



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: December 20, 2016
AGENDA ITEM: E.3.
CASES: REZ2016-09006, REZ2016-09007, REZ2016-09008
REQUEST: To amend the Zoning Atlas from 12 different zoning districts corridor-wide to the US 19 (US 19) and Preservation (P) Districts.
GENERAL DATA:
Applicant City of Clearwater
Owner Not Applicable; City of Clearwater Initiated Amendment (per Section 4-603.B.1., Community Development Code)
Location Generally located along US Highway 19 between Belleair Road and Curlew Road, including properties east and west of US Highway 19 along cross streets
Property Size 1,641.35 acres

BACKGROUND:

US Highway 19 has always served as a major commercial corridor in Clearwater. Years of construction as the road transitioned to a limited access highway greatly impacted businesses along the corridor that relied on easy access to their individual properties. Additionally, residents and visitors found other routes through the City, often avoiding the highway all together. Recognizing the economic importance of US Highway 19 to the City and the opportunities presented by the improved regional access once construction was complete, the City has concentrated its efforts to study and plan for the corridor, preparing for the time when construction would be finished.

Ordinance No. 8987-17 proposes to amend the Zoning Atlas designation of approximately 1,641.35 acres generally located along US Highway 19 between Belleair Road and Curlew Road, including properties east and west of US Highway 19 along the cross streets, to the US 19 (US 19) District. Additionally, the Preservation (P) District is proposed to remain where it is already designated. The City previously initiated amendments to the City's Future Land Use Map (LUP2016-06004, LUP2016-06005, and LUP2016-06006/Ordinance No. 8932-16, anticipated adoption date December 15, 2016) to amend the designations for these same parcels to the US 19 Regional Center, US 19 Neighborhood Center, and US 19 Corridor future

land use categories. As detailed in the staff report which accompanied the Future Land Use Map amendment, several City plans support the proposed changes to these properties. These are briefly summarized below.

The City's Economic Development Strategic Plan (2011) stated that the corridor's strategic location within Pinellas County makes it a logical place to grow as a regional employment center, and seeing that the retail sites were adversely impacted by the construction of the highway overpasses, new zoning standards were a way to encourage the type of infill growth desired economically by the City. Clearwater Greenprint (2011) identified US Highway 19 as an "energy conservation area," recognizing the opportunity to create vibrant, mixed-use, transit-supportive activity centers that link people with jobs and services and the need to incentivize such infill development with updated land use policies. The US 19 Corridor Redevelopment Plan (Corridor Plan) (2012), which serves as the vision for future growth along US Highway 19, identifies three types of revitalization areas – Regional Centers, Neighborhood Centers and In-Between Areas – and offers general guidance on the appropriate intensity, form and character of development for each type within its strategies.

The Planning and Development Department moved forward with implementation of the Corridor Plan by working with HDR, Inc. to develop a new zoning district and design standards for properties on the US 19 corridor (see concurrent case TA2016-12002/Ordinance No. 8988-17). The City is initiating this amendment to the Zoning Atlas to designate the properties with the US 19 District, thereby implementing the vision in the Corridor Plan, and making the Zoning Atlas consistent with the Future Land Use Map.

Vicinity Characteristics:

The proposed amendment amends the zoning designation only for parcels that are within the City's jurisdiction at the time of the amendment. The US Zoning District & Development Standards (concurrent case TA2016-12002/Ordinance No. 8988-17) includes three Subdistricts, which are proposed to be located on parcels consistent with the three US 19 future land use categories. However, these Subdistricts will be shown on Figure 1. Regulating Plan within Appendix B, and are not otherwise depicted on the Zoning Atlas. Therefore, all properties proposed to be amended through this ordinance will be designated with the US 19 District (one unified zoning district for the amendment area), with portions of parcels currently designated as Preservation (P) District also maintaining that designation.

The amendment area is currently comprised of 12 different zoning districts, inclusive of Preservation (P) District, with a wide range of allowable uses, including residential uses at various densities, as well as nonresidential uses such as retail sales and services, office, vehicle sales and services and other commercial uses. Generally speaking, uses are somewhat segregated by zoning district, making it more difficult to develop a transit-supportive mixed-use corridor and centers, consistent with the Corridor Plan vision.

