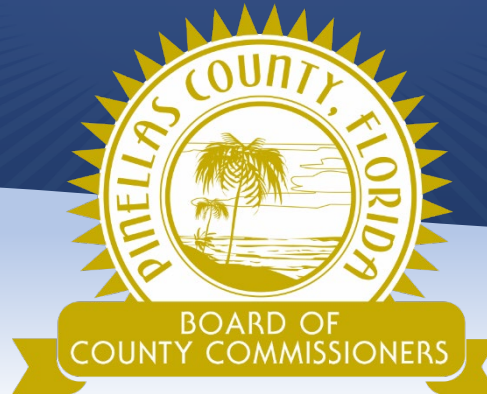


Board of County Commissioners

Case # Z/LU-14-09-19

May 25, 2021



Our Vision:
To Be the Standard for
Public Service in America.

Request

Subject Property

Approximately 95.96 acres

Existing Use

Vacant

(former Tides Golf Club)

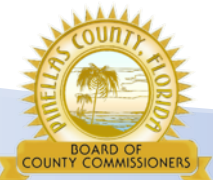
Application Request

Future Land Use Map (FLUM) Amendment

- From: Recreation/Open Space (R/OS) & Preservation (P)
- To: Residential Low (RL) (~89 acres) & Preservation (P) (~7 acres)

Land Use Process

- **FS – Chapter 163
Part II Sec. 163.3184**



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LAND USE CHANGE PROCESS

- **STEP 1 (OPTIONAL)**
Pre-application meeting
County staff
 - **STEP 2**
First recommendation meeting
Non-technical review: community character, site history, etc.
Development Review Committee
 - **STEP 3**
Second recommendation meeting
Technical review: transportation, environmental, floodplain, etc.
Local Planning Agency
 - **STEP 4**
Transmittal hearing
Board of County Commissioners
 - **STEP 5**
Written notice of decision
***If denied, application stops here**
- Step 6 & 7 occur simultaneously*
- **STEP 6** Countywide Planning Authority Process
**Required if application proposes change to Comprehensive Plan*
 - **6^A** Recommendation meeting
Planning Advisory Committee
 - **6^B** Recommendation hearing
Forward Pinellas *(in its role as the Pinellas Planning Council)*
 - **STEP 7** State Land Planning Agency reviews application and sends comment letter to the County.
- **STEP 8** Final County decision hearing
Board of County Commissioners
**Must be held 180 days after receiving State Land Planning Agency comments.*
 - **STEP 9** Written notice of final County hearing decision.
Decision can be appealed through the Circuit Court.



Z/LU-14-09-19



Location



North & East: Residential – predates current Comprehensive Plan and Land Development Code

South: Boca Ciega Bay

West: Boca Ciega Millennium Park



Future Land Use – Existing and Proposed



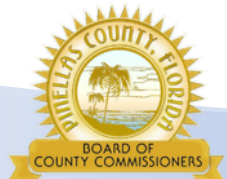
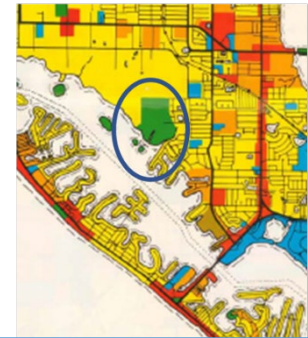
Site History

From 1926 to the Present

- 1926 – Platted for 273 lots as part of Seminole Estates
- 1969 – Special Exception granted for a golf course
- 1973 – Clubhouse built, and golf course opens
- 1975 – Recreation/Open Space placed on Future Land Use Map
- 1985 – Rezoned to A-E (uplands) and AL (submerged & islands)
- 1992 – 1926 residential plat vacated at owner's request
- 2013 – Proposed for 170 residential units – case withdrawn
- 2018 – Golf course closed; Special Exception later expired



1975 COUNTYWIDE LAND USE



Land Use Category – Current

Recreation Open/Space (R/OS)

Allowed uses – public/private open space and parks; public recreation facility; public beach/water access; golf course/clubhouse

Locational characteristics – appropriate for public and private open spaces and recreational facilities throughout the County

Land Use Category – Proposed

Residential Low (RL)

Allowed uses – residential up five units per acre; institutional; transportation/utility; recreation/open space

Locational characteristics – generally appropriate to locations:

- Between major employment centers and shopping centers;
- Where use and development characteristics are low density residential;
- Serving a transition between suburban and urban areas; and
- Within the 100-year floodplain (*where preservation or recreation/open space are not feasible*)

Existing Development Rights

Recreation/Open Space Future Land Use Category

- Recreation and open space uses
- Does **NOT** provide any residential density
- Been in place for 46 years

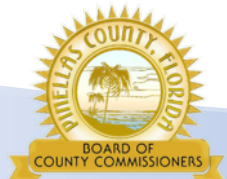
R-A Zoning District

- Allows residential lots with minimum lot sizes of 2 acres ~ if supported by underlying Future Land Use.
- Allows Golf Courses and accessory uses with a Type 2 approval (Special Exception)

Comprehensive Plan Elements

County staff review Land Use Map Amendments and Comprehensive Plan Amendment from a wholistic point of view with specific emphasis on maintaining a balanced approach between elements.

- Future Land Use & Quality Communities
- Transportation
- Natural Resource Conservation & Management
- Coastal Management
- Housing
- Intergovernmental Coordination
- Recreation, Open Space & Culture
- Potable Water Supply, Wastewater & Reuse
- Solid Waste and Resource Recovery
- Public School Facilities
- Economic

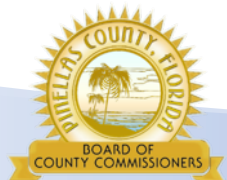


Future Land Use – Recreation, Open Space

- **Goals**
- **Policies**
- **Objectives**

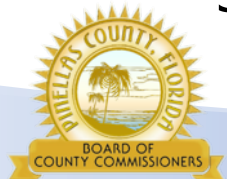


The Comprehensive Plan requires that the County restrict and direct development away from vulnerable areas.



This proposal places residential development within areas of high vulnerability where currently no residential entitlements exist.

