



LOCAL PLANNING AGENCY (LPA) STAFF REPORT

Case Number: Z/LU-20-08

LPA Public Hearing: September 9, 2020

Applicant: Pinellas County Land Assembly
Trust – Lealman Housing
Finance Authority as Trustee

Representative: Brian Lowack, Interim Director,
Pinellas County Housing & Community
Development Department

Subject Property: Approximately 5.7 acres
located on the south side of 58th Avenue North and
adjacent to both sides of 40th Street North in
Lealman.

PARCEL ID(S): Multiple Parcels



REQUEST:

Future Land Use Map amendment from Residential Urban to Residential Low Medium (5.7 acres) and a Zoning Atlas Amendment from R-4, One, Two & Three Family Residential to RM, Multi-family Residential (3.95 acres) on property located on the south side of 58th Avenue North and adjacent to the east and west sides of 40th Street North in Lealman. The request would allow for multi-family residential (e.g. apartments) at a higher base maximum density (10 units/acre vs. 7.5 units/acre).

LOCAL PLANNING AGENCY (LPA) RECOMMENDATION:

The Local Planning Agency finds that proposed amendments to the Pinellas County Future Land Use Map and Zoning Atlas are consistent with the Pinellas County Comprehensive and Recommends approval of the proposed amendments. (The vote 7-0, in favor)

PLANNING STAFF RECOMMENDATION:

- **Staff recommends** that the LPA find the proposed amendments to the Pinellas County Future Land Use Map (FLUM) and Zoning Atlas **consistent** with the Pinellas County Comprehensive Plan, based on this report.
- **Staff further recommends** that the LPA recommend **approval** of the proposed FLUM and Zoning Atlas amendments to the Pinellas County Board of County Commissioners.

SUMMARY REPORT

The Development Review Committee (DRC) reviewed this application on August 10, 2020. The DRC Staff summary discussion and analysis follows:

The subject property consists of 19 parcels over four separate areas that cover a total of 5.7 acres. It is located on the south side of 58th Avenue North and both the east and west sides of 40th Street North in Lealman. The four areas are separated by 40th Street North, 57th Avenue North and an alley. The property is owned by the Housing Finance Authority of Pinellas County as Trustee of the Pinellas County Land Assembly Trust – Lealman. The existing uses on the property include multi-family residential, single-family detached homes, duplexes, and a few vacant parcels. The land is wholly designated Residential Urban (RU) on the Future Land Use Map (FLUM), which allows up to 7.5 residential units per acre, and is zoned both R-4, One, Two, & Three Family Residential (3.95 acres) and RM, Multi-family Residential (1.75 acres).

The applicants plan to redevelop the subject property with apartments at a maximum base density of 10 units per acre, which will require changes to the FLUM and Zoning Atlas. A FLUM amendment to Residential Low Medium (RLM) on the entire subject property and a zoning change to RM on the portion that is currently zoned R-4 are proposed. The intent is also to eventually pursue a 50 percent affordable housing density bonus to increase the potential density to 15 units per acre. Affordable housing projects are ‘by-right’ uses in both the R-4 and RM zoning districts and do not require separate approval at a public hearing. Importantly, there is no guarantee that the maximum allowable units per the land use category and subject property acreage can be achieved. That said, the maximum number of units that could be permitted with approval of this case is 57. A subsequent affordable housing density bonus could increase that number to 86. Currently, 43 units is the maximum allowed under the RU category, or 64 units with a density bonus. See **Table 1** for a breakdown of potential maximum units. The final number of units will be determined during site plan review following this land use and zoning amendment process.

Table 1

Future Land Use Map Category	Maximum Number of Residential Units¹
Residential Urban (RU)	43
with a density bonus ²	64
Residential Low Medium (RLM)	57
with a density bonus ²	86

¹ The final number of units will be determined during site plan review. The maximum number allowed by the FLUM category may not be possible due to infrastructure space needs and other site constraints.

² An affordable housing density bonus is planned but is not specifically a part of this zoning and land use case. It is a ‘by-right’ use in the RM zoning district that would be addressed during site plan review.

Notably, the subject property, as well as much of the surrounding area, is designated Residential Low Medium (RLM) on the Countywide Future Land Use Map, which allows up to 10 residential units per acre. This amendment would not require a Countywide Map amendment.