On the northern end of the corridor, more residential development can be found east the amendment area. Similarly, there are many single-family residential areas to the east of the amendment area, south of SR 580; however, on the west side of the amendment area, south of SR 580, much of the property is immediately adjacent to the Duke Energy easement (future multi-use trail), which provides a 200+ foot buffer between the proposed higher intensity development and the residential areas.

Table 1: Amended Site Area and Number of Parcels

Proposed Zoning District	General Area	Amended Site Area (within City Limits)		Number of Parcels
		Acres ±	SF (ft ²) ±	
US 19 District (US 19)	Countryside/Westfield Mall Area	238.95	10,408,468.34	87
	Gulf to Bay Blvd/Drew Street Area	668.60	29,124,026.86	518
	Regional Center Subdistrict Total	907.54	39,532,495.20	605
	Sunset Point Road/Coachman Road Area	168.85	7,355,108.43	339
	Belleair Road/Nursery Road Area	92.16	4,014,703.39	705
	Neighborhood Center Subdistrict Total	261.01	11,369,811.82	1,044
	North Corridor Area	14.43	628,427.19	24
	Mid Corridor Area	115.64	5,037,208.53	636
	South Corridor Area	342.74	14,929,555.35	1,727
	Corridor Subdistrict Total	472.80	20,595,124.44	2,387
US 19 District Total		1641.35	71,497,336.68	4,036

A complete list of the current zoning districts, as well as those abutting the proposed amendment area, is included in Table 2 below.

Table 2: Adjacent Zoning Districts

General Area	Adjacent Zoning Districts	
Countryside/Westfield Mall Area	North	CP-2 (County), R-6 (County), CP-1 (County)
	East	I, MDHR, P, OS/R, LDR
	South	C, HDR
	West	MDR, OS/R, M-1 (County), A-E (County)
Gulf to Bay Blvd/Drew Street Area	North	OS/R, P, MDR, I, A-E (County)
	East	I, LMDR, OS/R, MDR, R-3 (County), R-4 (County)
	South	P, I, MHP, MDR, HDR, C, O, LMDR
	West	I, C-2 (County)

General Area	Adjacent Zoning Districts	
Sunset Point Road/Coachman Road Area	North	C, CP-1 (County), CP-2 (County)
	East	P, CP-2 (County), R-2 (County), R-3 (County), R-4 (County), CP-1 (County)
	South	OS/R, P
	West	I, MDR
Belleair Road/Nursery Road Area	North	MHP, C
	East	N/A (Water)
	South	CG (Largo), P (Largo), A-E (County), R-3 (County)
	West	CG (Largo), C-2 (County), MDR
North Corridor Area	North	CP-1 (County), R-6 (County)
	East	MDR
	South	R-6 (County)
	West	CP-1 (County)
Mid Corridor Area	North	C
	East	LDR, MDR, OS/R, LMDR, I, P
	South	C, MDR, R-6 (County), CP-1 (County), CP-2 (County), R-R (County)
	West	MDR, A-E (County)
South Corridor Area	North	C, I, MHDR, MHP
	East	P
	South	MDR, C, O
	West	I, LMDR, A-E (County)

With regard to the intensity of development, the Corridor Plan analysis showed that the majority of properties in the 2012 study area were developed at intensities less than 0.40 FAR, with only a few developed within 0.40 to 0.60 FAR range and even fewer in the 0.60 to 1.25 FAR range. The recent Future Land Use Map amendment (Ordinance No. 8932-16) increased the development potential for these properties, and will allow a wider variety of uses as shown in Table 3 (implemented through the proposed Community Development Code amendment establishing the new US 19 District, concurrent case TA2016-12002/Ordinance No. 8988-16).

