



Staff Report to the St. Petersburg Community Planning & Preservation Commission

Prepared by the Planning & Development Services Department,
Urban Planning and Historic Preservation Division

For Public Hearing on Tuesday, August 13, 2019
at 2:00 p.m. in the auditorium of the Sunshine Center,
330 5th St North, St. Petersburg, Florida.

City File: LGCP 2019-02

This is a City-initiated application requesting that the Community Planning and Preservation Commission (“CPPC”), in its capacity as the Local Planning Agency (“LPA”), make a finding of consistency with the Comprehensive Plan and recommend to City Council **APPROVAL** of the following text amendments to the Comprehensive Plan pertaining to housing initiatives.

This text amendment package is similar to LGCP 19-01, which addressed housing initiatives pertaining to Accessory Dwelling Units (ADUs) and small-scale multi-family uses. The ADU portion of LGCP 19-01 is scheduled for adoption by City Council on September 5, 2019. LGCP 19-02 is revisiting the small-scale multi-family use to comply with Forward Pinellas’ scheduling of Countywide Rule amendments and includes an updated facilities impact analysis.

APPLICANT INFORMATION

APPLICANT: City of St. Petersburg
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INTRODUCTION

In response to growing concerns about housing affordability, the City has initiated a housing development and affordability initiative that includes new and improved housing programs and text amendments to the City’s Comprehensive Plan and Land Development Regulations (LDRs). The proposed text amendments to the Comprehensive Plan support forthcoming LDR changes that are intended to generate a variety of more affordable dwelling units in response to market demands of first-time home buyers, smaller families, couples, retirees looking to age in place, adults with disabilities, car-free households, and many others.

The proposed amendments are associated with the goals and recommendations of numerous community stakeholder and outreach efforts as detailed in the background section below. The goal of broadening the housing market to provide for a variety of lifestyle needs across the economic spectrum ultimately supports a more vibrant, livable community.

REQUEST

The City is requesting text amendments to three land use categories related to small-scale multi-family housing in support of generating a variety of housing options to accommodate the evolving needs of the City's diverse population demographic. Further amendments to the Land Development Regulations, to include Section 16.10.020.1 – Use Permissions and Parking Requirements Matrix, are necessary before these uses are permitted in a specific zoning district.

A new definition is proposed to define Missing Middle Housing typologies, consistent with the proposed Countywide Rules text amendments. The Missing Middle housing typology is defined as multi-family dwelling units that provide for a variety of smaller, multi-unit or clustering of housing types that are compatible in scale and design with the surrounding neighborhood while encouraging walking, biking, and transit use. This development pattern is ideal for providing transitional zones between denser mixed-use areas, particularly those served by transit, and surrounding lower density neighborhoods. This small-scale multi-family housing typology may be appropriate in land use categories allowing for medium residential densities, particularly when abutting a major street.

BACKGROUND

This application proposes text amendments extending from a community-wide discussion relating to housing affordability. The multi-year, multi-disciplinary discussion has included many aspects of, and factors influencing, housing affordability, and to incorporate proposed changes to the Countywide Rules.

In Spring of 2017, City Development Administration and Planning and Development Services staff began evaluating a private-sector proposal to expand allowances for detached, row houses. By the Fall of 2017, this research evolved into a more comprehensive review of the City's existing housing programs and land use and zoning strategies.

On March 22, 2018, and again on April 19, 2018, the City Council convened as the Committee of the Whole (COW) and received detailed presentations from the City's Housing Department and Planning and Development Services Department. The purpose of the first meeting was to review existing programs, land use and zoning policies. The second meeting reviewed key considerations and possible next steps.

Following the COW, a series of public engagement meetings were hosted at the Main Library throughout the Summer of 2018:

- At the first two meetings, attendees discussed density, building typologies, and the potential creation of one or more zoning categories to provide a variety of urban housing choices in medium-density building types including single-family houses, accessory dwelling units, duplexes, small multiplexes, bungalow courts ("tiny" houses), courtyard buildings, detached row houses ("skinny"), townhouses, and large multiplexes.
- At the third meeting, attendees discussed transportation initiatives, parking regulations (minimum requirements based on land-use type), existing parking reductions, and proposed parking reductions based on land use type (e.g. affordable and workforce housing) or geographic proximity to major streets, multi-modal transit options, activity centers, and community redevelopment areas.
- At the fourth meeting, attendees discussed affordability initiatives, including different funding mechanisms, housing assistance programs, affordable housing initiatives in the South St. Petersburg Community Redevelopment Area, and Penny for Pinellas affordable housing funding.

- At the fifth and final meeting in the series, attendees discussed affordable and workforce housing density bonuses, recalibrating development bonuses within the Downtown Center to prioritize affordable and workforce housing units, and establishing additional activity centers throughout the City.

Since the initial series of public engagement meetings, City staff has been working with related stakeholders including the Pinellas Realtors Organization (PRO), St. Petersburg Area Chamber of Commerce, Council of Neighborhood Associations (CONA), Forward Pinellas (countywide land planning agency), City’s Housing Land Use and Transportation Committee (HLUT), and the City’s Community Housing Policy Group (CHPG). The concepts outlined in this proposal extend from input received during these discussions.

The specific set of recommendations included herein were recently presented to the HLUT Committee on February 28, 2019. Following the staff presentation and discussion, Committee members requested that City staff initiate an application including the proposed text amendments, as follows.

