



LOCAL PLANNING AGENCY (LPA) STAFF REPORT

Case Number: ZON-25-02

LPA Public Hearing: September 10, 2025

Applicant: Twin City MHC, LLC

Representative: Todd Pressman, Pressman & Assoc., Inc.

Subject Property: Approximately 8.94-acres located at 10636 Gandy Boulevard North in unincorporated St. Petersburg

Parcel ID(s): 17-30-17-00000-340-0800



REQUEST:

A Zoning Atlas amendment from RMH, Residential Mobile/Manufactured Home to RM, Multi-Family Residential. A companion Future Land Use Map amendment (Case No. FLU-25-04) is also proposed.

LOCAL PLANNING AGENCY (LPA) RECOMMENDATION:

The LPA finds the proposed Zoning Atlas amendment consistent with the Pinellas County Comprehensive Plan and recommends approval by the Board of County Commissioners. (The vote was 5-1, in favor).

Development Review Committee (DRC) RECOMMENDATION:

- **Staff recommends** that the LPA find the proposed Zoning Atlas amendment **consistent** with the Pinellas County Comprehensive Plan, based on this report.
 - **Staff further recommends** that the LPA recommend **approval** of the proposed Zoning Atlas amendment to the Pinellas County Board of County Commissioners.
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SUMMARY REPORT

The Development Review Committee reviewed and analyzed this application on August 11, 2025. The Staff summary discussion and analysis follows:

The subject property consists of one parcel totaling 8.94 acres located at 10636 Gandy Boulevard North, on the south side of the roadway about 400 feet west of the intersection with San Martin Boulevard and about a mile west of the Gandy Bridge. Much of the surrounding area is within the City of St. Petersburg. The property is zoned RMH, Residential Mobile/manufactured Home. The northern 0.4-acre 'panhandle' portion of the property closest to Gandy Boulevard is designated Commercial General (CG) on the Future Land Use Map (FLUM) while the remaining 8.54 acres are designated Residential Urban (RU). The existing use on the property is the Twin City Mobile Home Park (MHP). The master plan on file for Twin City indicates 103 mobile home spaces and three (3) apartment units. The MHP has flooded heavily multiple times during recent storm events and there are approximately 24 mobile home units that remain occupied.

Twin City was established in the 1950s prior to the County's zoning code and is considered nonconforming. If redeveloped, the existing FLUM categories would allow a maximum of 64 residential units (the RU category allows a maximum of 7.5 units per acre and the CG category does not allow residential uses in this location). The applicants desire to redevelop the property with multifamily housing. A rezoning to the RM, Residential Multifamily zoning district is proposed as the current RMH, Residential Mobile/Manufactured Home zoning district does not allow for multifamily residential development. The applicant is also requesting a FLUM amendment to Residential Medium (RM) for the entire property to get additional density, which the applicants are requesting via companion FLUM Case No. FLU-25-04.

Surrounding Uses and Zoning Designations

The subject property is surrounded by a variety of adjacent uses. To the north across Gandy Boulevard is an apartment complex within the City of St. Petersburg and to the northeast along the south side of Gandy (also within the City) are a retail strip center and car wash. The remaining adjacent properties are all unincorporated and include single family homes to the east, boat repair and storage to the southeast, the Derby Lane (former dog racing facility) property to the south, and a motel, a communications tower, and a retail establishment to the west. Importantly, the waters of Tampa Bay and its connecting wetlands are relatively close to the subject property, particularly to the south. In terms of FLUM categories, RU is predominant to the east, CG is to the west, Commercial Recreation (CR) is to the south, and the City of St. Petersburg has its own designations to the north and northwest. In addition, the adjacent boat repair and storage facilities are designated Employment (E). In terms of zoning, R-4 residential covers the single-family homes to the east, E-2 employment covers the boat-related uses to the southeast, C-2 commercial covers the Derby Lanes property to the south as well as the commercial uses to the west, and City designations exist to the north and northeast.

Flood Risk

The subject property is highly vulnerable to flooding and storm surge. It is located within the 25-year coastal floodplain and entirely within the Coastal High Hazard Area (CHHA), which is the area defined by the Sea, Lake and Overland Surges from Hurricanes (SLOSH) model to be inundated by a category one hurricane, as reflected in the most recent Regional Evacuation Study, Storm Tide Atlas. It is also within the Coastal Storm Area (CSA), which includes the CHHA in addition to any isolated elevated areas that are surrounded by the CHHA (where evacuation would require crossing the CHHA). Correspondingly, the property and the surrounding area is within Hurricane Evacuation Zone A. The Pinellas County Comprehensive Plan restricts (re)development within and directs population concentrations out of the CSA. Toward this end, the Plan explicitly states that 'Pinellas County shall not approve any request to amend the FLUM to designate parcels of land within the CSA with a FLUM

category that permits more than 5.0 dwelling units per gross acre' (Coastal Management Policy 2.1.3). The property's existing RU FLUM category permits up to 7.5 dwelling units per gross acre, so it already permits a higher residential density than what would be allowed because of any density increase request in the CSA. The RU category has been in place on the subject property for decades and is considered 'grandfathered'. It is important to note that any redevelopment of the property will be subject to meeting Pinellas County stormwater management requirements and floodplain mitigation.

