



## Staff Report to the St. Petersburg Community Planning & Preservation Commission

Prepared by the Planning & Development Services Department,  
Urban Planning and Historic Preservation Division

For Public Hearing and Executive Action on Tuesday, February 14, 2023  
at 2:00 p.m. in City Council Chambers, City Hall  
175 5<sup>th</sup> St North, St. Petersburg, FL 33701.

According to Planning and Development Services records, there are no Community Planning & Preservation Commission members that have a direct or indirect ownership interest in real property located within 1,000 linear feet of real property contained within the application (measured by a straight line between the nearest points on the property lines). All other possible conflicts should be declared upon announcement of the item.

### City File: FLUM-68

423, 429 and 437 11<sup>th</sup> Ave South

This is a private-initiated application requesting the Community Planning and Preservation Commission (“CPPC”), in its capacity as the Local Planning Agency (“LPA”), make a finding of consistency with the Comprehensive Plan and recommend to City Council **APPROVAL** of the following Future Land Use Map amendment from Planned Redevelopment – Residential (PR-R) to Residential Medium (RM) and concurrent amendment to the Official Zoning Map from Neighborhood Traditional - 2 (NT-2) to Neighborhood Suburban Multifamily – 1 (NSM-1) for a 0.42-acre site located at 423, 429 and 437 11<sup>th</sup> Avenue South.

#### APPLICANT INFORMATION

**APPLICANT/OWNER:** **TRB Development Pinellas LLC**  
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## REQUEST

The applicant is requesting an amendment to the Future Land Use Map from Planned Redevelopment – Residential (PR-R) to Residential Medium (RM) and a concurrent amendment to the Official Zoning Map from Neighborhood Traditional - 2 (NT-2) to Neighborhood Suburban Multifamily -1 (NSM-1) for a 0.42-acre site located at 423, 429 and 437 11<sup>th</sup> Avenue South. The site is located within the Intown Activity Center (AC) overlay on the Future Land Use Map, which will remain. The purpose of the proposed amendments, as stated by the applicant, is to allow for the continued use of medium density residential duplexes that have historically been on site since 1938 but were recently demolished.

## SITE DESCRIPTION

Street Address:	423, 429 and 437 11 <sup>th</sup> Avenue South
Parcel ID No.:	30-31-17-12114-000-0680, 30-31-17-12114-000-0690 and 30-31-17-12114-000-070
Acreage:	0.42
Future Land Use:	From Planned Redevelopment – Residential (PR-R) with Activity Center Overlay to Residential Medium (RM) with Activity Center Overlay
Zoning:	From Neighborhood Traditional - 2 (NT-2) to Neighborhood Suburban Multifamily -1 (NSM-1)
Countywide Plan Map:	Activity Center (AC) – no change proposed
Existing Use:	Vacant residential – formerly three duplexes consisting of six dwelling units
Surrounding Uses:	North: Single-family residential, New Frontier Freedom House (Institutional), and Multifamily residential West: Single-family residential and a duplex South: Future site of the Tampa Bay Innovation Center (TBIC) East: Vacant commercial
Neighborhood Association:	Within the Historic Roser Park Neighborhood Association and the Innovation District Business Association. Within 300 ft of Bartlett Park Neighborhood Association and the Downtown Neighborhood Association.

## BACKGROUND

The subject 0.42-acre parcel contains three platted lots (68, 69 and 70) in the Brookside Park Subdivision that are bounded to the east by a vacant commercial building built in 1946 which fronts 4<sup>th</sup> Street South. The parcel is bounded to the north by an alley. On the north side of the alley uses include a single-family home, a 10-unit multi-family apartment building and the New Frontier Freedom House, which is an institutional use supporting Narcotics Anonymous. To the west on the north side of 11<sup>th</sup> Avenue South to 5<sup>th</sup> Street South are single-family homes and one duplex. On the south side of 11<sup>th</sup> Avenue South is a 2.5-acre site that is currently under construction for the 45,000 square-foot Tampa Bay Innovation Center (TBIC). The TBIC is a project spearheaded by Pinellas County that was awarded a Federal Economic Development Administration grant to construct a business incubator set to open in the fall of 2023. The western one-third of the TBIC property is zoned Neighborhood Suburban Multifamily -1 (NSM-1). Property located to the southwest is owned by the City of St. Petersburg and functions as a stormwater retention area.

Per the associated Property Card Interpretations (PCIs), in total, the three lots contained six dwelling units, three of which were considered grandfathered until they were demolished by the current owner in April of 2022. In 1990, the property was granted Special Exception approval to allow for the operation of a social service agency for the homeless with variances to setbacks and parking. The site has since operated under

various social service agencies where various building alterations were made. Details on the property history of each lot are as follows:

- Lot 70 located at 423 11<sup>th</sup> Avenue South contained two buildings, a front building with two bedrooms for staff and a second rear building that contained two second floor apartments located above an enclosed garage. The front building with staff bedrooms did not vest as residential density because it was operated by social service agencies, and it was therefore determined that there were two grandfathered dwelling units.
- Lot 69 located at 429 11<sup>th</sup> Avenue South contained one residential duplex building and it was determined that there were two grandfathered dwelling units.
- Lot 68 located at 437 11<sup>th</sup> Avenue South was permitted in 1926 for a single structure rooming house with six 264 square feet living units that was later used as a women and children group shelter from 1994 to 2003 and then the St. Petersburg Free Clinic, Inc from 2013 to 2021. In accordance with Section 16.60.010.2G, residential equivalent uses are calculated as follows for residential density: three beds equate to one dwelling unit. Accordingly, it was determined that there were two grandfathered units.

The redevelopment of grandfathered uses is permitted in accordance with LDR Section 16.70.040.1.15, where redevelopment of the site to accommodate three two-unit duplexes would be permitted provided that a redevelopment plan is submitted and approved by the City prior to voluntary demolition of the grandfathered use. If a redevelopment plan is not approved prior to demolition, new development shall conform to the regulations for the district in which the property is located. The subject structures were voluntarily demolished by the owner in April of 2022; therefore, a redevelopment plan is no longer an option.

The current zoning of Neighborhood Traditional - 2 (NT-2) has been in place since September 2007, following the implementation of the City's Vision 2020 Plan and the Citywide rezoning and update of the Land Development Regulations. From 1977 to 2007, the site and surrounding area was zoned Residential Office - 2 (RO-2), which was intended to permit a mix of multifamily residential at densities up to 12 dwelling units per acre and office uses.

The majority of the site is located within the Coastal High Hazard Area (CHHA) and the 100-year flood plain with a base flood elevation of eight to nine feet. Of the total 18,325 square foot site, only approximately 98 square feet are not within the CHHA.

## **CONSISTENCY AND COMPATIBILITY**

The primary criteria associated with this private application are consistency and compatibility of the requested designation with the established surrounding land use and zoning patterns, and the provision of adequate public services and facilities.

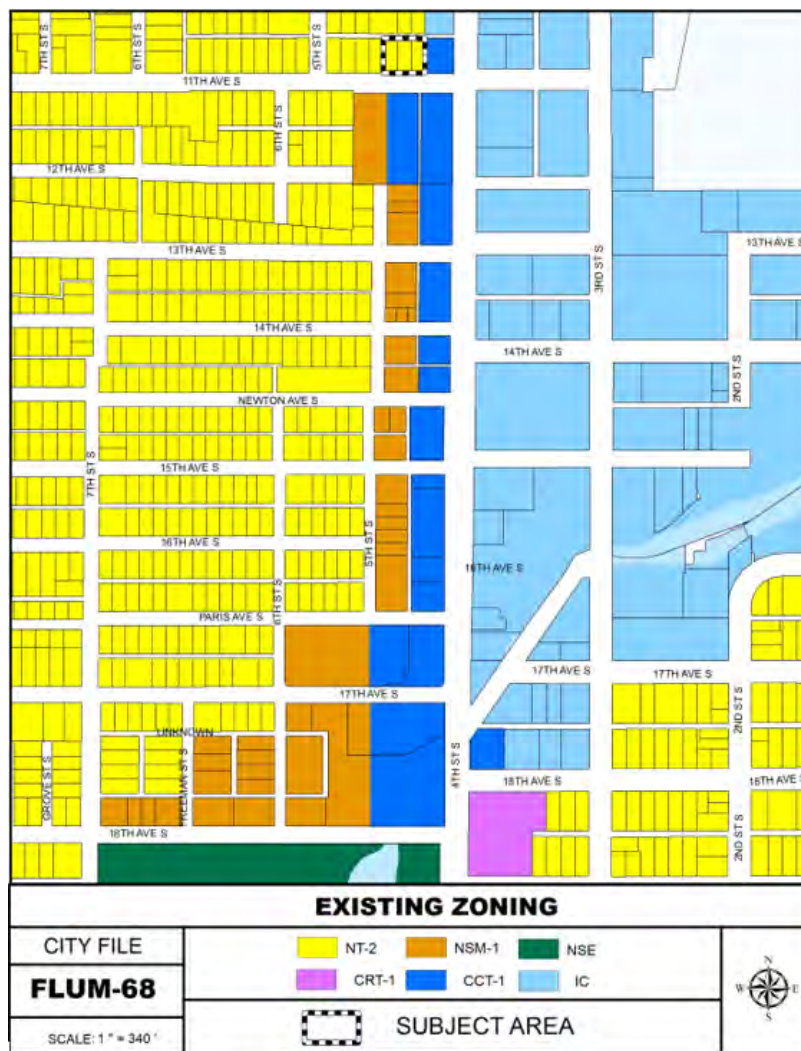
The property owner's intent to redevelop the site to replace the former structures containing a total of six grandfathered units with three new duplexes is not consistent with the current Planned Redevelopment – Residential (PR-R) Future Land Use designation and Neighborhood Traditional - 2 (NT-2) zoning district. The PR-R land use designation is intended for low to moderate density residential uses not to exceed 15 dwelling units per net acre. Similarly, the NT-2 zoning district also only allows for single-family residential homes with accessory dwelling units, and duplexes are considered to be a "Grandfathered" use. On the Future Land Use map, the site is also located within the Intown Activity Center (AC) overlay. An AC overlay provides for density and intensity increases for mixed use zoning districts. Since the subject site is zoned NT-2, which only allows for single-family residential and does not allow for a mix of uses, the AC overlay does not provide for density or intensity increases.

The proposed Residential Medium (RM) Future Land Use designation allows for medium density residential uses not to exceed 15 dwelling units per net acre. Similar to PR-R, RM does not allow for a mix of uses, therefore the AC overlay does not provide for density or intensity increases.

