of development that previously existed on the site; in addition, the City has confirmed that it currently has sufficient wastewater facilities capacity to accommodate the various mix of uses that could be developed, within the land allocation constraints and maximum potential development density/intensity set forth herein (the net effect of any of which are comparable to the prior use demand). The applicant has provided such use demand examples as a supplementary, supporting document to this application.



**Section 2:** *POTABLE WATER OBJECTIVE A: DEVELOPMENT PERMITS WILL BE ISSUED ONLY IF THE FOLLOWING POTABLE WATER LEVELS OF SERVICE ARE MET:*

*Policy A-1: The City shall be able to provide 110 gallons per capita per day (gpcpd).*

*Policy A-1: The capacity to store in public potable water facilities the amount of potable water pumped for use during an average day.*

The City Utilities Department confirmed that existing utilities had sufficient capacity to serve the original 211,000 square feet of development that previously existed on the site. Currently, the City has capacity to address demands that would approach 1,200 gpm at the Patricia Avenue site, which is sufficient to accommodate the demands of the various use scenarios that would be allowed within the land allocation constraints set forth herein.

**Section 3:** *STORMWATER OBJECTIVE F: NEW DEVELOPMENT AND REDEVELOPMENT SHALL BE REQUIRED TO HAVE ONSITE RETENTION OF WATER AND CONTROL THE QUANTITY, QUALITY, AND RATE OF FLOW BEFORE RELEASE INTO THE DRAINAGE SYSTEM.*

The property currently contains two drainage ditches conveying offsite flow from the south side of Scotsdale Street and from the east of the property. The flows are conveyed ultimately to an existing drainage culvert under Patricia Avenue. The mandatory application of the City of Dunedin Land Development Code as well as the Southwest Florida Water Management District Basis of Review for Environmental Resource Permitting will ensure the conformance with the adopted level of service for the stormwater system to be implemented in any redevelopment plans for the property.

#### Transportation Element Objectives

**Section 4:** *OBJECTIVE I-B: IMPLEMENT ROADWAY IMPROVEMENTS AND PROGRAMS UNDER THE CITY'S JURISDICTION THAT WILL FACILITATE A SAFE, CONVENIENT AND EFFICIENT MOTORIZED TRANSPORTATION SYSTEM.*

The project's internal roadway network will take advantage of the signalized intersection at Patricia Avenue and Beltrees Street for its primary access. A secondary access point is proposed farther south on Patricia, as well as on Scotsdale Street. All of these access points will be connected internally with the use of a grid pattern street network that will provide motorists with safe, convenient and efficient transportation options to navigate the uses within the project while staying off of Patricia Avenue.

The City of Dunedin is a Golf Cart Friendly City. Golf carts would be permitted within the project and potentially have designated parking areas. Currently golf carts are only allowed to cross Patricia Avenue at three locations. The applicant would propose a fourth location at the intersection of Patricia Avenue and Beltrees Street for better access to the site.

**Section 5:** *OBJECTIVE II-A: MAINTAIN, EXPAND AND PROMOTE A SAFE, CONVENIENT AND EFFICIENT NON- MOTORIZED TRANSPORTATION SYSTEM.*

Sidewalks and a bus stop currently exist along Patricia Avenue and Scotsdale Street along the project's boundary. Internal to the site a pedestrian promenade is envisioned for easy access and leisurely strolls between the mix of uses proposed for the project. All roadways within the property will incorporate sidewalks on both sides of each street in the grid pattern of streets to promote a pedestrian friendly neighborhood with pedestrian and bicycle interconnections available to surrounding communities and properties.

#### Housing Element Objectives

**Section 6:** *OBJECTIVE II-A: MAINTAIN AND IMPROVE THE INTEGRITY OF EXISTING VIABLE NEIGHBORHOODS.*

In the City's Visioning Workshop, specific attention was paid to the 375 Patricia parcel noting that the site is the main identity for the Patricia Avenue corridor, it is underutilized and represents an opportunity for redevelopment with multiple uses creating a much needed revitalized center for the corridor. Creating a neighborhood center on this 23.22 acre vacant piece of property in a pedestrian-friendly environment, will improve the overall viability of the existing surrounding neighborhoods.

