



LOCAL PLANNING AGENCY (LPA) STAFF REPORT

Case Number: FLU-21-06

(Note: there is a companion Development Master Plan case, Case # DMP-21-02)

LPA Public Hearing: April 14, 2022

Applicant: Salamander Innisbrook, LLC

Representative: Cynthia H. Tarapani

Subject Property: Approximately 64.1 acres located within the Innisbrook Resort at 36750 US Highway 19 North in Palm Harbor

Parcel ID(s): 25/27/15/00000/100/0100



REQUEST:^{1,2}

- Future Land Use Map amendment from Residential Suburban (RS), Residential Low Medium (RLM), and Recreation/Open Space (R/OS) to Residential Low (RL); establishing new Parcel L (L-1, L-3, L-4, and L-5) on the existing, associated Development Master Plan (DMP).
- Future Land Use Map amendment from Residential Estate (RE) and Residential Low Medium (RLM) to Recreation/Open Space (R/OS) on Parcels B, D, E, G and H of the existing, associated Development Master Plan (DMP).
- Future Land Use Map amendment from Residential Suburban (RS) and Residential Low Medium (RLM) to Recreation/Open Space (R/OS) on new Parcel L (L-6, L-7, L-8, L-9, and L-10) of the existing, associated Development Master Plan (DMP).

LOCAL PLANNING AGENCY (LPA) RECOMMENDATION:

The Local Planning Agency finds the proposed Future Land Use Map amendments consistent with the Pinellas County Comprehensive Plan and recommends approval by the Board of County Commissioners. (The vote was 4-0, in favor).

¹ Newly created Parcel L-2 consists of 0.038 acres of Preservation (P) on the Future Land Use Map; however, it will be adjusted to Recreation/Open Space (R/OS) based on the Ardurra Wetlands Survey verifying no existence of wetlands on this area.

² Under a separate, but related Case # DMP-21-02, modification of a Development Master Plan (DMP) on an RPD, Residential Planned Development, zoned property to transfer existing unused residential density from various areas of the DMP to the new Parcel L.

PLANNING STAFF RECOMMENDATION:

- **Staff recommends** that the LPA find the proposed Future Land Use Map amendments **Consistent** with the Pinellas County Comprehensive Plan, based on this report.
- **Staff further recommends** that the LPA recommend **Approval** of the proposed Future Land Use Map amendments to the Pinellas County Board of County Commissioners.

SUMMARY REPORT

The Development Review Committee (DRC) reviewed this application on March 14, 2022. The DRC Staff summary discussion and analysis follows:

Background Information

The subject property is the Innisbrook Resort master-planned development in Palm Harbor. The Master Plan covers approximately 845.55 acres between US Highway 19 and Alternate US Highway 19, south of Klosterman Road and north of Bee Pond Road. Innisbrook was created in the late 1960s as a golf resort and residential community. It is approved for 2,305 residential units, of which 1,876 have been built over various areas of the development. The built residential units include a mixture of apartments, condominiums, and single family detached homes. Innisbrook also has four separate 18-hole golf courses, three clubhouses, golf driving ranges and teaching facility, tennis and racquetball facilities, multiple pool facilities, a fitness center, a spa and wellness facility, four restaurants, and convention and event space.

The applicant, Salamander Innisbrook, LLC, wishes to make certain Future Land Use Map amendments to support modifying the Innisbrook Development Master Plan (DMP) to help adapt to changing trends in the sport of golf and to maintain competitiveness with other similar golf resorts located in other parts of the country. Per the applicant, there is a growing demand for golf courses that can be played in a shorter time and appeal to a wider range of players of various ages and skill levels. Therefore, the applicant is proposing to convert a portion of one of the existing golf courses (Osprey North Course) into a newly designed short course and redevelop the remaining portion of the original course into new residential housing. The Osprey North Course is in the northern section of Innisbrook near Klosterman Road. The new residential development would be in newly designated 'Parcel L' on the DMP. None of the other three existing golf courses are proposed to change. In addition to a portion of the Osprey North Course, the residential development within Parcel L would also replace other existing improvements, including the 32,000 square foot Inverness Hall convention center, two office buildings that total approximately 11,000 square feet, and associated surface parking.

Parcel L consists of 53.71 acres and is proposed for a maximum development potential of 180 residential units in the form of either single family detached homes or townhouses. The units would be transferred from the remaining pool of 429 units that currently exist within other areas of the DMP. No new density will be created.