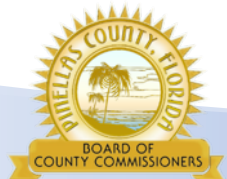
- Floodplain
- Coastal Storm Area
- Storm Surge
- Sea Level Rise



Residential Low (RL) future land use category's locational criteria describe it as being appropriate in areas within the 100 year-floodplain *only where preservation and recreation/open space uses are not feasible*

The retention of open space in vulnerable areas provides environmental and storm-related mitigation value

Development could be directed to other less vulnerable areas

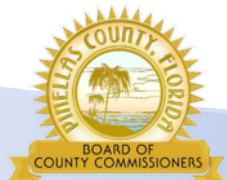


Comprehensive Plan - Floodplains



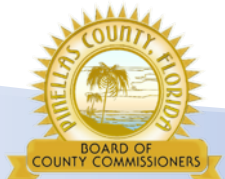
The Pinellas County Comprehensive Plan seeks to protect floodplains:

- Natural Resource Conservation & Management Element Goal 6 directs the County to protect floodplains in order to minimize adverse impacts on the natural system, public safety and investment



The Comprehensive Plan restricts development within the CSA:

- Coastal Management Element Objective 1.3 restricts development within and directs population concentrations out of the Coastal Storm Area
- Coastal Management Element Policy 1.3.5 prohibits land use amendments within the CSA that would result in more than 5.0 dwelling units per acre
 - This does not mean that requests at or below this threshold are always appropriate and will be granted, as they must also be weighed and balanced against other Plan policies and directives.

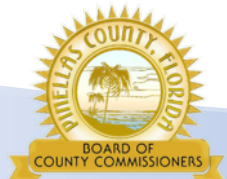


Coastal Storm Area (CSA)

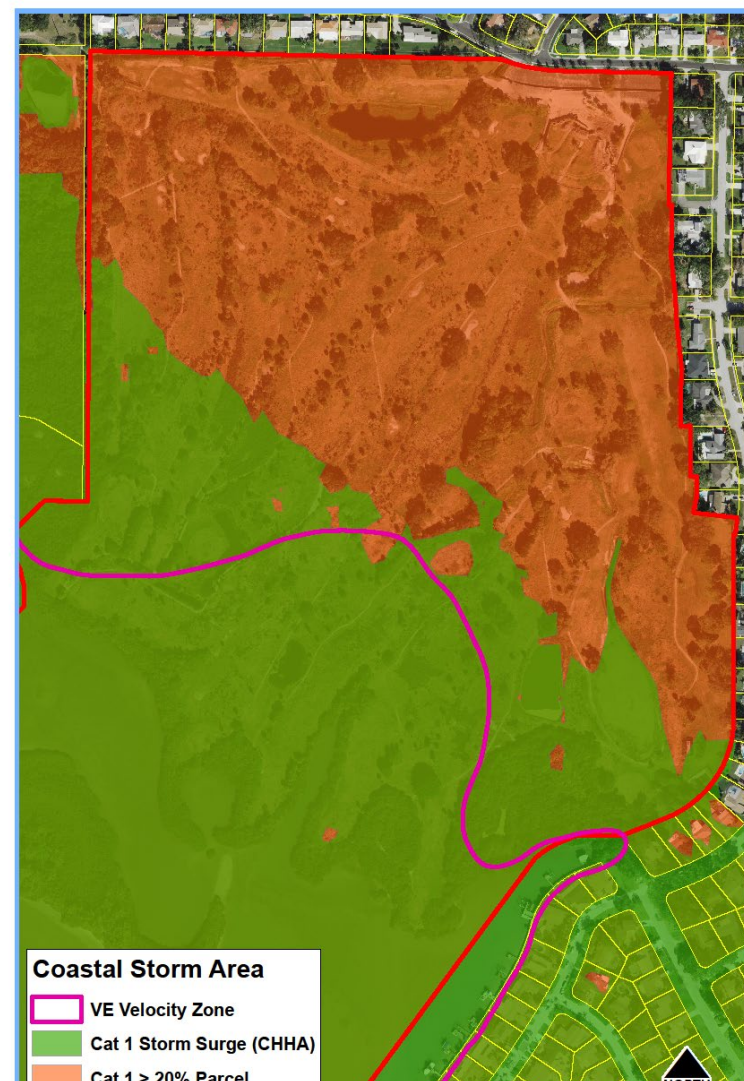
The CSA is defined by the Comprehensive plan as encompassing:

1. The Coastal High Hazard Area (CHHA), which is the area defined by the SLOSH model to be inundated by a Category 1 hurricane,
2. All land connected to the mainland by bridges or causeways,
3. Those isolated areas that are defined by the SLOSH model to be inundated by a Category 2 hurricane or above and that are surrounded by the CHHA or by the CHHA and a body of water, and
4. All land located within the Velocity Zone as designated by FEMA.

If 20 percent or more of a parcel is within the CSA, then the entire parcel is considered within the CSA, which applies to the subject property.

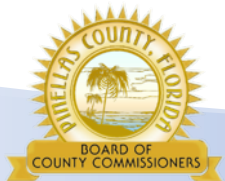


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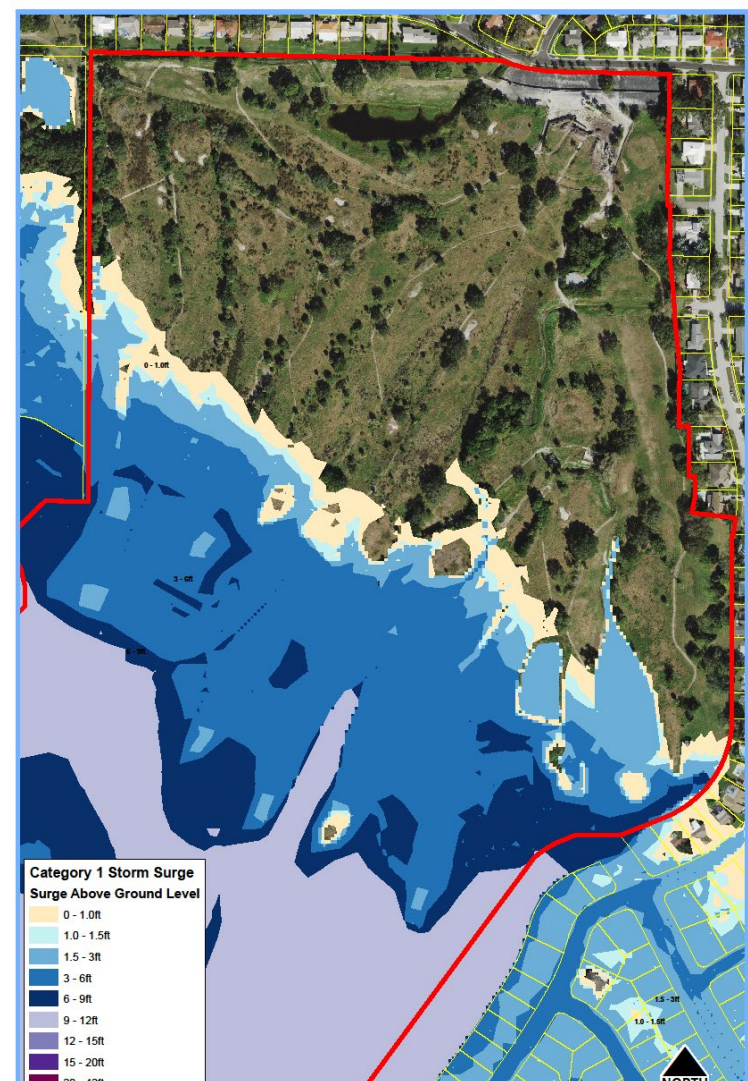


