



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 on Tuesday, May 14, 2019
at 2:00 p.m. in the City Council Chambers, City Hall,
175 Fifth Street North, St. Petersburg, Florida.

According to Planning and Development Services records, no Community Planning & Preservation Commission members reside, or own property located within 2,000 feet of the subject property. All other possible conflicts should be declared upon announcement of the item.

City File: FLUM-55

Pasadena Presbyterian Church, 100 Pasadena Avenue North

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 Institutional (I) to Residential Urban (RU) and RU to I and Official Zoning Map amendment from NT-3 to NSM-1 for a portion of the subject property, as shown.

APPLICANT INFORMATION

- APPLICANT:** Pasadena Presbyterian Church
Gene Hammond, Elder
Advertised Address: 100 Pasadena Avenue North
Recorded Address: 111 Pinellas Way North
St. Petersburg, Florida 33710
(727) 345-0148
- AGENT:** George F. Young, Inc.
Catherine Boscoe, Professional Surveyor and Mapper
299 Dr. Martin Luther King Jr. Street North
St. Petersburg, FL 33701
CBosco@georgefyoung.com
(727) 822-4317
- STAFF CONTACT:** Derek Kilborn, Manager
Urban Planning and Historic Preservation Division
Planning and Development Services Department
One – 4th Street North
St. Petersburg, Florida 33711
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(727) 893-7872

REQUEST

The purpose of the proposed map amendments is to allow for single-family residential development. The proposed map amendment is applicable to only the northern and northeastern, undeveloped portion of the Pasadena Presbyterian Church property as the southern developed portion will remain an operational church designated as Institutional (I) on the Future Land Use map and Public/Semi-Public on the Countywide Plan Map. The map amendment boundary was determined using preliminary plat documents depicting boundary adjustments for two (2) existing, single-family parcels, plus the creation of four (4) new, single-family parcels in conformance with the NT-3 zoning district standards

SITE DESCRIPTION

Street Address & Parcel ID No.:	111 Pinellas Way North, 19-31-16-67531-001-0010 (portion of); 6710 Burlington Avenue North, 19-31-16-67500-083-0060; 6720 Burlington Avenue North; 19-31-16-67531-001-0030; 6740 Burlington Avenue North, 19-31-16-67531-001-0020.
Acreage:	Approx. 3.25 acres
Zoning:	Approx. 0.40 acres from NT-3 to NSM-1 Approx. 1.20 acres from NT-3 to NSM-1 Approx. 0.01 acres from NSM-1 to NT-3
Future Land Use:	Approx. 1.46 acres from Institutional to Residential Urban Approx. 0.17 acres from Residential Urban to Institutional
Countywide Plan Map:	Approx. 1.46 acres from Public/Semi-Public to Residential Low Medium Approx. 0.17 acres from Residential Low Medium to Public/Semi-Public
Existing Use:	Church Use and vacant, undeveloped
Surrounding Uses:	North: Single Family Residential West: Multi Family Residential South: Subject Property, Pasadena Presbyterian Church East: Multi-Family Residential (Across Pasadena Avenue North)
Neighborhood Association:	No neighborhood association Closest association is Pasadena Bear Creek Estates, located 500-feet to East

BACKGROUND

The trending combination of decreasing attendance for mainline churches and increasing demand for new residential units has resulted in several recent requests for reducing church site boundaries yielding new infill opportunities for single- and multi-family residential development.

Starting in 2017, Pasadena Presbyterian Church (“Church”) began assessing options for contracting their property holdings and creating single-family lots along Burlington Avenue North. Early drafts included boundary adjustments to two existing lots (6710 and 6720 Burlington Avenue North) and the creation of four new lots. Each amended and new single-family lot would meet the minimum lot width (60-feet) and lot area (7,620 square feet) requirements of the surrounding NT-3 (Neighborhood Traditional) zoning district.

