



LOCAL PLANNING AGENCY (LPA) STAFF REPORT

Case Number: FLU-23-04

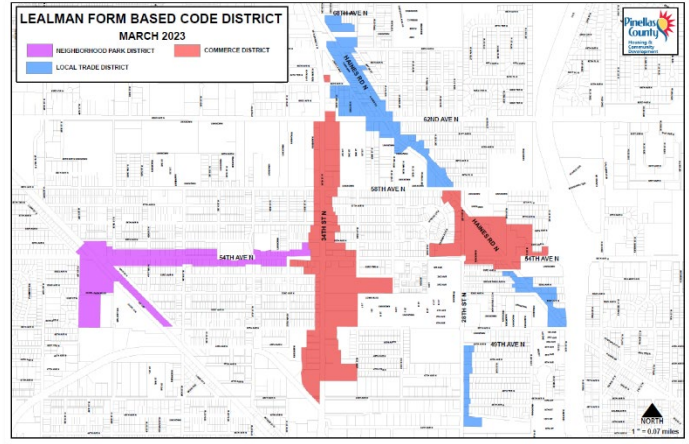
LPA Public Hearing: May 10, 2023

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:

An amendment to the Future Land Use Map on approximately 168.63 acres comprising various parcels within the Lealman Community Redevelopment Area (CRA):

From CG, Commercial General, E, Employment, RU, Residential Urban, RM, Residential Medium, R/OL, Residential/Office Limited, R/OG, Residential/Office General, I, Institutional, & T/U, Transportation/Utility to MUC-SU-NP, Mixed Use Corridor-Supporting-Neighborhood Park (approximately 36.5 acres);

From CG, Commercial General, RL, Residential Low, RU, Residential Urban, RLM, Residential Low Medium, RM, Residential Medium, R/OG, Residential/Office General to MUC-SU-LT, Mixed Use Corridor-Supporting-Local Trade (approximately 38.71 acres); and

From CG, Commercial General, E, Employment, RL, Residential Low, RU, Residential Urban, RLM, Residential Low Medium, RM, Residential Medium, R/OG, Residential/Office General to MUC-P-C, Mixed Use Corridor-Primary-Commerce (approximately 93.42 acres).

LOCAL PLANNING AGENCY (LPA) RECOMMENDATION:

The LPA finds that the proposed Future Land Use Map 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 Future Land Use Map amendment **consistent** with the Pinellas County Comprehensive Plan based on this report and contingent with adoption of the accompanying Future Land Use Element amendment (CP-23-01).
- **Staff further recommends** that the LPA recommend **approval** of the proposed Future Land Use Map amendment to the Pinellas County Board of County Commissioners.

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 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 Lealman Form Based Code 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 Land Development Code amendment (Case No. LDR-23-01) are also proposed, all being necessary for the successful completion of this request. The current mix of Future Land Use Map designations as seen on the attached map will be entirely replaced by the three proposed Mixed-Use Corridor designations.

The proposed FLUM amendment is consistent with surrounding commercial and residential uses with the intent that future redevelopment projects within the Lealman Form Based Code area provide additional housing opportunities for Pinellas County residents and commercial support services for the neighborhood (Neighborhood Park District and Local Trade District) and the greater St. Petersburg region (Commerce District). Also, standards and requirements are included in the proposed Land Development Code amendment (LDR-23-01) that address potential impacts for properties immediately adjacent to the Lealman Form Based Code districts.

FLUM designations and existing uses adjacent to the proposed amendment area include primarily urban (Residential Medium, Residential Urban) and suburban (Residential Low) site-built and manufactured single-family housing on the north, east and west sides of the amendment area. The south side of the amendment area touches on the right-of-way for Joe’s Creek, the site of a future multi-use trail, future stormwater and drainage improvements, and various commercial and industrial uses associated with the Joe’s Creek Industrial Park (Employment).