#### Future Land Use Element Objectives

**Section 7:** *OBJECTIVE B: ALL DEVELOPMENT AND REDEVELOPMENT SHALL BE DEPENDENT ON THE AVAILABILITY OF ADEQUATE ROADS, PARKS, POTABLE WATER, SANITARY SEWER, STORMWATER MANAGEMENT FACILITIES AND SOLID WASTE DISPOSAL.*

Patricia Avenue functions as the main north – south roadway within southwest Dunedin and will be accessed by the development. The City of Dunedin 2025 Comprehensive Plan, Transportation Element lists Patricia Avenue as a two-lane, City-designated collector roadway. The development will comply with the Recreation and Open Space section of the City of Dunedin Land Development Code to ensure adequate parks and open space on the site. The City of Dunedin Utilities Department confirmed that the existing utilities have the capacity to serve the proposed development on the site. The mandatory application of the City of Dunedin Land Development Code as well

as the Southwest Florida Water Management District Basis of Review for Environmental Resource Permitting will ensure the conformance with the adopted level of service for the stormwater system to be implemented in any redevelopment plans for the property. The applicant will work with the City to ensure adequate solid waste disposal is available for the project.

***Section 8: OBJECTIVE O: THE CITY SHALL EVALUATE DEVELOPMENT AND REDEVELOPMENT AS IT RELATES TO THE COMPATIBILITY OF THE SURROUNDING LAND AND ITS USES. DEVELOPMENT AND REDEVELOPMENT DEEMED NOT COMPATIBLE WILL BE DENIED. COMPATIBILITY SHALL BE BROADLY DEFINED TO INCLUDE PHYSICAL DIMENSION, COMPATIBILITY WITH SURROUNDING PROPERTIES, ECONOMIC USE COMPATIBILITY WHEN APPROPRIATE IN RETAIL AREAS OR ADJACENT TO RETAIL AREAS, ARCHITECTURAL COMPATIBILITY WITH RETAIL AREAS AND RESIDENTIAL AREAS AND OTHER MATTERS THAT ARE RELEVANT TO THE INTEGRATION OF THE PROPOSED DEVELOPMENT OR REDEVELOPMENT INTO THE PORTION OF THE CITY IN WHICH IT IS LOCATED.***

The applicant believes that the proposed Planned Redevelopment – Mixed Use (PR-MU) Future Land Use category will provide greater compatibility with the surrounding land than the currently approved Industrial Limited (IL) and Commercial General (CG) categories. The property is bordered on three sides with residential development. These residents were very clear at the neighborhood meeting, hosted by the applicant that they did not want to see industrial uses constructed in close proximity to their homes. The mixed use category would allow for new residential development adjacent to existing residential neighborhoods with a transition to more intense office/targeted employment center (TEC) and retail uses along the Patricia Avenue corridor where those uses currently exist under the Commercial General (CG) land use category.

Surrounding existing residential densities will be taken into consideration when planning the site. Higher residential densities and a more integrated mix of residential, retail and office uses will be developed closer to the Patricia Avenue corridor, while lower residential densities and natural buffers, such as the existing vegetation (trees) will be enhanced and preserved as much as practical along the eastern edge of the property. Hypothetical, conceptual project layouts are provided as design examples, only, for the potential application of just two (2) of the almost unlimited combinations of the Special Area Plan land uses (within the permissible min/max ranges) that could be applied to the project site through the City's new FX-M form-based zoning category. (See Potential Sample Concept Plans in Appendix Item D).

Building height, scale and architectural detail will also be considered during the design phase of construction so as to maintain compatibility with the surrounding existing residential neighborhoods, while creating a new and innovative destination. The City's new form-based (FX-M) zoning category will further ensure such compatibility. (See Appendix Item E)

### Intergovernmental Coordination

**Section 9: OBJECTIVE I-A:** CONTINUE THE ESTABLISHED PROCEDURES FOR COORDINATING THE COMPREHENSIVE PLAN AND PROPOSED DEVELOPMENTS WITH THE PLANS OF THE SCHOOL BOARD, AND UNITS OF GOVERNMENT AND AGENCIES WHO PROVIDE SERVICES BUT DO NOT HAVE REGULATORY AUTHORITY OVER THE USE OF LAND, AND WITH THE COMPREHENSIVE PLANS OF PINELLAS COUNTY AND THE CITY OF CLEARWATER.

The Special Area Plan submitted for the 375 Patricia development anticipates the requirement of concurrency and sufficiency for the respective city, county and state agencies from which permits and approvals will be required.

### Recreation and Open Space

**Section 10: OBJECTIVE I-A:** ENSURE THE PARKS AND RECREATION FACILITIES ARE ADEQUATELY PROVIDED.

Any proposed redevelopment will comply with the City of Dunedin Land Development Code requirements for open space. A proposed park in the northeast corner of the property would be adjacent and in addition to the already existing Scotsdale Community Private Park, which also provides a buffer for the adjacent neighborhood. The triangle parcel located on the south side of Scotsdale Street also is proposed for use as open space. All other park requirements shall be met within the project, including public gathering spaces within the mixed-use project.