As previously noted, this text amendment package is similar to LGCP 19-01, which was found consistent by the CPPC on May 14, 2019. The ordinance was heard by City Council for first reading and public hearing on June 6, 2019, and the State Department of Economic Opportunity (DEO) found the amendment package to be consistent. After review by Forward Pinellas, it was determined that the ADU and CHHA portions were consistent, but the changes to accommodate the small-scale multi-family would either require an amendment to the countywide plan map, or would need to be postponed until after the adoption of the pending changes to the Countywide rules. These changes to the Countywide Rules are scheduled for adoption on October 22, 2019. LGCP 19-02 revisiting the small-scale multifamily use is targeted for adoption in November, concurrent with an accompanying LDR amendment, following the adoption of the amended Countywide Rules. That portion of LGCP 19-01 found consistent is scheduled for adoption by City Council on September 5, 2019.

LGCP 2019-02: PROPOSED COMPREHENSIVE PLAN TEXT AMENDMENT

Definitions in Chapter 1, General Introduction, are proposed to be amended (in ~~strike through~~ and underline format) as follows:

Missing Middle Housing – Housing that encompasses a range of smaller, multi-unit or clustered housing types (such as shotgun, skinny, duplex, triplex, fourplex, courtyard apartment, bungalow court, townhouse, multiplex, and live/work units), which are compatible in scale and design with single-family homes, and are designed to encourage walking, biking, and transit use.

Policy LU3.1 in Chapter 3, the Future Land Use Element is proposed to be amended as follows, with draft language still under review through LGCP 2019-01 shown in italics:

Residential Medium (RM) - Allowing medium density residential uses not to exceed 15 dwelling units per net acre; however, when located outside of the Coastal High Hazard Area, and only when abutting a major street as depicted on the Future Major Streets Map (Map 20), 30 dwelling units per net acre is permitted in accordance with the Land Development Regulations (LDRs). *R*esidential equivalent uses not to exceed 3 beds per dwelling unit; non-residential uses allowed by the land development regulations up to a floor area ratio of 0.5. *Accessory dwelling units are permitted and may be excluded from the residential density calculation when accessory to a single-family dwelling unit, in accordance with the LDRs.* An ancillary non-residential use which exceeds three (3) acres, a transportation/utility use which exceeds three (3) acres, or an institutional use (except public educational facilities which are not subject to this threshold) which exceeds five (5) acres, whether alone or when added to existing contiguous like use(s), shall require a Future Land Use map amendment that shall include such use and all contiguous like uses.

Planned Redevelopment – Residential (R) - Allowing low to moderate density residential uses; ~~where either single-family residential or single-family with accessory residential development may coexist~~ not to exceed 15 dwelling units per net acre; however, when located outside of the Coastal High Hazard Area, only when abutting a major street as depicted on the Future Major Streets Map (Map 20), 30 dwelling units per net acre is permitted in accordance with the Land Development Regulations (LDRs) and special area plan, as established in the special area plan. ~~Multifamily residential uses are not permitted.~~ Residential equivalent uses are not to exceed 3 beds per dwelling unit; non-residential uses allowed by the land development regulations up to a floor area ratio of 0.50. *Accessory dwelling units are permitted and may be excluded from the residential density calculation when accessory to a single-family dwelling unit, in accordance with the LDRs.* An ancillary non-residential use which exceeds three (3) acres, a transportation/utility use which exceeds three (3) acres, or an institutional use (except public educational facilities which are not subject to this threshold) which exceeds five (5) acres, whether alone or when added to existing contiguous like use(s), shall require a Future Land Use Map amendment that shall include such use and all contiguous like uses.

Planned Redevelopment – Mixed Use (MU) - Allowing mixed use retail, office, service and medium density residential uses not to exceed a floor area ratio of 1.25 and a net residential density of 24 dwelling units per acre; however, when located outside of the Coastal High Hazard Area, and only when abutting a major street as depicted on the Future Major Streets Map (Map 20), 30 dwelling units per net acre is permitted in accordance with the Land Development Regulations (LDRs) and special area plan. *Accessory dwelling units are permitted and may be excluded from the residential density calculation, in accordance with the LDRs.* Higher densities and intensities are acceptable within activity centers but not exceeding a floor-area-ratio or a net residential density as established in the redevelopment plan or special area plan. Residential equivalent uses are not to exceed 3 beds per dwelling unit and transient accommodation uses shall not exceed 45 units per acre. An ancillary non-residential use which exceeds three (3) acres, a transportation/utility use which exceeds three (3) acres, or an institutional use (except public educational facilities which are not subject to this threshold) which exceeds five (5) acres, whether alone or when added to existing contiguous like use(s), shall require a Future Land Use Map amendment that shall include such use and all contiguous like uses. Research/Development, Commercial Recreation, and Light Manufacturing/ Assembly (Class A) uses shall be allowed in this plan category only on the basis of and pursuant to local government standards which address, as a minimum, the following criteria in relationship to the nature of the proposed use: neighboring uses and the character of the commercial area in which it is to be located; noise, solid waste and air quality emission standards; hours of operation; traffic generation; and parking, loading, storage and service provisions.