A land use change to RM would allow for the proposed rezoning to Neighborhood Suburban Multifamily – 1 (NSM-1). The purpose of the NSM-1 district is to allow for medium-intensity garden apartments reflecting both small- and large-scale apartment complexes. Both NT-2 and NSM-1 allow up to the same maximum density of 15 dwelling units per acre, however the building form of the units for NT-2 is single-family with an accessory dwelling unit or ADU and the form of the units for NSM-1 is multifamily which may include duplexes.

The requested amendments to the RM land use designation and NSM-1 zoning district are appropriate at this location as it is consistent with several Comprehensive Plan goals, objectives, and policies, which are included in the following section of the report. For example, Policy LU3.4 that calls for the Land Use Plan to provide for compatible land use transitions through an orderly land use arrangement. The request furthers this policy as the proposed amendments are consistent with the established land use and zoning pattern of 4<sup>th</sup> Street South from 11<sup>th</sup> to 18<sup>th</sup> Avenue South at Bartlett Park, where the parcels fronting 4<sup>th</sup> Street South on the west side of the road are zoned Corridor Commercial Traditional – 1 (CCT-1) followed by a western transition in density to NSM-1 and then NT-2 (see below zoning map figure). The proposed amendments will be a continuation of the existing transition in intensity resulting in an orderly and logical land use arrangement.

*Zoning Map demonstrating the existing transition in intensity on the west side of 4<sup>th</sup> Street South:*



The proposed amendments are also consistent with Countywide Land Use Strategy Map, where the subject property is designated Activity Center (AC) with an Urban Center subcategory designation, which provides for the highest density and intensity development standards. The Countywide Plan Rules identifies the Urban Center as providing for up to 200 dwelling units an acre and a Floor Area Ratio (FAR) of 8.0. The Land Use Strategy Map and the Advantage Pinellas Plan, also known as the 2045 Long Range Transportation Plan, identify this section of 4<sup>th</sup> Street South as a supporting multimodal corridor which are key priority investment corridors to be served with high frequency transit. Both plans prioritize investment in projects that support these investment corridors as they are best suited for regional connectivity of housing and employment by promoting travel options and economic redevelopment while protecting established communities.

## RELEVANT CONSIDERATIONS ON AMENDMENTS TO THE FUTURE LAND USE MAP

The Urban Planning & Historic Preservation Division staff reviewed this application in the context of the following criteria excerpted from the City Code *Section 16.70.040.1.1 Amendments to the Comprehensive Plan and Land Development Regulations*, the review and decision shall be guided by the following factors:

### 1. Compliance of the proposed use with the goals, objectives, policies, and guidelines of the Comprehensive Plan.

The following staff analysis is provided to address compliance with the following policies and objectives from the Comprehensive Plan:

LU 2.5 The Land Use Plan shall make the maximum use of available public facilities and minimize the need for new facilities by directing new development to infill and redevelopment locations where excess capacity is available.

*The subject amendment is supporting redevelopment of a site that is served by public facilities with excess capacity available.*

LU3.4 The Land Use Plan shall provide for compatible land use transition through an orderly land use arrangement, proper buffering, and the use of physical and natural separators.

*The request furthers this policy as the proposed amendments are consistent with the established land use and zoning pattern of 4<sup>th</sup> Street South from 11<sup>th</sup> to 18<sup>th</sup> Avenue South at Bartlett Park, where the parcels fronting 4<sup>th</sup> Street South on the west side of the road are zoned Corridor Commercial Traditional – 1 (CCT-1) followed by a western transition in density to NSM-1 and then NT-2 (see above zoning map). The proposed amendments will be a continuation of the existing transition in intensity resulting in a logical and orderly land use pattern.*

LU3.6 Land use planning decisions shall weigh heavily on the established character of predominately developed areas where changes of use or intensity of development are contemplated.

*The proposed amendments are not increasing density or intensity but changing the allowed building design form from single-family homes to multifamily homes such as duplexes, similar to what has historically been located on site since the mid-1930s and was permitted by the zoning district until 2007, where the existing duplexes became legal nonconforming uses. Additionally, as stated above, the proposed land use and zoning change is consistent with the predominant zoning pattern on the west side of 4<sup>th</sup> Street South.*

- LU3.7 Land use planning decisions shall include a review to determine whether existing Land Use Plan boundaries are logically drawn in relation to existing conditions and expected future conditions.
- Land use boundaries are logically drawn and are of a relatively consistent depth in relation to existing land use and zoning pattern on the west side of 4<sup>th</sup> Street North. The purpose of proposed amendment, as stated by the applicant is to redevelop the site in similar form as to what was historically on site, three two-unit duplexes.*
- LU3.8 The City shall protect existing and future residential uses from incompatible uses, noise, traffic, and other intrusions that detract from the long-term desirability of an area through appropriate land development regulations.
- The proposed amendments will allow for the site's former use of two-unit duplexes that were considered legal nonconforming uses to be redeveloped as legal conforming duplexes thereby not changing its historic nature and remaining a compatible and appropriate use for the immediate area.*
- LU3.11 More dense residential uses (more than 7.5 units per acre) may be located along (1) passenger rail lines and designated major streets or (2) in close proximity to activity centers where compatible.
- The amendment area is maintaining its density of 15 dwelling units per acre and is located near 4th Street South, which is designated as a future major street on the Future Major Streets Map (Comprehensive Plan Map 20) and a high frequency transit route. The subject site is also located with the Intown Activity Center, which is identified as an area suitable for concentrated growth and economic development.*
- LU5.3 The Concurrency Management System shall continue to be implemented to ensure proposed development to be considered for approval shall be in conformance with existing and planned support facilities and that such facilities and services be available, at the adopted level of service standards, concurrent with the impacts of development.
- LOS impact analysis concludes that the proposed FLUM amendment and concurrent rezoning will not have a significant impact on the City's adopted LOS standards for public services and facilities including potable water, sanitary sewer, solid waste, traffic, mass transit, recreation, and stormwater management.*
- LU 7.1 The City shall consider flood potential, sea level rise and hurricane hazards when processing map amendment requests in the Coastal High Hazard Area ("CHHA"). The City shall deny any request to amend the Future Land Use Map for property within the CHHA that results in an increase of residential density, except that the City may, at its sole and absolute discretion, consider approving such amendment based upon a balancing of the following criteria, as are determined applicable and significant to the subject amendment with items B, C, J, and K weighted as mandatory minimum criteria.
- Most of the subject amendment area is located within the Coastal High Hazard Area (CHHA) with the current PR-R density allowance of up to 15 dwelling units per acre or 6 units. The proposed land use classification to RM also allows 15 du/acre, or 6 units. Therefore, the proposed amendments do not increase density in the CHHA.*
- Additionally, the proposed amendment furthers a goal of the StPete2050 Vision Plan theme of Community Character and Growth that calls for the allowance of redevelopment in the CHHA that reduces at-risk properties and populations and increases resilient development and structures.*

- LU19.3 The land use pattern shall contribute to minimizing travel requirements and anticipate and support increased usage of mass transit systems.
- The proposed land use amendment contributes to minimizing travel requirements as the site is located on 4<sup>th</sup> Street South, which is a high frequency transit route with bus stops located in close proximity, just south of 11<sup>st</sup> Avenue South.*
- LU20.2 The Future Land Use Element of the St. Petersburg Comprehensive Plan shall be consistent with the Countywide Future Land Use Plan, including the categories, rules, policies, and procedures thereof.
- The proposed amendments to the City's Future Land Use Map and Official Zoning Map are consistent with the Countywide Rules and Future Land Use Plan as the site is already designated Activity Center (AC). Therefore, no amendment to the Countywide Map is required.*
- LU23.1 The City's development review policies and procedures shall continue to integrate land use and transportation planning so that land development patterns support mobility choices and reduced trip lengths.
- The subject property is adjacent to 4<sup>th</sup> Street South which is classified as a Future Major Street and a supporting multimodal corridor. The redevelopment of the site for three two-unit duplexes will continue to integrate with land use with transportation planning as the site is currently served with high frequency transit while being located within the northern boundaries of the Intown Activity Center.*
- CM10B The City shall direct population concentrations away from known or predicted coastal high hazard areas consistent with the goals, objectives, and policies of the Future Land Use Element.
- As previously noted, most of the amendment area is located within the Coastal High Hazard Area (CHHA) and is currently zoned for residential allowing up to 15 dwelling units per acre or 6 units. The proposed amendments also allow for up to 15 dwelling units per acre, therefore net residential density increase is being proposed.*
- T13.2 The City shall include criteria in the FLUM amendment process in the Land Development Regulations to give additional weight to amendments that increase densities for projects that are located in close proximity to Activity Centers or along corridors where transit or facilities for high occupant vehicles exist, where compatible with the policies established in the Land Use Element.
- As stated above, the proposed amendments will allow for the continued use of multifamily housing that is located within the Intown Activity Center and served by high frequency transit.*
- Additionally, a goal of the StPete2050 Vision Plan theme of Sustainability and Resilience is to reduce vehicle miles traveled and parking demand by increasing development that is supported by high-frequency transit service.*
- PR1.1 The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
- The subject property owner has initiated the subject land use and zoning map amendments in order to further their interests in their private property.*

PR1.2 The right of a property owner to use, maintain, develop, and improve his or her property for personal use or the use of any other person, subject to state law and local ordinances.

*The subject property owner has initiated the subject land use and zoning map amendments in order to expand upon their existing entitlements and to develop according to state law and local ordinances.*

PR1.3 The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.

*The proposed amendments do not alter the property owner's right to privacy or their ability to exclude others from the property to protect the owner's possessions and property.*

PR1.4 The right of a property owner to dispose of his or her property through sale or gift.

*The proposed amendments do not alter the property owners right to dispose of their property through sale or gift.*

**2. Whether the proposed amendment would adversely affect environmentally sensitive lands or properties which are documented as habitat for listed species as defined by the Conservation Element of the Comprehensive Plan.**

The proposed amendment would not adversely affect any environmentally sensitive land or properties which are documented as habitat for listed species as defined by the conservation element of the Comprehensive Plan. The site was developed in the 1930's with three two-unit duplexes.

**3. Whether the proposed changes would alter the population density pattern and thereby adversely affect residential dwelling units.**

The existing PR-R and proposed RM Future Land Use designations both allow for 15 dwelling units per acre, or 6 dwelling units on the subject property. However, as stated above, the current zoning allows for single-family residential but historically the lots were developed as two-unit multifamily duplexes. Assuming 1.5 people per multi-family dwelling unit, both the previous use and the proposed use could support a total population of 9 people, which represents no net increase in population.

