



## LOCAL PLANNING AGENCY (LPA) STAFF REPORT

**Case Number:** CP-23-01

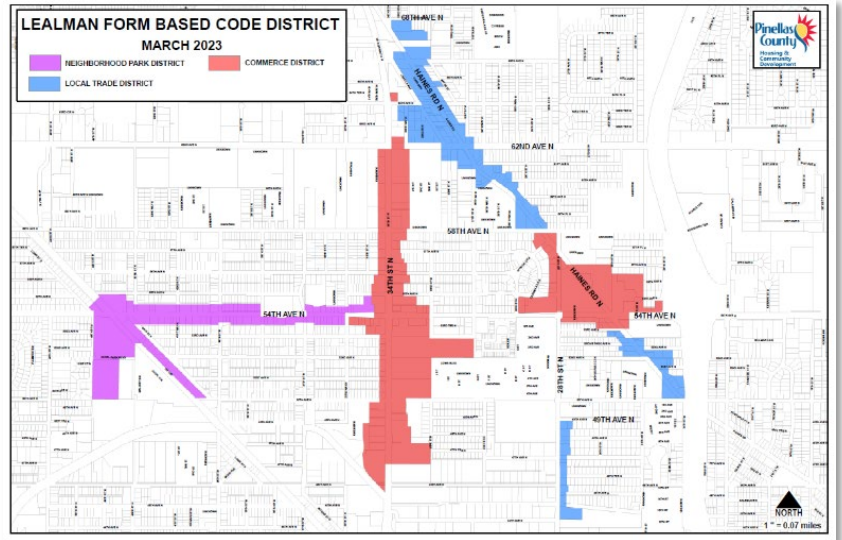
**LPA Public Hearing:** May 10, 2023

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

**Representative:** Same as applicant

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

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



### REQUEST

A request to amend the Pinellas County Comprehensive Plan, Future Land Use Element (FLUE) to add three new Mixed Use Corridor designations: Mixed-Use-Corridor-Supporting-Neighborhood Park (MUC-SU-NP), Mixed-Use-Corridor-Supporting-Local Trade (MUC-SU-LT), and Mixed Use-Corridor-Primary-Commerce (MUC-P-C). The three proposed designations under this application and companion FLUM amendment application (FLU-23-04) are intended to facilitate adoption of the Lealman Form Based Code (L-FBC) (LDR-23-01) and Zoning Atlas amendment application (ZON-23-05) within the Lealman Community Redevelopment Area (CRA). The total area of parcels impacted by this request (and companion requests) amounts to approximately 168.63 acres.

The three companion applications (FLU-23-04, LDR-23-01 and ZON-23-05) require approval of this application in order to be adopted and effectuated.

### LOCAL PLANNING AGENCY (LPA) RECOMMENDATION:

The LPA finds that the proposed Comprehensive Plan 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 Comprehensive Plan amendment **consistent** with the Pinellas County Comprehensive Plan, based on this report.

- **Staff further recommends** that the LPA recommend **approval** of the proposed Comprehensive Plan amendment 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:

The proposed Comprehensive Plan amendment establishes three new FLUM designations within the FLUM Categories and Rules of the FLUE of the Pinellas County Comprehensive Plan. The new FLUM designations emanate from the Plan's existing Mixed Use Corridor-Supporting (MUC-SU) and Mixed Use Corridor-Primary (MUC-P) land use categories. These categories are intended to be used to designate corridors in the County that are served by multiple modes of transportation, including automobile, truck, bus, rail, bicycle, and/or pedestrian. They allow for a greater mix of uses on individual parcels, often with higher residential densities and non-residential intensities. With the adoption of a 'community plan', Mixed Use Corridor categories may be designated within appropriate areas included in the plan.

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.