G. Table Showing Countywide Plan Map Categories and Corresponding Future Land Use Map Categories:

Countywide Plan Map Categories	Corresponding Future Land Use Map Categories
Residential High	<u>Residential Medium*</u> , Residential High, and <u>Planned Redevelopment-Residential*</u>
Multimodal Corridor	<u>Residential Medium*</u> , <u>Planned Redevelopment-Residential*</u> and <u>Planned Redevelopment-Mixed Use</u>

*Only when abutting a major street and located outside the Coastal High Hazard Area.

LAND USE IMPACT ANALYSIS

Potential facility impacts anticipated by the proposed density changes to the RM, PR-R and PR-MU land use categories are identified below based on the adopted Level of Service (LOS) standard. The LOS analysis concludes that the City maintains a substantial excess capacity for potable water, sanitary sewer, solid waste, drainage and recreation to support the proposed density increase. Upon application for site plan review, or

development permits, a full concurrency review will be completed to determine whether or not the proposed development may proceed. The property owner must comply with all laws and ordinances in effect at the time development permits are requested.

Population Analysis

Potential density increases for the Residential Medium (RM), Planned Redevelopment-Residential (PR-R) and Planned Redevelopment Mixed-Use (PR-MU) Future Land Use categories resulting from the proposed changes is calculated below and further broken down into High (100%), Medium (85%) and Low (70%) percentages. The City’s current functional population is 277,518 resulting in a potential population percentage increase of 9.8% at a high estimate, 8.3% increase at a medium estimate and 6.9% increase at a low estimate.

The City’s annualized growth rate over the past five years is approximately 1.3%. Therefore, the proposed amendment represents an accommodation of population growth for approximately five to seven years or 19,045 to 27,207 new residents.

Population Analysis							
Future Land Use Category	Existing Density	Proposed Density*	Change	Potential Acres	Unit Estimate	Occupancy Rate	Potential Population
RM	15	30	15	180	2,700	1.5	4,050
PR-R	15	30	15	708	10,620	1.5	15,930
PR-MU	24	30	6	803	4,818	1.5	7,227
Totals 100%							27,207
85%							23,126
70%							19,045

*only when outside of the CHHA and abutting a major street

Potable Water

Under the existing inter-local agreement with Tampa Bay Water (TBW), the region’s local governments are required to project and submit each year the anticipated water demand for the following year. TBW is contractually obligated to meet the City’s and other member government’s water supply needs. The City’s adopted LOS standard is 125 gallons per capita per day (gpcd), while the actual current usage equates to approximately 81 gpcd. The City’s overall potable water demand is approximately 29 million gallons per day (mgd), while the systemwide capacity is 68 mgd. Therefore, there is 58% systemwide excess capacity to support the proposed density increase.

Sanitary Sewer

The sanitary sewer LOS is based on the estimated per capita demand for capacity at the City’s Water Reclamation Facilities (WRFs). The City’s average annual daily flow (AADF) rate of all three reclamation facilities for Calendar Year (CY) 2018 was 33.18 mgd. The aggregated sanitary sewer system’s permitted treatment capacity is 56 mgd AADF, resulting in an estimated available unused capacity of 22.82 mgd AADF (or 40.75% of the total capacity). The Florida Department of Environmental Protection (FDEP) requires the City to “routinely compare flows being treated at the wastewater facilities with the permitted capacities of the...facilities” (Rule 62-600.405 *Planning for Wastewater Facilities Expansion*). Rule 62-600.405 also specifies when wastewater facilities must be expanded to accommodate increased future flows. The City’s existing wastewater facilities have the capacity necessary to accommodate the additional average annual daily flows from the proposed density and population increase.

Following several major rain events in 2015-2016, the City increased its’ peak wet weather wastewater treatment capacity from 112 mgd to approximately 157 mgd – a 40% increase in peak flow capacity. The City is also in the process of system reliability improvements at its’ WRFs. Concurrent to this, the City has been aggressively conducting improvements to the gravity/collection system to decrease the inflow and infiltration

(I&I) which would decrease the peak flow to the WRFs. The City remains committed to spending approximately \$16 million a year in continued I&I reduction.

The City is also fully committed to completing the Integrated Water Resources Master Plan, which incorporates growth projections and outlines the required system and network improvements to maintain LOS.

Drainage

The Level of Service (LOS) standard for drainage is implemented by the City through the review of drainage plans for new development and redevelopment. Prior to development, site plan approvals are required. At that time, City Code and SWFWMD site requirements for stormwater management criteria will be implemented.

The City is also currently updating its' Stormwater Master Plan as part of the Integrated Water Resources Master Plan. While this update is consistent with the SWFWMD guidelines, it is enhanced as it takes into consideration sea level rise to identify projects to maintain LOS and enhance water quality.

The City's Stormwater Design Standards are being updated to incorporate Low Impact Design to reduce stormwater runoff and increase water quality. Likewise, the City recently updated its' impervious service mapping throughout the City and will be working towards a credit-based stormwater rate system for commercial and residential properties who implement LID and rain harvesting elements.

Solid Waste

Solid waste collection is the responsibility of the City, while solid waste disposal is the responsibility of Pinellas County. The City and the County have the same designated LOS of 1.3 tons per person per year. The County currently receives and disposes of municipal solid waste generated throughout Pinellas County. All solid waste disposed of at Pinellas County Solid Waste is recycled, combusted or buried at the Bridgeway Acres sanitary landfill. The City and County's commitment to recycling and waste reduction programs, and the continued participation of residents and businesses in these programs, have assisted in keeping down the actual demand for solid waste disposal, which continues to extend the life span of Bridgeway Acres Sanitary Landfill. The landfill is expected to remain in use for approximately 84 years, based on current design (grading) and disposal rates. Thus, there is excess solid waste capacity to support the proposed density increase.

