



## LOCAL PLANNING AGENCY (LPA) STAFF REPORT

**Case Number:** ZON-23-05

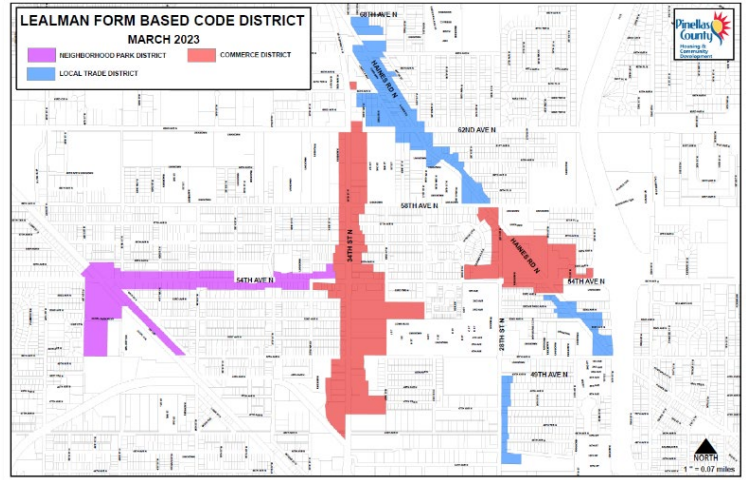
**LPA Public Hearing:** May 10, 2023

**Applicant:** Pinellas County/Housing & Community Development Department

**Representatives:** Same as applicant.

**Subject Property:** Approximately 168.63 acres located in unincorporated Lealman

**Parcel ID(s):** See attachment for list.



### **REQUEST:**

A Zoning Atlas amendment on approximately 168.63 acres from C-1, Neighborhood Commercial, C-2, General Commercial & Services, E-1, Employment-1, E-2, Employment-2, I, Heavy Industry, GO, General Office, LO, Limited Office, GI, General Institutional, R-3, Single Family Residential & R-4, One, Two & Three Family Residential to Lealman Form Based Code District (L-FBC) comprising various parcels within the Lealman Community Redevelopment Area (CRA).

### **LOCAL PLANNING AGENCY (LPA) RECOMMENDATION:**

The LPA finds that the proposed Zoning Atlas amendment is consistent with the Pinellas County Comprehensive Plan and recommended approval by the Board of County Commissioners. (The vote was 6-0, in favor.)

### **PLANNING STAFF RECOMMENDATION:**

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

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### **SUMMARY REPORT**

The Development Review Committee (DRC) reviewed this application on April 10, 2023. The DRC Staff summary discussion and analysis follows:

This is one of four administrative applications submitted by the Pinellas County Housing & Community Development Department as part of a request to implement the Lealman Form Based Code (L-FBC) in unincorporated Lealman. The subject properties are identified by parcel identification number and address in the attached list. The total area affected is 168.63 acres in size, excluding rights-of-way, and includes the following three (3) districts within the L-FBC boundary:

- Neighborhood Park District, 81 land parcels totaling 36.50 acres,
- Commerce District, 104 land parcels totaling 93.42 acres, and
- Local Trade District, 131 land parcels totaling 38.71 acres.

The request is for a Zoning Atlas amendment on approximately 168.63 acres from a range of zoning districts to Lealman Form Based Code District (L-FBC) comprising various parcels within the Lealman Community Redevelopment Area (CRA). This request is intended to implement the L-FBC.

A companion Land Development Code (LDC) amendment (Case No. LDR-23-01), Future Land Use Element (FLUE) amendment to the Pinellas County Comprehensive Plan, AKA “Plan Pinellas” (Case No. CP-23-01), and Pinellas County Future Land Use Map (FLUM) amendment (Case No. FLU-23-04) are also proposed, all being necessary for the successful completion of this request. The current mix of zoning districts in the subject area as shown on the attached Zoning District map will be entirely replaced by the L-FBC Zoning District.

### **Background**

The Lealman Community Redevelopment Area (CRA) Plan was adopted by the Board of County Commissioners in 2016 and amended in 2019. The Plan includes various plan implementation recommendations for improvement within the CRA. One such improvement 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 Lealman Form Based Code (L-FBC). The L-FBC is essentially an addition to the County’s Land Development Code (LDC). It functions as a separate zoning district within the LDC specific to the Lealman community, providing standards, regulations, and guidelines for future development; as well as a new, associated Zoning Atlas category to be mapped as depicted in the L-FBC. This proposed Zoning Atlas amendment will map those areas identified within the L-FBC.

