

## FORWARD PINELLAS STAFF ANALYSIS



<b>APPLICATION NO.:</b>	Case CW 23-10
<b>STAFF:</b>	Emma Wennick, Program Planner
<b>APPLICANT:</b>	Pinellas County
<b>PROPERTY SIZE:</b>	171.6 acres (m.o.l.) located in unincorporated Lealman
<b>CURRENT COUNTYWIDE PLAN MAP CATEGORY:</b>	Residential Low Medium, Residential Medium, Office, Public/Semi-Public, Retail & Services, Employment, and Target Employment Center
<b>PROPOSED COUNTYWIDE PLAN MAP CATEGORY:</b>	Multimodal Corridor and Target Employment Center
<b>CURRENT LOCAL FUTURE LAND USE PLAN MAP CATEGORY:</b>	Commercial General, Employment, Residential Urban, Residential Medium, Residential/Office Limited, Residential/Office General, Institutional, & Transportation/Utility
<b>PROPOSED LOCAL FUTURE LAND USE PLAN MAP CATEGORY:</b>	MUC-SU-NP, Mixed Use Corridor-Supporting- Neighborhood Park, MUC-SU-LT, Mixed Use Corridor- Supporting-Local Trade, MUC-P-C, Mixed Use Corridor- Primary-Commerce
<b>LOCATION / PARCEL ID:</b>	Generally bounded by 68th Ave. N. to the north, 45th St. N. to the west, 44th Ave. N. to the south, and 24th St. N. to the east.

### BACKGROUND SUMMARY:

The Lealman Community Redevelopment Area Plan was adopted by the Board of County Commissioners in 2016 and amended in 2019. The Plan includes various implementation recommendations for improvement within the Community Redevelopment Area. One such recommendation includes the adoption of form-based districts to guide development and improve the urban design character of the community. This Plan recommendation is being implemented through the adoption of a form-based code for the Lealman community. The proposed Lealman Form-Based Code is a result of significant study and analysis

along with community input and consultation with the Lealman Citizen Advisory Committee. The Lealman Form-Based Code is an addition to the County's Land Development Code. It functions as a separate zoning district within the Land Development Code specific to certain areas of the Lealman community, providing standards, regulations, and guidelines for future development. The Lealman Form-Based Code is scheduled to be adopted along with the Future Land Use Map amendments establishing three new Mixed Use Corridor designations. These new Mixed Use Corridor designations require an amendment to Countywide Plan Map category to Multimodal Corridor for the 171.6-acre area.

**STAFF RECOMMENDATION:**

Staff recommends approval of an amendment to the Countywide Plan Map from Residential Low Medium, Residential Medium, Office, Public/Semi-Public, Retail & Services, Employment, and Target Employment Center to Multimodal Corridor and Target Employment Center.

**PLANNERS ADVISORY COMMITTEE RECOMMENDATION:**

To be updated after the Planners Advisory Committee meeting.

**LOCAL GOVERNMENT COUNCIL/COMMISSION ACTION:**

The Pinellas County Board of County Commissioners held a public hearing on the local future land use map amendment on July 18, 2023. The Board conducted the first reading of the ordinance and there were no public comments.

**CURRENT PROPERTY INFORMATION:**

<b>Property Use(s):</b>	Residential, lodging, office, retail/commercial, automotive, industrial/manufacturing, civil support, civic, and recreation
<b>Site Features:</b>	Approximately 171.6 acres located in unincorporated Lealman

**PLANNING CONSIDERATIONS:**

When considering this application, the following general site conditions, planning concepts, and other facts should be noted:

1. Pinellas County has identified certain areas for urban redevelopment with a mix of land uses typically more dense/intense than the surrounding communities, including higher-density residential, appropriately organized, and scaled to support local retail, encourage walkability, and promote multiple modes of transportation. These areas are intended to support development that will create a strong sense of community identity for a specific area.
2. The Lealman Form-Based Code is calibrated to increase development flexibility while improving aesthetics and provide additional options for permitted uses and adjustments to residential densities and nonresidential intensities.
3. The total area affected is 171.6 acres in size, excluding rights-of-way, and includes the following three (3) districts within the Lealman Form Based Code boundary:
  - a. Neighborhood Park District, 81 land parcels totaling 36.50 acres,
  - b. Commerce District, 104 land parcels totaling 93.42 acres, and
  - c. Local Trade District, 131 land parcels totaling 38.71 acres