Table 3: Uses, Densities/Intensities Allowed by Future Land Use Designations

Future Land Use Categories	Primary Uses	Maximum Allowable Density/Intensity		
		Density	FAR	ISR
US 19 Regional Center (US 19-RC)	Office; High Density Residential; Residential Equivalent; Retail Sales & Service; Overnight Accommodations; Research/Development; Light Manufacturing	N/A; Residential and overnight accommodation development potential governed by FAR	2.5	N/A
US 19 Neighborhood Center (US 19-NC)	Office; High Density Residential; Residential Equivalent; Retail Sales & Service; Overnight Accommodations; Research/Development; Light Manufacturing	N/A; Residential and overnight accommodation development potential governed by FAR	1.5	N/A
US 19 Corridor (US 19-C)	Office; High Density Residential; Residential Equivalent; Institutional; Warehouse; Light Manufacturing; Research/Development	N/A; Residential and overnight accommodation development potential governed by FAR	1.5	N/A
Preservation (P)	Natural/Undeveloped Water Features; Beaches and Dunes; Environmental Parks	N/A	0.10	0.20
Water/Drainage Feature	Water Body; Drainage Feature; Submerged Land	No density/intensity allocation; applicable to water bodies >3 acres		

REVIEW CRITERIA:**Consistency of Development with the Clearwater Comprehensive Plan and Community Development Code and Regulations [Section 4-602.F.1]****Recommended Findings of Fact:**

Applicable goal, objectives and policies of the Clearwater Comprehensive Plan which support the proposed amendment include:

- Goal A.2 A sufficient variety and amount of future land use categories shall be provided to accommodate public demand and promote infill development.
- Goal A.5 The City of Clearwater shall identify and utilize a Citywide design structure comprised of a hierarchy of places and linkages. The Citywide design structure will serve as a guide to development and land use decisions while protecting those elements that make the City uniquely Clearwater.
- Objective A.6.2 The City of Clearwater shall continue to support innovative planned development and mixed land use development techniques in order to promote infill development that is consistent and compatible with the surrounding environment.

- Objective A.6.8 Identify those areas of the City that are appropriate for redevelopment as livable communities and require that specific sustainable elements be used in the redevelopment of these areas.
- Policy A.6.8.2 Encourage mixed-use development that includes a combination of compatible land uses having functional interrelationships and aesthetic features.
- Policy A.6.8.9 Promote a variety of transportation modes such as walking, bicycling, ride sharing and mass transit to increase transportation choices and decrease dependence on the single-occupancy automobile.
- Objective B.1.5 The City shall specifically consider the existing and planned LOS the road network affected by a proposed development, when considering an amendment to the land use map, rezoning, subdivision plat, or site plan approval.
- Policy B.1.5.3 Redevelopment and/or revitalization projects shall be coordinated with the FDOT and the Department of Economic Opportunity (DEO) to assess impacts on US 19.
- Policy B.1.5.4 The City shall cooperate with the MPO to ensure consistency between comprehensive plan amendments and the Pinellas MPO Long Range Transportation Plan (LRTP) 2040.
- Objective C.1.1 Assure an adequate supply of housing in Clearwater by providing for additional new dwelling units in a variety of types, costs, and locations to meet the needs of the residents of the City of Clearwater.
- Policy C.1.1.7 The City shall further the goal of providing a variety of housing choices by encouraging land assembly where possible, through such things as density bonuses, height increases, and setback reductions.

Applicable sections of the Community Development Code which support the amendment include:

- Sec. 1-103.B. It is the purpose of this Community Development Code to create value for the citizens of the City of Clearwater by:
1. Allowing property owners to enhance the value of their property through innovative and creative redevelopment;
 2. Ensuring that development and redevelopment will not have a negative impact on the value of surrounding properties and wherever practicable promoting development and redevelopment which will enhance the value of surrounding properties; and
 3. Strengthening the city's economy and increasing its tax base as a whole.
- Sec. 1-103.D. It is the further purpose of this Development Code to make the beautification of the city a matter of the highest priority and to require that existing and future uses and structures in the city are attractive and well-maintained to the maximum extent permitted by law.

Sec. 1-103.E.2. Protect the character and the social and economic stability of all parts of the city through the establishment of reasonable standards which encourage the orderly and beneficial development of land within the city.

Proposed Ordinance 8988-17 (concurrent case TA2016-12002) establishes the new US 19 District. The proposed intent and purpose of this zoning district is as follows:

The intent and purpose of the US 19 Zoning District and Development Standards is to promote employment-intensive and transit-supportive forms, patterns, and intensities of development; encourage the development of mixed use destinations at major cross streets; and provide for the design of safe, attractive, and accessible settings for working, living, and shopping consistent with the strategies defined in the US 19 Corridor Redevelopment Plan.