### Capital Improvements

**Section 11: OBJECTIVE C:** FUTURE DEVELOPMENT SHALL BEAR A PROPORTIONATE COST OF FACILITY IMPROVEMENTS RESULTING FROM DEVELOPMENT, TO MAINTAIN ADOPTED LEVELS OF SERVICE.

The developer(s) will contribute their proportionate share towards any improvements required to maintain adopted levels of service.

**Section 12: OBJECTIVE E:** THE ISSUANCE OF DEVELOPMENT ORDER PERMITS WILL BE BASED UPON COORDINATION OF THE DEVELOPMENT REQUIREMENTS OF THIS PLAN, THE APPLICABLE LAND DEVELOPMENT REGULATIONS, AND THE AVAILABILITY OF NECESSARY PUBLIC FACILITIES NEEDED TO SUPPORT SUCH DEVELOPMENT AT THE TIME NEEDED.

Applicants for development order permits will coordinate with all appropriate regulatory agencies and comply with applicable land development regulations.

**Section 13: OBJECTIVE F: THE CITY OF DUNEDIN, IN COORDINATION WITH THE SCHOOL DISTRICT, SHALL ENSURE THAT THE CAPACITY OF PUBLIC SCHOOLS IS SUFFICIENT TO SUPPORT THE ANTICIPATED STUDENTS FROM RESIDENTIAL SITE PLANS AND FINAL RESIDENTIAL SUBDIVISION APPROVALS CONSISTENT WITH THE ADOPTED LEVEL-OF-SERVICE STANDARDS FOR PUBLIC SCHOOLS.**

The applicant has contacted the School District to ensure that there is adequate capacity for the maximum number of students generated by the proposed residential development within the project boundaries. The table below illustrates student generation analysis based upon the School District's Student Yield Factor.

375 Patricia Avenue  
Student Generation Analysis

	Dunedin Elementary 6 Grades	Dunedin Middle 3 Grades	Dunedin High 4 Grades
Generation Rate SF/MF	.32	.32	.32
2013-14 Capacity	774	1,475	1,491
Currently Enrolled	650	1,110	1,652
Remaining Capacity	124	365	161
<b>Probable Units 270*</b>	<b>Elem 40</b>	<b>Middle 20</b>	<b>High 26</b>

\*The maximum number of residential units will be constrained by the required minimum allocation of "net developable land" to the mandatory retail and office/TEC land uses; therefore, it is estimated that not more than 15 acres of net developable land could be utilized for residential purposes. Application of the residential density to this acreage results in a probable maximum of 270 residential units on the property. This table also assumes that all of the residential units were constructed in a single year (not likely), and that no other school capacity (via re-districting or otherwise) was made available by the School District.

### Pinellas By Design

#### CHAPTER 4: ECONOMIC INVESTMENT AND JOB CREATION

375 Patricia has been 23.22 acres of vacant land for nearly a decade, bringing in no revenue or taxable value to the City of Dunedin. The three buildings on the site were outdated and contained asbestos; thus they were demolished and the site remediated. The property is now a clean slate and ready for redevelopment.

Multiple studies and visioning exercises have been conducted by the City in hopes of revitalizing the Patricia Avenue corridor. The City has taken the first step by implementing a Landscape Plan for the corridor. The market and economic impact analysis for the site which was conducted by the City's independent economic advisor, indicates that the project is expected to create approximately 120 temporary construction jobs and over 150 permanent jobs as a result of redevelopment. The City of Dunedin also has been quite successful in implementing economic development initiatives. The continued use of economic and/or other incentives will ensure that ongoing and future initiatives are successful and will induce and enhance demand for economic investment in the area. The economic and market study has been provided as a supplementary, supporting document for this application. (See Appendix Item B).

The applicant believes that redevelopment of this vacant land will continue the momentum and can bring meaningful change to this important redevelopment corridor within the City. New office/targeted employment center (TEC), retail and residential buildings within this project will present opportunities to create new employment opportunities that may include primary and secondary jobs and may motivate existing businesses within the corridor also to update their structures and increase property values. The proposed land use and zoning of the subject property should ensure sufficient flexibility to respond to fluctuation market conditions in the future and to accommodate a variety of housing product at different densities in addition to office/TEC and retail uses, as emphasized by the City's economic and marketing consultant in his analysis and report.