4. The amendment area is served by three (3) primary transportation corridors: 54th Avenue North for the Neighborhood Park District, Haines Road for the Local Trade District, and 34th Street North and Haines Road for the Commerce District. The amendment area is also served by mass transit via Pinellas Suncoast Transit Authority (PSTA) who maintains two routes in the area.
5. The Local Planning Agency unanimously recommended approval of the request (6-0) during its May 10, 2023, public hearing. No one from the public spoke in opposition. One (1) member of the public spoke in support.

#### **RELEVANT COUNTYWIDE CONSIDERATIONS:**

Pinellas County has developed the Lealman Form-Based Code which is intended to guide development and redevelopment within the Lealman Community Redevelopment Area in a way that achieves the overall desired built environment that matches the vision established in the Community Redevelopment Area Plan, while still being respectful and complimentary to the established Lealman neighborhoods. At the local level, three new Mixed Use Corridor designations: Mixed-Use-Corridor-Supporting-Neighborhood Park, Mixed-Use-Corridor-Supporting-Local Trade, and Mixed Use-Corridor-Primary Commerce are proposed. These designations are tied to the Lealman Form-Based Code districts. This proposal requires a Countywide Plan Map amendment for multiple properties, approximately 171.6 acres located in unincorporated Lealman.

The current Residential Low Medium category is used to depict areas that are primarily well-suited for suburban, low density or moderately dense residential uses at a maximum density of 10 dwelling units per acre. The current Residential Medium category is used to depict areas that are primarily well-suited for medium-density residential uses at a maximum density of 15 dwelling units per acre.

The current Office category is used to depict areas that are developed, or appropriate to be developed, with office uses, low-impact employment uses, and residential uses (subject to an acreage threshold), in areas characterized by a transition between residential and commercial uses and in areas well-suited for community-scale residential/office mixed-use development. The current Public/Semi-Public category is intended to recognize institutional and transportation/utility uses that serve the community or region, especially larger facilities having acreage exceeding the thresholds established in other plan categories, and which are consistent with the need, character, and scale of such uses relative to the surrounding uses, transportation facilities, and natural resource features.

The current Retail & Services category is used to depict areas developed with a mix of businesses that provide for the shopping and personal service needs of the community or region, provide for employment opportunities and accommodate target employment uses, and may include residential uses as part of the mix of uses. The current Employment category is used to depict areas that are developed with, or appropriate to be developed with, a wide range of employment uses, including primary industries (i.e., those with a customer base that extends beyond Pinellas County), allowing for flex space, and for uses that have minimal external impacts.

The amendment area would result in different multimodal corridor subcategory designations. The applicable subcategory per amendment area section is identifiable per the Land Use Strategy Map. This proposal identifies one Multimodal Corridor - Primary area and two

Multimodal Corridor - Supporting. The proposed amendment to the Countywide Plan Map is a legislative decision. The standards for the proposed Countywide Plan Map categories are summarized below.