Because 32.65 acres within Parcel L are designated Recreation/Open Space (R/OS) on the Pinellas County Future Land Use Map (FLUM), a land use amendment to a residential land use category is required in addition to the modification of the DMP. Also, as part of this FLUM change request, other existing parcels are being changed from their current residential land use designations to the R/OS designation to offset the net loss of R/OS acreage. There is a companion DMP modification (case # DMP-21-02) being reviewed concurrently with this FLUM application. The entire Innisbrook development is zoned RPD, Residential Planned Development, which requires a DMP. No Zoning Atlas changes are needed or being sought as part of the applicant's overall proposal.

FLUM Request

This FLUM request has three primary components. The first is to change FLUM designations on a newly created DMP Parcel L (L-1, L-3, L-4, and L-5) from Residential Suburban (RS), Residential Low Medium (RLM), and Recreation/Open Space (R/OS) to Residential Low (RL). The table, below, includes a breakdown for this component of the request. The remainder of the 53.71 acres within Parcel L will remain as R/OS.

Parcel	Size	Current FLUM	Proposed FLUM
L-1	2.0546 ac	RS	RL
L-3	8.148 ac	RLM	RL
L-4	28.540 ac	R/OS	RL
L-5	4.085 ac	R/OS	RL
Total	42.827 ac		42.827 ac RL

The second is to change FLUM designations on existing DMP Parcels B, D, E, G and H from Residential Estate (RE) and Residential Low Medium (RLM) to Recreation/Open Space (R/OS). The table, below, includes a breakdown for this component of the request.

Parcel	Size	Current FLUM	Proposed FLUM
B	2.444 ac	RLM	R/OS
D	3.857 ac	RLM	R/OS
E	5.854 ac	RLM	R/OS
G	2.770 ac	RE	R/OS
H	1.736 ac	RE	R/OS
Total	16.661 ac		16.661 ac R/OS

The third is to change FLUM designations on newly created DMP Parcel L (L-6, L-7, L-8, L-9, and L-10) from Residential Suburban (RS) and Residential Low Medium (RLM) to Recreation/Open Space (R/OS). The table, below, includes a breakdown for this component of the request.

Parcel	Size	Current FLUM	Proposed FLUM
L-6	1.103 ac	RLM	R/OS
L-7	1.068 ac	RS	R/OS
L-8	0.105 ac	RS	R/OS
L-9	0.103 ac	RS	R/OS
L-10	2.233 ac	RLM	R/OS
Total	4.612 ac		4.612 ac R/OS

To note, newly created Parcel L (L-2) is a 0.038-acre area currently designated as Preservation (P) on the FLUM due to the perceived presence of wetlands. A recent wetland survey verified that wetlands in fact do not exist on this area and, thus, the Preservation (P) designation will be subject to an administrative map boundary adjustment to Recreation/Open Space (R/OS) on the FLUM.

In summary, 42.827 acres will be converted to RL on the FLUM. This change is located entirely within newly created DMP Parcel L. It should be noted that 8.148 acres of new Parcel L is currently designated with the Residential Low Medium (RLM) FLUM category which allows up to 10 units per acre. This designation will be removed and replaced with the RL designation which limits density to up to 5 dwelling units per acre, thus, reducing the allowable density by half.

A total of 21.273 acres will be converted from various residential designations to the R/OS designation on the FLUM: 4.612 acres located within DMP Parcel L and 16.661 acres located on other parcels elsewhere in the Innisbrook Resort master-planned development.

Transportation Framework

The applicant submitted a traffic impact study that indicates minimal impact on the surrounding public transportation network. The surrounding roadways are anticipated to have adequate capacity following buildout of the proposed redevelopment. Parcel L will be accessed from internal private roadways within the Innisbrook Resort. The nearest existing external entrance into Innisbrook is off Klosterman Road, which is a staffed gate. Improvements, which include a relocated gate house to increase vehicle stacking space and separate lanes for residents and visitors, are proposed to this entrance for improved access both to new Parcel L and to all the Resort. An emergency access point is also being proposed on Klosterman Road. This emergency connection will only be allowed if required by the Fire Marshal.

Open Space Framework

Objective 1.5. in the Recreation, Open Space and Culture Element of the Pinellas County Comprehensive Plan states: *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.*

There is no dedicated recreation/open space area within the Innisbrook Resort. The net reduction in recreation/open space includes non-dedicated area in the amount of 11.352 acres of the approximately 618 acres total, which represents approximately 73% of the total 844.55 acres that comprise Innisbrook Resort. These recreation/open space areas primarily include golf course property reduced in size to establish a new, modified 'short course'. Other reductions in R/OS include areas, while designated as such, are not actually utilized for recreation and open space activities, including accessory office structures and surface parking areas.