The proposed L-FBC (in association with this Zoning Atlas amendment application) and the other associated amendment applications are a result of significant study and analysis along with community input. This input consisted of a community engagement process in preparation of the L-FBC over the course of several public workshops and direct consultation with the Lealman Citizen Advisory Committee.

### **Surrounding Uses and Zoning Designations**

The proposed Zoning Atlas amendment is consistent with surrounding commercial and residential uses with the intent that future redevelopment projects within the Lealman Form Based Code area provide additional housing opportunities for Pinellas County residents and commercial support services for the neighborhood (Neighborhood Park District and Local Trade District) and the greater St. Petersburg region (Commerce District). Also, standards and requirements are included in the proposed Land Development Code amendment (LDR-23-01) that address potential impacts for properties immediately adjacent to the Lealman Form Based Code districts.

Zoning districts and existing uses adjacent to the proposed amendment area include an assortment of residential building types and scales that fall under the R-4, One, Two and Three Family Residential and RMH, Residential Mobile/Manufacturing Home districts. The south side of the amendment area touches on the right-of-way for Joe’s Creek, site of a future multi-use trail, future stormwater and drainage

improvements, and various commercial and industrial uses associated with the Joe's Creek Industrial Park (E-1, Employment 1 and E-2, Employment 2 Districts).

### **Form-Based Regulating Districts**

The L-FBC establishes three areas: Neighborhood Park District, Local Trade District, and Commerce District. Each have their own intent and set of regulatory standards. The standards were based on existing zoning allowances from the Land Development Code and adjusted to address the need to support additional growth while enhancing the existing character of the area. This type of code more clearly states where a building is placed on a property and how it relates to the street and public spaces, ultimately promoting walkability and a dynamic pedestrian experience.

#### **Neighborhood Park (NP)**

The NP District is centered on 54<sup>th</sup> Avenue N from just west of Main Street to just east of 34<sup>th</sup> Street N. It is intended to promote the design of pedestrian-oriented streets that encourage a mix of uses, providing goods, services, and urban housing to the neighborhood. Development within this district is characterized by mid-rise, street-oriented buildings with activated retail and public spaces, wider sidewalks with pedestrian amenities, and enhanced crosswalks; ultimately creating a dynamic public realm that fosters retail vitality.

#### **Local Trade (LT)**

The LT District is centered on Haines Road from I-275 to just south of 54<sup>th</sup> Avenue N, and from 58<sup>th</sup> Avenue N to 68<sup>th</sup> Avenue N. There is also a small strip centered along the east side of 28<sup>th</sup> Street N from 44<sup>th</sup> Avenue N to 49<sup>th</sup> Avenue N. The district is intended to foster entrepreneurship by incubating small scale and craft manufacturing, specialty repair, artisans, and other startup businesses. The district standards allow for a mix of building frontages, visual variation, and the adaptive reuse of existing structures. The LT District supports business retention and expansion through these flexible form standards.

#### **Commerce (C)**

The C District is primarily centered on 34<sup>th</sup> Street N from just north of Joes Creek to approximately 52<sup>nd</sup> Street N; as well as an area centered basically around the Haines Road, 54<sup>th</sup> Avenue N and 28<sup>th</sup> Street N intersections. It is intended to provide for the continued use, enhancement, and new development of retail, office and service needs for the local and surrounding communities. This District supports enhanced transit opportunities and increased pedestrian comfort. Development within this District is characterized by low to mid-rise buildings, screened parking with reduced/shared access points, and primary building entries with direct access to the street.

The L-FBC results in a more predictable built future that is both respectful of the established neighborhoods and responsive to the redevelopment needs and challenges of the area, through built-in flexibility, clear regulatory provisions, and a streamlined and simplified regulatory code. Development density and intensity are regulated *directly* by the associated FLUM designations that cover these areas (CP-23-01 and FLU-23-04); and *indirectly* by certain requirements in the L-FBC like parking, stormwater, landscaping, building setbacks, and building height (LDR-23-01).