At the time of this application, the Church had limited their request to only include map amendments for the existing single-family lots at 6710 and 6720 Burlington Avenue North. This limited request was based on a misunderstanding over the requirements for site plan modification, platting, and public right-of-way improvements. After working with the applicant and agent to clarify their understanding of code requirements, City staff recommended the proposal as presented herein and agreed to by the applicant.

The subject property's current zoning designation already includes single-family zoning along Burlington Avenue North; however, the land use category reflects the property's current use as a church or religious institution. The purpose of this application is to replace a portion of the Institutional (I) category with Residential Urban (RU), reflecting the Future Land Use map category that is most consistent with the existing NT-3 zoning designation thereby allowing the eventual sale and redevelopment of single-family lots.

While making changes to accommodate the creation of single-family lots, additional map amendments will help unify the zoning and land use map categories for the remaining balance of the Church property. The Church will continue to operate on the southern portion of the site and shall retain use of the Institutional (I) Future Land Use Map category and Public/Semi-Public Countywide Plan Map category. Any future attempt to redevelop the remaining portion of the church property will likely require a Future Land Use and Countywide Plan Map amendment.

The current zoning has been in place since September 2007, following the implementation of the City's Vision 2020 Plan, the Citywide rezoning and update of the Land Development Regulations (LDRs). From 1977 to 2007, the subject property was zoned RM 12/15 (Residential Multi-Family) and RS-100 (Residential Single-Family).

Vehicle access to the Church property will not be impacted by the proposed map amendments or future redevelopment of the northern boundary into single-family lots. Vehicle access will continue to enter the property from Pinellas Way North or Pasadena Way North, across from 1st Avenue North.

CONSISTENCY AND COMPATIBILITY

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

The applicant's proposal to create single family lots to be conveyed separately for ownership and construction of single-family houses as a principal use is not consistent with the current Institutional (I) Future Land Use Map designation. The Institutional (I) designation reflects the ownership and use of the property as a house of worship. As set forth in the Comprehensive Plan, the Institutional designation is "limited to the designation of federal, state and local public buildings and grounds, cemeteries, hospitals, churches and religious institutions, and educational uses." The Institutional designation allows residential uses only as accessory to the primary institutional use. The proposed Future Land Use Map amendment to Residential Urban (RU) allowing up to 7.5 dwelling units per acre will allow for the proposed lots with a land use designation and density consistent with the surrounding neighborhood.

The requested designation is also consistent with Policy LU3.6 which states that *land use planning decisions shall weigh heavily the established character of predominantly developed areas where changes of use or intensity of development are contemplated* and Policy LU3.7 which states that *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*. The established character of the immediate area is dominated by single-family residential development. The proposed amendment would bring the subject property into conformance with the character of the surrounding area, see attached map series showing the single-family residential uses, zoning and future land use designation on the north, east and west sides of the subject property. The proposed lot sizes are also substantially similar to the surrounding lots.

Policy LU3.8 of the City's Comprehensive Plan *seeks to protect existing residential uses from incompatible uses and other intrusions that may detract from an area's long-term desirability*. If approved, the requested designation will result in less of an intrusion into the surrounding single-family neighborhood than if developed at its current Institutional (I) land use designation. The remaining Church

property will continue to allow for a compatible land use transition from the low intensity single-family uses to the higher intensity commercial development that is closer to Central Avenue.