Category 1 Storm Surge

The subject property rises from south to north with the highest elevation in the northeast corner

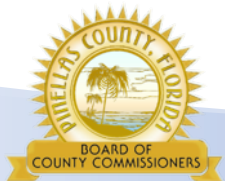


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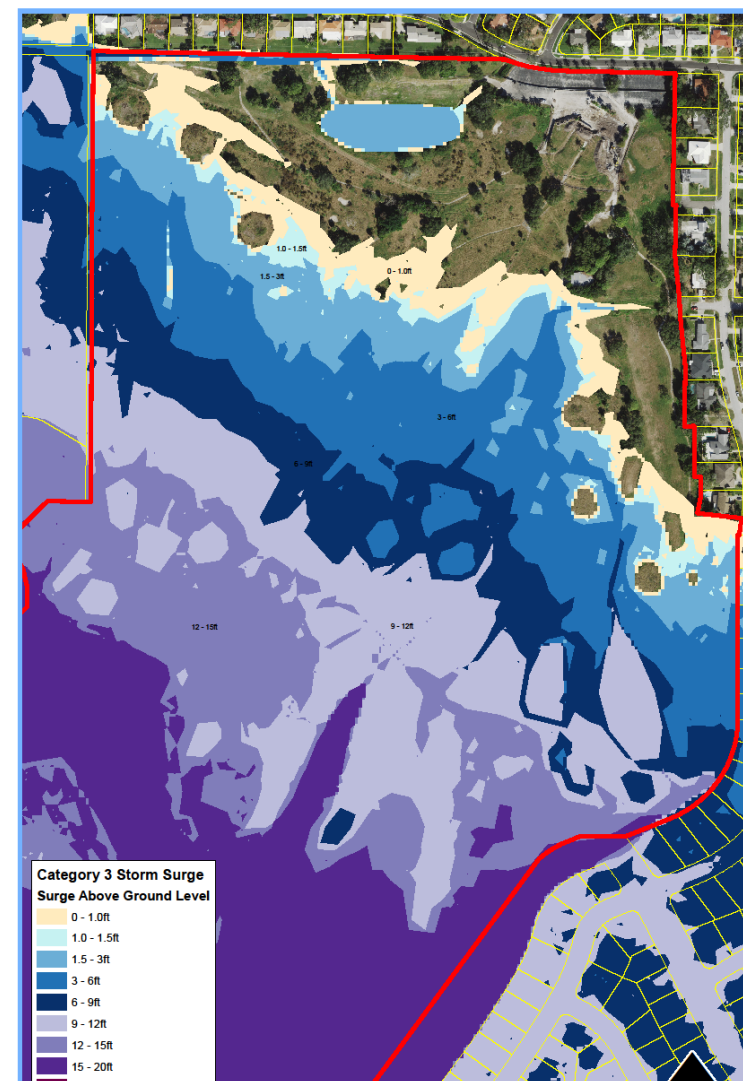


Category 3 Storm Surge

Over two-thirds of the subject property is impacted by Category 3 storm surge



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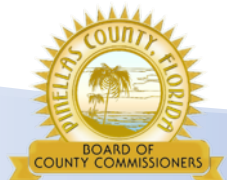


Comprehensive Plan – Sea Level Rise



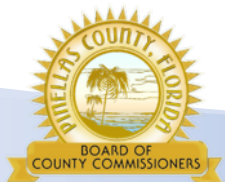
The Comprehensive Plan recognizes that planning for sea level rise is important to long-term viability and sustainability:

Coastal Management Element Objective 4.6 directs the County to remain apprised of and plan for rising sea levels