#### ***CHAPTER 5: REAL ESTATE FACTORS***

The property has approved industrial and retail land uses, and the applicant understands the County's need to maintain land for primary employers. After a decade of sitting vacant, it appears that the location of this site is not strategically attractive to such target employers, and no longer has the proper locational characteristics for a single, large corporate user. The previous primary employer left the site for a more suitable one in another municipality. The Target Employment and Industrial Land Study for the Pinellas Community Appendices includes a map which has been included in this special area plan as Exhibit 1. It clearly illustrates the isolated location of the property in relation to other target industry land use locations within Pinellas County. Redevelopment of the property with a mix of office/TEC, retail and residential will provide an innovative mixed use redevelopment program that will help to revitalize the surrounding area, while still accommodating future population and employment growth in the county. In addition, this Special Area Plan does not eliminate but instead preserves target employment uses at a level that is practical and consistent with the market realities for the Patricia Avenue Corridor. Finally, the City of Dunedin already has plans underway to add TEC use alternatives to the other, more

favorable corridors (i.e., S.R. 580) that are likely to attract such large corporate users, at more desirable geographic locations with the required supporting transportation infrastructure to support such uses. Thus the “net change” in land allocated to industrial/TEC uses in the City of Dunedin is expected to increase, not decrease. This proposed land use change on the Nielsen Media site will not impede that City-wide or County-wide progress to support target employment uses.

#### **CHAPTER 6: REGULATORY RULES AND URBAN DESIGN**

The 375 Patricia property owner has been working closely with the City of Dunedin during the writing of their new From Based Code Mixed Use Zoning category for designated corridors throughout the city. Currently, the city does not have a strong mixed use zoning district; however, this new district (FX-M) will allow the project to develop with reasonable flexibility while still providing a strong mix of non-residential and residential uses in a manner that will enhance the surrounding existing communities.

The applicant is very open to many urban design concepts and the site will include mixed use development as a mandatory requirement. Because the end user(s) are unknown at this time, the applicant cannot commit to a specific, final allocation of the 3 primary uses to the available land; however, the guaranteed minimum land allocations set forth in this Special Area Plan insure a reasonable, minimum mix of such uses. Also, the applicant wishes to have the option of vertically mixed use buildings along Patricia Avenue, the extent of which is not determinable without an end-user. However, by way of example only, the applicant has provided a supplementary document demonstrating the potential application of various mixes of uses to the site, as a supporting document and for illustrative purposes only. These examples demonstrate that many possible combinations of uses are possible while preserving the guaranteed minimum level of each of the 3 primary uses, and that the uses can be physically located on the site in an attractive, desirable form consistent with the goals, policies and objectives of this Special Area Plan. Regardless of the final, exact mix of uses on the site, the development will be pedestrian friendly with connected and inviting walkways built with the human scale in mind. Shared parking is also likely depending on the peak hour parking demands of the end users.

Moving forward, the 375 Patricia project will use the *Pinellas By Design's Chapter 6: Regulatory Rules and Urban Design Section 3, Subsection 3.1., Neighborhood Center* as a general development guide while pursuing a zoning modification to the City of Dunedin's FX-M new mixed use zoning category.

The site is ideally located in an area that is currently a mix of residential and non-residential development. The proposed office/TEC, retail and residential uses will attract and fulfill the needs of the surrounding communities.

Non-residential uses will be sited closer to Patricia Avenue and the existing retail developments while residential will be positioned closer to the surrounding residential neighborhoods, both to act as a buffer and provide continuity of development within the community. (See Appendix Item D).

Abutting residential and non-residential development will be able to access the development from the connected sidewalks. The City of Dunedin is a golf cart friendly city, so the property will incorporate golf cart access and parking as well.

Along with amending the future land use, the owner is also working with the City of Dunedin to amend the property's Light Industrial (LI) and General Business (GB) zoning designations to the new Form Based Code Mixed Use (FX-M) zoning category. (See Appendix Item E). This new zoning category will incorporate smaller, more pedestrian friendly block lengths with building "build to" lines rather than setbacks. Internal to the property, a promenade type street would include wider sidewalks that invite outdoor gathering. Parking, pedestrian/bicycle access, signage and landscaping will all conform to the adopted standards of the City of Dunedin.

### **Target Employment and Industrial Land Study for the Pinellas Community** Resolution No. 13-3

On January 28, 2014, the Board of County Commissioners approved an amendment of the Countywide Rules regarding Preservation of Industrial Lands. The Pinellas Planning Council and the Countywide Planning Authority shall utilize the following criteria to evaluate plan amendments that would convert land now designated Industrial Limited and/or Industrial General to some other plan map category.

#### **Target Employment Opportunities**

- The extent to which the uses within the proposed category can potentially provide target employment opportunities, as compared to those that can potentially be available within the current industrial plan category.

