

PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: August 16, 2016

AGENDA ITEM: G.2.

CASES: LUP2016-06004, LUP2016-06005, LUP2016-06006

REQUEST: To amend the Future Land Use Map designations from 17 different future land use categories corridor-wide to the US 19 Regional Center (US 19-RC), US 19 Neighborhood Center (US 19-NC), US 19 Corridor (US 19-C), Preservation (P) and Water/Drainage Feature categories

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 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.

Economic Development Strategic Plan:

In 2011, the City's Economic Development and Housing Department engaged TIP Strategies, Inc. to develop an Economic Development Strategic Plan (Strategic Plan) to position Clearwater for future sustainable growth and economic prosperity. The Strategic Plan seeks to ensure long-term economic vitality through the guiding principles of tax base diversification, higher paying jobs, and business vitality. One central goal identified in the Strategic Plan was to "improve the existing amenities in Clearwater and continue to invest in

the city's infrastructure and people". US Highway 19 is heavily traveled by workers to the north and south of Clearwater and marks the entrance to the peninsula across Gulf to Bay Boulevard. Recognizing 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 seen as a way to encourage the type of infill growth desired economically by the City.

Clearwater Greenprint:

Clearwater Greenprint (2011) recognizes that the City is largely built out and reliant on infill development, redevelopment, and building rehabilitation and reuse to accommodate growth. Creating conditions that optimize this type of growth requires thoughtful consideration of the relationships between land use and transportation options. As commercial corridors, activity centers and downtown provide the best opportunities to accommodate new growth, the US Highway 19 corridor was identified in Clearwater Greenprint 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.

US 19 Corridor Redevelopment Plan:

After completing Clearwater Greenprint, the Planning and Development Department worked with HDR to engage businesses and residents and define a vision for future growth along US Highway 19. The US 19 Corridor Redevelopment Plan (Corridor Plan) was approved by City Council in 2012. Both a market analysis and a land use and mobility assessment were conducted to provide context for the vision and recommended strategies. The vision 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.

Countywide Plan for Pinellas County:

At the same time the Planning and Development Department was working on the Corridor Plan, Pinellas Planning Council (PPC) staff (now Forward Pinellas staff) was preparing a significant update to the Countywide Plan for Pinellas County (Countywide Plan). The new Countywide Plan was adopted by the Countywide Planning Authority on August 7, 2015. As a future oriented plan, the new Activity Center and Multimodal Corridor Countywide Plan categories were developed to support the redevelopment of certain areas and corridors with more intensive development to create transit-supportive urban areas, while other areas are to be maintained with more suburban and primarily lower-density residential neighborhoods. In order to request the Activity Center or Multimodal Corridor designations be applied to the Countywide Plan Map, cities may prepare redevelopment studies and plans, and must identify how planning and urban design strategies will be implemented locally to mitigate the additional development potential allowed through the new categories. Options for complying with this requirement include adoption of comprehensive plan policies and special zoning designations and design guidelines or standards. The Corridor Plan provided the foundation to have US Highway 19 designated as Multimodal Corridor and Activity Center at the time the new Countywide Plan Map was adopted in 2015. The Corridor Plan strategies identify how the City will

meet the requirements in the Countywide Rules, and under the new Countywide Rules, the City must amend its Comprehensive Plan, adopt its new zoning standards, and complete its Future Land Use Map and Zoning Atlas amendments within five years of when the Activity Center and Multimodal Corridor categories were placed on the Countywide Plan Map.

2040 Long Range Transportation Plan (LRTP) & Other Forward Pinellas/MPO Initiatives:

The 2040 Long Range Transportation Plan (2040 Pinellas LRTP) is the blueprint for the County's future transportation system and addresses roadway, transit, bicycle and pedestrian transportation needs and policies over a 20 year period, and is updated every five years. The Pinellas County Metropolitan Planning Organization (MPO) (now Forward Pinellas) adopted the 2040 Pinellas LRTP in 2014; however, the analysis that led to the final document was completed during the same time that the Countywide Plan was being updated, as well as while the City was completing the Corridor Plan. As part of the 2040 Pinellas Transportation Plan, population and employment socioeconomic forecasts were developed by Traffic Analysis Zone (TAZ) for all of Pinellas County. The MPO staff evaluated three distinct growth scenarios: 1) Trend; 2) Premium Bus/Land Use; and 3) Transit. The Trend Scenario is a baseline forecast that assumes no significant changes will be made to existing land use policies and transportation infrastructure and services. The Premium Bus/Land Use Scenario includes minor growth above the Trend Scenario and includes significant additional premium bus service. The Transit Investment/Land Use Scenario includes the highest amount of growth of the three scenarios centered around 16 proposed rail stations that would be met with new investment in light rail transportation. City staff worked closely with MPO staff to ensure that the City's plans for intensification along US Highway 19 and its cross streets within the City were factored into all of the scenarios, including the Trend Scenario, once the Corridor Plan was approved by City Council in 2012. Selected as the scenario for 2040, the Trend Scenario projects that by 2040 the population of Pinellas County will increase by 7.1% and employees will increase by 9.6%.

In addition to including three segments of US Highway 19 within the City's planning area in the 2014-2019 Committed Roadway Projects in the 2040 Long Range Transportation Plan (2040 Pinellas LRTP), both US Highway 19 and Gulf-to-Bay Boulevard are identified as part of the "Core Network" in the transit plan section. US Highway 19 has the highest ridership of PSTA's current routes and Gulf-to-Bay Boulevard/SR 60 has the most productive route, carrying more passengers per revenue mile than any other route in the system.