**4. Impact of the proposed amendment upon the adopted level of service (LOS) for public services and facilities including, but not limited to: water, sewer, sanitation, recreation and stormwater management and impact on LOS standards for traffic and mass transit. The POD may require the applicant to prepare and present with the application whatever studies are necessary to determine what effects the amendment will have on the LOS.**

The following LOS impact analysis concludes that the proposed FLUM amendment and concurrent rezoning will not have a significant impact on the City's adopted LOS standards for public services and facilities including potable water, sanitary sewer, solid waste, traffic, mass transit, recreation, and stormwater management. Upon application for site plan review, or development permits, a concurrency review will be completed to determine whether the proposed development may proceed. The property owner must comply with all laws and ordinances in effect at the time development permits are requested.

**POTABLE WATER**

Under the existing inter-local agreement with Tampa Bay Water (TBW), the region's local governments are required to project and submit, on or before February 1<sup>st</sup> of each year the anticipated water demand for the following year. TBW is contractually obligated to meet the City's and other



member government's water supply needs. The City's adopted LOS standard is 125 gallons per capita per day (gpcd), while the actual current usage equates to approximately 72.4 gpcd. The City's overall potable water demand is approximately 26.8 million gallons per day (mgd), while the systemwide capacity is 68 mgd. With only 40% of capacity systemwide currently being used, there is excess water capacity to serve the amendment area.

### **SANITARY SEWER**

The subject property is served by the Southwest Water Reclamation Facility, which presently has an estimated excess average daily capacity of 5.26 mgd. The estimate is based on permit capacity of 20 mgd and a calendar year 2021 daily average flow of 14.74 mgd. With approximately 26% available capacity, there is excess average daily capacity to serve the amendment area.

Following several major rain events in 2015-2016, the City increased its' peak wet weather wastewater treatment capacity from 112 mgd to approximately 157 mgd – a 40% increase in peak flow capacity. As outlined in the St. Pete Water Plan, the City is implementing system reliability improvements at the WRFs, aggressively improving the gravity collection system to decrease Inflow and Infiltration (I&I) which reduces peak flows at the WRFs, and addressing sea level rise system vulnerabilities at lift stations.

The City remains committed to continued I&I reduction. Also, the City is fully committed to implementing selected recommendations from the St. Pete Water Plan, which incorporates growth projections and outlines the required system and network improvements needed to provide a resilient wastewater collection and treatment system.

### **SOLID WASTE/SANITATION**

Solid waste collection is the responsibility of the City, while solid waste disposal is the responsibility of Pinellas County. The City and the County have the same designated LOS of 1.3 tons per person per year. The County currently receives and disposes of municipal solid waste generated throughout Pinellas County. All solid waste disposed of at Pinellas County Solid Waste is recycled, combusted, or buried at the Bridgeway Acres sanitary landfill. The City and County's commitment to recycling and waste reduction programs have assisted in keeping down the actual demand for solid waste disposal, which continues to extend the life span of Bridgeway Acres Sanitary Landfill. The landfill is expected to remain in use for approximately 82 years, based on current design (grading) and disposal rates. Thus, there is excess solid waste capacity to serve the amendment area.

### **RECREATION**

The City's adopted LOS for recreation and open space is 9 acres/1,000 population, the actual LOS City-wide is estimated to be 20.14 acres/1,000 population. With a LOS rate of 9 acres/1,000 permanent and seasonal residents, the City would still have 20.14 acres/1,000 permanent and seasonal residents. If approved, there will be no noticeable impact on the adopted LOS standard for recreation and open space.

### **STORMWATER MANAGEMENT/DRAINAGE**

Drainage LOS identifies minimum criteria for existing and future facilities impacted by rain events. This is often quantified by a "design storm" with a specific duration, rainfall amount and return frequency. Currently the design storm used by the City is a 10-year return frequency, 1-hour duration storm as outlined in Drainage Ordinance, Section 16.40.030 of the Land Development Regulations (LDR). Unlike the other concurrency related facilities, stormwater LOS is not calculated with a per capita formula. Instead, the City implements the LOS standard through review of drainage plans for new development and redevelopment where all new construction of and improvements to existing surface water management systems will be required to meet design standards outlined in LDR Section 16.40.030. This ordinance requires all new development projects to be permitted through the City

and SWFWMD to ensure projects meet quantity and quality design standards for stormwater treatment.

Prior to redevelopment of the subject property, site plan approval will be required. At that time, City Code and Southwest Florida Water Management District (SWFWMD) site requirements for stormwater management criteria will be implemented. The City's existing Stormwater Management Master Plan (SWMP) contains detailed information on the 26 basins that comprise the stormwater management area. An update to the plan is currently underway with the assistance of cooperative funding from SWFWMD. The City's commitment to upgrading the capacity of stormwater management systems is demonstrated by continued implementation of the SWMP, the Stormwater Utility Fee and capital improvement budgeting for needed improvements.

The City is updating the Stormwater Management Master Plan with an expected completion before the end of calendar year 2023. While this update is consistent with the SWFWMD guidelines, it is enhanced as it takes into consideration sea level rise to identify projects to maintain LOS and enhance water quality. The City's Stormwater Design Standards are being updated to incorporate Low Impact Design (LID) to reduce stormwater runoff and increase water quality. Likewise, the City recently updated its' impervious service mapping throughout the City and will be working towards a credit-based stormwater rate system for commercial and residential properties who implement LID and rain harvesting elements. Examples of such credits may be underground stormwater vaults, pervious pavements, greywater systems, and vegetative swales.

## **TRAFFIC**

### Existing and Projected Roadway Conditions

The subject property is located on the northern side of 11<sup>th</sup> Avenue South and west of a commercial building on 4<sup>th</sup> Street South. The City of St. Petersburg maintains 11<sup>th</sup> Avenue South, a two-lane, undivided local road, and 4<sup>th</sup> Street South, a four-lane, divided collector road. Fourth Street South from 9<sup>th</sup> Avenue South to 18<sup>th</sup> Avenue South carries 15,395 vehicles on a typical day and has a level of service (LOS) of "D" based on the Forward Pinellas "2022 Annual Level of Service Report." According to the Florida Department of Transportation, LOS is a quantitative stratification of a performance measure or measures that represent the quality of service, measured on an "A" to "F" scale, with LOS "A" representing the best operating conditions from the traveler's perspective and LOS "F" the worst. Forward Pinellas does not provide LOS data for 11<sup>th</sup> Avenue South because it is not a major road. Traffic volumes on 11<sup>th</sup> Avenue South are low. The City conducted a traffic count on 11<sup>th</sup> Avenue South at 7<sup>th</sup> Street in 2018. The daily traffic count was 938 (276 trips eastbound and 662 westbound).

The subject property previously had three duplex buildings totaling six units. The applicant intends to build three duplexes. The Transportation and Parking Management Department staff utilized the Institute of Transportation Engineer's (ITE)' "Trip Generation Manual" (11<sup>th</sup> Edition) to estimate trip generation for the proposed and prior developments. Using ITE Land Use Code 215 for single-family attached housing (a single structure with two distinct dwelling units), staff estimated that three duplexes generate 3 p.m. peak hour trips (2 trips entering the site and 1 leaving the site). The proposed duplexes will likely have a minimal impact on roadway capacity and operating conditions, even without a trip credit from the previous development.

## **TRANSIT**

The Citywide LOS for mass transit will not be affected. The Pinellas Suncoast Transit Authority's (PSTA's) Route 4 serves 4<sup>th</sup> Street and has 15-minute headways, which is very frequent service. A Route 4 bus stop is located just south of 11<sup>th</sup> Avenue South. The northbound service typically has 11 riders boarding or alighting at this location per day, and the southbound service typically has four (4) riders boarding or alighting per day.

## **COMPLETE STREETS**

The City of St. Petersburg is committed to maintaining a safe transportation system for all users, including pedestrians and bicyclists. A Complete Streets administrative policy was signed in November 2015 that aims to make all city streets and travel ways safe and accommodating to all modes of transportation. The City adopted the Complete Streets Implementation Plan in May 2019. Several existing and planned bicycle and pedestrian facilities are located near the subject property.

### Pedestrian Network

Sidewalks exist on the northern and southern sides of 11<sup>th</sup> Avenue South and eastern and western sides of 4<sup>th</sup> Street. There is a planned crosswalk at the 11th Avenue South and 4th Street intersection, and a planned rectangular rapid-flashing beacon (RRFB) will better enable pedestrians to cross 4<sup>th</sup> Street at 11<sup>th</sup> Avenue South.

### Bicycle Network

A proposed bicycle/pedestrian trail along the northern side of 11th Avenue South will cross 4<sup>th</sup> Street. Given the need to provide a safe crossing for trail users, a traffic signal is warranted at the intersection of 11<sup>th</sup> Avenue South and 4<sup>th</sup> Street. Funding for the design and construction of the signal has not yet been programmed.

### Neighborhood Traffic Plan

The subject property is in the Historic Roser Park neighborhood. According to the neighborhood traffic plan, three brick-imprinted speed plateaus exist on 11<sup>th</sup> Avenue South between 4<sup>th</sup> Street and Martin Luther King Street.

**5. Appropriate and adequate land area sufficient for the use and reasonably anticipated operations and expansions;**

The land area is both appropriate and adequate for the applicants stated intention to redevelop the site to replace the former three building two-unit duplexes that were legal nonconforming uses with new duplexes that are legal and conform with the land use and zoning designation.

**6. The amount and availability of vacant land or land suitable for redevelopment for similar uses in the City or on contiguous properties;**

Not applicable as the site is intended for redevelopment and replacement equal to its former use.

**7. Whether the proposed change is consistent with the established land use pattern of the areas in reasonable proximity;**

The requested RM land use designation and NSM-1 zoning are consistent with the established land use and zoning pattern of 4th Street South from 11th Avenue South to 18th Avenue South at Bartlett Park, where the parcels fronting 4th Street South on the west side of the road are zoned Corridor Commercial Traditional – 1 (CCT-1) followed by a western transition in density to NSM-1 and then NT-2 (see above zoning map).

**8. Whether the existing district boundaries are logically drawn in relation to existing conditions on the property proposed for change;**

The existing district boundaries are logically drawn and will continue to be so with the proposed districts and the property will not have split zoning.

**9. If the proposed amendment involves a change from residential to a nonresidential use or mixed use, whether more nonresidential land is needed in the proposed location to provide services or employment to residents of the City;**

Not applicable as the current residential use will remain.