RELEVANT CONSIDERATIONS ON AMENDMENTS TO THE FUTURE LAND USE MAP

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

The following policies and objectives from the Comprehensive Plan are applicable:

- LU3.1(D)(2) Institutional (I) - Limited to designation of federal, state and local public buildings and grounds, cemeteries, hospitals, churches and religious institutions and educational uses. Residential uses having a density not to exceed 12.5 dwelling units per acre, are also allowed. Residential equivalency uses are not to exceed 3 beds per dwelling unit. Non-residential uses permitted in the land development regulations are not to exceed a floor area ratio of 0.55.
- LU3.1(2) Residential Urban (RU) - Allowing low density residential uses not to exceed 7.5 dwelling units per net acre; Residential equivalent uses not to exceed 3 beds per dwelling unit; non-residential uses allowed by the land development regulations up to a floor area ratio of 0.40. An ancillary non-residential use which exceeds three (3) acres, a transportation/utility use which exceeds three (3) acres, or an institutional use (except public educational facilities which are not subject to this threshold) which exceeds five (5) acres, whether alone or when added to existing contiguous like use(s), shall require a Future Land Use map amendment that shall include such use and all contiguous like uses.
- 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.
- LU3.5 The tax base will be maintained and improved by encouraging the appropriate use of properties based on their locational characteristics and the goals, objectives and policies within this Comprehensive Plan.
- LU3.6 Land use planning decisions shall weigh heavily the established character of predominately developed areas where changes of use or intensity of development are contemplated.
- 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.
- 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.
- LU4(1) Residential – the City shall provide opportunities for additional residential development where appropriate.
- 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.

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;

The subject property is an improved vacant lot, consisting of open maintained lawn and perimeter tree canopy. The proposed amendment will not impact environmentally sensitive lands or areas which are documented habitat for listed species as defined by the Conservation Element of the Comprehensive Plan.

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

The proposed change will not significantly alter the City's population. The proposed change will allow for four single-family homes with an estimated occupancy of 2.5 people per home. Thus, the proposal is estimated to support an additional population of 10 people.

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 below LOS impact analysis concludes that the proposed FLUM amendments 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 full concurrency review will be completed to determine whether or not 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 1st 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 81 gpcd. The City's overall potable water demand is approximately 29 million gallons per day (mgd), while the systemwide capacity is 68 mgd. Therefore, there is excess water capacity to serve the amendment area.

WASTEWATER

The subject property is served by the Northwest Water Reclamation Facility, which presently has an estimated excess average daily capacity of 10.23 million gallons per day (mgd). The estimate is based on permit capacity of 20 mgd and a calendar year 2017 daily average flow of 9.77 mgd. Therefore, there is excess average daily capacity to serve the subject property.

SOLID WASTE

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, and the continued participation of residents and businesses in these 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 84 years, based on current design (grading) and disposal rates. Thus, there is excess solid waste capacity to serve the amendment area.

TRAFFIC

The subject property is located along Pasadena Avenue North, which is a four-lane, principal arterial maintained by the State of Florida. Based on the Forward Pinellas 2017 Level of Service Report, the level of service for Pasadena Avenue North is “D.” This level of service is based on the 2016 average annual traffic (AADT) volume of 31,226. The volume-capacity ratio for this road segment is 0.577, so there is spare capacity to accommodate new vehicular trips. The roads adjacent to the subject property are local roads that are maintained by the City.

The statutory provisions for transportation concurrency were rescinded in 2011. In the absence of state-mandated transportation concurrency, the Pinellas County Metropolitan Planning Organization, now known as Forward Pinellas, formed the multi-jurisdictional Mobility Plan Task Force. The Task Force’s goal was to develop a countywide approach to managing the transportation impacts associated with development through the site plan review process. The efforts of the Task Force resulted in the City adopting the Pinellas County Mobility Plan, which amended the Land Development Regulations and eliminated transportation concurrency requirements. The City continues to monitor the LOS for motor vehicles on major roadways and the availability of transit service for site impact review and transportation planning purposes.

MASS TRANSIT

The Citywide LOS for mass transit will not be affected. The closest PSTA local transit service is Route 79 providing service from Largo Transit Center to Downtown St. Petersburg with 35-minute headways. The subject property is not located within a ¼ mile of a transit stop.

RECREATION

The City's adopted LOS for recreation and open space is 9 acres per 1,000 population, the actual LOS City-wide is estimated to be 21.3 acres per 1,000 population. If approved, there will be no noticeable impact on the adopted LOS standard for recreation and open space.

