

LOCAL PLANNING AGENCY (LPA) STAFF REPORT



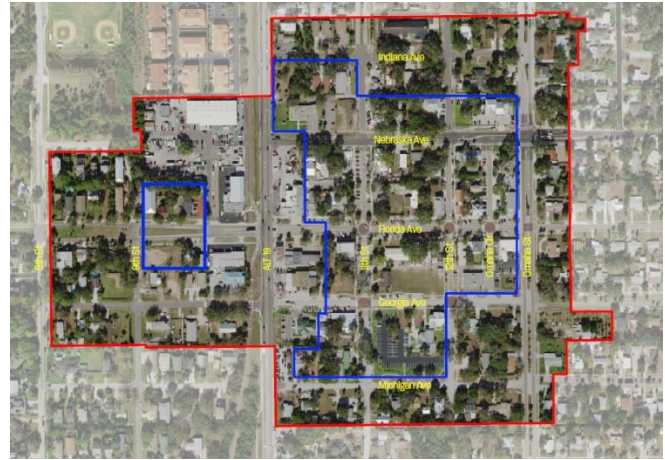
Case Number: Z/LU 28-11-19

LPA Public Hearing: November 14, 2019

Applicant: Pinellas County Planning Dept.

Representative: Same as above

Subject Property: All property located within the proposed Downtown Palm Harbor Neighborhood Activity Center (approximately 64 acres total)



PARCEL ID(S): See Attached Boundary Description

REQUEST:

Amending the Future Land Use Map of Pinellas County, Florida, by changing the land use designation of approximately 64 acres comprising the greater Downtown Palm Harbor area, centered around the intersection of Alternate U.S. 19 and Florida Avenue located in Section 1 & 2, Township 28, Range 15, from Activity Center-Neighborhood, Commercial General, Residential Urban, Residential Medium, Residential/Office/Limited, Residential/Office/Retail, Institutional, Employment & Recreation/Open Space to Activity Center-Neighborhood and amending the supporting Downtown Palm Harbor Master Plan.

Changing the zoning classification of approximately 64 acres comprising the greater Downtown Palm Harbor Area, centered around the intersection of Alternate U.S. 19 and Florida Avenue; pages 73, 74, 75 & 76 of the zoning atlas, as being in Section 1 & 2, Township 28, Range 15; from OPH-D, Old Palm Harbor Downtown, C-2, General Commercial & Services, C-2-H, General Commercial Services-Historic Preservation Overlay, R-3, Single Family Residential, R-4, One, Two & Three Family Residential, Lo, Limited Office, Go, General Office, C-1, Neighborhood Commercial, E-1, Employment 1, E-1-Co, Employment 1-Conditional Overlay & E-2, Employment 2 To DPH-FBC, Downtown Palm Harbor - Form Based Code District.

LOCAL PLANNING AGENCY (LPA) RECOMMENDATION:

The LPA finds that the proposed Future Land Use Map and Zoning Atlas amendments are consistent with the Pinellas County Comprehensive Plan and recommends approval of the proposed amendments (The vote was 5-0, in favor).

PLANNING STAFF RECOMMENDATION:

- **Staff recommends** that the LPA find the proposed amendments to the Future Land Use Map and amending the supporting Downtown Palm Harbor Master Plan, and amendments 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 amendments to the Future Land Use Map and amending the supporting Downtown Palm Harbor Master Plan, and amendments to the Zoning Atlas o the Pinellas County Board of County Commissioners.
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BACKGROUND

In 2001, a Master Plan was adopted for Historic Downtown Palm Harbor. Beginning in late 2016, the Planning Department met with the Palm Harbor community to address current needs of the community, which resulted in the Downtown Palm Harbor Master Plan Update (2018/2019). This update includes a series of recommendations including the proposed expansion of the Activity Center-Neighborhood Future Land Use Map designation and the creation of the Downtown Palm Harbor - Form Based Code (DPH-FBC) Zoning District, the boundary of which would be consistent with the corresponding Activity Center-Neighborhood.