Mobility

The statutory provisions for transportation concurrency were rescinded in 2011. In the absence of state-mandated transportation concurrency, the City continues to monitor the LOS for motor vehicles on major roadways and the availability of transit service for site impact review and transportation planning purposes. The majority of City roadways are operating at a low level of congestion and within the previously adopted LOS standard of "D" or better. The City continues to work with the Pinellas Suncoast Transit Authority (PSTA) to provide additional transit service in support of City growth and redevelopment.

Recreation

The City has adopted a LOS standard of 9 acres of useable recreation and open space per 1,000 population. However, the City enjoys an estimated 27 acres per 1,000 permanent and seasonal residents. With a LOS three times the adopted standard, there is excess capacity to support the proposed density increase.

CONSISTENCY with the COUNTYWIDE PLAN:

Proposed amendments to local future land use plans and land development regulations are required to be consistent with the Countywide Plan Map and the criteria and standards set forth in the Countywide Rules. This proposed set of Comprehensive Plan amendments have been developed as part of a larger county-wide effort to support urban, walkable neighborhoods with smaller residences located in close proximity to daily destinations, while serving a broad market. Forward Pinellas planning staff are currently processing text amendments to the Countywide Rules to clarify this planning initiative and incorporate findings of their 2017 Knowledge Exchange series publication titled "*Finding the Missing Middle*" (attached).

The following proposed housing related changes to the Countywide Rules' definitions and policies are scheduled for adoption before the Countywide Planning Authority on October 22, 2019.

Missing Middle Housing – Housing that encompasses a range of smaller, multi-unit or clustered housing types (such as shotgun, skinny, duplex, triplex, fourplex, courtyard apartment, bungalow court, townhouse, multiplex, and live/work units), which are compatible in scale and design with single-family homes, and are designed to encourage walking, biking, and transit use.

Policy 4.2.3.5. Affordable Housing Density/Intensity Bonus. A density/intensity bonus may be authorized by local government ~~to~~ above the otherwise applicable maximum permitted density/intensity for each category as an incentive to provide affordable or Missing Middle housing. This ~~affordable~~ housing density/intensity bonus may permit an increase in the number of dwelling units and floor area allowed, based on the number of units which qualify and are set aside as affordable housing units, as provided for in the local government plan and/or land development regulations. No Countywide Plan Map amendment is required to employ this density/intensity bonus.

A. ~~In order for a local government~~ to utilize this provision for affordable housing, the local government shall approve an affordable housing plan and corresponding land development regulations, which shall be filed with the Council. An affordable housing plan shall contain, at a minimum, the following:

1. Definitions of what qualifies as affordable housing and other terms used within the plan;
2. Maximum dwelling unit and floor area ratio bonuses, in relationship to the number and percentage of affordable units, allowable in the specified zoning districts, future land use plan categories, the local plan and/or code provisions that establish the basis for and are filed of record in support of the AC or MMC plan category, and/or applicable special area plan(s) adopted prior to August 7, 2015;
3. Manner in which affordable housing density and/or intensity bonus units are calculated relative to the otherwise allowable mixed-use density/intensity formula;
4. Provisions that commit the resulting affordable units to a minimum specified period of time; and
5. Provisions for enforcement and monitoring, including any periodic reports required to be submitted to the local government.

B. In order to utilize this provision for Missing Middle housing, as defined within these Countywide Rules, the local government shall adopt applicable land development regulations, which shall be filed with the Council and which shall contain, at a minimum, the following:

1. Definitions of what qualifies as Missing Middle housing and other terms used within the regulations;
2. Identified locations or locational characteristics appropriate for Missing Middle housing, consistent with the Forward Pinellas Finding the Missing Middle study published October 2017, incorporated by reference in Countywide Plan Strategies;
3. Methodology for determining dwelling unit and floor area ratio bonuses relative to the underlying zoning district and/or future land use category;

Staff will be submitting the proposed LDR amendment concurrently with the text amendment, and therefore, City staff finds that the proposed set of housing related text amendments is consistent with the pending amendments to the Countywide Rules and no further action is anticipated regarding the Countywide Plan.

CONSISTENCY with the COMPREHENSIVE PLAN

This set of Comprehensive Plan text amendments support and further the Housing Element's goal to...*facilitate the provision of decent, safe, sanitary, healthy and affordable housing in suitable neighborhoods at affordable costs to meet the needs of the present and future residents of the city, while preserving and enhancing the community's physical and social fabric, and cultural diversity, and while protecting the interests of special needs groups, and extremely low, very low, low, and moderate-income households.*

The proposed text amendments are applicable to the following Comprehensive Plan policies:

- *Policy LU 2.5:* The Land Use Plan shall make the maximum use of available public facilities and minimize the need for new facilities by directing new development to infill and redevelopment locations where excess capacity is available.
- *Policy LU3.11:* More dense residential uses (more than 7.5 units per acre) may be located along (1) passenger rail lines and designated major streets or (2) in close proximity to activity centers where compatible.
- *Policy LU 3.26:* Land development regulations shall provide performance standards that ensure compatibility with surrounding uses.
- *Policy LU 3.4:* The Land Use Plan shall provide for compatible land use transition through an orderly land use arrangement, proper buffering, and the use of physical and natural separators.
- *Policy LU 3.5:* The tax base will be maintained and improved by encouraging the appropriate use of properties based on their locational characteristics and the goals, objectives and policies within this Comprehensive Plan.
- *Policy LU 3.6:* Land use planning decisions shall weigh heavily the established character of predominately developed areas where changes of use or intensity of development are contemplated.
- *Policy LU3.15:* The Land Use Plan shall provide housing opportunity for a variety of households of various age, sex, race and income by providing a diversity of zoning categories with a range of densities and lot requirements.
- *Policy LU 20.2:* The Future Land Use Element of the St. Petersburg Comprehensive Plan shall be consistent with the Countywide Future Land Use Plan, including the categories, rules, policies, and procedures thereof.
- *Policy LU 21.1:* The City shall continue to utilize its innovative development regulations and staff shall continue to examine new innovative techniques by working with the private sector, neighborhood groups, special interest groups and by monitoring regulatory innovations to identify potential solutions to development issues that provide incentives for the achievement of the goals, objectives and policies of the Comprehensive Plan.
- *Policy HI.3:* Review ordinances, codes, regulations and the permitting process for the purpose of eliminating excessive and overlapping requirements and resolving conflicting requirements and amending or adding other requirements in order to increase private sector participation in meeting housing needs, while continuing to insure the health, welfare and safety of the residents.
- *Policy HI3.5:* The City's LDRs shall continue to support mixed-income housing in or near employment centers and recognize the positive fiscal impacts in transit-accessible, high density locations.

- Policy H13.6: The City shall encourage higher density development in its Planned Redevelopment future land use map categories through implementation of the LDRs. This type of development will help reduce GHGs and minimize carbon footprints.

PUBLIC NOTICE

Public hearing notice was published in the Tampa Bay Times on Friday, August 2, 2019 in accordance with Florida Statutes, Section 163.3174(1).

PUBLIC HEARING PROCESS

The proposed ordinance associated with the Comprehensive Plan text amendment requires one (1) public hearing before the Community Planning & Preservation Commission (CPPC) and two (2) City Council public hearings. The amendment will also be transmitted for expedited state, regional and county review. Forward Pinellas (formerly known as Pinellas Planning Council) will review the Comprehensive Plan text amendment for consistency with the Countywide Rules.

SUMMARY

Based upon the analysis contained in this report, City staff finds the proposed text amendments to be consistent with the Comprehensive Plan. The proposed amendments further provisions of the Future Land Use and Housing Elements with the goal of broadening the housing market and providing for a variety of housing needs across the economic spectrum, which ultimately supports a more vibrant, livable community.

RECOMMENDATION

Staff recommends that the Community Planning and Preservation Commission, in its capacity as the Local Planning Agency, make a finding of consistency with the Comprehensive Plan and recommend to City Council **APPROVAL** of the Comprehensive Plan text amendments described herein.

ATTACHMENTS

1. Future Land Use Map: PR-R, PR-MU and RM abutting major streets
2. Finding the Missing Middle, study by Forward Pinellas, 2017



ATTACHMENT NO. 1

Future Land Use Map: PR-MU, PR-R and RM abutting major streets



ATTACHMENT NO. 2

Finding the Missing Middle, study by Forward Pinellas, 2017

Finding the Missing Middle



An opportunity to complete the spectrum of housing options in Tampa Bay



What is the “Missing Middle”?

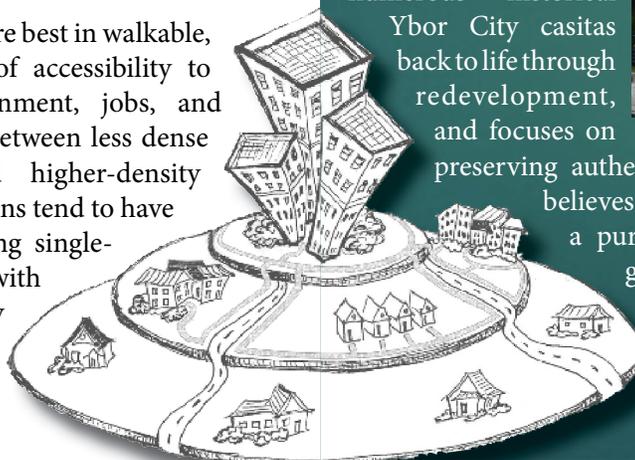
The Missing Middle is a term coined by architect Daniel Parolek that is used to describe multi-unit, low-rise housing that is comparable in scale to single-family homes.¹ It encompasses a variety of styles, including shotgun, skinny, duplex, triplex, fourplex, courtyard apartment, bungalow court, townhouse, multiplex, and live/work units. Typically there are multiple households that live in a building, shared space or compact area, offering an alternative from the standard single family or mid-rise/high-rise condominium and apartment options.

Why are we talking about it?

The Missing Middle not only provides alternative housing options for people within a community, but also has a lower price per square foot when compared to single-family detached dwellings. As single-family home prices rise in Tampa Bay, affordable housing is becoming harder to find. Missing Middle housing attracts a diverse group of people ranging in age and income. It prevents urban sprawl caused by single-family, large lot developments that tend to push people further and further away from jobs, services, and entertainment.

Where does it go?