STORMWATER MANAGEMENT

The level of service standard for drainage is implemented by the City through the review of drainage plans for new development and redevelopment. Prior to development of the subject property, site plan approval will be required. At that time, City Code and SWFWMD site requirements for stormwater management criteria will be implemented. Per City Code 16.40.030.6, a proposed residential development of up to four dwelling units which is not part of a larger unified plan of development, is exempt from the water quality and water quantity requirements of the City’s Drainage and Surface Water Management Ordinance.

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 anticipated single-family residential use of the subject property. The proposal conforms with the lot dimension requirements of the existing NT-3 zoning to allow for the anticipated single-family lots.

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

The City has limited vacant land available for single-family residential development.

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

The requested Residential Urban (RU) land use designation and anticipated single-family development is consistent with the surrounding established single-family land use pattern to the north, east and west.

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

The purpose of the proposed map amendments is to allow redevelopment of a portion of the existing church for single-family houses. The subject property boundary is logically drawn, as depicted in the preliminary plat drawings.

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;

Not applicable.

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 property is outside of the 100-year floodplain and coastal high hazard areas.

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:

The subject property is categorized on the Countywide Plan Map as Public/Semi-Public (P/SP). This plan category is intended to recognize institutional and transportation/utility uses that serve the community or region. To achieve consistency with the Countywide Plan Map, an amendment to Residential Low Medium (RLM) is required and shall be requested through Forward Pinellas.

PUBLIC NOTICE

Mail notices were sent to registered property owners within 200 feet of the subject property.

PUBLIC HEARING PROCESS

The proposed ordinance associated with the Future Land Use Map and Official Zoning Map amendment requires one (1) public hearing before the Community Planning & Preservation Commission (CPPC) and one (1) City Council public hearing. Forward Pinellas (formerly known as Pinellas Planning Council) will review the Comprehensive Plan Future Land Use Map amendment for consistency with the Countywide Rules.

SUMMARY

Based upon the analysis contained in this report, City staff finds that the proposed Future Land Use and Official Zoning Map amendments are consistent with the Comprehensive Plan. The proposed amendments further Comprehensive Plan Policy LU3.6 by bringing the subject property into conformance with the established character of the surrounding single-family residential neighborhood, while the remaining church property will

continue to function as a compatible land use transition, buffering the residential uses from the higher intensity commercial uses to the south.

RECOMMENDATION

Staff recommends that the Community Planning and Preservation Commission, 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.