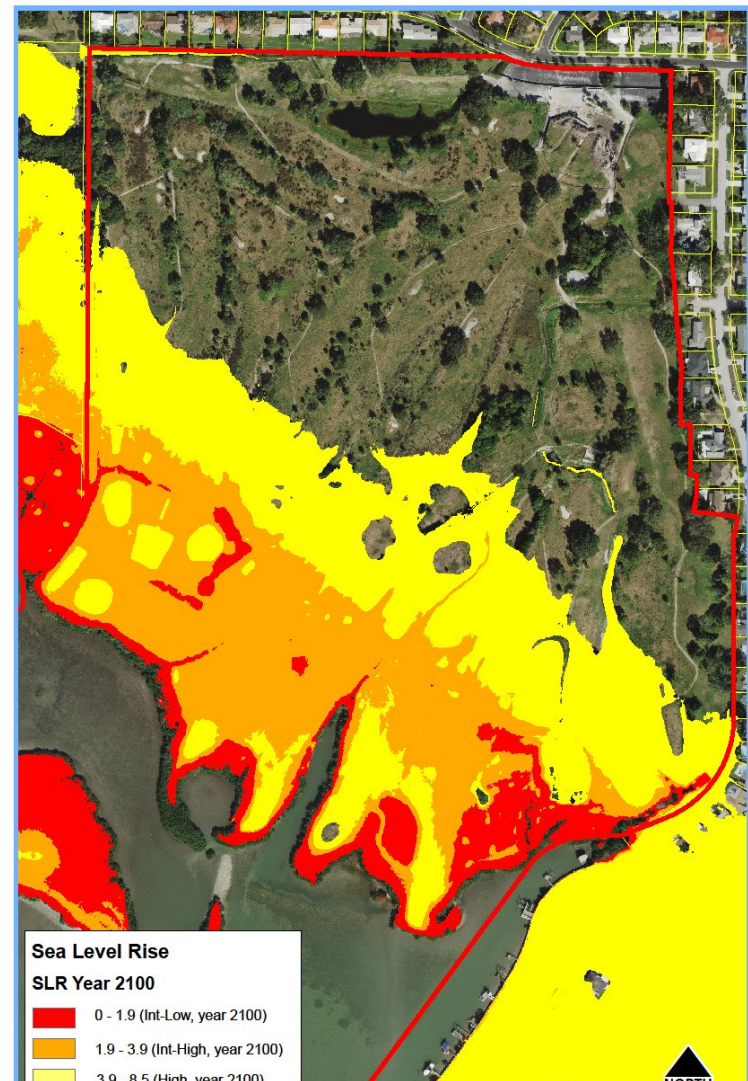


Sea Level Rise

Projections show much of the southern portion of the subject property being affected by sea level rise in the coming decades, which will exacerbate the impacts of storm surge



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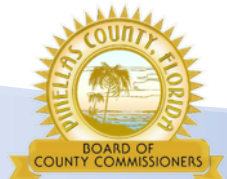


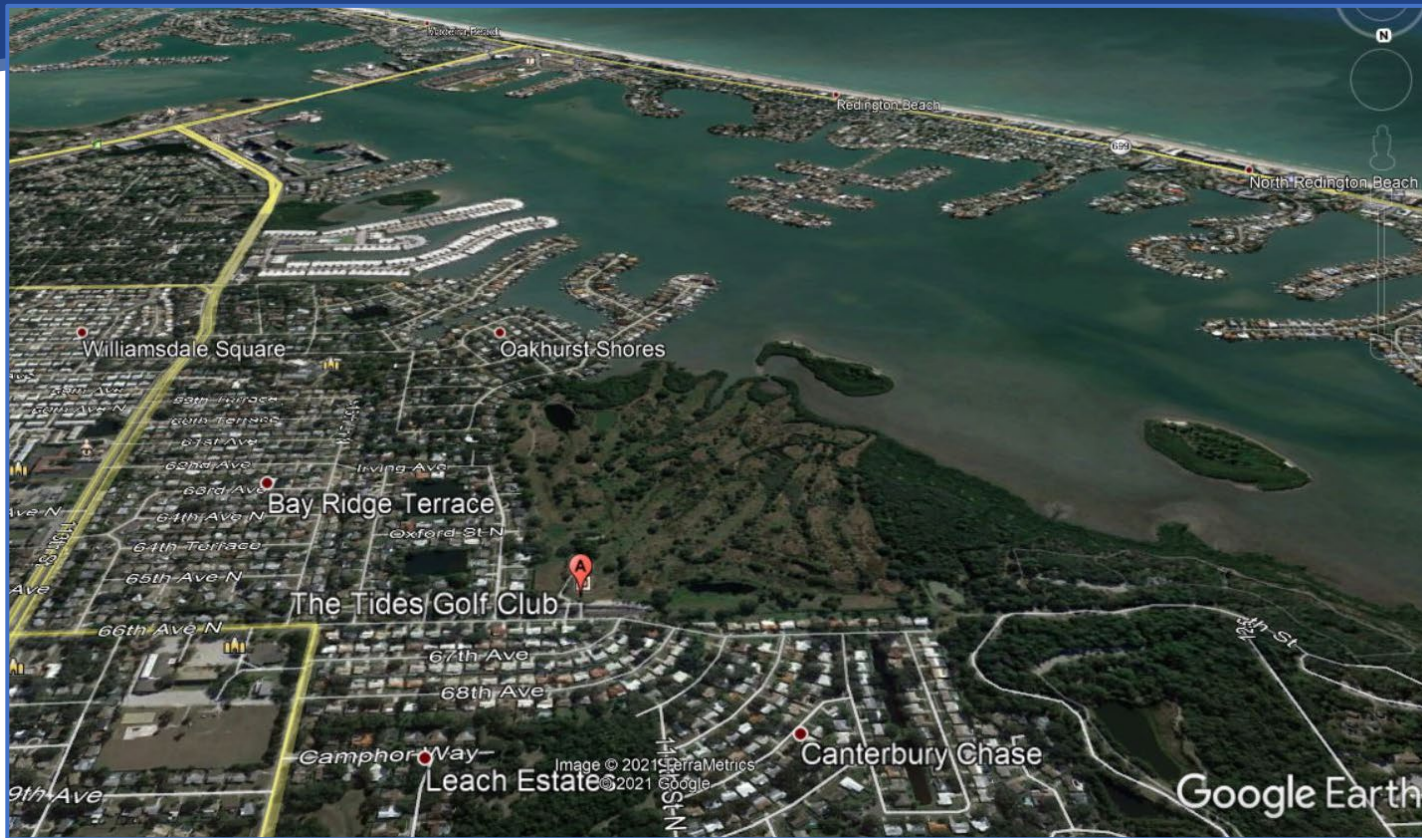
Objective 1.4

Pinellas County will protect its open spaces and scenic vistas for their contributions to quality of life.

Policy 1.4.3

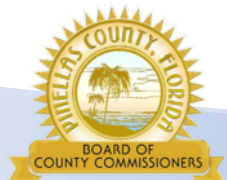
Pinellas County will encourage and incentivize the retention and reestablishment of open vistas, where appropriate, *with particular emphasis on coastal areas and lands surrounding parks and environmental lands.*





Objective 1.5

In recognition of the limited amount of available open space remaining within the County, Pinellas County shall prohibit the conversion of dedicated recreation/open space land uses, and encourage the retention of non-dedicated recreation/open space land uses.



Summary Recommendation

Deny the current application, based upon inconsistencies with the Comprehensive Plan:

- The Residential Low (RL) FLUM request substantially encroaches into and is reliant upon development within vulnerable areas. The Comprehensive Plan limits and directs residential development out of such areas.
- It is difficult to support the introduction of population density into a vulnerable coastal area where residential development has not been allowed under the R/OS designation for 46 years.

Summary Recommendation (cont.)

- The retention of open space in the vulnerable area is important as it provides intrinsic value for environmental and storm mitigation purposes in a near built-out county where such resources are scarce.