This FLUM boundary expansion and the associated FBC Zoning District allow for a more holistic approach to planning for the greater downtown area, rather than the current condition that includes multiple land use categories and zoning districts. This approach also plans for transition between the downtown core that centers along Florida Avenue and the primarily residential neighborhoods that are adjacent to the Activity Center-Neighborhood boundary.

- See the attached Current and Proposed Future Land Use Maps and Current and Proposed Zoning Maps.
- An Impact Summary has been provided with this Staff Report. The proposed allowable maximum residential density and nonresidential floor area ratio would result in an increase compared to what is currently permitted. However, areawide, only minimum impacts to infrastructure area expected.

Regarding transportation, the potential change in average daily trips is not expected to significantly impact the operational characteristics of the surrounding roadway network. The proposed amendments amount to an 'areawide' maximum 1.5 floor area ratio covering both residential and nonresidential development. It would be unrealistic to assume that the enter area would develop to such a level due to site and demand constraints. Furthermore, much of the western portion of the area is within the Coastal High Hazard Area, which further limits development capability. Overall impacts are anticipated to result in changes to the area that will ultimately increase mode share and, thus, reduce the need and demand for automobile trips.

Regarding potable water supply service and wastewater treatment service, the proposal could increase demands on both services, respectively; however, the area is currently developed, and the actual impacts should be minimal.

Regarding solid waste, potential impacts are also anticipated to minimal.

IMPLEMENTATION OF THE PINELLAS COUNTY COMPREHENSIVE PLAN

Staff finds that the proposed amendments support the following adopted goals, 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 1.2.4 Recognizing that successful neighborhoods are central to the quality of life in Pinellas County, redevelopment and urban infill development should be compatible with and support the integrity and viability of existing residential neighborhoods.

Objective 1.3 Pinellas County, through its comprehensive planning program and land development regulations, shall support efforts to create, recreate, and maintain areas of mixed-use development at appropriate locations to achieve the following objectives:

- Provide vibrant and safe walkable areas;
- Concentrate growth in relatively discrete areas that are compatible with the community character, local traditions, and historic heritage;
- Place housing in proximity to employment opportunities, services and amenities;
- Establish urban areas that support transportation choices other than privately-owned vehicles and are more efficiently served by transit;
- Establish quality-designed urban environments that create vibrant, livable places;
- Provide locations that create a range of housing opportunities and choices, including the provision of affordable housing;
- Provide urban areas that incorporate well-designed public spaces;
- Provide neighborhoods with mixed-use development that fits with the context and character or proximate residential neighborhoods;
- Provide adequate buffering and a transition gradient between non-residential and/or higher density residential development and proximate residential neighborhoods and/or less intensive nonresidential development;
- Encourage development that is compatible with the natural environment and the overall vision of the community;
- Transition to a pattern of various types of land use that is more efficient in the use of energy and reduces the emission of greenhouse gases.

Policy 1.3.7 Mixed-use development shall enhance, and not compromise, the integrity and viability of existing and planned residential neighborhoods.

Policy 1.3.8 Mixed-use development shall create a strong sense of community identity through consideration of such mechanisms as optional and/or required urban design and architectural design criteria, recognizing historic setback patterns and lot sizes, the creation of places that are oriented to the pedestrian and alternative modes of travel such as bicycle use, providing greenspace and landscaping in public spaces, and other appropriate mechanisms that may be specific to a particular location.

Objective 1.13 Pinellas County shall promote the location of community or neighborhood commercial development within centers in order to achieve optimal land use relationships, avoid commercial intrusion and impacts into established neighborhoods, achieve compatibility with traffic movement objectives, minimize air pollution, and serve the immediate retail shopping needs of limited or defined geographic areas.

Object 1.14 Pinellas County will encourage a land use pattern that provides opportunities for employment in proximity to housing and that more effectively balances the number of jobs with the number of housing units within different areas of the County.

GOAL TWO: Improve the quality of life in Pinellas County by creating diverse and well-designed walkable destinations that provide choices in housing, services, workplaces, and travel modes.