**10. Whether the subject property is within the 100-year floodplain, hurricane evacuation level zone A or Coastal High Hazard Area as identified in the coastal management element of the Comprehensive Plan;**

The subject property is within the 100-year flood plain, hurricane evacuation level zone A and the Coastal High Hazard Area. The entirety of the property is currently in hurricane evacuation level zone A.

**11. Other pertinent facts.**

The Community Planning and Preservation Commission and City Council may bring up other pertinent information as necessary.

**CONSISTENCY WITH THE COUNTYWIDE PLAN:**

Proposed amendments to local future land use plans and land development regulations are required to be consistent with the Countywide Plan Map and the criteria and standards set forth in the Countywide Rules. The subject property’s Countywide Plan Map designation of Activity Center (AC) is consistent with the proposed City land use designation of RM, therefore no amendment to the Countywide Map is required.

**PUBLIC NOTICE and COMMENTS**

*Public Notice*

The applicant has met the minimum notification requirements prescribed by City Code Chapter 16.

- December 21, 2022: Pursuant to City Code, the applicant sent a “Notice of Intent to File” to the Council of Neighborhood Associations (“CONA”), the Federation of Inner-City Organizations (“FICO”), the nearby neighborhood associations of Historic Roser Park, Bartlett Park, Downtown and the Innovation District Business Association.
- January 4, 2023: The City’s Urban Planning and Historic Preservation Division (“Division”) received an application for processing.
- January 5, 2023: An email notification and the submitted application was sent by the Division to CONA, and the nearby neighborhood associations of Historic Roser Park, Bartlett Park, Downtown and the Innovation District Business Association.
- January 20, 2023: Public notification signs were posted on the subject property. In addition to noticing the public hearing, and two (2) online links were included for accessing the information described above.
- January 20, 2023: Public notification letters were sent by direct mail to neighboring property owners within 300-linear feet of the subject property. Additional letters of notification were sent to CONA, FICO, and the nearby neighborhood associations of Historic Roser Park, Bartlett Park, Downtown and the Innovation District Business Association. In addition to the standard information, this notification included both the CPPC and City Council public hearing dates and times, web links to review the then-pending staff reports, and a link to the current planning projects webpage for more information.

*Public Comments*

To date, there have been no public comments.

## PUBLIC HEARING PROCESS

The proposed ordinances associated with the Future Land Use Map and Official Zoning Map amendment require one (1) public hearing with the Community Planning & Preservation Commission (CPPC) and one (1) public hearing with City Council.

## SUMMARY

The Staff analysis is to determine whether the proposed Amendments are consistent with the requirements of the Comprehensive Plan. Based on the analysis contained in this report, City staff agrees with the application narrative and finds that the proposed Future Land Use and Official Zoning Map amendments at the subject location are consistent with the Comprehensive Plan in the review of the Land Use, Utilities, and Transportation Elements.

## RECOMMENDATION

Staff recommends that the Community Planning and Preservation Commission (CPPC), in its capacity as the Local Planning Agency, make a finding of consistency with the Comprehensive Plan and recommend to City Council **APPROVAL** of the Comprehensive Plan Future Land Use Map and Official Zoning Map amendments described herein.

### REPORT PREPARED BY:

*Britton Wilson*

01/17/2023

Britton Wilson, AICP, Planner II  
Urban Planning and Historic Preservation Division  
Planning & Development Services Department

DATE

### REPORT APPROVED BY:

*Derek A. Kilborn*

01/17/2023

Derek Kilborn, Manager  
Urban Planning and Historic Preservation Division  
Planning & Development Services Department

DATE

## ATTACHMENTS

1. Application
2. Subject Area Maps



## **ATTACHMENT NO. 1**

### **Map Series**



# AERIAL

CITY FILE

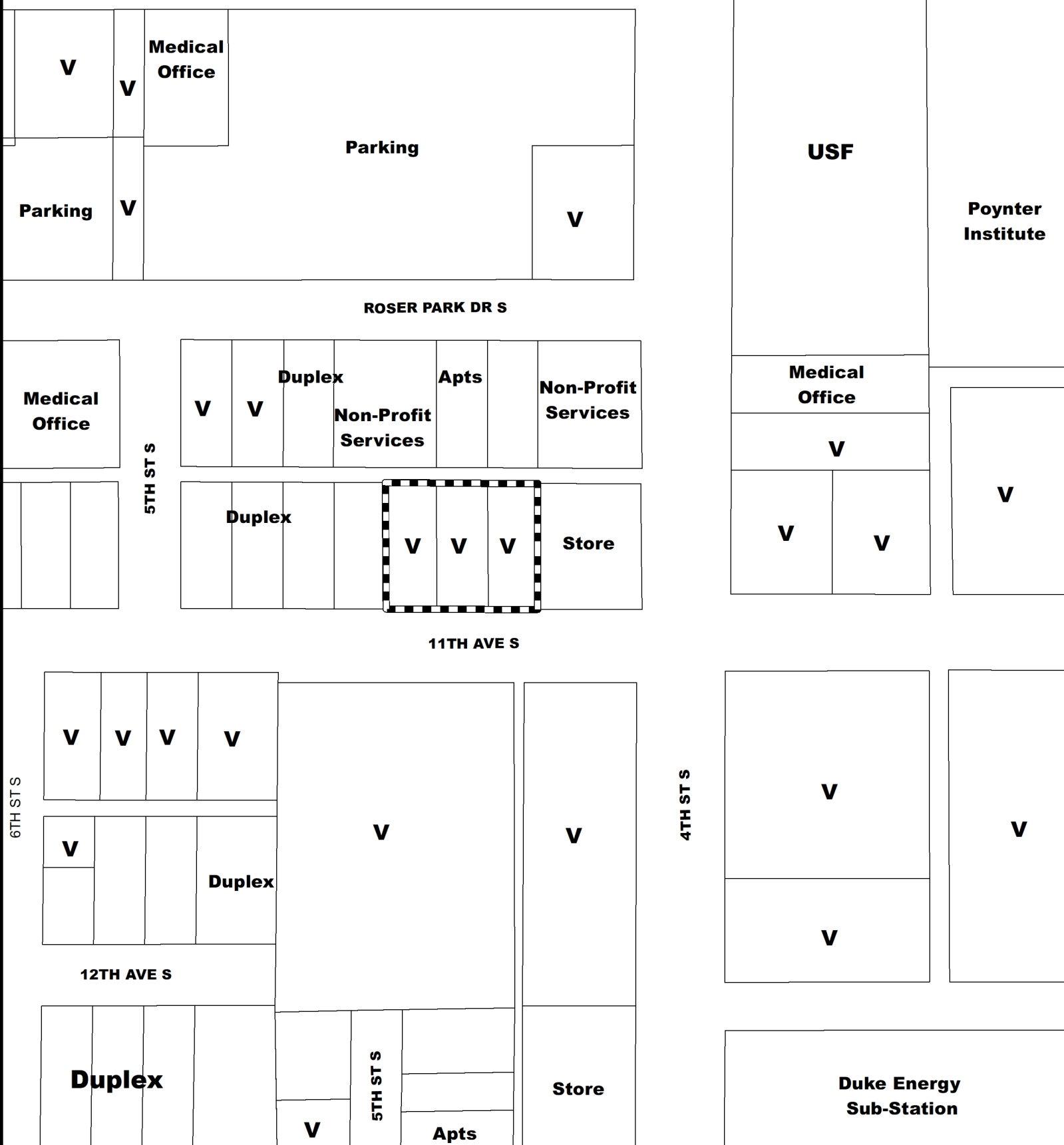
**FLUM-68**

SCALE: 1" = 125'



SUBJECT AREA






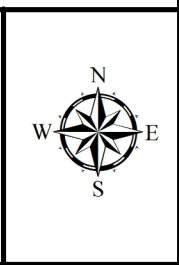
**EXISTING USES**

CITY FILE

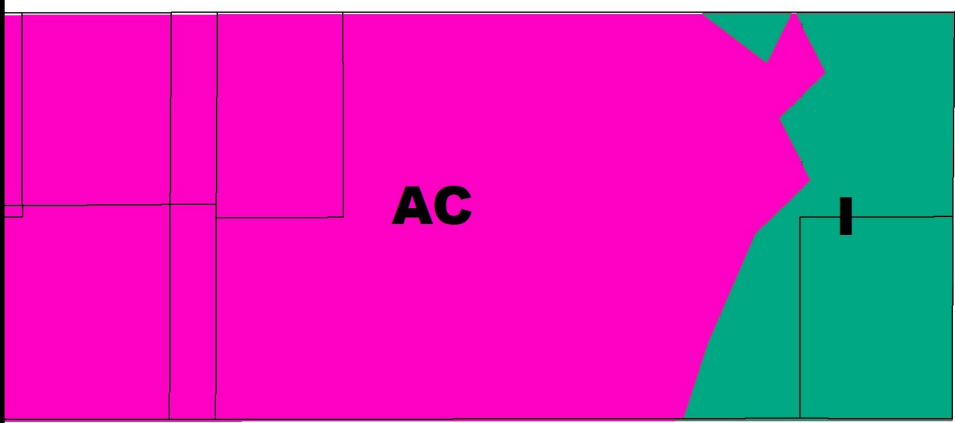
**FLUM-68**

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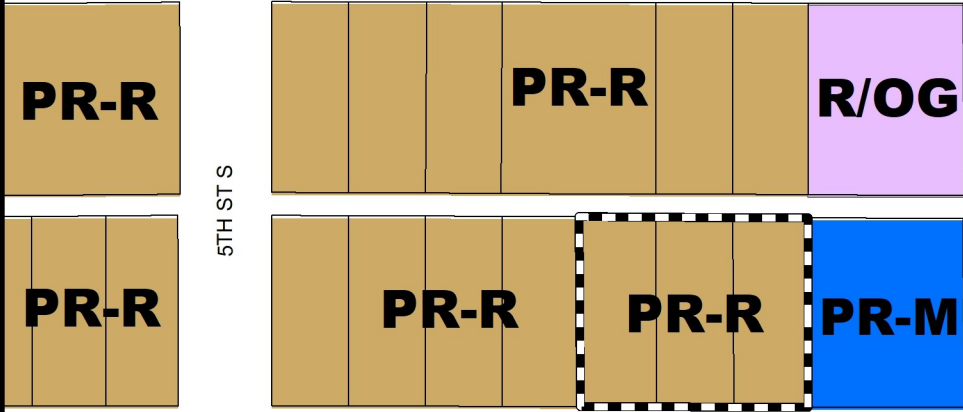
 SUBJECT AREA