### **FLOOD RISK**

A portion of eight (8) land parcels are located within the Special Flood Hazard Area—four (4) in the vicinity of the Joe's Creek floodplain at the south end of the amendment area and four (4) at the intersection of Haines Road and 66<sup>th</sup> Avenue N. The parent Mixed Use Corridor land use category as described in the Future Land Use Element of the Comprehensive Plan includes requirements prohibiting additional residential density within the Coastal High Hazzard Area (CHHA). Also, the companion Comprehensive Plan amendment application (CP-23-1) notes potential further restrictions limiting development within the Coastal Storm Area (CSA), CHHA, and flood hazard areas.

## **CONCLUSION**

The DRC staff find the proposed amendments to the Zoning Atlas appropriate and consistent with the Pinellas County Comprehensive Plan and would facilitate future redevelopment as intended.

## **IMPLEMENTATION OF THE PINELLAS COUNTY COMPREHENSIVE PLAN**

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

### **FUTURE LAND USE ELEMENT**

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| <b>Goal 1</b>    | <b>Provide a variety of land use character areas to meet the needs of a diverse population and support thriving, resilient, quality communities.</b>   |
| Objective 1.1    | Establish Future Land Use Categories that respond to the unique challenges of infill and (re) development within Unincorporated Pinellas County.   |
| Policy 1.1.2     | Future Land Use Categories will be established to prescribe (1) the purpose and intent, (2) standards pertaining to the density and intensity of development, (3) use characteristics, (4) locational characteristics.   |
| Strategy 1.1.2.3 | <p>Future Land Use Categories will provide for mixed-use development. The following mixed-use Categories are established:</p> <ul style="list-style-type: none"> <li>Activity Center – Major (AC-M)</li> <li>Activity Center – Community (AC-C)</li> <li>Activity Center – Neighborhood (AC-N)</li> <li>Mixed-use Corridor – Primary (MUC-P)</li> <li>Mixed-use Corridor – Secondary (MUC-S)</li> <li>Mixed-use Corridor – Supporting (MUC-Su)</li> <li>Planned Redevelopment District (PRD)</li> <li>Residential/Office Limited (R/OL)</li> <li>Residential/Office General (R/OG)</li> <li>Residential/Office/Retail (R/O/R)</li> <li>Resort Facilities Overlay-Permanent (RFO-P)</li> <li>Resort Facilities Overlay-Temporary (RFO-T)</li> </ul> |
| Policy 1.2.2     | Consider creative regulatory solutions to support (re)development.   |
| Strategy 1.2.2.1 | Support the use of form-based codes as a holistic approach for applying land development regulations to defined planning areas.  |

Objective 2.3	Encourage (re)development that promotes ‘placemaking’ and development patterns that advance accessibility and affordability (i.e., location efficiency) to advance community identity and create a sense of place.
Policy 2.3.1	Implement urban design standards and other regulations to ensure that development outcomes are consistent with the vision of a walkable and aesthetically pleasing area with diverse uses, especially in mixed-use areas.
Policy 2.3.2	Encourage vertical (re)development in appropriate locations to provide development densities/intensities supportive of a mix of uses and transit uses.
<b>Goal 3</b>	<b>Promote mixed-income communities that provide a range of housing types and costs to meet the needs of our residents.</b>
Objective 3.1	Increase development and design flexibility to encourage a greater diversity of housing types in Unincorporated Pinellas County.
<b>Goal 5</b>	<b>Advance land use and development patterns that support mobility for all users and provide sustainable transportation infrastructure.</b>
Objective 5.1	Facilitate the development of activity centers and mixed-use corridors that support transit use and multimodal connectivity.

**PROPOSED BCC HEARING DATE:** November 14, 2023

**CORRESPONDENCE RECEIVED TO DATE:** Three letters of concern and requests for additional information were received. (No letters in opposition received.) Thirteen phone calls were returned: primarily requests for additional information and concerns for nearby residential neighborhoods. No direct opposition expressed. All correspondence reviewed pertained to Case No. ZON-23-05 and corresponding Case No. FLU-23-04.

**PERSONS APPEARING AT THE LOCAL PLANNING AGENCY HEARING:** At the May 10, 2023, LPA hearing, one member of the public spoke in support. Comments pertained to all four Lealman CRA-related cases; however, they were primarily focused on this case (ZON-23-05) and corresponding Case No. LDR-23-01.

**ATTACHMENTS:** Maps, Parcels List, Boundary Description