Information provided with the application states that the proposed development intends to use existing infrastructure and construct a stormwater pond (the existing MHP predates onsite stormwater requirements). The stormwater infrastructure in the area has a documented history of failing during small and larger rainfall events. This raises the question as to how the existing infrastructure can be effectively utilized with any increase in impervious surface area. Importantly, the Comprehensive Plan restricts public expenditures that subsidize (re)development in the CSA. This is based on Section 163.3177(6)6., Florida Statutes, which requires that local governments limit public expenditures that subsidize development in Coastal High Hazard Areas.

Alternative Option to Increase Density

Section 403.892, Florida Statutes allows a density bonus of up to 35 percent for qualifying projects that install and utilize graywater reuse systems, without restriction for vulnerable locations. Based on the existing RU FLUM category, that would allow up to 86 residential units on the subject property. The applicants, through their representative, were advised of this option but indicated a desire to continue to seek additional density via the requested FLUM amendment.

Resident Relocation

Pinellas County Code Chapter 42 Article X mandates the Mobile Home Transition Program, which implements the requirements of Section 723.083, Florida Statutes regarding determination that adequate mobile home parks or other suitable facilities exist for the relocation of the mobile home owners residing on the subject property. All mobile homes on the subject property suffered repeated substantial flooding damage during recent storm events. Federal regulations require elevating homes that receive substantial damage in vulnerable areas to prevent similar damage from future storms. Elevating the homes on the subject property would be expensive and, due to age and prior damage, many would not survive the process. Any new homes placed on the property would also have to be elevated to protect them from future storm damage.

The applicants have provided information on the status of the MHP residents and their future plans for them. Over the past several months, the park owners and Pinellas County have been working to assist mobile home residents with relocation from the subject property. The applicants indicate that most homes are uninhabitable following the 2024 hurricane impacts. The County is utilizing State funding to provide alternative rental housing for the residents. At the time of this writing, 51 residents have applied with the County on the alternative housing program. Of those, 42 were approved and 34 assisted with relocation expenses and rent payments for up to 12 months. The other nine are in budgeting, waitlist, or application review. Per the applicants, a combination of evictions and condemnation proceedings will likely be used to remove any remaining residents due to the condition of the homes and unpaid rents. Further, the applicants contend that several homes are currently occupied by squatters and unauthorized persons.

Conclusion

Staff is of the opinion that the proposed Zoning Atlas amendment to RM is appropriate and will allow for the site to be redeveloped to more appropriately meet the County's development regulations. The proposed RM zoning is consistent with the current RU FLUM category which would allow up to 64 newly constructed units, which is more than the maximum 5.0 units per acre (45 units) the

Comprehensive Plan permits for FLUM changes in the CSA and more than the current nonconforming mobile home park density. Multifamily development can be considered appropriate for the subject property based on compatibility with surrounding uses but needs to be limited to the number of residential units currently allowed due to its highly vulnerable coastal location.

SURROUNDING ZONING AND LAND USE FACTS:

	Land Use Category	Zoning District	Existing Use
Subject Property:	Residential Urban (RU) and Commercial General (CG)	RMH	Mobile Home Park
Adjacent Properties:			
North	City of St. Petersburg	City	Apartments, Retail
South	Commercial Recreation (CR)	C-2	Derby Lane
East	Employment (E) and Residential Urban (RU)	E-2 and R-4	Single-Family Residential, Boat Repair/Storage
West	Commercial General (CG)	C-2	Retail, Motel, Tower

IMPLEMENTATION OF THE PINELLAS COUNTY COMPREHENSIVE PLAN

Staff finds that the proposed amendment is consistent with the following adopted goals, objectives, policies, and strategies of the Pinellas County Comprehensive Plan:

FUTURE LAND USE ELEMENT

- Goal 1: Provide a variety of land use character areas to meet the needs of a diverse population and support thriving, resilient, quality communities.
- Objective 1.2 Maintain a Land Development Code that responds to the unique challenges of infill and (re)development within Unincorporated Pinellas County.
- Policy 1.2.1 Utilize the Land Development Code to regulate the use, intensity and design of (re)development in a manner consistent with the Future Land Use Categories and FLUM.
- Strategy 1.2.1.1 The Local Planning Agency and the Board of County Commissioners will ensure that use, density, intensity, and other relevant standards of the Land Development Code are consistent with the Future Land Use Chapter.
- Policy 1.2.2 Consider creative regulatory solutions to support (re)development.
- Goal 4: Promote land use and development patterns that support equitable economic growth.

HOUSING ELEMENT

- Goal 1 Provide a range of housing options for all current and anticipated future residents.
- Policy 1.1.1 Support a land use pattern that provides a wide range of housing options at varying densities, sizes, types and tenures in appropriate locations.
- Strategy 1.1.1.2 (Re)development of housing should promote sustainable development, such as: Efficient use of land; Conservation of natural resources; Energy- and resource-efficient design and construction practices, and the use of renewable energy sources; On-site accommodation for recycling by tenants and property owners; Convenient access to public transit or other efficient modes of transportation; and Convenient access to employment, education and parks.

COASTAL MANAGEMENT ELEMENT

- Objective 2.1: Restrict (re)development within and direct population concentrations out of the Coastal Storm Area (CSA).

COUNTY DEVELOPMENT REGULATIONS

Approval of this request does not ensure that the site can meet County development regulations, including concurrency management regulations, which apply at the time of site plan review.

PROPOSED BCC HEARING DATE: October 21, 2025, at 6:00 p.m.

CORRESPONDENCE RECEIVED TO DATE:

PERSONS APPEARING AT THE LOCAL PLANNING AGENCY HEARING:

ATTACHMENTS: Case Maps, Application