	<b>Proposed Countywide Plan Map Category:</b> Multimodal Corridor - Primary	<b>Proposed Countywide Plan Map Category:</b> Multimodal Corridor - Supporting	<b>Current and Proposed Countywide Plan Categories:</b> Target Employment Center
<b>Purpose:</b>	Intended to recognize those corridors of critical importance to the movement of people and goods throughout the county, and that are served by a combination of automobile, bus, bicycle, rail, and/or pedestrian transportation. This category is characterized by mixed-use development, supported by and designed to facilitate transit, and is particularly appropriate for creating transit connections between Activity Centers.	Intended to recognize those corridors of critical importance to the movement of people and goods throughout the county, and that are served by a combination of automobile, bus, bicycle, rail, and/or pedestrian transportation. This category is characterized by mixed-use development, supported by and designed to facilitate transit, and is particularly appropriate for creating transit connections between Activity Centers.	Intended to depict, utilizing an overlay, those areas of the county that are now developed, or appropriate to be developed, in a concentrated and cohesive pattern to facilitate employment uses of countywide significance.
<b>Permitted Uses:</b>	Permitted Uses – As determined by the local government's implementing regulations adopted pursuant to Section 6.2.3.2. Amendments to permitted uses shall be pursuant to the Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies, and the use provisions of Section 6.2.4.	Permitted Uses – As determined by the local government's implementing regulations adopted pursuant to Section 6.2.3.2. Amendments to permitted uses shall be pursuant to the Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies, and the use provisions of Section 6.2.4.	See applicable underlying categories.
<b>Max. Density:</b>	55 units per acre	45 units per acre	Densities and intensities will be guided per the

			underlying plan categories, plus a 100% intensity bonus for Manufacturing, Office, and Research/Development uses.
<b>Max. Floor Area Ratio (FAR):</b>	3.5	2.5	Densities and intensities will be guided per the underlying plan categories, plus a 100% intensity bonus for Manufacturing, Office, and Research/Development uses.
<b>Max. Impervious Surface Ratio (ISR):</b>	N/A	N/A	N/A

Section 6.5.3. of the Countywide Rules provides the review criteria for amendments to the Countywide Plan Map. An analysis of these criteria are provided below:

**1. The manner in, and extent to, which the amendment is consistent with the Countywide Rules and with the Countywide Plan Strategies as implemented through the Countywide Rules.**

*Staff Analysis:* The Countywide Rules state that the Multimodal Corridor category is “intended to recognize those corridors of critical importance to the movement of people and goods throughout the county, and that are served by a combination of automobile, bus, bicycle, rail, and/or pedestrian transportation. This category is characterized by mixed-use development, supported by and designed to facilitate transit, and is particularly appropriate for creating transit connections between Activity Centers”

The Target Employment Center designation is an overlay that is used to depict those areas of the county that are now developed, or appropriate to be developed, in a concentrated and cohesive pattern to facilitate employment uses of countywide significance. Only a small portion of the amendment area acreage is within the Target Employment Center.

The Lealman Community Redevelopment Area Plan includes various implementation recommendations. One such recommendation includes the adoption of form-based districts to guide development and improve the urban design character of the community. The County’s existing Mixed Use Corridor-Supporting and Mixed Use Corridor-Primary land use categories have relatively high maximum residential densities

and building intensity Floor Area Ratios. The land use designations proposed per this application have been significantly reduced from the parent categories.

The Mixed Use Corridor-Supporting-Neighborhood Park and Mixed Use Corridor Supporting-Local Trade designations allow a maximum 1.0 Floor Area Ratio for nonresidential uses and an overall maximum building/project 1.5 Floor Area Ratio when at least 20% of the gross building square footage is residential. The Mixed Use Corridor-Primary-Commerce designation allows a maximum 1.2 Floor Area Ratio for nonresidential uses and an overall maximum building/project 2.0 Floor Area Ratio when at least 20% of the gross building square footage is residential. The proposed designations apply a Floor Area Ratio in lieu of a residential density calculation. This is intended to incentivize residential and mixed-use projects. If a project includes residential dwelling units – either exclusively or as one of a mix of other uses – a higher Floor Area Ratio can be awarded. The proposed Floor Area Ratios for all 3 subcategories are lower than the correlating countywide standards, see table above.

Those uses as specifically set forth in the Lealman Form-Based Code, generally include: residential, lodging, office, retail/commercial, automotive, industrial/manufacturing, civil support, civic, and recreation. While the intended use is consistent with the permitted uses and locational characteristics of the proposed Multimodal Corridor category, the inclusion of potential automotive uses results in a Tier III amendment being required, as this use is not one that is contrary to the Multimodal Corridor purpose. The applicant has provided a Justification Narrative documenting the changes in conditions or other factors that warrant the proposed amendment and explaining why the proposed amendment is consistent with the Countywide Plan. Therefore, the proposed amendment is consistent with surrounding commercial and residential uses with the intent that future redevelopment projects will provide additional housing opportunities for residents and commercial support services.