Missing Middle types of housing are best in walkable, urban areas with a high level of accessibility to transportation options, entertainment, jobs, and services. They serve as a bridge between less dense residential neighborhoods and higher-density areas. Because some housing options tend to have a similar size footprint to existing single-family homes, they blend in well with the surrounding lower-density communities. Some types also function very well in mixed-use environments.



Reflecting on the Past in Tampa Bay

In Ybor City, shotgun style houses, known as casitas, were built in the late nineteenth and early twentieth century as workers’ housing near the cigar factories. Casitas



provided workers with an affordable place to live within walking distance of their jobs. This is a prime example of early Missing Middle housing, as narrow lots accommodated more homes and

workers close to the factory. A new challenge arose for this type of housing in the mid-twentieth century as development shifted to more car-centric, large lot, suburban neighborhoods. The Missing Middle focuses on creating higher density living in more accessible areas, capturing the early twentieth century mentality that people should be able to travel by foot to their desired destination.

Developer Michael Minberg has brought numerous historical Ybor City casitas back to life through redevelopment, and focuses on



preserving authentic character and charm. He believes Missing Middle housing served a purpose in the past and serves a growing need in the future by allowing people to live, work, and play in the same area.

Missing Middle Housing Styles



Courtyard Apartments

The courtyard apartment style has multiple units that share a courtyard and typically face each other.

Hyde Park in Tampa, FL



Townhouse

The townhouse style offers attached units side by side, requiring less space for multiple units.

Trinity, FL



Triplex & Fourplex

The triplex and fourplex style has three or four units respectively, and allows for a higher density within a standard lot size.

Palma Ceia in Tampa, FL



Multiplex

The multiplex style typically has five to nine units.

Grand Central in St. Petersburg, FL



Shotgun & Skinny

Shotgun and skinny homes are both smaller in width and longer in length. The lots are narrower than typical lots, and the houses can be closer together.

Ybor City, FL



Duplex

The duplex style has two attached residential units within a similar sized footprint of a standard single family home.

Old Northeast in St. Petersburg, FL



Cottage Court

Cottage courts are standalone houses but share a central courtyard. They typically face one another and allow for more density.

Dunedin, FL



Live/Work

The live/work style of housing typically has commercial on the first floor of the building and residential units above.

Oldsmar, FL

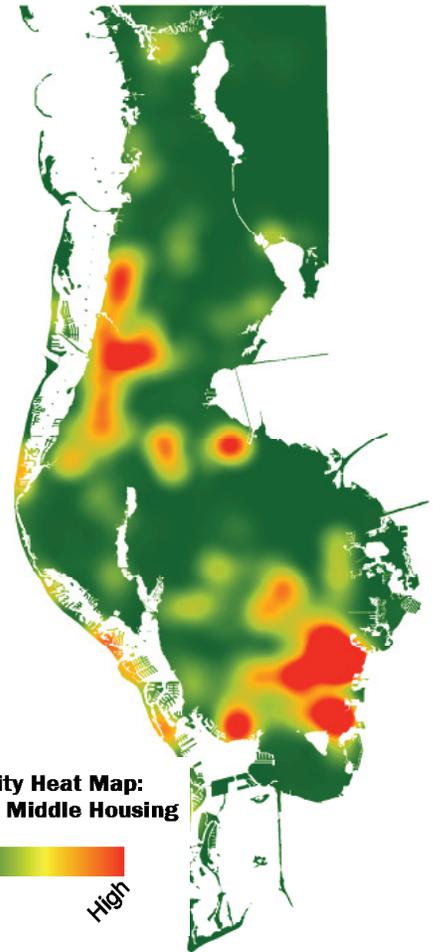
Who does it serve?

Missing Middle housing helps create urban, walkable neighborhoods with smaller residences located in close proximity to daily destinations, while serving a broad market: first-time home buyers, smaller families, couples, retirees looking to age in place, adults with disabilities, car-free households, and many others. Several local communities have identified Missing Middle housing as a viable option to provide a wider selection of choices across many income levels because of its appeal to different types of home buyers, lower associated entry costs, and traditional architectural style.

Missing Middle Housing Profile for Pinellas County

As seen in the heat map on the right, the majority of Missing Middle housing types are located in our historically denser neighborhoods like Dunedin, Gulfport, St. Petersburg, Clearwater, and Largo. In density and scale, Missing Middle housing falls in between lower-density single-family neighborhoods and denser multifamily buildings, with design elements that encourage walking, biking, and transit use. This development pattern is ideal for providing transitional zones between denser mixed-use areas—particularly those served by transit—and surrounding lower-density neighborhoods. Appropriate locations include on the perimeter of downtowns or town centers; adjacent to commercial corridors; between single-family neighborhoods and denser multifamily areas; or on collector roadways that serve as borders between single-family neighborhoods.

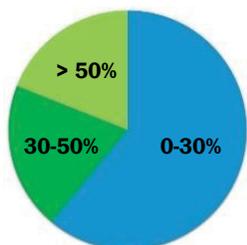
Density Heat Map:
Missing Middle Housing



In 2016, Tampa Bay had the **fourth highest** population growth in the nation²

Over **70%** of Pinellas County's households are **renters**, yet almost **half** of the housing stock is detached single-family³

Missing Middle housing containing "2-9 units" accounts for only **13%** of the housing stock in Pinellas County⁴



Percent of Income Paid for Housing
(Pinellas County)

39% of households are cost burdened and pay more than **1/3** of their income on rent or mortgage costs⁵

Missing Middle Statistics

By 2070, the amount of undeveloped land in Florida is projected to **shrink** by **15%**⁶

Statewide 2010 Baseline



Redevelopment has become a strategy used by many developers to meet the demand for housing⁷

The current demand for walkable living choices exceeds the supply by **20-35%**⁸

Toolkit for Missing Middle Housing

Density and Design

Missing Middle housing can be thought of as a bridge between dense, downtown areas and more suburban single-family neighborhoods. Density and design are very important when trying to incentivize this type of development: how many units are allowable, and how these units should relate to existing neighborhoods. The Missing Middle fits into existing neighborhoods exceptionally well because the size, scale and aesthetic are typically compatible with the surrounding housing types, even though they have much higher densities than traditional single-family homes.