Objective 2.1 Create livable streets that are designed and oriented towards a multimodal transportation system.

Policy 2.1.1 Where appropriate, the County Land Development Code will promote development and redevelopment in commercial and employment corridors, and/or in mixed-use development as determined by Policies 1.3.1 and 1.3.2 of this element that includes the following pedestrian-friendly design features:

- a. Continuous sidewalks with a minimum width of 5 feet, buffered from traffic by on-street parking and/or landscaping, and that include pedestrian amenities such as benches, trash receptacles, bus shelters, and lighting.
- b. Minimal front setbacks, building heights within a comparable range, and street trees to provide a sense of vertical enclosure on streets. Building heights should occur within a comparable range of surrounding structures.
- c. Buildings should be served by primary walkways that directly link the building's main entryway to the street and parking lot. These primary walkways should be visually distinct from parking lot and driveway surfaces and may include textured or colored materials.
- d. Permanent structures such as utility poles and traffic control poles within the sidewalk that restrict pedestrian movement should be discouraged.
- e. Provide direct routes between destinations, especially between adjacent parcels, to create walking and bicycling connections between neighborhoods and centers as described in the FLUM Category Descriptions and Rules of this element. Potential conflicts between pedestrians and motor vehicles should be minimized.
- f. Clear passage zones equal to the required minimum sidewalk width in areas with movable obstructions, such as outdoor seating. Benches should be placed on a separate pad behind the back of sidewalk or between the sidewalk and the street to avoid clear passage zone obstruction.
- g. Drive-through windows along building facades facing the public right-of-way should be discouraged.

- h. Access across property lines that allow vehicular and pedestrian movement between properties without returning to the street.
- i. Build-to lines are used as an alternative to setbacks in order to form a continuous street edge and provide a sense of enclosure.
- j. Parking located to the side or rear of the structure.
- k. Land development regulations that ensure signage requirements do not create visual clutter.

Objective 2.3 The County Land Development Code will encourage design of parking lots and driveways to support pedestrian safety, connections and comfort by reducing the number of curb cuts and providing interconnectivity between and through sites.

Policy 2.3.7 Mid-block and rear alleys should be utilized where feasible for access to parking, utilities, service and unloading areas in order to minimize the number of required curb cuts along primary access routes.

Objective 2.4 The County Land Development Code will promote high quality design standards that support a community's image and contribute to its identity and unique sense of place.

Policy 2.4.7 Promote housing diversity and avoid creation of homogeneous developments and promote the inclusion of a variety of housing types in all residential communities through local land development regulations.

HOUSING ELEMENT

Objective 1.1 Support the provision of dwelling units in a variety of types, locations and costs so that housing supply matches the projected housing need in Pinellas County while encouraging development that is consistent with the Future Land Use and Quality Communities Element.

Policy 1.1.2 Support a land use pattern and land use decisions that provide for housing opportunities at varying densities and at appropriate locations consistent with the Future Land Use and Quality Communities Element.

ECONOMIC DEVELOPMENT ELEMENT

Policy 1.2.5 Pinellas County will identify and consider adopting development standards that facilitation rehabilitation and adaptive reuse of existing structures as potential alternatives to replacement or new development.

Policy 1.6.1 Pinellas County will research potential changes to land development regulations in an effort to enhance design flexibility in a way that promotes the local economy and targeted industries in particular.

Policy 1.6.4 Redevelopment and urban infill projects should be compatible with established neighborhoods and community character.

PROPOSED BCC HEARING DATE: January 28, 2020

CORRESPONDENCE RECEIVED TO DATE: NA

PERSONS APPEARING AT THE LOCAL PLANNING AGENCY HEARING: Two persons appeared with concerns.

ATTACHMENTS: Current and Proposed Future Land Use Maps; Current and Proposed Zoning Maps; Boundary Description; Downtown Harbor Master Plan Update (2018/2019) (available at: <https://pinellasgov.sharepoint.com/sites/BCCExt/Planning/LPA/>)