Staff Recommendation

The current application, which includes the requested Future Land Use Map is inappropriate as it is on balance inconsistent with the Pinellas County Comprehensive Plan.

- **Staff recommends Denial of the Future Land Use Amendment**

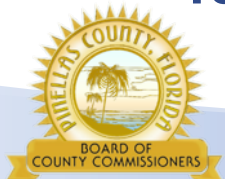
LPA Recommendation

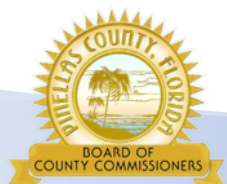
On April 6, 2021, the LPA reviewed the current application, which includes the requested Future Land Use Map, Zoning Atlas amendments, Development Agreement, and Development Master Plan.

The LPA recommended denial with a 6-0 vote.

Next Steps

- **Decide whether to transmit the Land Use Map Amendment to the State Land Planning Agency (Florida Dept of Economic Opportunity)**
- **If no, the Land Use Map Amendment is denied.**
- **If yes, the application is transmitted to the Countywide Planning Authority (Forward Pinellas) and the State for review prior to returning to the BCC for a Public Hearing.**





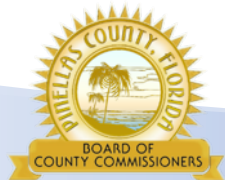
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Site Vulnerability – Floodplain

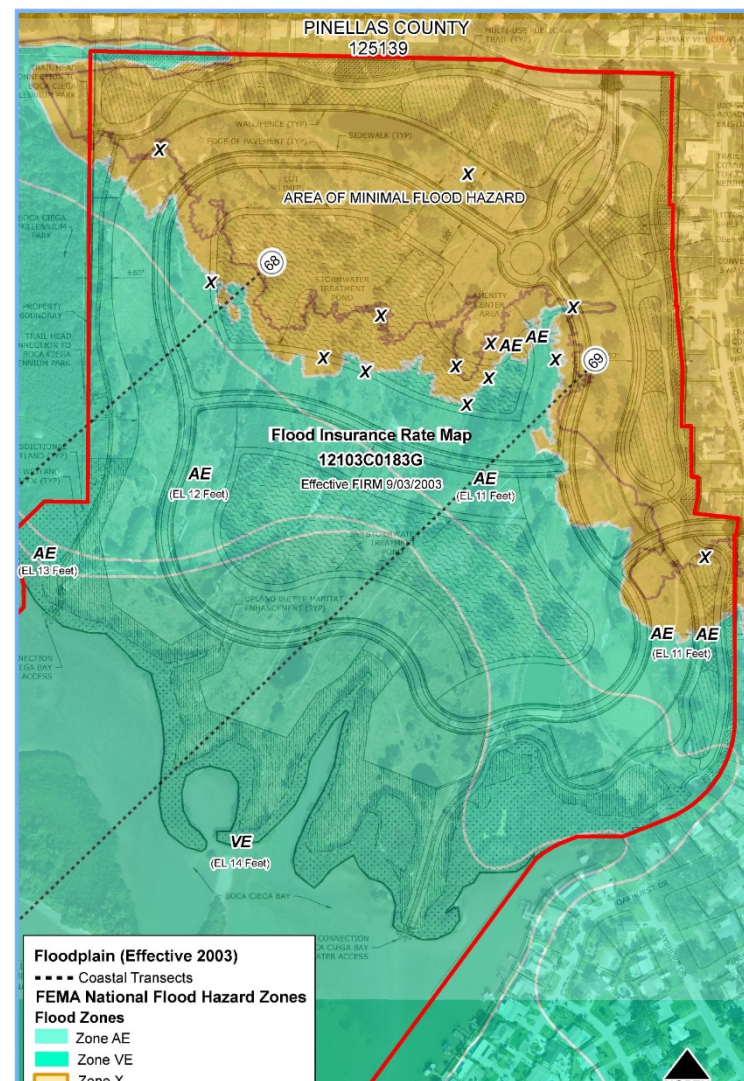
Floodplain FEMA Firm 100-Year (2003)

Approximately 2/3 of the project is within the FEMA 100-year floodplain

(Development plan superimposed over the floodplain map – for illustrative purposes only)



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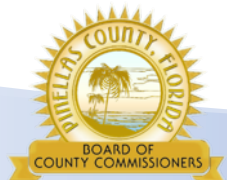


Coastal Storm Area (CSA)

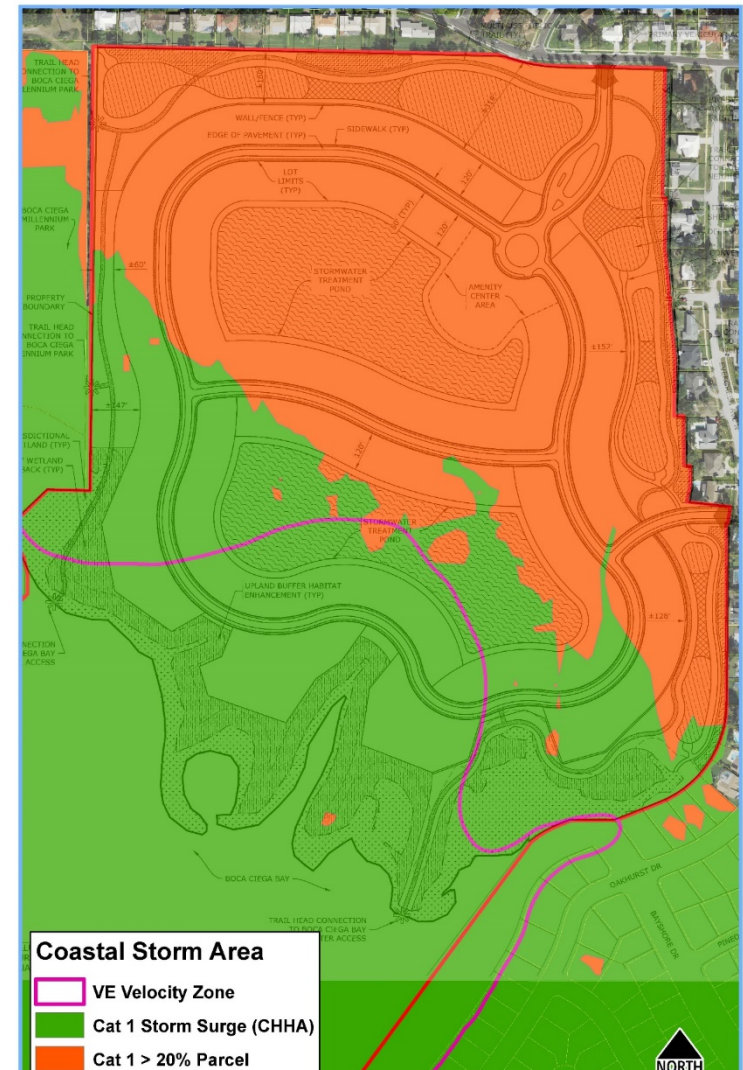
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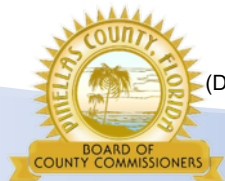
Our Vision: To Be the Standard for Public Service in America