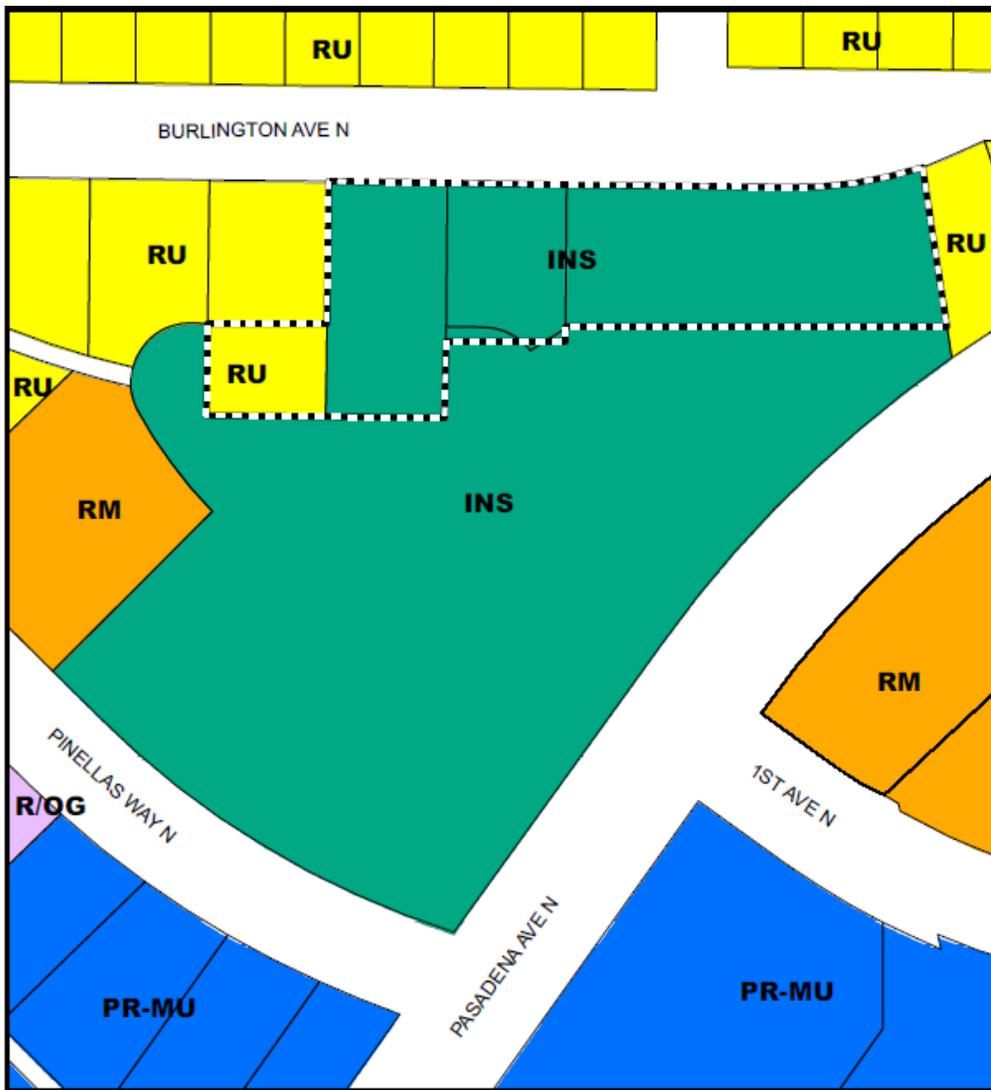
ATTACHMENTS

1. Property Description
2. Maps
3. Application



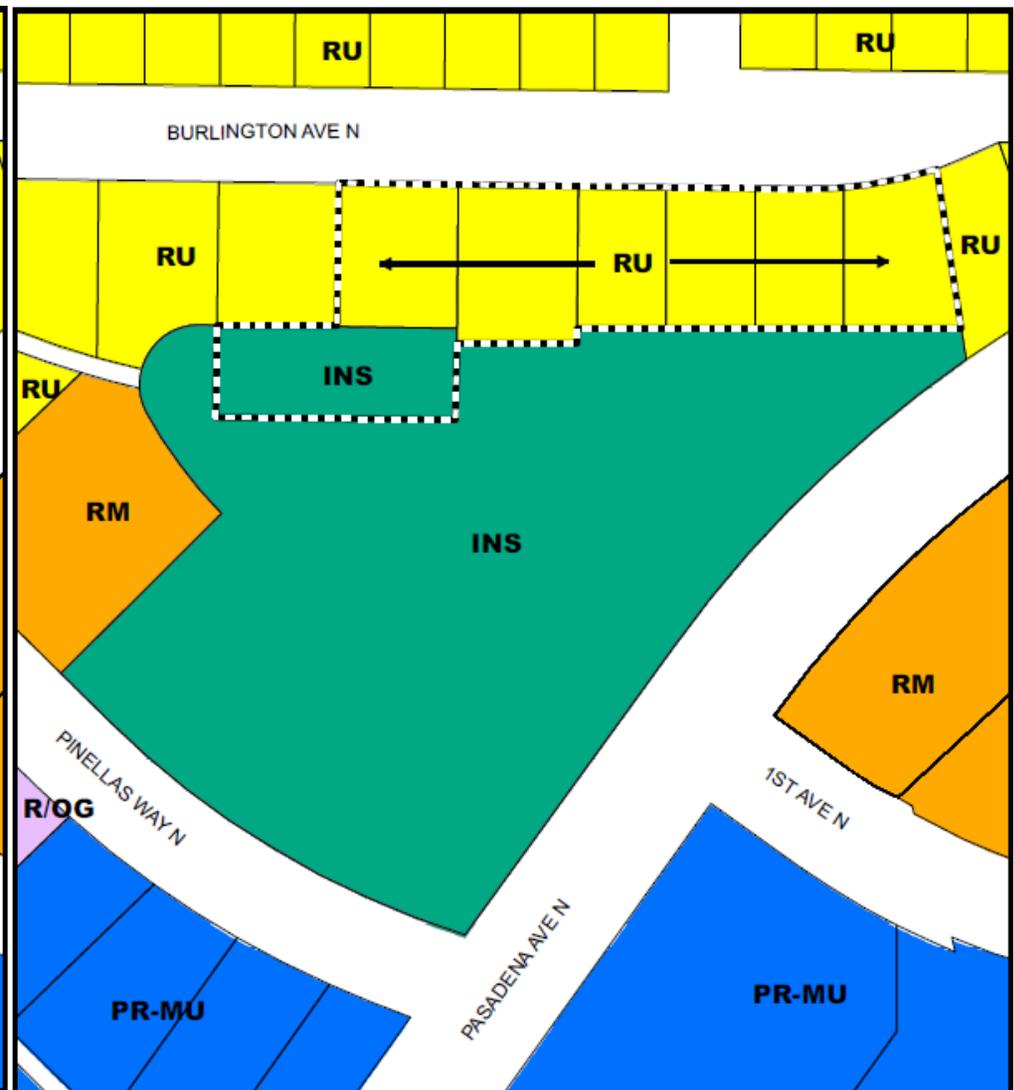
ATTACHMENT NO. 1

Maps



FUTURE LAND USE

CITY FILE	From: INS (Institutional)	To: RU (Residential Urban)	
FLUM-55	From: RU (Residential Urban)	To: INS (Institutional)	
SCALE: 1" = 100'	SUBJECT AREA		