US Highway 19 and Gulf-to-Bay Boulevard were established through Goal A.5 and its associated Objectives, Policies and on Map A-14 as corridors to redevelop when the Citywide Design Structure was adopted into the *Comprehensive Plan* in 2008, making it appropriate to rezone these corridors to allow more intense development and a broader mix of uses in a more urban form, consistent with the proposed US 19 District (concurrent case TA2016-12002/Ordinance No. 8988-17). The Clearwater Mall/Parkplace Area and Countryside Mall/Westfield Area were identified as Activity Centers at the same time, further supporting the proposed designation of these areas as US 19 District. Additionally, many of the recent amendments to the *Comprehensive Plan* (CPA2016-04001/Ordinance 8923-16) support the proposed Zoning Atlas amendment.

The proposed US 19 Zoning District and Development Standards (concurrent case TA2016-12002/Ordinance No. 8988-17) intent and purpose further the purposes of the Community Development Code by ensuring that existing and future uses and structures in the city are attractive without having a negative impact on the value of surrounding properties.

The proposed zoning district will allow a mix of uses at higher intensities, thereby encouraging infill development and redevelopment of underutilized sites at intensities that will further support the transit goals of several County agencies and enhances the value of properties within the amendment area. As the corridor redevelops with residential units in proximity to commercial and office development, people will also be able to walk or bike to reach those destinations.

City staff has coordinated with the Florida Department of Transportation (FDOT) and the Metropolitan Planning Organization (MPO) staff throughout the planning process for US Highway 19.

Recommended Conclusions of Law:

The request does not conflict with the goals, objectives and policies of the Clearwater Comprehensive Plan and the Community Development Code. The proposed US 19 District furthers the plan as indicated in the goals, objective and policies listed above.

Compatibility with Surrounding Property/Character of the City & Neighborhood [Section 4-602.F.2, Section 4-602.F.3 and Section 4-603.F.4]**Recommended Findings of Fact:**

US Highway 19 runs north-south in the eastern side of the City, connecting Clearwater with St. Petersburg to the south and Tarpon Springs and Pasco County to the north. It is a heavily traveled corridor, and many of the cross-streets provide the main east-west access for City residents, connecting them to both US Highway 19 and other north-south arterial roads. As shown in Table 2, there are a wide variety of zoning districts found in the vicinity of the proposed amendment area, including along the cross streets, and the proposed amendment to the US 19 District would allow for a wider variety of uses throughout the amendment area.

The proposed Zoning Atlas amendment is not a standalone piece of the City's efforts for the amendment area. In order to continue to comply with the Countywide Plan Rules and the Countywide Plan Strategies, and the Activity Center and Multimodal Corridor designations, the proposed development standards must address certain urban design principles, which will ensure compatibility with the surrounding areas over time.

The proposed US 19 District (US 19) is consistent with the US 19 Regional Center, US 19 Neighborhood Center and US 19 Corridor future land use categories. The proposed US 19 District standards require height transitions between properties developed under the new US 19 District and adjacent properties zoned LDR, LMDR or MDR. As such, the proposed amendment will allow development that is in character with the surrounding properties and neighborhood.

Recommended Conclusions of Law:

The proposed US 19 District is consistent with and is in character with the overall the surrounding zoning districts that exist in the vicinity of the amendment area.

Sufficiency of Public Facilities [Section 4-602.F.5]**Recommended Findings of Fact:**

The total area proposed to be amended is 1,641.35 acres. The previous amendment to the US 19 Regional Center, US 19 Neighborhood Center and US 19 Corridor future land use categories significantly increased the amount of development potential allowed along the corridor and cross streets. However, new development and redevelopment takes time, and area-wide, the intensity of development will likely range as it does now, with few parcels developing at or close to the maximum allowable intensity. The need for internal drives, parking (structured and/or surface) and stormwater facilities often limits how large a building can be.