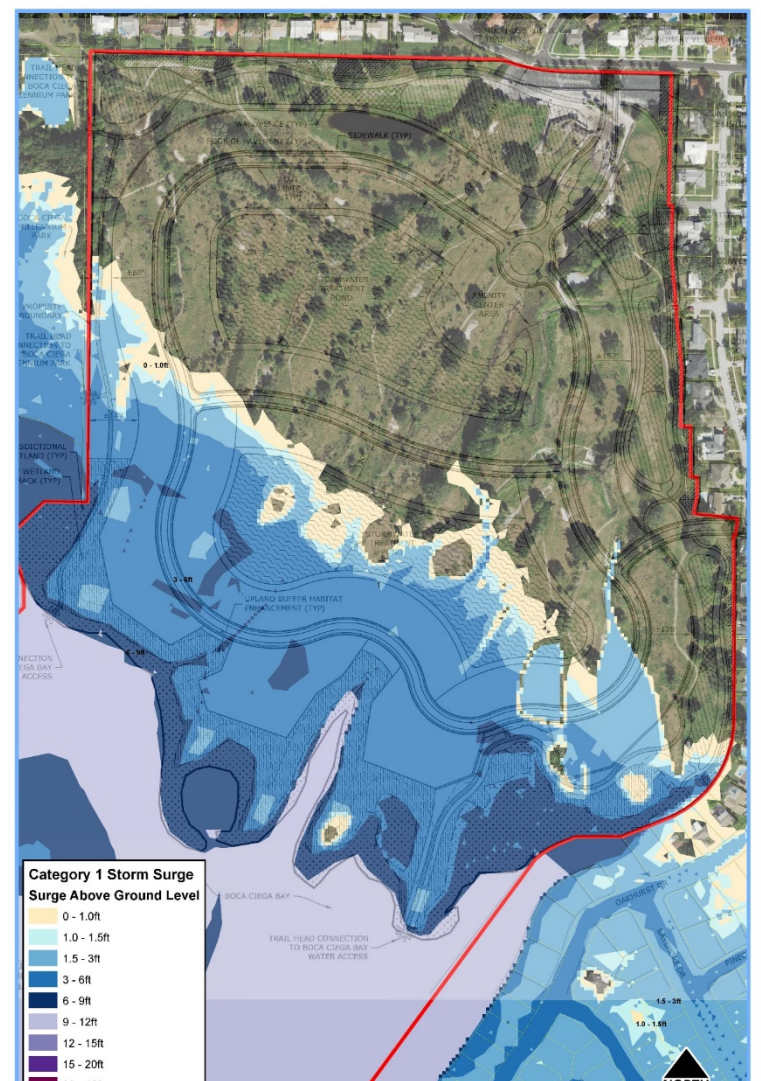
Category 1 Storm Surge

The subject property rises from south to north with the highest elevation in the northeast corner

(Development plan superimposed over the storm surge map – for illustrative purposes only)



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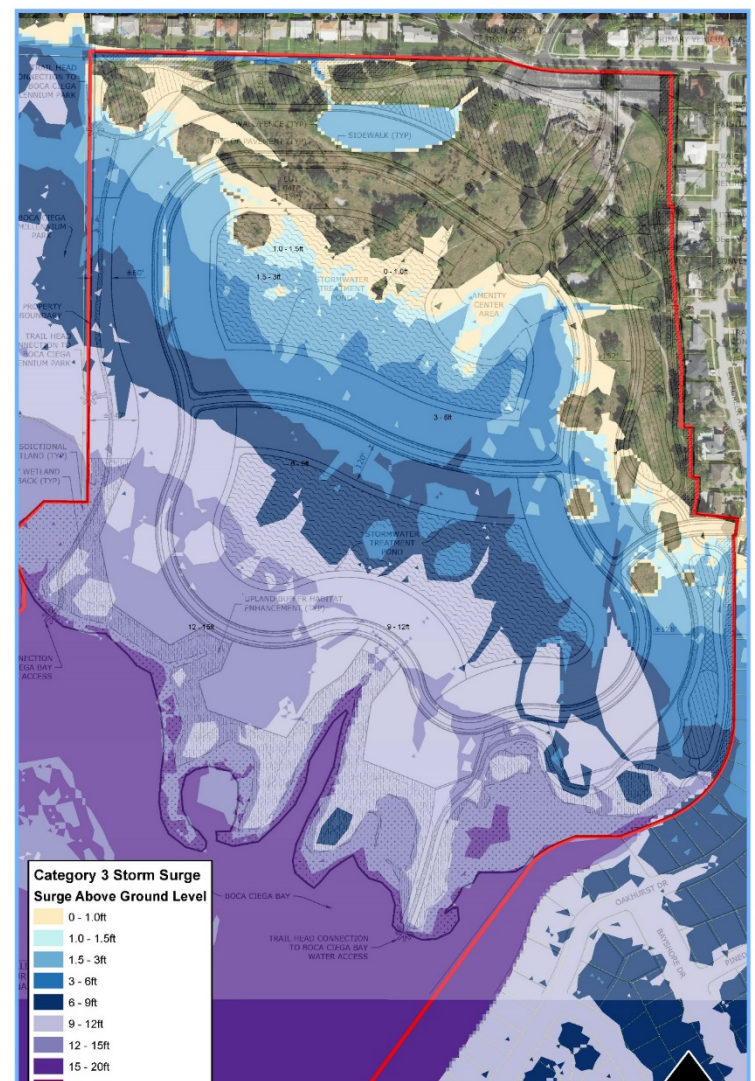
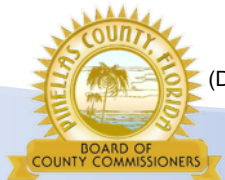


