



# Pinellas County

## Staff Report

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**File #:** 23-1671A, **Version:** 1

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### **Subject:**

Case No. LDR-23-01 (Pinellas County/Housing and Community Development Department) (first public hearing)

A request to amend the Pinellas County Land Development Code Section 138-2153 to adopt the Lealman Form Based Code and adding Article XI - the Lealman Form Based Code to Chapter 138 of the Land Development Code. (Companion to Item No. 41)

### **Recommended Action:**

The first of two public hearings for Case Number LDR-23-01 (ordinance). Based upon evidence and findings contained in the staff report and attachments, this case is recommended for approval by the Board of County Commissioners (Board). Staff requests the Board conduct a first reading of the ordinance and public hearing. (A second adoption public hearing is anticipated on December 12, 2023.)

This proposed ordinance will enact the following changes:

- Establish new form-based zoning regulations within the Lealman Community Redevelopment Area (CRA).
- Establish three new form-based code districts along key corridors within the Lealman CRA.
- Facilitate adoption of the associated Comprehensive Plan text amendment application (CP-23-01), Future Land Use Map (FLU) amendment application (FLU-23-04) and the companion Zoning Atlas amendment application (ZON-23-05).
- The proposed Lealman- Form Based Code (-FBC) (LDR-23-01) is a result of significant study and analysis along with community input and consultation with the Lealman Citizen Advisory Committee (CAC).
- The Lealman CAC and the Local Planning Agency recommend approval.

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 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.

### **Strategic Plan:**

Foster Continual Economic Growth and Vitality

4.3 Catalyze redevelopment through planning and regulatory programs

Deliver First Class Services to the Public and our Customers

5.2 Be responsible stewards of the public's resources

**Summary:**

This is one of four (4) administrative applications submitted by the County Housing and Community Development Department as part of a request to implement the L-FBC in unincorporated Lealman.

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.

### Appendix - Building Design Standards

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 L-FBC was formatted in this way for the purpose of providing a more simplified and understandable regulatory code. For example, each District has a two (2)-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 (2) 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).

The L-FBC is intended to be applied to a total area of approximately 168.63 acres, excluding rights-of-way, along key corridors within the Lealman CRA. It includes the following three (3) districts within the L-FBC boundary:

**Neighborhood Park (NP) District:**

This District is located along the west end of the 54th Avenue N corridor within the Lealman CRA. This corridor is often referred to as Lealman's 'Main Street'. It is enjoyed by a strong contingent of bicyclists and walkers. Future development along 54th Avenue North is intended to bring in a mix of residents and services to the corridor while enhancing the public realm.

**Local Trade (LT) District:**

This District includes the Haines Road N corridor. Haines Road N currently has an eclectic mix of land uses with relatively small, awkward shaped parcels, due mostly to the diagonal direction of the corridor imposed upon a mostly north-south, east-west street grid. Future development along Haines Road N will allow for more generous building placements on challenging redevelopment parcels. Haines Road North is unique in many ways, and the land uses to be permitted are intended to celebrate the corridors eclectic character and allow for a stronger mix of land uses overall. A segment along the east side of 28th Street North is also included, extending from Joe's Creek to 49th Avenue North.

**Commerce (C) District:**

This District is primarily focused along 34th Street N (aka, US 19) and is an important transit corridor in Pinellas County that will allow a wide mix of land uses and densities to support a future critical mass of people that will further support future transit investments. The District also includes an area sometimes referred to as the '54th Avenue - 28th Street - Haines Road Triangle'. Parcels abutting all three roadways have been captured for future mixed-use development in an area approaching the I-275 interchange at 54th Street N.

**Background Information:**

The CRA Plan was adopted by the Board 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 CRA Plan recommendation is being implemented through the adoption of a form-based code for the Lealman community: the L-FBC. The L-FBC is essentially an addition to the County's LDC. It functions as a separate zoning district within the LDC specific to certain areas of 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 proposed L-FBC is 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 CAC. The CAC voted to support the L-FBC.

A Board Work Session was held on February 9, 2023, highlighting the proposed L-FBC for which this case ultimately advances to adoption.

The LPA unanimously recommended approval of the request (6-0) during its May 10, 2023, public hearing. No one from the public spoke in opposition. One (1) member of the public spoke in support. Comments pertained to all four (4) Lealman CRA-related cases; however, they were primarily focused on this case and the corresponding zoning-related case (ZON-23-05) to be heard by the Board subsequent to this case.

This meeting constitutes the first reading of the Ordinance and public hearing on the case. A second 'adoption' public hearing is anticipated to be held on December 12, 2023.

**Fiscal Impact:**

N/A

**Staff Member Responsible:**

Carol Stricklin, Director, Housing and Community Development

**Partners:**

N/A

**Attachments:**

LPA Report  
Ordinance (including the L-FBC)  
Zoning Maps  
Legal Ad  
Application  
Presentation