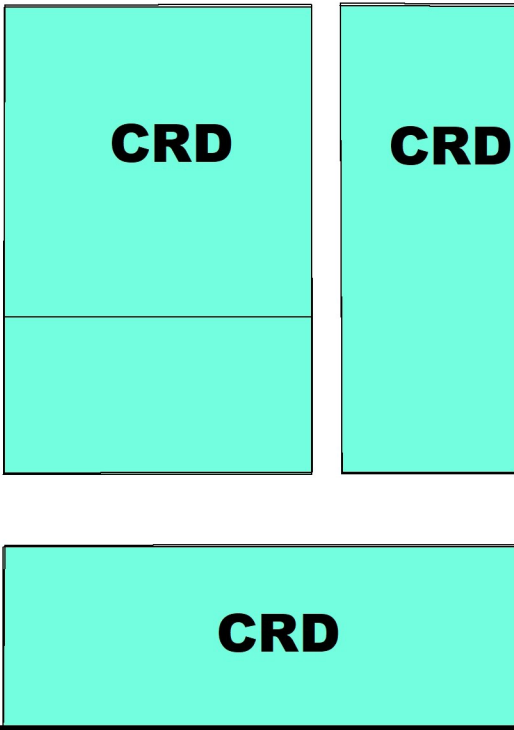
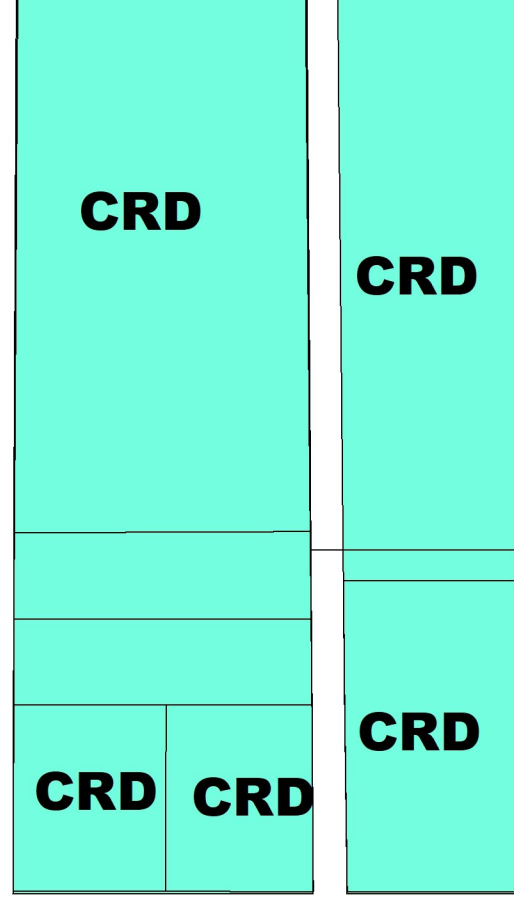
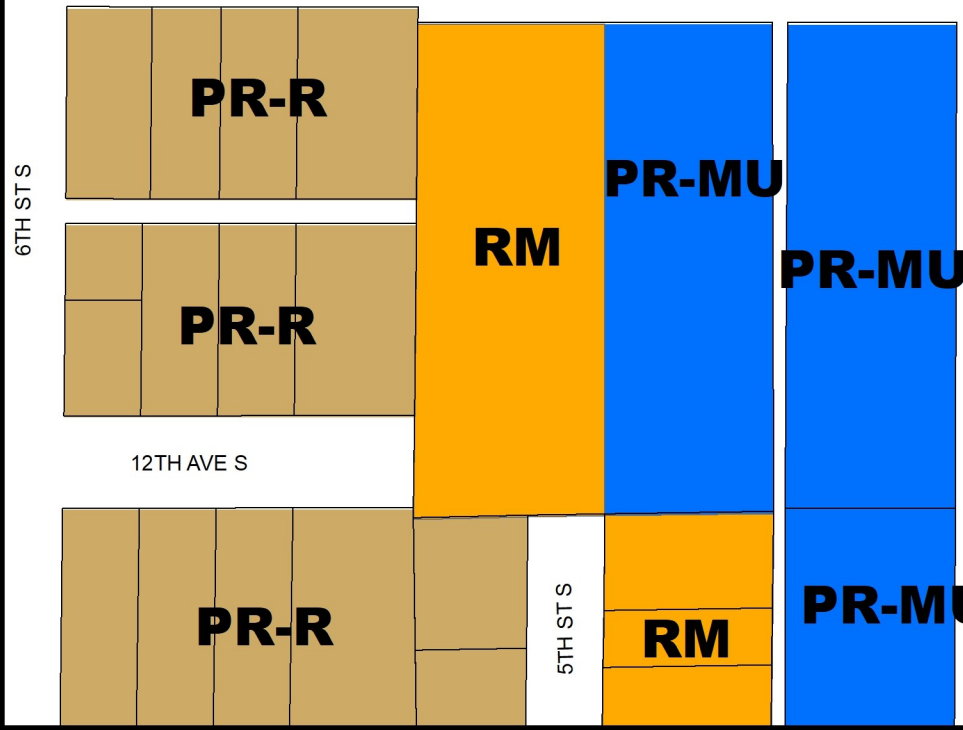




ROSER PARK DR S



11TH AVE S




**FUTURE LAND USE**

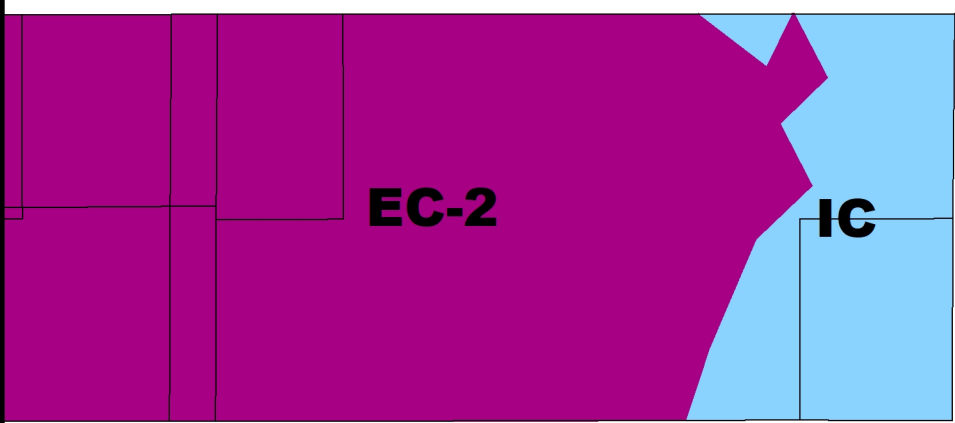
CITY FILE  
**FLUM-68**  
 SCALE: 1" = 125'

**From: PR-R**  
 (Planned Redevelopment-Residential )  
 with Activity Center Overlay

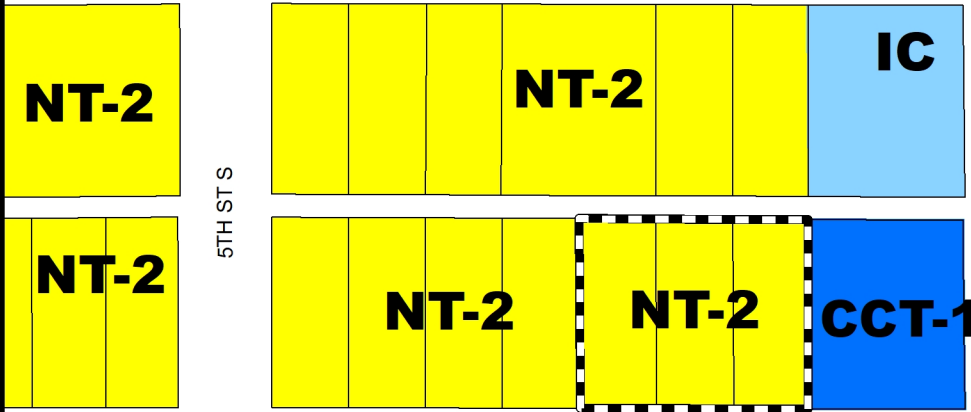
**To: RM**  
 (Residential Medium)  
 with Activity Center Overlay