The Corridor Plan, which provided the foundation for the proposed changes, included a market analysis assessing the demand potential to 2030 for various land uses. Although there are over 100,000 households within five miles from the center of the corridor and it is well-connected to other economic cores in the Tampa-St. Petersburg-Clearwater Metropolitan Statistical Area (MSA), the general economic downturn and

real estate market suffering makes redevelopment areas even more challenging, as does lack of available land. As such, the 2012 market assessment concluded that revitalization would take time. Table 4 below, excerpted from the Corridor Plan, shows the short- and long-term opportunities by land use, as well as the demand potential identified to 2030.

Table 4: Market Opportunity by Land Use

	Retail	Office	For-Rent Residential	For-Sale Residential
Short-Term Opportunity	Limited – oversupplied	Opportunistic – high vacancies, yet limited new product	Strong – vacancy low, limited new product	Limited – market for attached for-sale is weak
Longer-Term Opportunity	Moderate – opportunity to consolidate existing	Stronger – need to create location	Strong – challenged by site availability	Stronger – with the correct site
Demand Potential to 2030	120,000 to 220,000 square feet	300,000 to 435,000 square feet	469 to 1,209 units	560 to 885 units
Number of Projects	1 to 2 centers	6 to 9 50,000 square foot buildings	2 to 5 projects	6 to 9 projects
Key Tenants/ Buyers	Lifestyle, destination	Professional services, Finance, Insurance, Real Estate sectors	Young professionals, students, empty nesters, retirees	Young professionals, empty nesters, retirees

To assess the sufficiency of public facilities needed to support the potential development expected based on the market assessment in the Corridor Plan, the maximum development by use was utilized. As shown in Table 5 below, the proposed change will not degrade public facilities and services below acceptable levels.

In order to assess potential impacts to streets, the estimated trip generation for the identified uses is based on the *Institute of Transportation Engineer's (ITE) Trip Generation 9th Edition*. There is a projected increase in maximum daily trips associated with the amendment based on the maximum projected development (Table 5), and the change would have the potential to increase PM Peak Hour trips by 2,141 trips. These new trips would be added over time and distributed along the network, which includes US Highway 19, and many major east-west cross streets.

Table 5. Public Facilities Level of Service Analysis

Public Facility/Service	Maximum Potential Impact to Public Facilities/Services Based on Maximum Demand Potential to 2030				Net Addition (2012-2030)	Capacity Available?
	Retail: 220,000 SF	Office: 435,000 SF	For Rent Residential: 1,209 units	For-Sale Residential: 885 units		
Streets (Daily Trips) ¹	9,394	4,138	5,078	3,699	22,309	Yes
Streets (PM Peak Hour Trips) ¹	816	566	423	336	2,141	
Potable Water ²	22,000 GPD	43,500 GPD	314,824 GPD	230,454 GPD	610,778 GPD	Yes
Wastewater ³	17,600 GPD	34,800 GPD	283,341 GPD	207,409 GPD	543,150 GPD	Yes
Solid Waste ⁴	1,122 Tons/Year	1,174.5 Tons/Year	3,064.5 Tons/Year	2,243.2 Tons/Year	7,604.2 Tons/Year	Yes
Parkland ⁵	0.0 Acres	0.0 Acres	10.64 Acres	7.79 Acres	18.43 Acres	Yes