Those locations within the DMP from which all residential density is being transferred will be designated R/OS on the FLUM and the modified DMP. Within Parcel L itself, proposed buffers, stormwater ponds, and other open space areas will be designated R/OS. Future residents of Parcel L will have access to all the recreational uses within the Innisbrook Resort, including golf driving ranges and teaching facility, tennis and racquetball courts, pools, fitness center, and spa. In addition, the applicants are committing via the DMP to enhance vegetated areas within various locations throughout Innisbrook by removing invasive species and replanting native hardwood and palm trees.

Utilities and Stormwater Framework

Innisbrook is within Pinellas County's potable water and sanitary sewer service areas. The water and sewer utilities for Parcel L will be constructed by the developer and then transferred to the County. The stormwater management system will be required to meet the design standards and permit process of both the Southwest Florida Water Management District (SWFWMD) and Pinellas County. It is important to note that adjustment to the locations of the proposed stormwater ponds as shown on the DMP may become necessary as part of the site plan review process, which is permissible per the Pinellas County Land Development Code.

Surrounding Uses

Much of the land surrounding proposed Parcel L is within the Innisbrook Resort, including golf course areas and open space to the east, south and southwest. Existing condominium buildings within Innisbrook to the southeast of Parcel L are buffered by this open space. To the north and northwest of Parcel L are single family residential homes and institutional uses that are not part of the Innisbrook development. Directly adjacent uses to the north include Klosterman Road, the Klosterman Oaks residential subdivision and a place of worship. A 15-foot-wide enhanced buffer including an opaque fence is proposed along the north property line abutting Klosterman Oaks and a 30-foot natural buffer or

enhanced existing buffer is proposed adjacent to the church property and along most of where Parcel L fronts Klosterman Road. These buffer areas are depicted on the DMP and are proposed to be designated as R/OS on the FLUM.

Flood Risk Mitigation

Parts of the western extent of proposed Parcel L are 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 from a category one hurricane, as reflected in the most recent *Regional Evacuation Study, Storm Tide Atlas*.

Policy 1.3.5. of the Coastal Management Element of the Pinellas County Comprehensive Plan states: *Pinellas County shall not approve any request to amend the Future Land Use Map (FLUM) to designate parcels of land within the coastal storm area with a FLUM category that permits more than 5.0 dwelling units per gross acre.*

The proposed RL FLUM designation intended to accommodate the transfer of dwelling unit entitlements allows for a maximum of 5 dwelling units per acre. There is currently RLM designated area in the new Parcel L that allows for up to 10 dwelling units per acres that is proposed to be replaced by the lower density RL designation. A 1.276-acre area currently designated as RS with an allowable density of 2.5 units per acre is also proposed for conversion to the RL designation. Also to note, this proposal, including the modifications to the DMP, are not increasing density in the overall Innisbrook master-planned development.

Most of the CHHA within Parcel L is planned to remain open space or utilized for stormwater retention and/or buffering. A small portion of Parcel L in the CHHA is remaining in a residential designation so no new density is being placed on that portion of Parcel L. In addition, an access road into a section of Parcel L slated for townhouse development crosses the CHHA. While this proposed townhouse area is not within the CHHA, the road access may be subject to storm event impacts. To address this potential issue, the applicant is committing via the DMP that all roads shall be designed to meet the current base flood elevation and that the entrance to the western townhouse section shall also maintain existing drainage patterns by providing drainage flow under the road. In addition, the applicant is also committing that all the habitable buildings shall be constructed to exceed the current required finished floor elevation by two feet (2'). Emergency Management staff has indicated no objection to the overall proposal.

Conclusion

DRC staff is of the opinion that the proposed FLUM designation changes are compatible with the surrounding uses and consistent with the Pinellas County Comprehensive Plan. The planned development entitlements to be transferred from existing parcels to new Parcel L is consistent with the proposed RL land use category and is allowable within the existing RPD zoning district. The net loss of 11.352 acres of the overall approximately 618 acres of non-dedicated recreation/open space area is de minimis and not inconsistent with Comprehensive Plan policy intent. The net loss of 11.352 acres consists primarily of private golf course property internal to the Resort and other areas developed with accessory buildings and surface parking, with little public benefit to County residents at large. Furthermore, while golf course area is being reduced, the course itself will remain functional. In addition, the applicant is committing to various mitigation measures through the proposed modification of the DMP, including enhanced buffering along property lines external to the Innisbrook development, vegetative/habitat enhancement at various locations throughout the Resort, and flood risk reduction for access roads and residences.