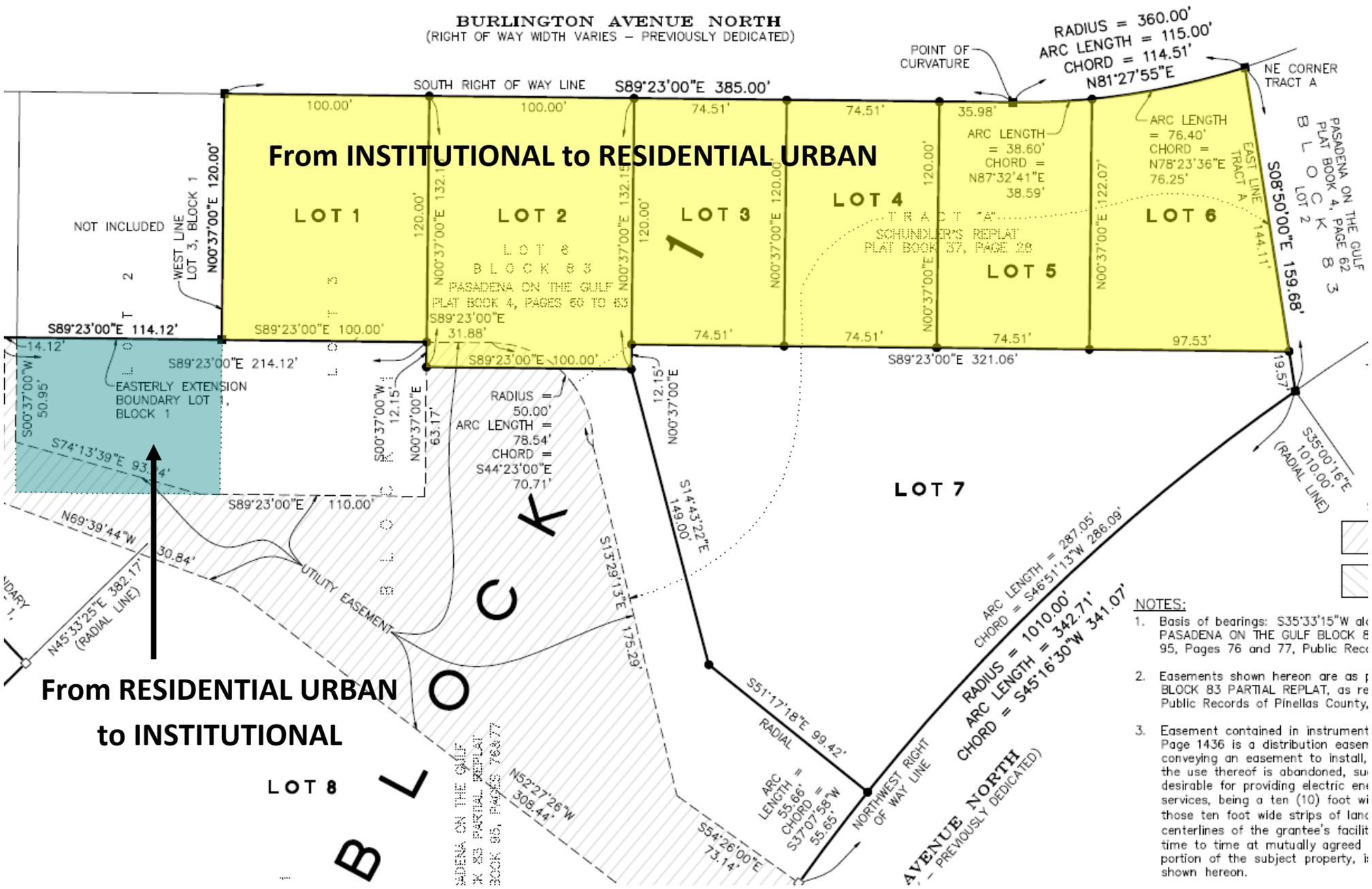


PROPOSED FUTURE LAND USE

CITY FILE	From: INS (Institutional)	To: RU (Residential Urban)	
FLUM-55	From: RU (Residential Urban)	To: INS (Institutional)	
SCALE: 1" = 100'	SUBJECT AREA		

FUTURE LAND USE MAP AMENDMENTS

BURLINGTON AVENUE NORTH
(RIGHT OF WAY WIDTH VARIES - PREVIOUSLY DEDICATED)