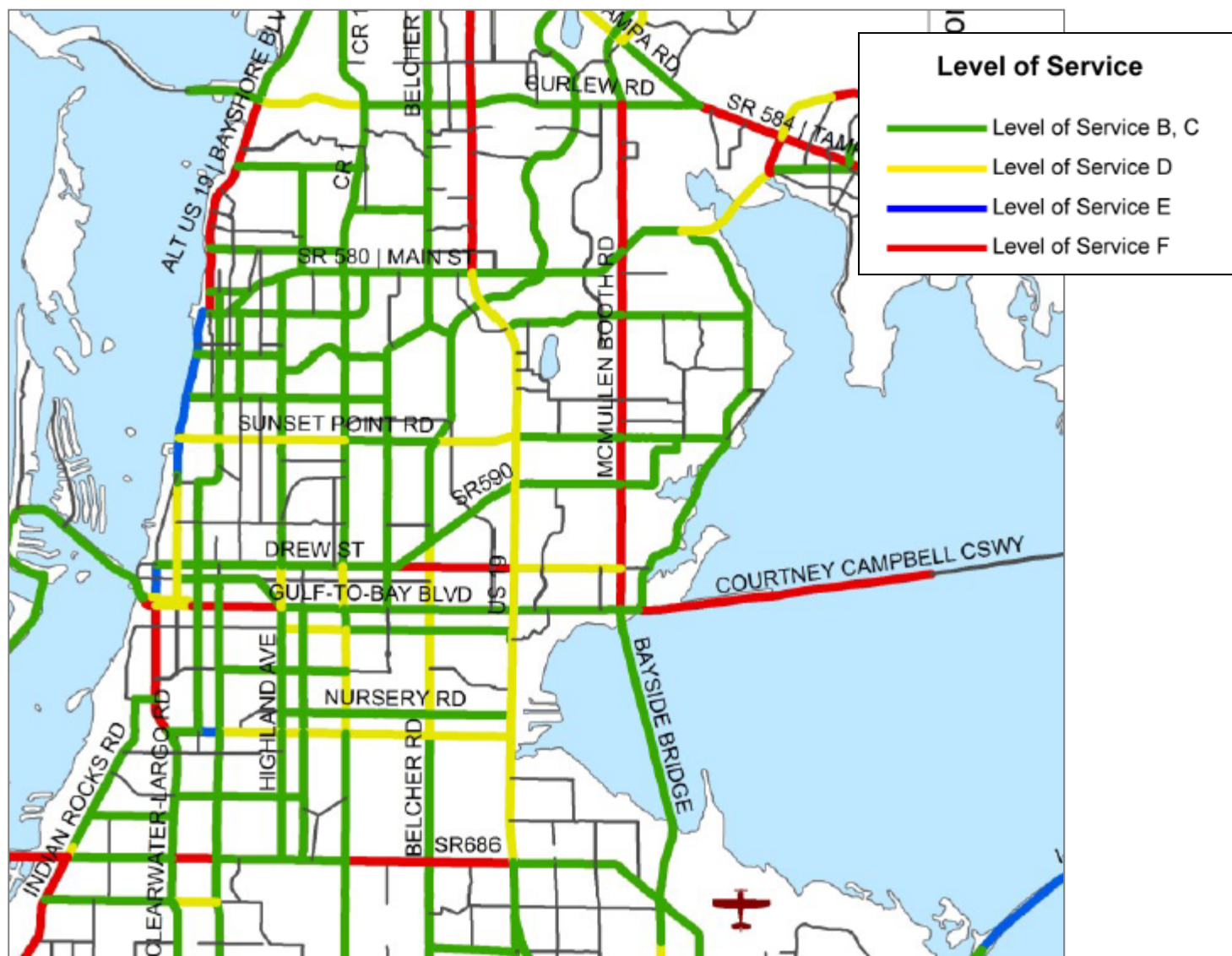
Notes:

- Based on average daily trips / PM Peak trips figures from the Institute of Transportation Engineer's Trip Generation 9th Edition:
 - Retail: ITE Land Use 820 – Shopping Center
 - Office: ITE Land Use 710 – General Office Building
 - For Rent Residential: ITE Land Use 222 – High-Rise Apartments
 - For Sale Residential: ITE Land Use 232 – High-Rise Condominiums
- Based on 260.4/gal/day/unit for residential units, and total square feet x 0.1 gal/day/unit for nonresidential development; GPD = gallons per day
- Based on 234.36/gal/day/unit for residential units, and total square feet x 0.08 gal/day/unit for nonresidential development; GPD = gallons per day
- Based on 5,069.44 lbs./year/unit for residential units, total square feet x 10.2 lbs./year/SF for retail store, and total square feet x 10.2 lbs./year/SF for office
- Based on 4.0 acres of parkland per 1,000 persons and 2.2 persons per residential unit

The Pinellas County Metropolitan Planning Organization 2016 Level of Service Report (adopted September 13, 2016), projects that after all improvements scheduled through 2017/18 have been completed, US Highway 19 is projected to perform at a Level of Service D between Belleair Road SR 580 and a Level of Service F between SR 580 and Curlew Road (Figure 1). The only area proposed to be amended within the northern segment of US Highway 19 is the north corridor area, which was recently designated as US 19 Corridor (1.5 FAR) on the Future Land Use Map.