Flood Risk

A portion of eight (8) land parcels are located within the Special Flood Hazard Area—four (4) in the vicinity of the Joe’s Creek floodplain at the south end of the amendment area and four (4) at the intersection of Haines Road and 66th Avenue N. The parent Mixed Use Corridor category also described in the Future Land Use Element of the Comprehensive Plan includes requirements prohibiting additional residential density within the Coastal High Hazard Area (CHHA). Also, the companion Comprehensive Plan amendment application (CP-23-1) notes potential further restrictions limiting development within the Coastal Storm Area (CSA), CHHA, and flood hazard areas.

Archaeological/Cultural Resources

A historic architectural survey of an area of Lealman north of 54th Avenue N and east of 34th Street N was completed in 2019. Although some of the properties documented are located within the amendment area, none of these structures were determined eligible for listing on the National Register of Historic Places. Also, no areas of archaeological sensitivity have been identified within the amendment area boundary as per the 1992 *Survey of Historic and Archaeological Resources in the Unincorporated County*.

Public Facility Impacts, Overall

Lealman is a mostly built-out community directly north of the city of Saint Petersburg. Parcels are small with limited developability potential after factoring for building setbacks, parking, stormwater, landscaping, etc. Some properties may find opportunities for consolidation, while others will need to come up with creative ways to redevelop to meet demands and improve the area. The Lealman Form Based Code (L-FBC) is calibrated to provide assistance to increase development flexibility while improving aesthetics and provide additional provisions with regard to permitted uses, residential densities and nonresidential intensities. The L-FBC elevates the urban design requirements while incentivizing redevelopment that can lead to improved infrastructure and facilities as projects are built.

Water and Sewer

The Lealman community is adequately served with potable water and sanitary sewer. As redevelopment is proposed, properties will be evaluated for necessary infrastructure upgrades to continue adequate service. From time-to-time property owners may be required to make such improvements prior to development in order to maintain or improve service capacity.

Solid Waste

The County's Solid Waste Department updated the Solid Waste Master Plan in 2020. The Plan includes implementation steps to extend the life of the Waste-to-Energy (WTE) facility by another 25 years. The new FLUM designations and associated L-FBC in the Lealman CRA is anticipated to bring redevelopment, which will allow the installation of newer more advanced systems of waste disposal, collection, recovery.

Transportation

The amendment area is served by three (3) primary transportation corridors: 54th Avenue N for the Neighborhood Park District, Haines Road for the Local Trade District, and 34th Street N and Haines Road for the Commerce District. The amendment area is also served by mass transit via Pinellas Suncoast Transit Authority (PSTA) who maintains two routes in the vicinity: Route 11 with stops along 28th Street N and Route 75 with stops along 54th Avenue N.

The Lealman community includes a robust street network offering significant connectivity and accessibility. As redevelopment occurs under the L-FBC, further improvements can be realized to increase property-to-property connections, consolidated and better-designed drive access points, and increased pedestrian and bicycle infrastructure. In addition, the L-FBC encourages a more urban environment to facilitate and ease non-motorized transportation improvements. The collection of improvements to both the public and private realms can help to increase both pedestrian and vehicular safety as well as reduce vehicular trip generation. As redevelopment is proposed, properties will be evaluated for additional transportation improvement needs.

Conclusion

The DRC staff is of the opinion that the proposed FLUM amendment change from the current mix of different FLUM designations to the three proposed Multi-Use Corridor designations is appropriate for the area identified, compatible with the surrounding development pattern, 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

- Goal 1** **Provide a variety of land use character areas to meet the needs of a diverse population and support thriving, resilient, quality communities.**
- 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.

COUNTY DEVELOPMENT REGULATIONS

Approval of this request does not ensure that redevelopment of the subject land parcels meet County land development regulations, including concurrency management, stormwater and parking requirements, which apply at the time of site plan review.

PROPOSED BCC HEARING DATE: July 18, 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. FLU-23-04 and corresponding Case No. ZON-23-05, the latter of which is to be heard by the Board of County Commissioners at a later date.

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 the corresponding zoning-related cases (LDR-23-01 and ZON-23-05) to be heard by the Board of County Commissioners at a later date.

ATTACHMENTS: (Maps and Parcels List)