Multiple studies and visioning exercises have been produced by the City in hopes of revitalizing the Patricia Avenue corridor. The City has approved and implemented a Landscape Plan for the corridor that the applicant has agreed to maintain. The applicant believes that redevelopment of this vacant land will continue the momentum and begin to bring meaningful change to this corridor of the City. The



applicant is very open to an end user who would bring an appropriate targeted employment opportunity to the site. The proposed mix of uses with minimum and maximum allowable percentages will ensure a meaningful portion of the site will be allocated to targeted employment. In addition, the City is pursuing the addition of target employment use alternatives to other, more likely candidates for such users, such as the S.R. 580 Corridor. Thus the City of Dunedin intends to have a net increase in land allocated to potential target employment uses, not a reduction.

The City's independent economic consultant also has estimated the potential job creation at various levels of development within the office/TEC portion of the project, based upon the minimum/maximum land allocations to those uses, and at various potential intensities (FAR) of building development within that allocated land area. (See Appendix Item B). Significant opportunities for job creation will remain under this proposed Special Area Plan.

### **Amendment Site Characteristics**

- Under the current or proposed category, the extent to which the site can continue to support target employment uses due to the site's size, configuration, and physical characteristics, and is able to accommodate the provision of site access, loading, and other necessary site improvements.

The extent to which the proposed site will be, or is now, used for unique and high-priority functions such as water-dependent or working waterfront uses.

375 Patricia is a 23.22 acre site that has been vacant for nearly a decade. The three buildings that were on the site were outdated and believed to be contaminated with asbestos. Due to their deteriorated state, the current owner decided to demolish them in 2012. In the years since Nielsen Media vacated the property, only two attempts to redevelop the property have been made. One by a retail grocery chain and a second as a retail/residential development. Neither party opted to pursue development. The property is bordered on three sides with residential development and retail on the west side of Patricia Avenue. The site would not be compatible for a user who would require ease of site access and loading as Scotsdale Street is a residential street. The mixed use category would allow for new residential development adjacent to existing residential neighborhoods with a transition to office/ targeted employment center (TEC) and retail along the Patricia Avenue corridor where similar uses currently exist under the Retail General (CG) land use category.

The parcel is located inland and does not have any public access to any of the listed waters.

### **Amendment Area Characteristics**

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

The extent to which industrial uses can expand, consolidate, or benefit from or provide benefit to, adjoining or nearby properties.

The extent to which the proposed site will be used for unique and high-priority functions such as transit-oriented uses.

The Pinellas County Property Appraiser website identifies the subject properties' existing land use as Vacant Retail and Industrial Land. The Approved Future Land Use categories within the properties are Industrial Light (IL) and Retail General (CG). Though Nielsen Media functioned on this site with an industrial land use, to the surrounding businesses and residents it felt and acted more like an office complex. The previous primary employer left the site for a more suitable one in another municipality. After a decade of sitting vacant, it appears that the location of this site as it is situated in Pinellas County may no longer have the proper locational characteristics for that particular use. By creating a new destination center on this 23.22 acre vacant piece of property, the applicant believes it will improve the overall viability of the existing surrounding neighborhoods.

### **Supporting Transportation and Infrastructure Characteristics**

- The location of the property in relationship to, and the current or proposed uses' need for, access to the arterial and thoroughfare network, mass transit, airport, and rail, as well as other infrastructure and service facilities, including water, sewer, stormwater, and parking, and their respective capacities.

The parcel is located at the intersection of Patricia Avenue, a two lane, City urban collector road with a 35 mile per hour speed limit and generally slow to moderate vehicular flow, and Scotsdale Street, a two lane, residential road. In addition, the City of Dunedin is a Golf Cart Friendly City and Patricia Avenue currently has three golf cart crossing locations. The St. Petersburg Clearwater International Airport is 12 miles away and major air, rail and seaport facilities are located in Tampa, 25 miles away. There is currently one bus stop on the property side of Patricia Avenue, just north of the intersection with Scotsdale.

The Pinellas by Design exhibit entitled "Countywide Target Industry Land Use Locations" (Exhibit 1) clearly illustrates the abundance of sites designated Industrial Limited clustered in the Gateway area of the County. County designated arterial

roadways, easy access to an interstate highway, port and international airport has contributed to this clustering. It is likely that an industrial use would gravitate to this hub to take advantage of the infrastructure and transportation facilities that are currently available.

Potable water and wastewater are both located in the right-of-way of Patricia Avenue. The City of Dunedin has indicated that there is adequate capacity for the proposed densities and intensities of development. All stormwater will be subject to the mandatory application of the City of Dunedin Land Development code as well as the Southwest Florida Water Management District Basis of Review for Environmental Resource Permitting to ensure conformance with the adopted level of service for the stormwater system to be implemented in any redevelopment plans for the property.