Additionally, most of the major cross streets evaluated within the 2016 Level of Service Report are projected to perform at a Level of Service B or C (Curlew Road, SR 580, Sunset Point Road east of US Highway 19, NE Coachman Road/SR 590, and Gulf to Bay Boulevard/SR 60). Drew Street east of US Highway 19 and Sunset Point Road west of US Highway 19 are projected to perform at a Level of Service D. Belleair Road west of US Highway 19 and Drew Street west of US Highway 19 are projected to perform at a Level of Service F. This segment of Belleair Road is identified as a constrained facility which means that it cannot be expanded as necessary to alleviate a substandard level of service condition due to a policy or physical constraint.

Figure 1: Forward Pinellas (Pinellas County MPO) 2016 Level of Service Map with Scheduled Improvements (PM Peak Hour Directional) 2015 Base Data



Individual projects along these roadways will be evaluated for impacts at the time plans are submitted under the City's Mobility Management System in the Community Development Code. All development projects within the City that generate new peak hour trips are subject to the provisions of the Mobility Management System to address their development impacts. Depending on the level of impact, developers of projects may need to submit a transportation management plan designed to address their impacts while increasing mobility and reducing the demand for single occupant vehicle travel or may need to also conduct a traffic study and report the results and identify improvements necessary.

Recommended Conclusions of Law:

Based upon the findings of fact, it is determined that the potential for additional traffic generated by the maximum projected amount of development (retail, office, for-rent residential and for-sale residential) through 2030 will not result in significant degradation of the projected level of service on US Highway 19. Once construction is completed, US Highway 19 is projected to improve to Level of Service B, C, or D. There is an increase in demand for potable water, generation of wastewater and solid waste, but there is adequate capacity to accommodate the maximum demand generated by the projected development. Furthermore, the City has sufficient parkland and recreation facilities so the new development will not negatively affect the adopted Level of Service for parkland and recreational facilities.

Location of District Boundaries [Section 4-602.F.6]

Recommended Findings of Fact:

The location of the proposed US 19 District boundaries is consistent with the parcel lines of the parcels proposed to be rezoned. The proposed US 19 District is also consistent with the boundaries of the underlying future land use categories, which were recently amended by the City. The proposed US 19 District is compatible with the various uses both on the affected parcels as well as in the vicinity of the proposed amendment area.

Recommended Conclusions of Law:

The District boundaries are appropriately drawn in regard to location and classifications of streets, ownership line, existing improvements, and the natural environment.

SUMMARY AND RECOMMENDATION:

No amendment to the Zoning Atlas shall be recommended for approval or receive a final action of approval unless it complies with the standards contained in Section 4-602.F, Community Development Code. Table 2 below depicts the consistency of the proposed amendment with the standards as per Section 4-602.F:

Table 2. Consistency with Community Development Code Standards

CDC Section 4-602	Standard	Consistent	Inconsistent
F.1	The proposed amendment is consistent with and features the goals, policies and objectives of the <i>Comprehensive Plan</i> and furthers the purposes of this Development Code and other city ordinances and actions designed to implement the plan.	X	
F.2	The available uses to which the property may be put are appropriate to the property which is subject to the proposed amendment and compatible with existing and planned uses in the area.	X	
F.3	The amendment does not conflict with the needs and character of the neighborhood and the city.	X	
F.4	The amendment will not adversely or unreasonably affect the use of other property in the area.	X	
F.5	The amendment will not adversely burden public facilities, including the traffic-carrying capacities of streets, in an unreasonably or disproportionate manner.	X	
F.6	The district boundaries are appropriately drawn with due regard to locations and classifications of streets, ownership lines, existing improvements and the natural environment.	X	

Based on the foregoing, the Planning and Development Department recommends the following action:

Recommend APPROVAL of the City initiated Zoning Atlas map amendment (per Section 4-603.B.1., Community Development Code) from 12 different zoning districts corridor-wide to the US 19 (US 19) and Preservation (P) Districts.

Prepared by Planning and Development Department Staff: _____

Lauren Matzke, AICP
Long Range Planning Manager

ATTACHMENTS: Ordinance No. 8987-17
Resume