 **SUBJECT AREA**

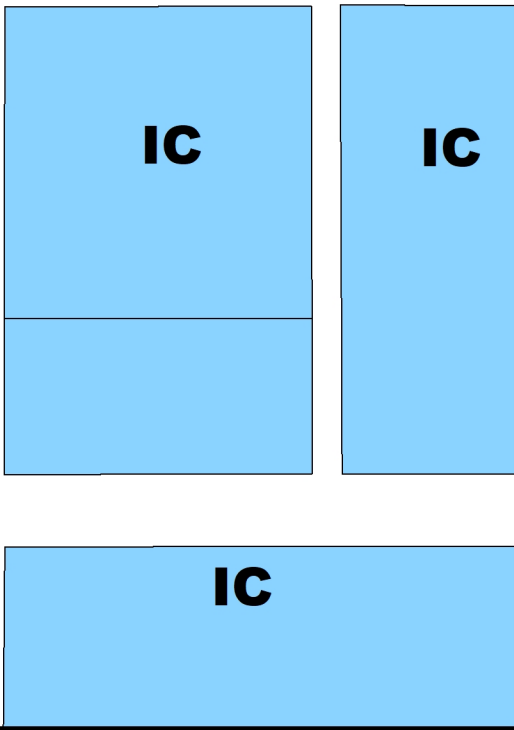
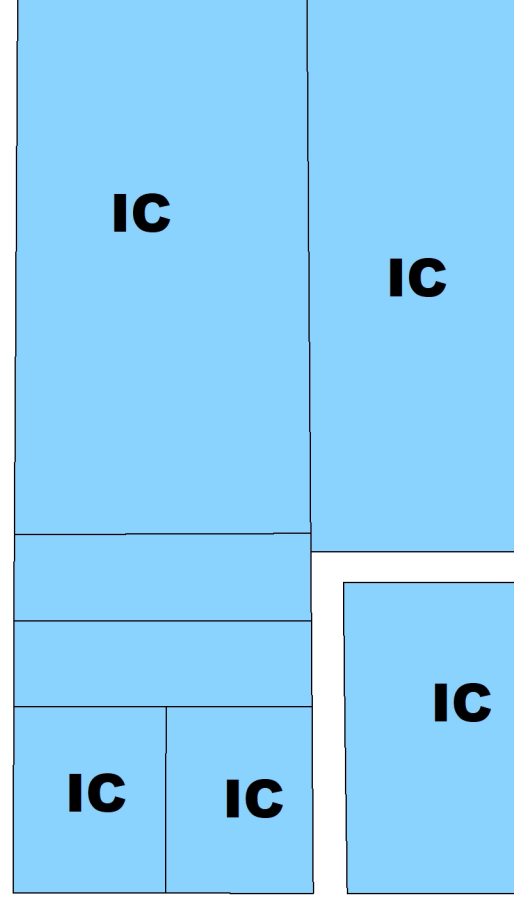
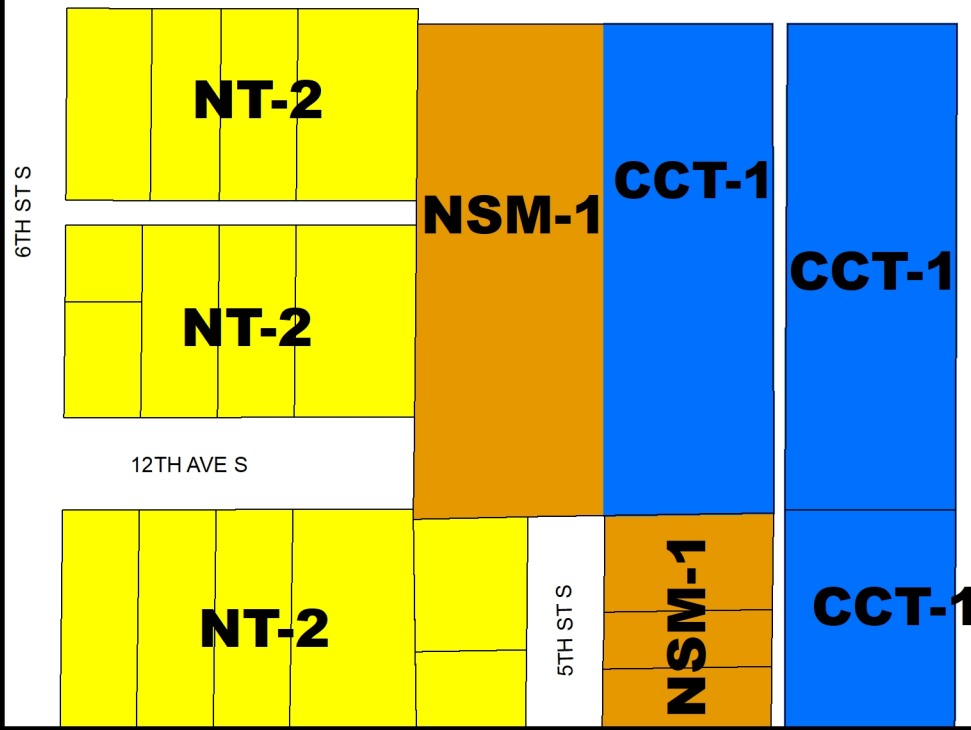




ROSER PARK DR S



11TH AVE S



**EXISTING ZONING**

CITY FILE

**FLUM-68**

SCALE: 1" = 125'

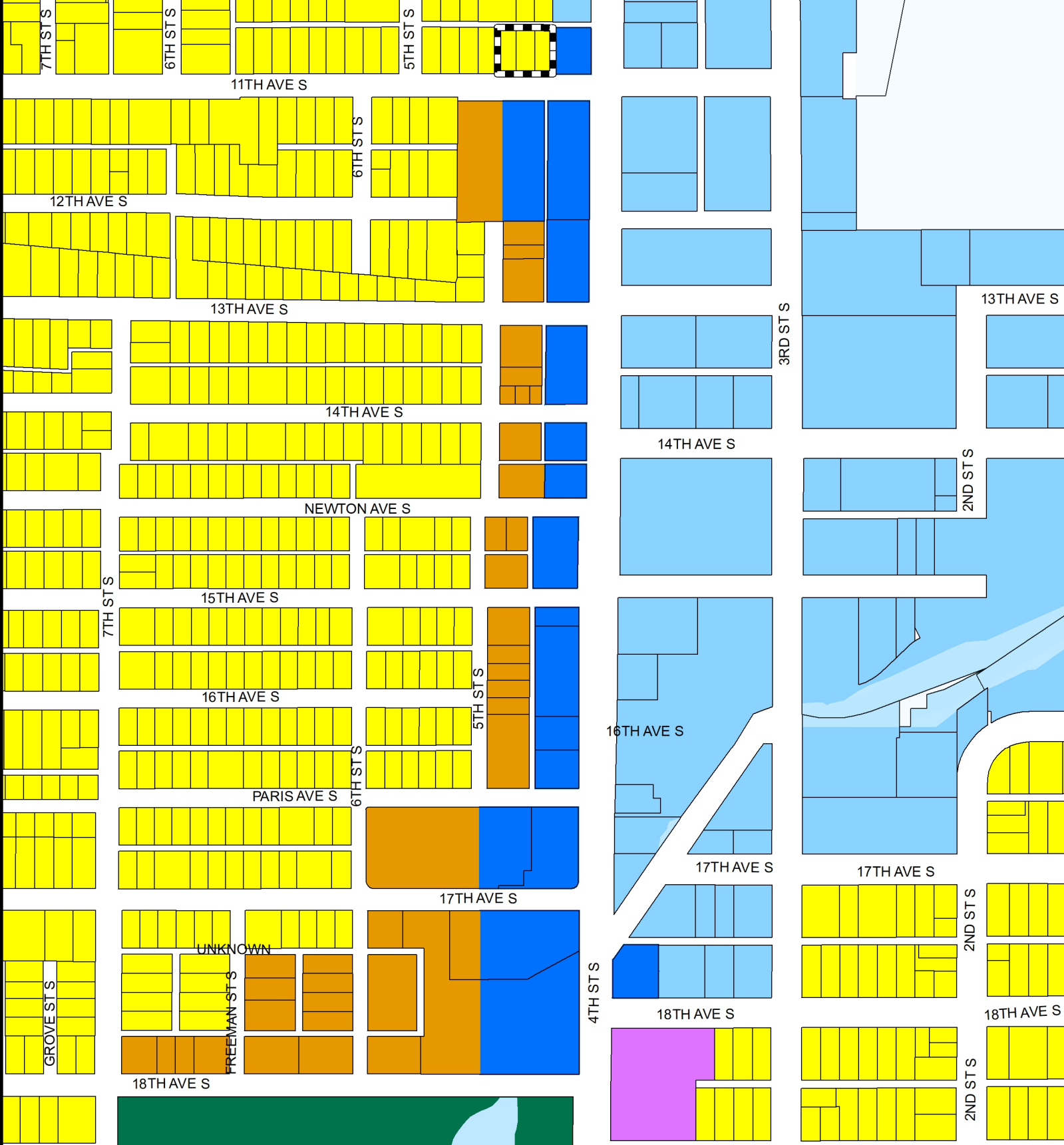
**From: NT-2**  
 (Neighborhood Traditional  
 Single Family - 2 )

**To: NSM-1**  
 (Neighborhood Suburban  
 Multifamily -1 )










SUBJECT AREA

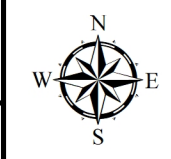


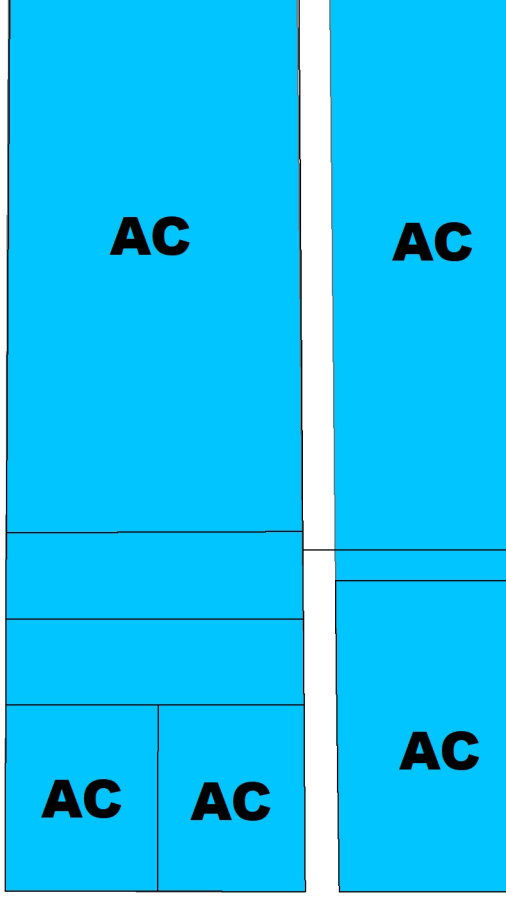
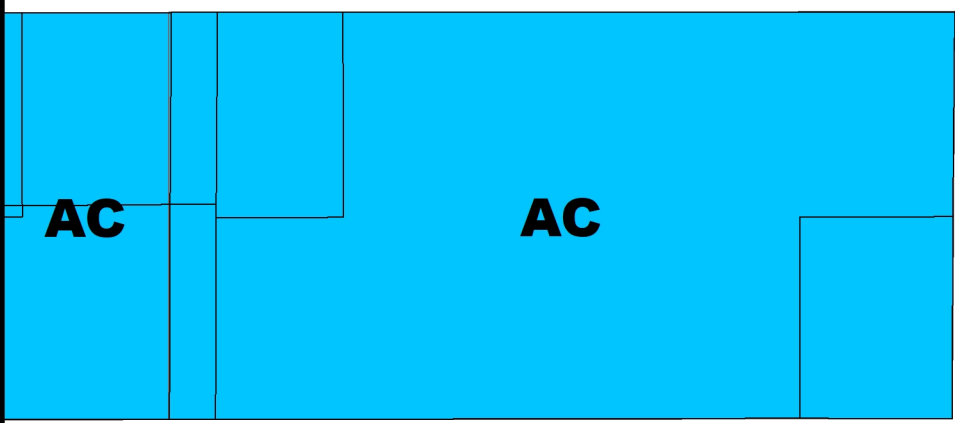