### **Supporting Redevelopment Plans and/or Special Area Plans**

- The extent to which any amendment is included as part of a community redevelopment plan and/or special area plan that has evaluated and addressed the potential to support target employment uses in the redevelopment area proposed to be reclassified from an industrial designation.

The requested amendment is not included in a Community Redevelopment Plan. Due to the size of the site, this application is being processed as a special area plan. The site has been the focus of a City of Dunedin Community Visioning and the Patricia Avenue Corridor Study. Both exercises concluded that the site was not viable for an industrial user and that it was well suited for mixed use development which would be compatible with surrounding established development. The applicant also commissioned a Market and Economic Impact Analysis by WTL+a Urban Real Estate Advisors. The analysis covers a full spectrum of demographics focusing on the City of Dunedin and Pinellas County that includes population, housing, employment, and tax revenues. This analysis concludes that the Patricia Avenue site is ill suited for industrial development and a mixed use development that includes office/target employment opportunities was a more suitable use for the location. (See Appendix Item B).

## **B. Special Area Plan Composition**

### **1. Permitted Uses and any Differentiation by Location**

According to the City of Dunedin 2025 Future Land Use Element of The Comprehensive Plan, “the specific use and locational characteristics of the Planned Redevelopment-Mixed Use (PRMU) land use, as well as the density and intensity standards, are set by individual special area plans. The intent of the PR-MU is to show those areas of the City

that are developed with a collection of residential, office/targeted employment center (TEC), and retail uses, along corridors, adjacent to neighborhoods or within distinct areas that are interrelated and complimentary. The category should facilitate infill and redevelopment of these areas to create a desirable mix of non-residential and residential uses by promoting aesthetically pleasing, safe environments, and buildings that are compatible with the area's character, uses, and transportation facilities."

375 Patricia will require a mix of retail, office (including targeted employment center) and residential uses. Each use has a required range land allocation within the project,, with the ability to vertically integrate any of the uses. As stated above, there are minimum and maximum allocations of the 3 primary uses to the net developable land.

## 2. Density/Intensity Standards for Permitted Uses

According to the City of Dunedin 2025 Future Land Use Element of The Comprehensive Plan, density/intensity shall be designated by the Special Area Plan.

The proposed Special Area Plan application is proposing a maximum overall residential density of 18 units/gross acre within the total property. It is envisioned that a higher density residential development would allow for a vertically integrated development pattern along the western portion of the property (along Patricia Avenue), transitioning eastward to a lower density residential development pattern along the eastern City-owned right of way to better match the existing medium density residential neighborhoods to the east.

The proposed Special Area Plan application is proposing a maximum non-residential intensity of 0.45 FAR (floor area ratio) for the non-residential uses within the property. This 0.45 FAR also would apply to the secondary, non-residential supporting uses that would be permitted in addition to the 3 primary uses, unless approved otherwise by the City of Dunedin for such supporting or ancillary use.

## 3. Design Guidelines

Pinellas by Design Chapter 6, Section 3, Subsection 3.1 Neighborhood Center, provides the general guidelines by which 375 Patricia will be designed, subject to the specific requirements of the City's FX-M form-based zoning category and this Special Area Plan.

The site is ideally located in an area that is currently a mix of residential and non-residential development. The proposed office/targeted employment center, retail and residential uses will attract and fulfill the needs of the surrounding developments.

Non-residential uses will be sited closer to Patricia Avenue and the existing retail developments while residential will be positioned closer to the surrounding residential both to act as a buffer and provide continuity of development within the community. Abutting residential and non-residential development will easily be able to access the development from the connected sidewalks. The City of Dunedin is a golf cart friendly city, so the property can incorporate golf cart access and parking as well.

Along with amending the future land use, the owner is also working with the City of Dunedin to amend the property's Light Industrial (LI) and General Business (GB) zoning designations to the new Form Based Code Mixed Use (FX-M) zoning category. This new zoning category will incorporate smaller, more pedestrian friendly block lengths with building "build to" lines rather than setbacks. Internal to the property, a promenade type street would include wider sidewalks that invite outdoor gathering places.

#### 4. Affordable Housing Provisions

375 Patricia is not anticipated to be constructed as an affordable housing development. The residential units may be leased or owned depending on the type of unit constructed. There will also be an opportunity for live/work units within the development.

#### 5. Mixed-Use Provisions

As discussed in previous sections, the 375 Patricia project will be mixed use with a required mixture of retail, office/targeted employment center (TEC) and residential uses. These uses may be allowed to be vertically integrated if the Form Based Code Zoning Category requirements are met. The site also is proposed to allow public/governmental uses, other institutional uses (such as charities or schools), day care and other compatible supporting or ancillary uses to the 3 primary permitted uses.