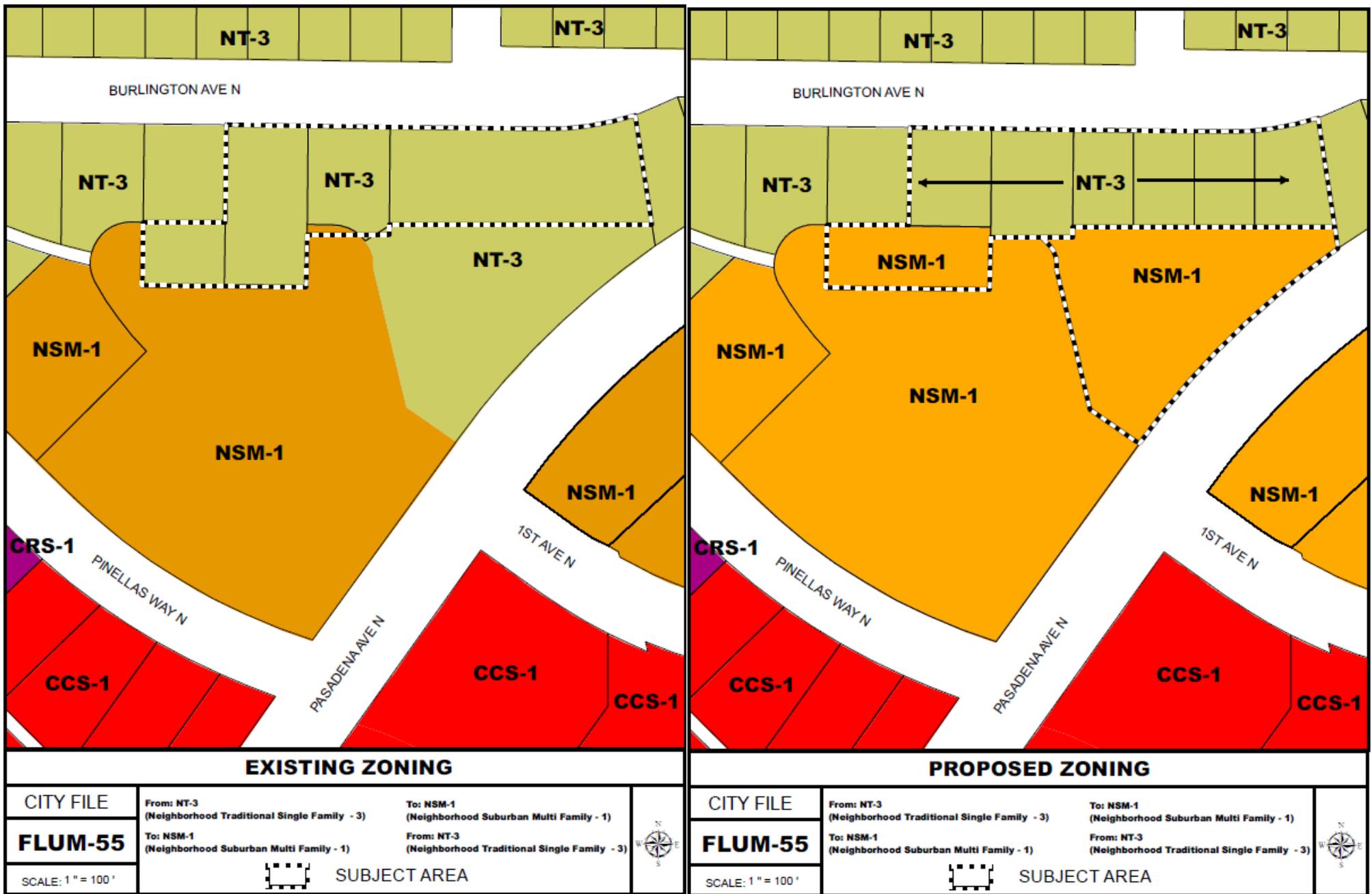
From INSTITUTIONAL to RESIDENTIAL URBAN

**From RESIDENTIAL URBAN
to INSTITUTIONAL**

FUTURE LAND USE MAP AMENDMENTS

NOTES:

1. Basis of bearings: S35°33'15"W at PASADENA ON THE GULF BLOCK 83 PARTIAL REPLAT, as recorded in Public Records of Pinellas County, Page 62.
2. Easements shown hereon are as recorded in Block 83 PARTIAL REPLAT, as recorded in Public Records of Pinellas County, Page 62.
3. Easement contained in instrument Page 1436 is a distribution easement conveying an easement to install, use and maintain electric services, being a ten (10) foot wide strip of land centerlines of the grantee's facilities, time to time at mutually agreed portion of the subject property, as shown hereon.



OFFICIAL ZONING MAP AMENDMENTS



ATTACHMENT NO. 3

Application