### EXISTING ZONING

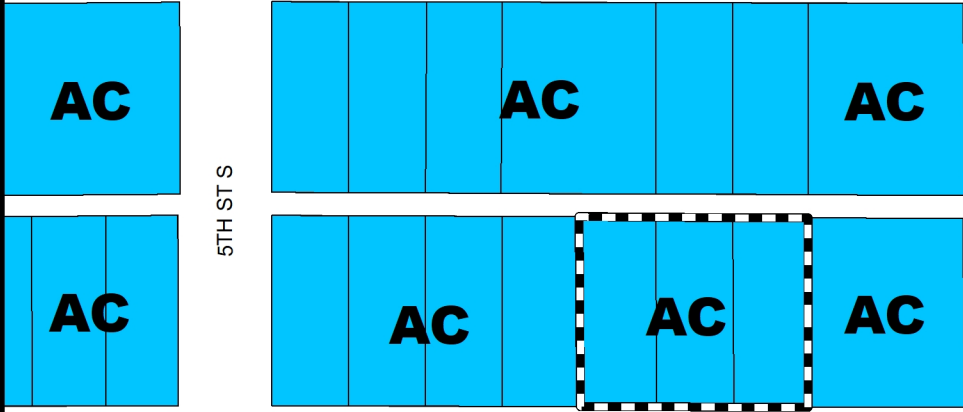
CITY FILE  
**FLUM-68**  
 SCALE: 1" = 340'

 NT-2	 NSM-1	 NSE
 CRT-1	 CCT-1	 IC
 <b>SUBJECT AREA</b>		



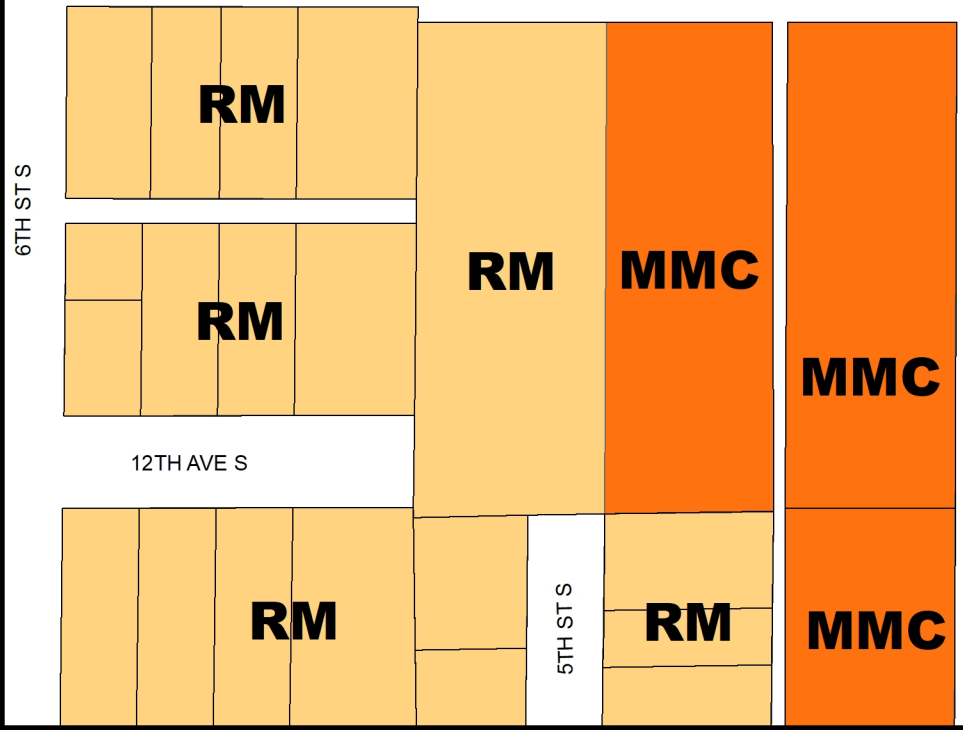


ROSER PARK DR S



5TH ST S

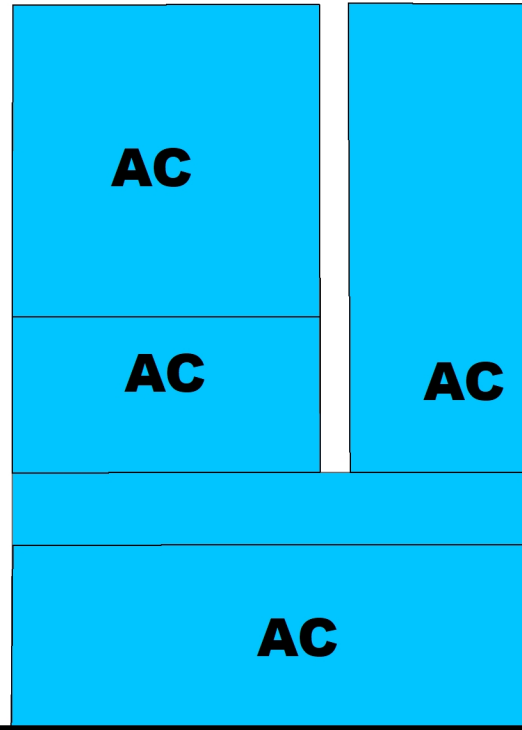
11TH AVE S



6TH ST S

12TH AVE S

5TH ST S



4TH ST S

**COUNTYWIDE PLAN MAP**

CITY FILE

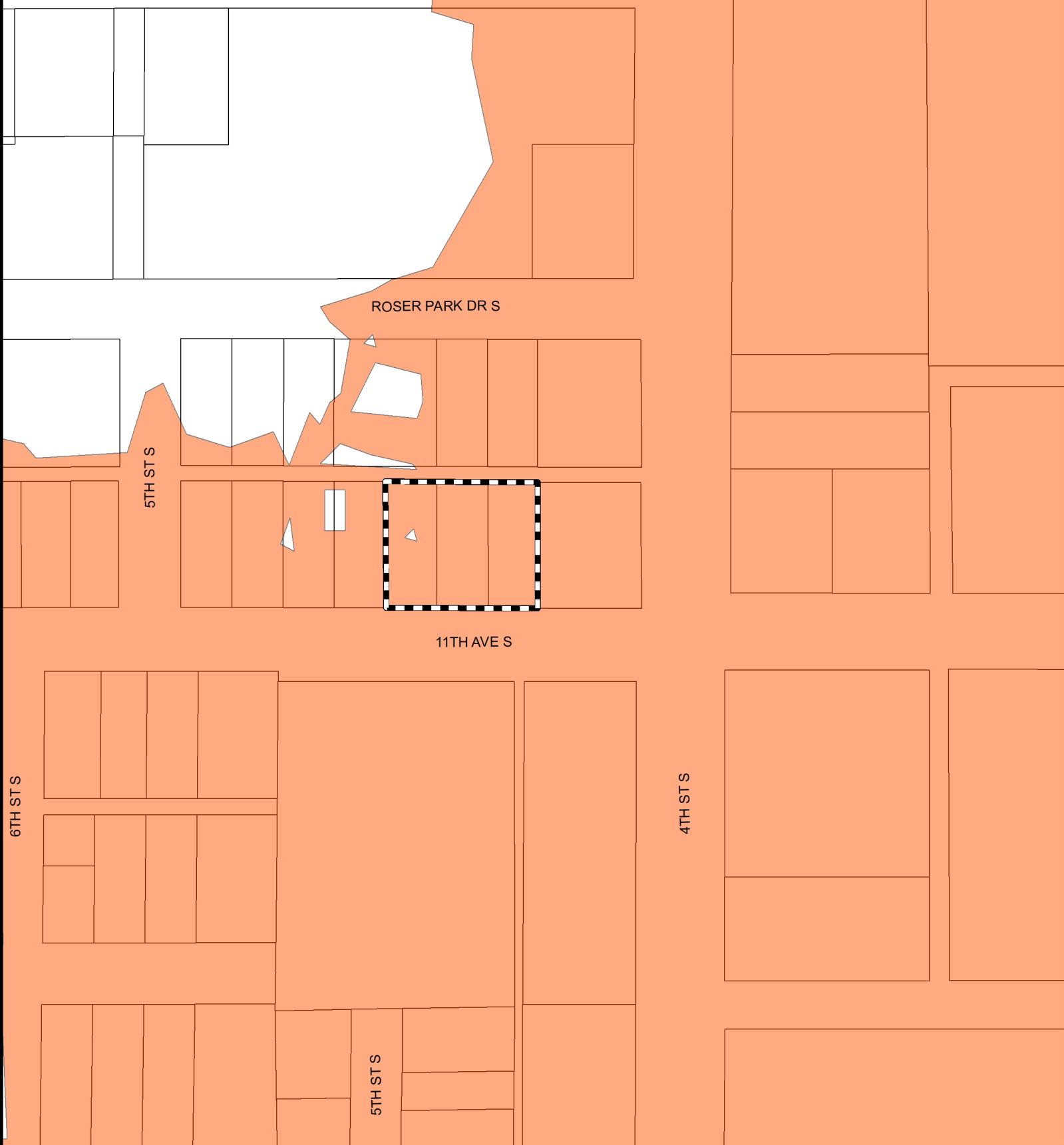
**FLUM-68**

SCALE: 1" = 125'



SUBJECT AREA





**Coastal High Hazard Area (CHHA)**

CITY FILE

**FLUM-68**

SCALE: 1" = 125'



SUBJECT AREA



CHHA





## **ATTACHMENT NO. 2**

### **Application**



# FUTURE LAND USE PLAN CHANGE REZONING

Application No. FLUM-68  
(To Be Assigned)

All applications are to be filled out completely and correctly. The application shall be submitted to the City of St. Petersburg's Planning and Economic Development Department, located on the 8<sup>th</sup> floor of the Municipal Services Building, One Fourth Street North, St. Petersburg, Florida.

## GENERAL INFORMATION

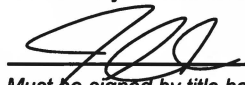
<b>APPLICATION</b>		
Date of Submittal:	January 4, 2023	
Street Address:	437, 429, 423 11th Ave S., St Petersburg, FL 33701	
Parcel ID or Tract Number:	30-31-17-12114-000-0680 and 30-31-17-12114-000-0690 and 30-31-17-12114-000-0700	
Zoning Classification:	Present: NT-2	Proposed: NSM-1
Future Land Use Plan Category:	Present: PR-R	Proposed: RM
<b>NAME of APPLICANT (Property Owner):</b> TRB Development Pinellas LLC		
Street Address:	400 6th St S.	
City, State, Zip:	St Petersburg, FL 33701	
Telephone No:	407-247-7545	
Email Address:	Jon@TRBDevelopment.com	
<b>NAME of any others PERSONS (Having ownership interest in property):</b>		
Specify Interest Held:		
Is such Interest Contingent or Absolute:		
Street Address:		
City, State, Zip:		
Telephone No:		
Email Address:		
<b>NAME of AGENT OR REPRESENTATIVE:</b> Jonathan Carlon / Manager		
Street Address:	400 6th St S.	
City, State, Zip:	St Petersburg, FL 33701	
Telephone No:	407-247-7545	
Email Address:	Jon@TRBdevelopment.com	

## AUTHORIZATION

Future Land Use Plan amendment and / or rezoning requiring a change to the Countywide Map	\$ 2,400.00
Future Land Use Plan amendment and / or rezoning NOT requiring a change to the Countywide Map	\$ 2,000.00
Rezoning only	\$ 2,000.00

*Cash or credit card or check made payable to the "City of St. Petersburg"*

The UNDERSIGNED CERTIFIES that the ownership of all property within this application has been fully divulged, whether such ownership be contingent or absolute, and that the names of all parties to any contract for sale in existence or any options to purchase are filed with the application. Further, this application must be complete and accurate, before the public hearings can be advertised, with attached justification form completed and filed as part of this application.