- 2. An amendment adopting or amending the AC, MMC or PRD category and affecting 10 acres or more shall include the following transportation impact analysis: A) Calculate the average daily trips for the current land use category(ies) of the proposed AC, MMC or PRD category based on the acreage and traffic generation characteristics for each applicable category described in Section 2.3.3.; and B) Calculate the average daily trips for the proposed AC, MMC or PRD category based on the acreage and traffic generation characteristics for each applicable category described in Section 2.3.3, multiplied by 50%. If the proposed average daily trips calculated in (B) is smaller than the current average daily trips calculated in (A), then only the requirements of Section 6.2.3 must be met and no additional transportation assessment is required.**

*Staff Analysis:* The average daily trips for the existing categories of Residential Low Medium, Residential Medium, Office, Public/Semi-Public, Retail & Services, Employment, and Target Employment Center is 64,241. Applying the above-referenced review standards, the average daily trips that this area would generate is 41,058 if the proposed Countywide Plan Map amendment to Multimodal Corridor and Target

Employment Center is adopted; this results in smaller number than the current average daily trips.

- 3. 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 6.5.4.1 of these Countywide Rules.**

*Staff Analysis:* The amendment area is not located on a Scenic/Noncommercial Corridor.

- 4. 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.**

*Staff Analysis:* The amendment area is not located on a CHHA; therefore, those policies are not applicable.

- 5. If the amendment involves the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category, the manner in, and extent to, which the amendment conforms to the purpose and requirements of the applicable category, and addresses the relevant Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies.**

*Staff Analysis:* The amendment area does involve the creation of Multimodal Corridor category. An analysis submitted by the city addressing the planning and urban design principles is summarized below.

#### **Location, Size, and Density/Intensity Standards**

The three areas proposed for Multimodal Corridor designation are located along important urban corridors within the Lealman community. 34th Street North (aka, US 19) is an important transit corridor in Pinellas County that will be designated as Multimodal Corridor - Primary and will allow a wide mix of land uses and densities to support a future critical mass of people that will further support future transit investments. An area sometimes referred to as the '54th Avenue – 28th Street – Haines Road Triangle' is also proposed with the same Multimodal Corridor - Primary designation as 34th Street North. Parcels abutting all three roadways have been captured for future mixed use development with enhanced Floor Area Ratios and a form-based code to guide development in an area approaching the I-275 interchange at 54th Avenue North.

The west end of the 54th Avenue North corridor will be designated Multimodal Corridor - Supporting. This corridor is often referred to as Lealman's 'Main Street'. The Multimodal Corridor - Supporting designation are intended to help 54th Avenue North realize its potential to both house and serve an already multimodal stretch of Lealman. The Haines Road North corridor is the second of the two Multimodal Corridor - Supporting designations proposed within Lealman. Haines Road North currently has an eclectic mix of land uses with relatively small, awkward shaped parcels, due mostly to the diagonal direction of the corridor imposed upon a mostly north-south, east-west street grid. Future development along Haines Road North will ultimately be guided by the Lealman Form-

Based Code, allowing for more generous building setback and placement requirements on challenging redevelopment parcels. Haines Road North is unique in many ways, and the land uses to be permitted are intended to celebrate the corridors eclectic character and allow for a stronger mix of land uses overall.

For all three Multimodal Corridor designations, a floor area ratio calculation is used in lieu of residential densities, in order to place a greater emphasis on building form and scale as well as encourage developers to build smaller, more affordable units without having a specific, limiting density cap that could otherwise restrict a project. Furthermore, the floor area ratio regulations encourage developers to build true mixed-use projects by providing a floor area ratio bonus when a project dedicates a certain portion of the building to residential housing. The combination of permitted uses, floor area ratio permissions, and bonus incentives for mixed use residential buildings will all contribute to supporting a future critical mass of people that will further support future transit investments in Lealman. None of the proposed designations will exceed the floor area ratio limitations identified in the Countywide Plan.