Spotlight Development: Hayes Park Village

A public/private development located in the City of Oldsmar, called Hayes Park Village, has captured a variety of housing options with a central courtyard space for its residents. The neighborhood, developed by John Bews in partnership with the City, is part of a planned unit development and allows skinny homes to be placed on smaller lots, while not detracting from the aesthetics of the community. The shared spaces are utilized frequently by the residents that live there.



The developer came up with a plan that took into account the parking, utility, and setback requirements, but kept the small community feel. Oldsmar staff worked with John's team to establish this successful project.



Zoning

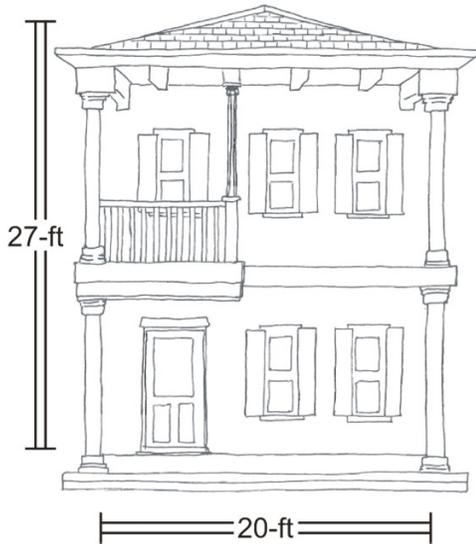
Common zoning practices regulating height, setbacks, and lot dimensions are important when regulating this type of housing for existing neighborhoods. Missing Middle housing types can pose challenges because they don't fall into traditional zoning or land use categories; they are typically too dense for single-family neighborhood zoning districts, but not large enough in scale for multifamily zoning, where regulatory factors and the real estate market encourage larger and denser developments.

Amending or rewriting zoning regulations to allow for higher densities, narrower lots, smaller setbacks, and higher floor area ratios help to encourage Missing Middle housing by eliminating the need for multiple variances, which can complicate the permitting process and discourage this type of development. However, raising permitted densities might have unintended consequences by encouraging developments which are out of scale for many traditional single-family neighborhoods. For this reason, many cities use a form-based approach to preserve neighborhood characteristics when raising densities. Examples of various approaches are included on pages 6-7.

Form Based Codes

A city can designate a form-based zoning district where the structure and form of the building is the primary focus, and only certain housing types are allowed. Form-based codes become part of the guiding regulations by which developers have to abide, and are subject to design requirements such as building setbacks, widths and heights. By specifying exactly what types of housing can be built, form-based codes allow higher densities while allowing single-family neighborhood character to be preserved. A form based code may also require desired design characteristics like shared green spaces, courtyards, and rear-loading parking.

Missing Middle House Dimensions Seen in Tampa



Hayes Park Village



Glencairn Cottage



Ybor Casita

Parking

Missing Middle housing is designed to encourage walking, biking, and transit use, decreasing the need for vehicle parking. Parking should be approached with flexibility, where opportunity for community interaction at street-level is the focal point and vehicle parking is less emphasized. Typically, these types of housing allow for one space per unit in rear-loading garages via alleyways which also accommodate trash collection and pickup, with additional parking either on-street or behind homes. Missing Middle developments often use land saved from excess parking to create common green areas and courtyards, prioritizing quality of life over parking.

Utilities

The placement of public utility infrastructure for electricity, phone, cable, internet, potable water, wastewater and stormwater can have a big impact on Missing Middle developments, both functionally and aesthetically. Creative placement of utilities including undergrounding utilities and stormwater vaults, and the addition of sustainable features (such as reclaimed water and solar panels) is often desired. These can require developers to undergo lengthy negotiations with local governments and utility companies, adding time and cost to these projects. Local governments can encourage Missing Middle housing by allowing narrower utility easements and more flexible placement of infrastructure, during the site plan approval and platting processes.

Spotlight Development: Glencairn



Glencairn, developed by Carl Krave, is a development built in the City of Dunedin and a pioneering example of Missing Middle housing. It incorporates both skinny home and bungalow courtyard housing options.

The developer was inspired by the Cottage Company developments in the late 1990s. He found an opportunity in Dunedin and worked with the City staff to achieve a very successful pocket neighborhood. The homes were sold quickly once built, and the residents have had no turnover. The shared courtyard between homes offers a peaceful, small community feel.

How does the Countywide Plan address the Missing Middle?