Surrounding Uses

The surrounding area is comprised of a variety of uses but is primarily various forms of residential and institutional. The Lealman Elementary School and the Tropical Gardens mobile home park are to the north of the subject property across 58th Avenue North; single-family homes are to the east; single family, multi-family, offices and a vacant lot are to the south, and a single-family home and a place of worship are to the west. Most of the surrounding properties are zoned R-4 or RMH, Residential Mobile/Manufactured Home. Surrounding FLUM categories include RU and Institutional, which allows up to 12.5 residential units per acre. There is a large area of Residential Medium (RM) designated land, which allows up to 15 units per acre, on the north side of the nearby elementary school.

Transportation and Infrastructure Impacts

Comparing the current development potential of the subject property with the potential use associated with the requested RLM FLUM category, the proposal could generate approximately 37 fewer average daily vehicle trips on area roadways. The reduction, despite an increase in base density, is derived from multifamily residential units generating fewer average daily trips than other types of residential units. With an affordable housing density bonus, however, there could be an overall increase of 155 average daily vehicle trips. The subject property is within ½ mile of a roadway classified as Deficient (US-19). Because of this, the proposed development may require a traffic study and/or a transportation management plan to identify potential improvements necessary to address the impacts of the project. This will be determined during site plan review.

The subject property is within Pinellas County's wastewater treatment area and the City of St. Petersburg's water supply service area. The proposal at its base maximum density could decrease demand on potable water supplies by 38 gallons per day and increase demand on wastewater treatment facilities by approximately 487 gallons per day. Again, multi-family units have lower impacts than other types of residential units. With the affordable housing density bonus, the proposal could increase demands on potable water supplies and wastewater treatment facilities by 5,762 and 4,837 gallons per day, respectively. In reference to solid waste, the proposal could increase the amount of solid waste generated by approximately 23.2 tons per year at its base density or by 71.4 tons with the density bonus.

Lealman Community Redevelopment Area

The subject property is within the Lealman Community Redevelopment Area (CRA), and the request is consistent with the CRA's objectives of redevelopment and revitalization. The request will allow for a residential project that directly responds to the community's housing needs and vision for an improved urban form, as identified in Objectives Three (3) and Five (5) of the Lealman CRA Plan, respectively. More particularly, the request will help forward the goals of the CRA for achieving a mix of diverse housing stock through well-designed, high-quality construction at all price points, encourages reinvestment in existing neighborhoods by employing transitional density/intensity methods, and supports the public realm by creating more walkable communities that instill a sense of place.

It should be noted that, as part of the Lealman CRA, the subject property is proposed to be placed under a form-based code within the upcoming months. Should that occur, multi-family residential and affordable housing developments would still be allowable uses. The applicants have decided to move forward under the current land development code due to the uncertainty of the timing of the form-based code. Regardless of which code the project is developed under, the FLUM amendment to RLM is necessary to achieve the desired density.

Conclusion

The proposed RLM FLUM and RM zoning designations are appropriate at this location. The request is generally compatible with the surrounding area and its existing mix of uses and variety of residential housing types. It is also consistent with the Comprehensive Plan and the Countywide Plan, will not cause significant impacts to infrastructure, and furthers the revitalization objectives of the Lealman CRA.

SURROUNDING ZONING AND LAND USE FACTS:

	Land Use Category	Zoning District	Existing Use
Subject Property:	Residential Urban	RM & R-4	Multi-family, single-family, Duplexes, Offices, Vacant
Adjacent Properties:			
North	Residential Urban & Institutional	RMH, R-4 & UZ	Mobile home park, school single-family
East	Residential Urban	R-4	Single-family
South	Residential Urban & Institutional	R-4	Single-family, multi-family, offices, vacant
West	Residential Urban	R-4	Single-family, place of worship

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 1.2.3 Plan designations on the Future Land Use Map shall be compatible with the natural environment, support facilities and services, and the land uses in the surrounding area.

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.

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: October 20, 2020

CORRESPONDENCE RECEIVED TO DATE: No correspondence received.

PERSONS APPEARING AT THE LOCAL PLANNING AGENCY HEARING: No one appeared virtual or in person.

ATTACHMENTS: (Maps)