### **Connectivity**

The Lealman community already benefits from high connectivity, mostly through the long-established street grid system in place. Such a mobility system lends itself well to the establishment of Multimodal Corridor designations along important corridors, such as those currently proposed as part of this application. While the Multimodal Corridor designations will open the doors for reinvestment with mixed use, higher density buildings, the adoption of the Lealman Form-Based Code will set the standards and requirements to establish pedestrian-friendly, mixed use buildings with public and quasi-public realm improvements, giving particular attention to the all-important spaces between building facades and the street.

### **Site Orientation**

The Lealman Form-Based Code, scheduled to be adopted along with the Future Land Use Map amendments establishing the new Mixed Use Corridor designations, includes specific requirements for the placement of buildings and location of parking areas intended to maximize building façade lengths, design treatments and pedestrian access while limiting and reducing off-street parking along property frontages.

### **Public Realm Enhancements**

The Lealman Form-Based Code encourages the utilization of building frontage areas between facades and public rights-of-way. Also, site orientation-related requirements, as described above, further enhance the public realm for pedestrian comfort and aesthetics.

### **Ground Floor Design and Use**

The Lealman Form-Based Code includes minimum ground floor building heights for non-residential ground floor uses and minimum first floor elevation requirements for residential buildings. Both approaches enhance the ground floor design of buildings when viewed or utilized from the street. In addition, the form-based code includes minimum building façade fenestration requirements as well as building access requirements for street-facing door openings. All building walls that face streets are



considered front façade walls and, thus, must be finished facades as opposed to blank walls.

### **Transition to Neighborhoods**

The proposed Multimodal Corridor designation depths generally include the corridor frontage parcels on either side, leaving the mostly single-family neighborhoods in the interior of blocks outside the Multimodal Corridor 3 designations. Most of the Lealman community benefits from a robust grid network of local streets that serve as easy connections to land uses and future amenities along the proposed Multimodal Corridors. That being said, such interior neighborhoods are intentionally not included in the proposed Multimodal Corridor designations and are further protected through the Lealman Form-Based Code. For example, the Code includes standards titled 'Residential Manners', intended to allow greater separation between Multimodal Corridor buildings and adjacent residential parcels. In addition, buildings are required to 'step down' in height the closer they get to a residential parcel and additional screening requirements come into play.

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

*Staff Analysis:* The amendment area is not located adjacent to an adjoining jurisdiction and if approved, the amendment would not significantly impact a public educational facility.

### **7. If the amendment involves the conversion from the Employment (E), Industrial (I), or Target Employment Center (TEC) category, the extent to which the amendment area can continue to provide for target employment opportunities as evaluated and set forth in Section 6.5.4.5.**

*Staff Analysis:* The proposed amendment would change the countywide land use of approximately 3.25 acres of property within a Target Employment Center from Employment to Multimodal Corridor. This area is located along 34th Street North, generally along the north side of Joe's Creek, in an area currently consisting of a mix of retail services, commercial, and employment land uses.

This same area includes a portion of the overall area to be designated on the Pinellas County Future Land Use Map as Mixed Use Corridor-Primary-Commerce. The proposed form-based code will support the potential for employment- and industrial-related land uses in recognition of both the character and needs of the area. Therefore, while there is a small reduction in the Target Employment Center overlay, the ability to develop employment and industrial uses will not be significantly reduced.

## **PUBLIC CORRESPONDENCE**

The proposed Countywide Plan Map amendment was publicly advertised as required by Section 7.8.4. of the Countywide Rules. No public correspondence has been received to date.

## **CONCLUSION**

Staff finds the proposed amendment is consistent with the Relevant Countywide Considerations found in Section 6.5.3.1 of the Countywide Rules.