Although the scale of Missing Middle housing is compatible with single-family neighborhoods, and the impact of an individual development on a given neighborhood street may not be large, the density in units per acre is higher than typical for a low-density neighborhood. Countywide Plan Map categories that best support Missing Middle housing include Residential Medium, Residential High, and the Neighborhood Center subcategory of Activity Center, which range from 15 to 30 units per acre and are targeted for locations that offer multiple modes of transportation. Missing Middle housing is also appropriate at the edges of the more intense subcategories of Activity Centers and Multimodal Corridors, where they can serve as a transitional area between high density/intensity urban uses and surrounding lower-density neighborhoods.



Other Cities Recognize the Missing Middle

While some Missing Middle developments have been built in Pinellas County, each required a time-consuming, expensive process requiring many variances for setbacks, parking, utility easements, and other current zoning regulations. The developers highlighted in this study described their projects as “labors of love” that most in the industry would consider too onerous, with too little return on investment, to pursue. A number of communities around the country have addressed these issues by crafting zoning regulations that allow and incentivize missing middle housing by right. Examples are described below.

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City of Santa Barbara, California

In 2013, the City of Santa Barbara adopted the Average Unit-Size Density Incentive Program, designed to encourage construction of smaller, more affordable residential units near transit and within walking and biking distance of commercial areas. The pilot program allows more housing units to be built per acre as unit size decreases. Other development incentives include reduced parking requirements, and flexibility in building setbacks and location of required open space. Rental housing developments or employer-sponsored housing are also allowed to have additional density in certain areas of the City. Projects must go through a design review process to ensure compatibility with the size and scale of the surrounding neighborhood.

The pilot has been successful, encouraging growth in both apartment complexes in commercial and multifamily areas, and individual housing units in single-family neighborhoods. As of July 2017, a total of 541 units had been approved under the program. A housing task force has been created to monitor the effects of the program, including conducting an annual survey of residents of the new housing to determine if workforce and commuting goals are being met. More information is available at http://www.santabarbaraca.gov/services/planning/mpe/aud_program.asp.

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City of San Diego, California

The City of San Diego adopted a small-lot subdivision ordinance in 2016 “in order to provide a space-efficient and economical alternative to traditional single dwelling unit development... [in] pedestrian-friendly developments that are consistent with the neighborhood character.” The new provisions will allow a revival of bungalow courts, a historically popular style of housing built in the city from the 1920s to the 1940s. The regulations allow a larger parcel zoned for multifamily development to be subdivided into detached single-family homes, while retaining the same density and setbacks of the pre-subdivided lot. Houses built on the subdivided land may have no more than three bedrooms each. Parking requirements are reduced for smaller unit sizes and in designated transit areas. The ordinance can be downloaded from http://docs.sandiego.gov/council_reso_ordinance/rao2015/O-20483.pdf.



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City of Cincinnati, Ohio

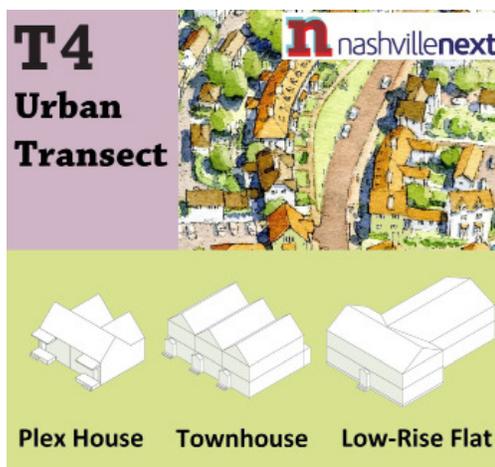
The City of Cincinnati adopted its comprehensive land use plan, Plan Cincinnati, in 2012. The plan identified walkable “centers of activity,” including the downtown and 10 urban neighborhoods, which are governed by a form-based code adopted in 2013. The remainder of the city is governed by a conventional zoning code.

Cincinnati’s form-based code allows for a variety of housing types (e.g., cottage courts, duplexes and small multiplexes) in predominantly single-family neighborhoods, while preventing larger-scale multifamily structures of the same densities from being built in those locations. The form-based code sets forth a comprehensive, citywide approach to building footprint, mass and scale based on transect. However, neighborhood residents are encouraged to participate in establishing “regulating plans” designating the transects that will govern their areas. More information is available at <http://www.cincinnati-oh.gov/planning/plan-cincinnati>.



City of Nashville & Davidson County, Tennessee

In 2015, the consolidated city-county government of Nashville and Davidson County adopted a comprehensive land use plan, NashvilleNext, implemented by a combination of conventional zoning districts and form-based urban design overlays tailored to specific neighborhoods and districts. The plan recognizes Missing Middle housing by name, and has been successful in encouraging it, particularly in areas governed by the urban design overlays. These form-based codes provide standards for diverse housing types such as rowhouses, stacked flats, and courtyard cottages. Transect-based policy allows sufficient densities by supporting rezonings that accommodate these housing types, but constrains building size and scale to prevent the construction of larger multifamily buildings in predominantly single-family neighborhoods.



In areas governed by conventional zoning standards, some residential zoning districts also allow for Missing Middle housing by permitting up to two housing units to be constructed per lot. Detached accessory dwelling units may also be permitted within certain residential districts. This has encouraged a trend of tall, skinny houses mixed within single-family neighborhoods. With fewer design standards in these zoning districts, some residents have objected that these houses are not in character with surrounding residences. In response, the zoning code has recently been revised to add contextual overlay districts, which limit the height of new houses relative to their widths and the dimensions of surrounding houses. More information can be found at <http://www.nashville.gov/Government/NashvilleNext.aspx>.

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