The FLUE's existing Mixed Use Corridor-Supporting (MUC-SU) and Mixed Use Corridor-Primary (MUC-P) land use categories have relatively high maximum residential densities and building intensity Floor Area Ratios (FAR). The MUC-SU category allows for a maximum residential density of 45 dwelling units per acre and maximum development intensity at a 2.5 FAR. The MUC-P category allows for a maximum residential density of 55 dwelling units per acre and maximum development intensity at a 3.5 FAR. Either a proportionate share of residential density and nonresidential FAR can be applied toward the maximum, or an all-inclusive project FAR that would include both residential and nonresidential. The Categories also include requirements prohibiting additional residential density within the Coastal High Hazard Area (CHHA).

The land use designations proposed per this application have been significantly reduced from the parent categories. The MUC-SU-NP and MUC-SU-LT designations allow a maximum 1.0 FAR for nonresidential uses and an overall maximum building/project 1.5 FAR when at least 20% of the gross building square footage is residential. The MUC-P-C designation allows a maximum 1.2 FAR for nonresidential uses and an overall maximum building/project 2.0 FAR when at least 20% of the gross building square footage is residential. The proposed designations apply a project FAR 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 FAR can be awarded.

The amendment language also notes potential further restrictions limiting development within the Coastal Storm Area (CSA), CHHA, and flood hazard areas. Broad permitted use categories are included in each designation; however, the associated L-FBC is referenced for specific use permissibility and standards. The specific amendment language is attached.

## **ADOPTION PROCESS**

Adoption of the L-FBC requires (1) this Comprehensive Plan amendment establishing the three new Mixed Use Corridor designations; (2) a FLUM amendment to depict such designations in their appropriate locations on the FLUM; (3) a Land Development Regulations amendment to include the new L-FBC within the County's LDC; and (4) a Zoning Atlas amendment to depict the L-FBC zoning district on the County's Zoning Atlas. This application to the Comprehensive Plan is the first of four amendments in the overall process and the foundation for the new L-FBC. Without the Comprehensive Plan amendment, the three other associated amendments cannot take place.

## **BACKGROUND**

The proposed Lealman Form Based Code (L-FBC) in association with this Comprehensive Plan 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.

## **CONCLUSION**

The DRC is of the opinion that the proposed Comprehensive Plan amendment is appropriate for the areas impacted by such amendment and for implementation of the L-FBC. The amendment is also consistent with the Pinellas County Comprehensive Plan and Lealman CRA Plan.

## **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**

**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 1.1              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         Future Land Use Categories will provide for mixed-use development. The following mixed-use Categories are established:

Activity Center – Major (AC-M)  
 Activity Center – Community (AC-C)  
 Activity Center – Neighborhood (AC-N)  
 Mixed-use Corridor – Primary (MUC-P)

Mixed-use Corridor – Secondary (MUC-S)  
 Mixed-use Corridor – Supporting (MUC-Su)  
 Planned Redevelopment District (PRD)  
 Residential/Office Limited (R/OL)  
 Residential/Office General (R/OG)  
 Residential/Office/Retail (R/O/R)  
 Resort Facilities Overlay-Permanent (RFO-P)  
 Resort Facilities Overlay-Temporary (RFO-T)

- 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.
- Goal 3 Promote mixed-income communities that provide a range of housing types and costs to meet the needs of our residents.**
- Objective 3.1 Increase development and design flexibility to encourage a greater diversity of housing types in Unincorporated Pinellas County.
- Goal 5 Advance land use and development patterns that support mobility for all users and provide sustainable transportation infrastructure.**
- Objective 5.1 Facilitate the development of activity centers and mixed-use corridors that support transit use and multimodal connectivity.

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## **COUNTY DEVELOPMENT REGULATIONS**

Approval of this request may require subsequent modifications to County development regulations for consistency purposes.

**PROPOSED BCC HEARING DATE:** July 18, 2023

**CORRESPONDENCE RECEIVED TO DATE:** No correspondence has been received pertaining to this case.

**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 the corresponding zoning-related cases (LDR-23-01 and ZON-23-05) to be heard by the Board of County Commissioners at a later date.

**ATTACHMENTS:** See attached.