SURROUNDING ZONING AND LAND USE FACTS:

	Land Use Category	Zoning District	Existing Use
Subject Property:	Recreation/Open Space, Residential Suburban, Residential Estate, Residential Low Medium	RPD	Conference Center, Two Office buildings, surface Parking and part of Osprey North golf course
Adjacent Properties:			
North	Residential Suburban, Residential Low, Institutional, Preservation & Tarpon Springs	R-A, R-R, R-3 & Tarpon Springs	Residential & Institutional
East	Transportation/Utility, Residential Low Medium, Residential Low, Preservation, Recreation/Open Space & Tarpon Springs	RPD, R-3, R-2 & Tarpon Springs	Residential & Institutional
South	Residential Rural, Residential Suburban & Preservation	R-A & R-R	Residential
West	Residential Estate, Residential Suburban, Recreation/Open Space, Preservation, Transportation/Utility & Residential Low	RPD, R-A, P/C, R-5- CO & C-2	Residential, Golf Course & Wastewater Plant

IMPLEMENTATION OF THE PINELLAS COUNTY COMPREHENSIVE PLAN

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

FUTURE LAND USE AND QUALITY COMMUNITIES ELEMENT

GOAL ONE: The pattern of land use in Pinellas County shall provide a variety of urban environments to meet the needs of a diverse population and the local economy, conserve and limit demands on natural and economic resources to ensure sustainable built and natural environments, be in the overall public interest, and effectively serve the community and environmental needs of the population.

Objective 1.2 Establish development regulations that respond to the challenges of a mature urban county with established communities that are experiencing infill development and redevelopment activity.

Policy 1.2.2 The Local Planning Agency (LPA) of the Board shall ensure that zoning provisions within the Land Development Code are in conformance with the density, intensity and other relevant standards contained within the Future Land Use and Quality Communities Element.

- Policy 1.2.5 The Board shall implement land development regulations that are compatible with the density, intensity and other relevant standards of those land use categories defined in the Future Land Use and Quality Communities Element.
- Objective 1.17: Pinellas County shall preserve and seek to enhance established community values, a community unique identify and their social support structure, and will make decisions that are in concert with a community's established vision for their future.
- Policy 1.17.2: Consistent with the purpose and intent of the Comprehensive Plan and Section 134-82 of the Land Development Code, Pinellas County shall make decisions, both unincorporated and countywide, that do not detract from the established community identity and social support structure but, instead, serve to preserve and enhance that identity and structure.
- Objective 1.8 Pinellas County shall continue to implement future land use policies that restrict the proliferation of urban sprawl at a density which is not compatible with support facilities.

COASTAL MANAGEMENT ELEMENT

- GOAL ONE Pinellas County will protect human life, private property and public investment from the effects of hurricanes and other natural disasters.
- Objective 1.3: Pinellas County shall restrict development within the coastal storm area, and shall direct population concentrations out of the coastal storm area.
- Policy 1.3.1: The coastal high-hazard area (CHHA) shall be the area defined by the Sea, Lake and Overland Surges from Hurricanes (SLOSH) model to be inundated from a category one hurricane, as reflected in the most recent Regional Evacuation Study, Storm Tide Atlas.
- Policy 1.3.5: Pinellas County shall not approve any request to amend the Future Land Use Map (FLUM) to designate parcels of land within the coastal storm area with a FLUM category that permits more than 5.0 dwelling units per gross acre.

RECREATION, OPEN SPACE AND CULTURE ELEMENT

- GOAL ONE: To administer outstanding countywide recreational, open space and environmental systems that provide, through acquisition, development and maintenance, sufficient resource-based regional parks and environmental lands that are environmentally sustainable, foster environmental stewardship, and enhance the county's economic vitality and the quality of life for residents and visitors.
- 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.
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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: May 24, 2022

CORRESPONDENCE RECEIVED TO DATE: Six letters received in opposition.

PERSONS APPEARING AT THE LOCAL PLANNING AGENCY HEARING:

One person appeared in favor. One person appeared with a question. Eight persons appeared in opposition. No one appeared online.

ATTACHMENTS: (Maps)

(Please visit the link below to view associated case attachments and documents)

<https://pinellasgov.sharepoint.com/sites/BCCExt/Planning/LPA/Shared%20Documents/LPA%20April%2014%2C%202022%20-%20Salamander%20Innisbrook%2C%20LLC>.