Signature:  Date: 12/20/22  
*Must be signed by title holder(s), or by an authorized agent with letter attached.*



# FUTURE LAND USE PLAN CHANGE REZONING

**NARRATIVE** (PAGE 1 of 1)

## NARRATIVE

### PROPERTY INFORMATION:

Street Address: 437, 429, 423 11th Ave S., St Petersburg, FL 33701

Parcel ID or Tract Number: 30-31-17-12114-000-0680 and 30-31-17-12114-000-0690 and 30-31-17-12114-000-0700

Square Feet: 18,751

Acreage: .43

#### Proposed Legal Description:

Lot 68, 69, AND 70, H.A. MURPHY BROOKSIDE PARK SUBDIVISION, ACCORDING TO THE MAP OR PLAT THEREOF, AS RECORDED IN PLAT BOOK 3, PAGE 64, PUBLIC RECORDS OF HILLSBOROUGH COUNTY, FLORIDA, OF WHICH PINELLAS COUNTY WAS FORMERLY A PART.

Is there any existing contract for sale on the subject property: NO

If so, list names of all parties to the contract:

Is contract conditional or absolute:

Are there any options to purchase on the subject property: NO

Is so, list the names of all parties to option:

### REQUEST:

The applicant is of the opinion that this request would be an appropriate land use and / or rezoning for the above described property, and conforms with the Relevant Considerations of the Zoning Ordinance for the following reasons:

Consistent zoning mix along 4th St South Corridor. Encourage Medium-intensity Suburban style multifamily density. Allowing for pedestrian friendly transition area between Commercial zoning (CCT-1) and Neighborhood Traditional Single Family (NT-2).

**Additional narrative attached separately**



Future Land Use Plan Change / Rezoning

Narrative

Re: 437, 429, 423 11<sup>th</sup> Ave S., St Petersburg, FL 33701

*Standards for review.* In addition to the standards of review for a zoning and planning decision generally, a decision shall be guided by the following factors:

1.

Compliance of the proposed use with the goals, objectives, polices and guidelines of the Comprehensive Plan;

Application for Map Amendment encourages appropriate use of the subject properties consistent with properties in similar proximity to downtown thoroughfares. Establishes additional housing units adjacent to business and educational growth centers.

2.

Whether the proposed amendment would adversely affect environmentally sensitive lands or properties which are documented as habitat for the listed species as defined by the conservation element of the Comprehensive Plan;

Each of the properties were historically multiple housing units. Redevelopment per proposed map amendment would have no adverse environmental effects.

3.

Whether the proposed changes would alter the population density pattern and thereby adversely affect residential dwelling units or public schools;

The properties have historically been multi-family as per Property Card Interpretations. There were 6 total historical units on the 3 properties. The proposed zoning would allow for 6 total units. No increase to density.

4.

Impact of the proposed amendment upon the adopted level of service (LOS) for public services and facilities including, but not limited to: water, sewer, sanitation, recreation and stormwater management and impact on LOS standards for traffic and mass transit. The POD may require the applicant to prepare and present with the application whatever studies are necessary to determine what effects the amendment will have on the LOS;

The properties have historically been multi-family as per Property Card Interpretations. There were 6 total historical units on the 3 properties. The proposed zoning would allow for 6 total units. No change to LOS for Public services.

5.

Appropriate and adequate land area sufficient for the use and reasonably anticipated operations and expansions;

---

Applying the proposed zoning to the subject parcels would be historically consistent in front setbacks, parcel size, and relative location to primary thoroughfare as well as similar nearby parcels.

6.

The amount and availability of vacant land or land suitable for redevelopment for similar uses in the City or on contiguous properties;

---

Minimal other vacant land of similar location or size for redevelopment. These properties are unique as they are the only NT-2 zoned parcels immediately adjacent to the CCT-1 zoning. Proposal would establish these parcels as NSM-1 zoning which is consistent with similar parcels immediately to the South. See Appendix A.

7.

Whether the proposed change is consistent with the established land use pattern of the areas in reasonable proximity;

---

These properties are the only NT-2 zoned parcels immediately adjacent to the CCT-1 zoning. The size of the 3 parcels, if rezoned, create a consistent transition between Commercial (CCT-1) and Neighborhood Traditional (NT-2) zoning. See Appendix A.

8.

Whether the exiting district boundaries are logically drawn in relation to existing conditions on the property proposed for change;

---

Proposed zoning amendment would create a more logical buffer between Commercial and Neighborhood zoning.

9.

If the proposed amendment involves a change from residential to a nonresidential use or a mixed use, whether more nonresidential land is needed in the proposed location to provide services or employment to residents of the City;

NA. Proposed amendment is Residential use to Residential use.

10.

Whether the subject property is within the 100-year floodplain, hurricane evacuation level zone A or coastal high hazard areas as identified in the coastal management element of the Comprehensive Plan;

The subject parcels are located within the Coastal High Hazard Area as well as Hurricane evacuation zone A.

11.

Other pertinent facts.

The subject parcels have always been Multi-Family in nature as per Property Card Interpretations. Most recently the property was being used as transitional housing for the St Pete Free Clinic. The clinic sold the properties to TRB Development to generate capital for themselves and encourage redevelopment consistent with growth in the immediate vicinity. In an effort to reduce the attractive nuisance of the vacated housing units and limit dangerous trespassing, the dilapidated buildings onsite were demolished. While the PCI reports supported a grandfathered density of 2 units per parcel, upon demolition of the existing structures, that grandfathered use was forfeited.

We are now applying to re-zone the subject parcels to establish consistent land use along the 4<sup>th</sup> St S corridor and promote additional housing units in the immediate vicinity of burgeoning neighborhoods and business.

Appendix A



February 6<sup>th</sup>, 2023

RE: FLUM 68

Dear Commissioners,

I am a lifetime resident of South St. Petersburg, and I have lived across the alley - diagonally to the north-west - from the subject at sites 450 Roser Park Dr. S. since 2003. I am against approval for these changes, and ask you to carefully consider your decisions on this request and my reasons for being against approval.

The staff report heavily weights consideration of this request from the view of the 4<sup>th</sup> St. corridor and the in-progress construction across the street. I instead ask you to view this request from the view of the established, historic district to the West, the history and residents of the subject area, and the enormous effort undertaken by residents and staff in more recent years on zoning and the Comprehensive Plan.

Please ask yourself why the properties closest to the CCT 1 on the subject block are not already in the NSM zone? Why wasn't the NSM zone automatically added to this block as it was added to the single and multi-family properties and the commercial properties to the South? Why was zoning downgraded in 2007? These are not mistakes. Unfortunately, with the loss of Kai Warren and Peter Belmont's illness this history may be a little harder to find but I'm sure there are others in the community who fought for these exceptions, and people in the planning office who worked on the implementation, who will remember why properties on my block were excluded from the NSM zoning?

I know my block is looked at as a gateway into one of St. Peterburg's oldest neighborhoods, with Roser Park Dr./10<sup>th</sup> Ave S. and Ingleside Ave./11<sup>th</sup> Ave. S. being main entrances. Even if you don't have a memory of why the NSM zoning was not applied, I hope you give credence to my knowledge. The City is meant to view the zoning and development of this block from the view of the historic district and the neighborhood, and NOT from the view of the CCT-1 or the Innovation Center. Roser Park residents and other community members put in a lot of time and effort, at the request of the City, shaping our zoning and Comprehensive Plan to protect what we love. Please show us it matters.

I have included some pictures of this neighborhood block to show the character and scale not represented in Redevelopment Applications (submitted but not reviewed) nor in the Staff Report. These include:

- the two single-family properties immediately West of the razed properties with the preceding duplex and single-family (ADU) properties
- the commercial property to the East of 423 11<sup>th</sup> Ave fronting 4<sup>th</sup> St. (currently being remodeled inside)
- the well maintained, non-nuisance subject properties demolished last year
- the properties on the north side of the block
  - the 10-unit apartment building (housed in 4,908 sq. ft)
  - the single-family home directly north of 423 11<sup>th</sup> Ave. S.
  - the meeting house directly north of 431 11<sup>th</sup> Ave. S.
  - my home

I have concerns the new zoning and subsequent development will be out of character, scale and rhythm with the block- much less merging with the historic district. The developer demolished approximately 6,553 sq. ft. of buildings and presented plans to replace it with approximately 12,125 sq. ft. (.65 FAR). It is my understanding the NSM will require a reduction in size to approximately 9,375 sq. ft. (.5 FAR). However, with the reduction in the scale of the building , the Neighborhood Suburban zoning does not require the inclusion of traditional elements such as a front porch/stoop nor does it stop the repeating of substantially similar designs. Please do not let fast paced, overdevelopment impinge on the areas which make St. Petersburg shine.

Sincerely,

A handwritten signature in black ink, appearing to read "Elizabeth Schuh". The signature is fluid and cursive, with a long horizontal stroke at the end.

Elizabeth Schuh  
450 Roser Park Dr. S.



423 11<sup>th</sup> Ave S. (Demolished)



431 11<sup>th</sup> Ave S. (Demolished)



437 11<sup>th</sup> Ave S. (Demolished)



445 11<sup>th</sup> Ave S. (Single family abutting subject property)





451 11<sup>th</sup> Ave. S. Single Family (Duplex)



471 & 461 11<sup>th</sup> Ave. S. (Single Family with ADU and Single Family Duplex)



11<sup>th</sup> Ave S.



420 Roser Park Dr. S. (Single Family)



428 Roser Park Dr. S. ( 10-unit apartment building)





440 Roser Park Dr. S. (meeting house)



450 Roser Park Dr. S (Single Family plex)



Roser Park Dr. S.