Category 3 Storm Surge

Over two-thirds of the subject property is impacted by Category 3 storm surge

(Development plan superimposed over the storm surge map – for illustrative purposes only)

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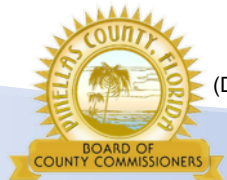


Category 3 Storm Surge Surge Above Ground Level	
0 - 1.0ft	Yellow
1.0 - 1.5ft	Light Green
1.5 - 3ft	Medium Green
3 - 6ft	Dark Green
6 - 9ft	Teal
9 - 12ft	Blue
12 - 15ft	Dark Blue
15 - 20ft	Purple

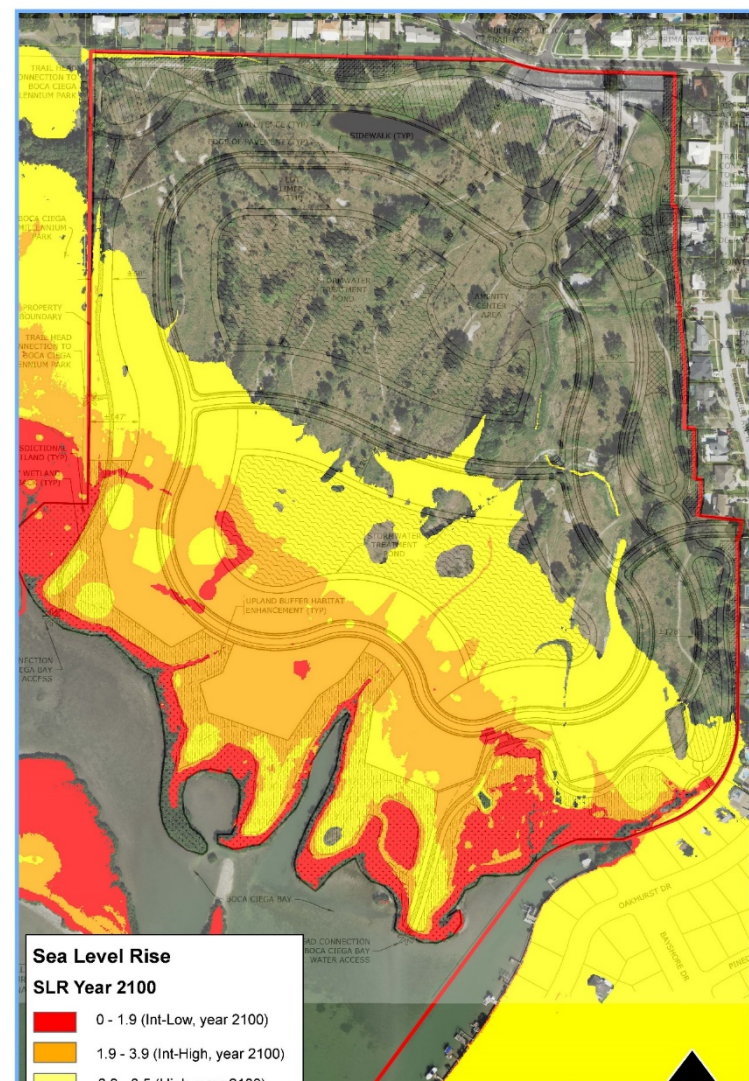
Sea Level Rise

Projections show much of the southern portion of the subject property being affected by sea level rise in the coming decades, which will exacerbate the impacts of storm surge

(Development plan superimposed over the sea level rise map – for illustrative purposes only)



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Development Agreement

Property Use Limitations

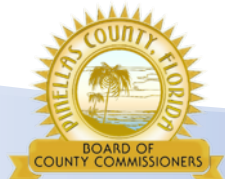
- Maximum 273 detached single-family homes & supporting uses
- Stormwater retention/detention/treatment
- Environmental mitigation and/or floodplain compensation areas
- Linear greenway/trail system

Commitment to Public Benefit Improvements

- Stormwater treatment for surrounding off-site areas
- On-site habitat enhancement
- Publicly accessible linear park/buffer areas along the project's perimeter

Pedestrian and Traffic Mitigation Improvements

- Pedestrian improvements to 66th Ave N & 116th St N – sidewalks and crosswalk
- Vehicle traffic improvements to 113th St N – potential turn lane extensions and median modifications



Development Agreement (cont.)

Historic Resources

- Archeological testing prior to ground disturbance

Emergency Management

- Disclosure to home buyers of flood and storm evacuation information
- \$250 donation per home to hurricane shelter mitigation

Development Criteria (e.g., lot size, building height, setbacks)

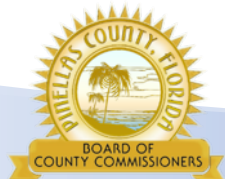
- Per the Development Master Plan

Development Master Plan (DMP)

