



## LOCAL PLANNING AGENCY (LPA) STAFF REPORT

**Case Number:** LDR-23-01

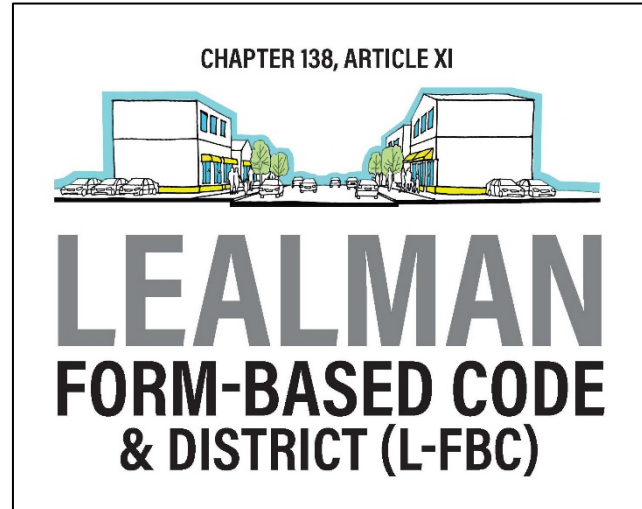
**LPA Public Hearing:** May 10, 2023

**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:**

Amendments to the Pinellas County Land Development Code Section 138-2153 to adopt the Lealman Form Based Code (L-FBC) and adding Article XI – the Lealman Form Based Code to Chapter 138 of the Land Development Code.

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

The LPA finds that the proposed Land Development Code 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 amendments to the Land Development Code **consistent** with the Pinellas County Comprehensive Plan based on this report.
- **Staff further recommends** that the LPA recommend **approval** of the proposed amendments to the Land Development Code 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.

A companion Zoning Atlas amendment (Case No. ZON-23-05), Future Land Use Element 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 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 zoning 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 categories to be mapped as depicted in the L-FBC.

The proposed 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.

### **What is a form-based code?**

A form-based code primarily focuses on the relationship between buildings, sidewalks, and streets, while also promoting walkability and a dynamic pedestrian experience. A form-based code puts less emphasis on the use inside of a building and more on building form and placement, the location of parking, and the overall relationship between private and public spaces (streets and sidewalks), resulting in a more predictable built environment.

The L-FBC establishes three (3) Districts that each have their own intent and set of regulatory standards. The standards are 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 an improved pedestrian experience.

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.

### **FBC Components**

The L-FBC is divided into the following eight (8) divisions:

## 1. General Provisions

The **General Provisions** division describes the structure of the FBC, its relationship to the Pinellas County Land Development Code, and other general clarifications regarding the application of the FBC.

## 2. Administration

The **Administration** division describes the review processes for development approval for all properties located within the L-FBC.

## 3. District Map

The **District Map** serves as the principal tool for implementing the L-FBC. The District Map designates a specific District to every property located within the L-FBC District. The map establishes three (3) Districts.

## 4. District Standards

The **District Standards** division establishes the standards for the redevelopment of properties within the L-FBC District, with a focus on building placement, height, and functional elements. The applicable standards for a site are determined by the District in which the site is located, as designated on the District Map.

## 5. Development Design Standards

The **Development Design Standards** division establishes site, building type, landscaping, and signage standards for properties within the L-FBC District. These standards are intended to provide a safe, functional, and attractive built environment that is appropriately scaled to surrounding neighborhoods, while also enhancing circulation patterns for all users and transportation modes.

## 6. Use Standards

The **Use Standards** division describes provisions for specific land uses and designates allowable uses within each District. The Use Standards are intended to be simplistic, while still acknowledging the relationship between neighboring land uses.

## 7. Parking Standards

The **Parking Standards** division establishes the amount, type, and design elements for vehicle and bicycle parking. These standards are intended to encourage compact development patterns, accommodate redevelopment, and recognize alternative methods of parking and modes of transportation that in turn can reduce the abundance of vehicular parking.

## 8. Definitions

The FBC includes its own set of definitions used throughout the code. These terms are integral to the implementation and intent of the FBC. Certain terms are used in very specific ways, often excluding some of the meanings of common usage.

The Appendix of building designs standards provides an overview of building types and identifies which District each type is typically appropriate. It further includes a catalog of building types with more detailed descriptions of each. These standards are intended to provide more predictability of the built environment, while also appropriately scaling new development/redevelopment within established neighborhoods.

### **FBC Document Usability & Structure**

Form-based codes are typically more user-friendly compared to conventional zoning codes due to the use of graphics, illustrations, and tables that show the intent of a standard, as opposed to lengthy paragraphs of text describing the standard. The Lealman Form Based Code was formatted in this way for the purpose of providing a more simplified and understandable regulatory code. For example, each District has a two-page spread that includes an intent statement, building placement, height, and form standards, as well as a list of general land use allowances. These pages utilize a series of graphics and tables to portray this information and are color coded to the District Map. This allows any user, ranging from a developer to the citizen, to look at just the two pages and understand what is and is not allowed or expected within a specific area.

The L- FBC is proposed to be added as Article XI of Chapter 138 of the Land Development Code (LDC), therefore the FBC has been structured to integrate into the LDC. Further, the FBC utilizes similar nomenclature as the LDC, specifically in reference to the various development review types (i.e. Type 1A, Type 1B, Type 2 Review).

### **CONCLUSION**

The DRC staff is of the opinion that the proposed amendments to the Pinellas County Land Development Code to adopt the Lealman Form Based Code are 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 | 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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**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 (LDR-23-01) and corresponding Case No. ZON-23-05 to be heard subsequently by the Board of County Commissioners.

**ATTACHMENTS:** Draft Ordinance Amending the Land Development Code.