#### 6. Special Provisions for Mobility and Circulation

##### Mass Transit

There is currently one bus stop on the property side of Patricia Avenue, just north of the intersection with Scotsdale. This bus stop includes a shelter with a bench and is connected to the existing sidewalk. There are also two other bus stops on the west side of Patricia Avenue to accommodate those traveling southbound. These stops do not have shelters.

##### Access Management

The current conceptual development plans reflect three proposed access points into the property. The primary access point is proposed at the signalized intersection of Patricia Avenue and Beltrees Street. Two additional access points are proposed at the intersection of Dunvegan Drive and Patricia Avenue and on the south along Scotsdale Street.

The internal street network is proposed to include a grid network of streets that seamlessly connects each of the uses.

#### Parking

Parking within the 375 Patricia project will adhere to the Pinellas by Design guidelines, City of Dunedin FX-M zoning category and needs of the end user. Angled parking is reflected in the conceptual development plans along the Promenade. Parking fields will be hidden from Patricia Avenue and placed in locations that can accommodate multiple users. At this time, parking garages are not anticipated.

#### Pedestrian

Through the use of the street grid network, and incorporated sidewalks, pedestrians will easily be able to walk from one use to the next. These internal sidewalks will be connected to the sidewalks that already exist along Patricia Avenue and Scotsdale Street and will lead pedestrians to gathering places within the development. Pedestrian access is proposed between the project and the Scotsdale Villas Private Park to the east.

#### Bicycles

Sidewalks throughout the development will be wide enough to incorporate bicycles. Bicycle racks may be provided within the development if there appears to be a demand for them.

#### Golf Carts

The City of Dunedin is a Golf Cart Friendly City. Golf carts would be permitted within the project and potentially have designated parking areas. Currently golf carts are only allowed to cross Patricia Avenue at three locations. The applicant would propose a fourth location at the intersection of Patricia Avenue and Beltrees Street for better access to the site.

#### 7. Identification of and Reference to Land Development Regulations that Implement the Plan

The 375 Patricia site will be subject to the City of Dunedin's Planning and Development, Comprehensive Plan and soon to be amended Land Development Code, and Pinellas Planning Council's Countywide Rules and *Pinellas by Design* general guidelines. Permits from other regulatory agencies will also be required.

#### 8. Public and/or Private Improvements, Contributions and/or Incentives

The applicant has entered into an agreement with the City to facilitate the maintenance of the landscape and irrigation improvements immediately adjacent to their property for the length of the roadway frontage along Patricia Avenue, as per the City's adopted Patricia Avenue Streetscape improvements.

#### 9. The Local Government Plan Approval Process

The application for the 375 Patricia Special Area Plan will be reviewed by the City of Dunedin's Development Review Committee, Local Planning Agency and the Dunedin City Commission. After the first reading by the City Commission, the plan will be simultaneously transmitted to Pinellas County and the Florida Department of Economic Opportunity for review and approval. Once the Special Area Plan has approval from the County and the State, the City of Dunedin City Commission will approve the change at a second reading of the plan. It is anticipated that the rezoning to FX-M will be approved at the same City Commission hearing.

### C. Plan Impacts

1. Identification of water, sewer, and stormwater drainage impacts that may be anticipated based on the plan, identification of overall system impacts on the systems as compared to the impacts based on the current Countywide Plan Map designations;

- Potable Water

375 Patricia will utilize potable water from the potable water main located in the right-of-way of Patricia Avenue. The City Engineer for the City of Dunedin has confirmed that the City has the capacity to serve the site.

- Wastewater

375 Patricia will utilize the wastewater main located in the right-of-way of Patricia Avenue. The City Engineer for the City of Dunedin has confirmed that the City has the capacity to serve the site.

- Reclaimed Water

Reclaim lines are located on the west side of Patricia Avenue and the north side of Scotsdale Street adjacent to the property.

- Storm Drainage

The property currently contains two drainage ditches conveying offsite flow from the south side of Scotsdale Street and from the east of the property. The flows are conveyed ultimately to an existing drainage culvert under Patricia Avenue. The mandatory application of the City of Dunedin Land Development Code as well as the Southwest Florida Water Management District Basis of Review for Environmental Resource Permitting will ensure the conformance with the adopted level of service for the stormwater system to be implemented in any redevelopment plans for the property.