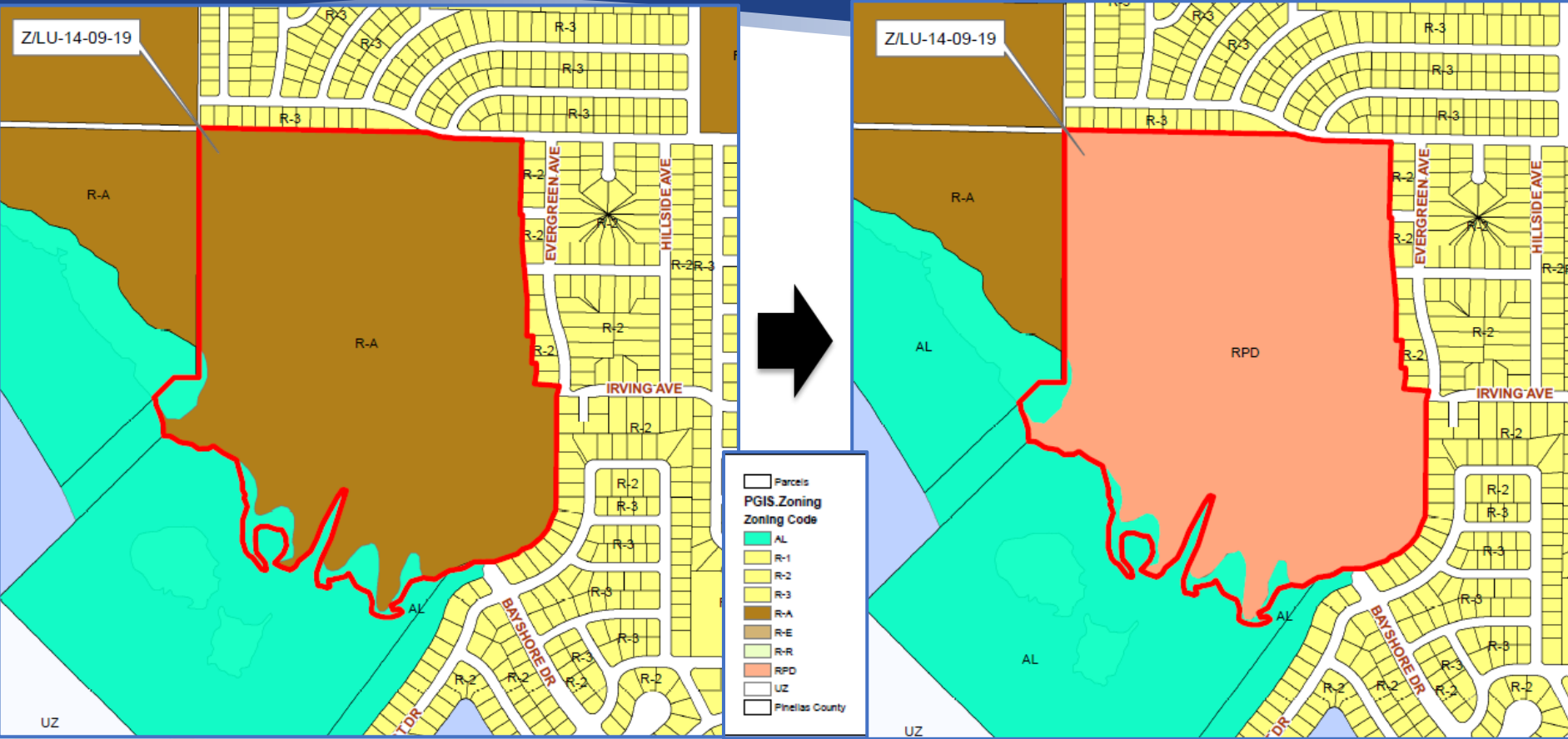
Required for RPD zoning districts – establishes permitted uses and development standards

In this case:

- 273 single family detached residential units
- Maximum building height is 35 feet above base flood elevation (BFE)
- Proposed setbacks are similar to traditional zoning districts
- Establishes four different minimum lot sizes based on hurricane evacuation zones
 - The more vulnerable the zone, the larger the minimum lot size
 - An overall lot layout is not depicted and is unknown at this time



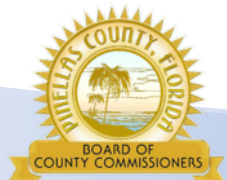
Zoning – Existing and Proposed



R-A Zoning District (Residential Agriculture)

Provides for large residential lots (two-acre minimum) with the intent to retain and preserve much of the natural character of the area

Allows single-family detached residential and accessory agriculture



Zoning – Proposed

RPD Zoning District (Residential Planned Development)

Allows a variety of housing options and residential building forms

Encourages imaginative and flexible site design, including the provision of adequate open space

Requires a Development Master Plan due to its flexibility

Proposal would generate approximately 2,619 daily trips

- Level of Service conditions would remain acceptable

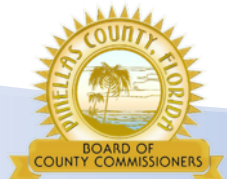
Primary access point off 66th Avenue North

- Secondary access point is required due to the number of units the applicant is proposing (>555 daily trips generated)
- Proposed at Irving Avenue

Developments are required to treat onsite stormwater runoff

Applicant is also proposing to treat stormwater from offsite sources

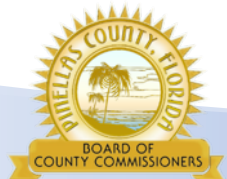
- Part of public benefit enhancements tied to the Development Agreement
- Treated in the perimeter retention ponds
- Proposal does not include an in-depth quantitative analysis
- Ponds in areas susceptible to sea level rise may have reduced effectiveness in the future due to higher groundwater tables



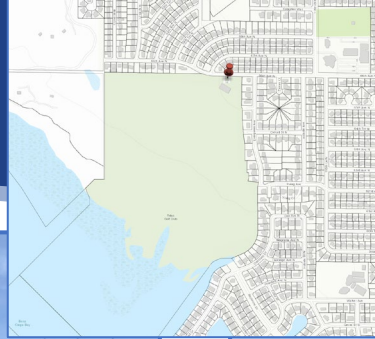
The proposed plan relies substantially on locating residential units within vulnerable areas of the subject property

Important considerations regarding vulnerability:

- Floodplain
- Coastal Storm Area
- Storm Surge
- Sea level rise



Site Photos

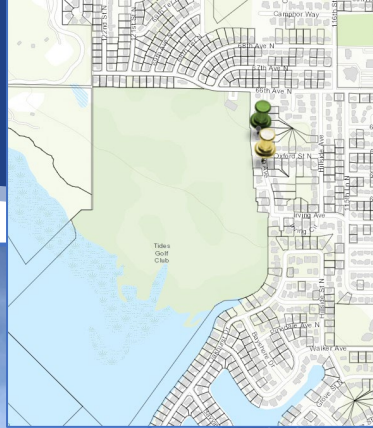


Main entrance to the Tides Golf Club



Looking south from the parking lot

Site Photos

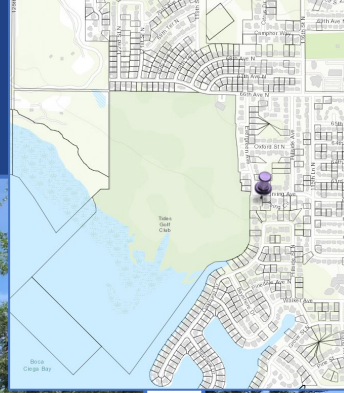


View west from end of Laurel Street



View NW from end of Oxford Avenue

Site Photos



Proposed location of secondary entrance at Irving Avenue

View south from end of Irving Avenue