- Designated Project Impacts Compared to County Land Use Criteria

The existing land use categories for these parcels are Retail General (CG) and Industrial Limited (IL). These categories imply the expectation that development of these parcels would result in impacts on the potable water, sewer, reclaimed water as well as the roadway system. The illustrative conceptual site plan scenarios provided as a supplementary document to this application, by way of example only, demonstrate that typical, potential development scenarios (within the min/max limits of land allocation) will create traffic impacts below or minimally greater than those created by the previous use. Likewise, impacts on potable water, sewer, reclaimed water and stormwater capacities would not be significantly different as a mixed-use project if approval were sought using the existing approved land uses.

- Concurrency Determination

The Special Area Plan shall constitute an alternate phasing plan upon approval by the City of Dunedin. A concurrency determination will be based upon completion of all required infrastructure for the approved entitlements.



2. Relevant Countywide Consideration, as enumerated in Sections 5.5.3.1.1 through 5.5.3.1.6. At the November 13, 2013 Pinellas Planning Council, amended Section 5.5.3 Review Criteria, to include Section 5.5.3.1.7 which is included below.

5.5.3.1.1 **Consistency with the Countywide Rules**

*The manner in, and extent to, which the amendment is consistent with Article 4, Plan Criteria and Standards of these Countywide Rules and with the Countywide Plan as implemented through the Countywide Rules.*

As illustrated throughout this Special Area Plan, the requested amendment is consistent with Article 4, Plan Criteria and Standards of the Countywide Rules and the Countywide Plan.

5.5.3.1.2 **Adopted Roadway Level of Service (LOS) Standard**

*The manner in, and extent to, which the amendment significantly impacts a roadway segment where the existing Level of Service (LOS) is below LOS “D” or where projected traffic resulting from the amendment would cause the existing LOS to fall below LOS “D”.*

The existing level of service standard for Patricia Avenue is LOS “C”. The City of Dunedin’s traffic engineer has determined that the amendment will not negatively impact the road segment and it will remain LOS “C”.

5.5.3.1.3 **Scenic/Noncommercial Corridors**

*If located within a Scenic/Noncommercial Corridor, the manner in, and extent to, which the amendment conforms to the criteria and standards contained in Section 4.2.7.1, and Section 4.3.7.2.4 of these Countywide Rules.*

The property is not located within a Scenic/Noncommercial Corridor.

5.5.3.1.4 **Coastal High Hazard Areas (CHHA)**

*If located within a Coastal High hazard Area, the manner in, and extent to, which the amendment conforms to the terms set forth in Section 4.2.7.4.*

The property is not located within a Coastal High Hazard Area.

5.5.3.1.5 **Designated Development/Redevelopment Areas**

*If the amendment involves the creation, expansion, or contraction of a residential Very High (RVH), Activity Center (AC), Community Redevelopment District (CRD), Central Business District (CBD) category, or the Planned Redevelopment categories, the manner in, and extent to, which the amendment conforms to the purpose and requirements of the applicable category and Section 4.2.7.5.*

The proposed Future Land Use for the property is Planned Redevelopment Mixed Use (PR-MU). This future land use has been discussed multiple times since the departure of Nielsen Media, including in the City of Dunedin's 2009 Patricia Avenue Corridor Plan. Though Nielsen Media functioned on this site with a retail and industrial land use, to the surrounding businesses and residents it felt and acted more like an office complex. This proposed mixed use category is intended to give the property greater flexibility to promote infill and redevelopment.

#### 5.5.3.1.6 **Impact on a Public Educational Facility or an Adjoining Jurisdiction**

*The manner in, and extent to, which the amendment significantly impacts a public educational facility or an adjoining jurisdiction.*

Dunedin Elementary and Middle Schools are located within one half mile of the property. The property does not presently have an end user; however, using a probable maximum residential density scenario (due to the minimum land allocation required for the non-residential uses) and the District School Board's student capacity and generation rates as illustrated in Section 13 , page 12 of this plan, the schools would have adequate current capacity to serve the proposed development.

#### 5.5.3.1.7 **Preservation of Industrial Land**

*If the amendment involves the conversion from the Industrial Limited (IL) or Industrial General (IG) category, the extent to which the amendment area can continue to provide for target employment opportunities as evaluated and set forth in Section 4.2.7.9.*

Amending the land use for 375 Patricia will not preclude target employment opportunities; instead, continuing this option as part of a more attractive mixed-use, form-based zoning plan will increase the likelihood of attracting such use, rather than precluding it. 375 Patricia will be a combination of retail, office/targeted employment center and residential uses. The proposed mix of uses with minimum and maximum allowable percentages will ensure a meaningful portion of the site will remain allocated to target employment. In addition, the City of Dunedin already has initiated the study process to add TEC uses to other more viable corridors within the City which

have the transportation infrastructure and locational characteristics to better promote such uses. Thus a net increase in TEC land use areas is expected in the City of Dunedin, not less.