Recognizing the importance of US 19 for local and regional travel, the Forward Pinellas Board identified the corridor as one of its three Strategic Planning & Operations Topics, or SPOTLight emphasis areas. The agency recently completed a joint study with FDOT to assess the safety of bicycle/pedestrian access to transit along the corridor. The study developed strategies to balance the increasing growth along US 19 and the mobility of people along and across the roadway. In addition, building on the work that Clearwater recently completed, Forward Pinellas will be partnering with Pinellas County and the municipalities along the entirety of US 19 to conduct a comprehensive analysis of the corridor in an effort to bring a similar land use and transportation planning effort to other sections of the corridor.

US 19 Corridor Plan Implementation:

The Planning and Development Department moved forward with implementation of the Corridor Plan by continuing to work with HDR to develop new a zoning district and design standards for properties on the US 19 corridor. Concurrently, Planning and Development Department staff prepared amendments to the Comprehensive Plan to establish the corresponding future land use categories and their intensity standards, consistent with the revitalization areas within the Corridor Plan (see concurrent case CPA2016-04001/Ordinance No. 8923-16).

The City is initiating this amendment to the Future Land Use Map in order to designate the properties with the US 19 Regional Center (US 19-RC), US 19 Neighborhood Center (US 19-NC), and US 19 Corridor (US 19-C) future land use categories in order to enable the zoning district and design standards, thereby implementing the vision in the Corridor Plan. The proposed designations are consistent with the Activity Center and Multimodal Corridor designations on the Countywide Plan Map.

The implementation of the Corridor Plan will be accomplished through four cases:

- Amendments to the Comprehensive Plan, establishing the new future land use categories and associated intensities for new development, as well as adding policies to support the implementation of the Corridor Plan and framework for the other components (Concurrent application CPA2016-04001)
- Amendments to the Future Land Use Map, designating properties within the corridor with the new future land use categories (Subject of this agenda item)
- Amendments to the Community Development Code, establishing the zoning district and development standards for the proposed US 19 Corridor District and Subdistricts, consistent with the Corridor Plan and the Countywide Plan
- Amendments to the Zoning Atlas, designating properties within the corridor with the new US 19 Zoning District and Subdistricts.

A draft schedule for these pieces is provided in Figure 1. Both the amendments to the Comprehensive Plan and the amendments to the Future Land Use Map require review by the Department of Economic Opportunity and other state agencies after first and second (adoption) readings by City Council reading; therefore these components take additional time for completion.

Figure 1: Draft Schedule for all US 19 Project Components

US 19 Project(s) Schedule						
2016				2017		
AUG	SEPT	OCT	NOV	DEC	JAN	FEB
Comprehensive Plan Amendment (CPA2016-04001) Public Hearings and State Agency Review						
Future Land Use Map Amendment (LUP2016-06004, LUP2016-06005, LUP2016-06006) Public Hearings and State Agency Review						
Text Amendment Public Hearings						
Rezoning Public Hearings						
<i>Draft Date 06.14.16, Subject to change</i>						

ANALYSIS:

Proposed Amendment Area Characteristics:

The proposed amendment divides the corridor into two Regional Centers, two Neighborhood Centers, and three Corridor areas. A third Neighborhood Center is envisioned within the City's service area, but properties are all currently within unincorporated Pinellas County's jurisdiction. The proposed amendment amends the future land use designation only for parcels that are within the City's jurisdiction at the time of the amendment.

Table 1: Amended Site Area and Number of Parcels

Proposed Future Land Use Category	General Area	Amended Site Area (within City Limits)		Number of Parcels
		Acres ±	SF (ft ²) ±	
US 19 Regional Center (US 19-RC)	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 Total	907.54	39,532,495.20	605
US 19 Neighborhood Center (US 19-NC)	Curlew Road Area	0.00	0.00	0
	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 Total	261.01	11,369,811.82	1,044
US 19 Corridor (US 19-C)	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 Total	472.80	20,595,124.44	2,387
Total Amendment Area:		1641.35	71,497,336.68	4,036

The amendment area is currently comprised of 17 different future land use categories, with a wide range of allowable densities and intensities (see Table 2). Allowable residential density ranges from 5 units per acre in Residential Low (RL) to 30 units per acre in Residential High (RH). Nonresidential development intensity primarily varies from 0.40 FAR in Residential/Office Limited (R/OL) to 0.65 FAR in Institutional (I). These current future land use categories allow a wide range of uses, but generally speaking, uses are somewhat segregated by future land use category, making it more difficult to develop a transit-supportive mixed-use corridor and centers, consistent with the vision.

Currently, the majority of the amendment area (36.8%) is designated as Commercial General (CG) future land use. Residential future land use categories allowing development at densities of at least 10 units per acre comprise an additional 37.5% of the property [Residential Low Medium (RLM) (16.6%), Residential Medium (RM) (11.4%), Residential High (RH) (9.5%)]. Figure 2 shows the complete breakdown of existing designations within the proposed amendment area.

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.

This amendment proposes reducing the number of future land use categories found within the amendment area to five, inclusive of Preservation (P) and Water/Drainage Feature areas (see Table 3). A wide variety of uses will be allowed in the new US 19 future land use categories, allowing residential to be mixed with office, retail sales and service, research and development, overnight accommodations, and other compatible uses. The proposed future land use categories utilize a FAR standard only to regulate development potential on the properties. Residential and overnight accommodation uses must demonstrate compliance with the FAR, and not density.

Under the proposal, approximately 54.6% of properties would be designated as US 19 Regional Center, 15.2% would be US 19 Neighborhood Center, and 28.7% would be US 19 Corridor (see Figure 3). Areas with Preservation (P) designated would remain unchanged (1.2%), while the amount of land designated with Water/Drainage Feature would drop slightly.

Figure 2: Existing Future Land Use Categories within Amendment Area

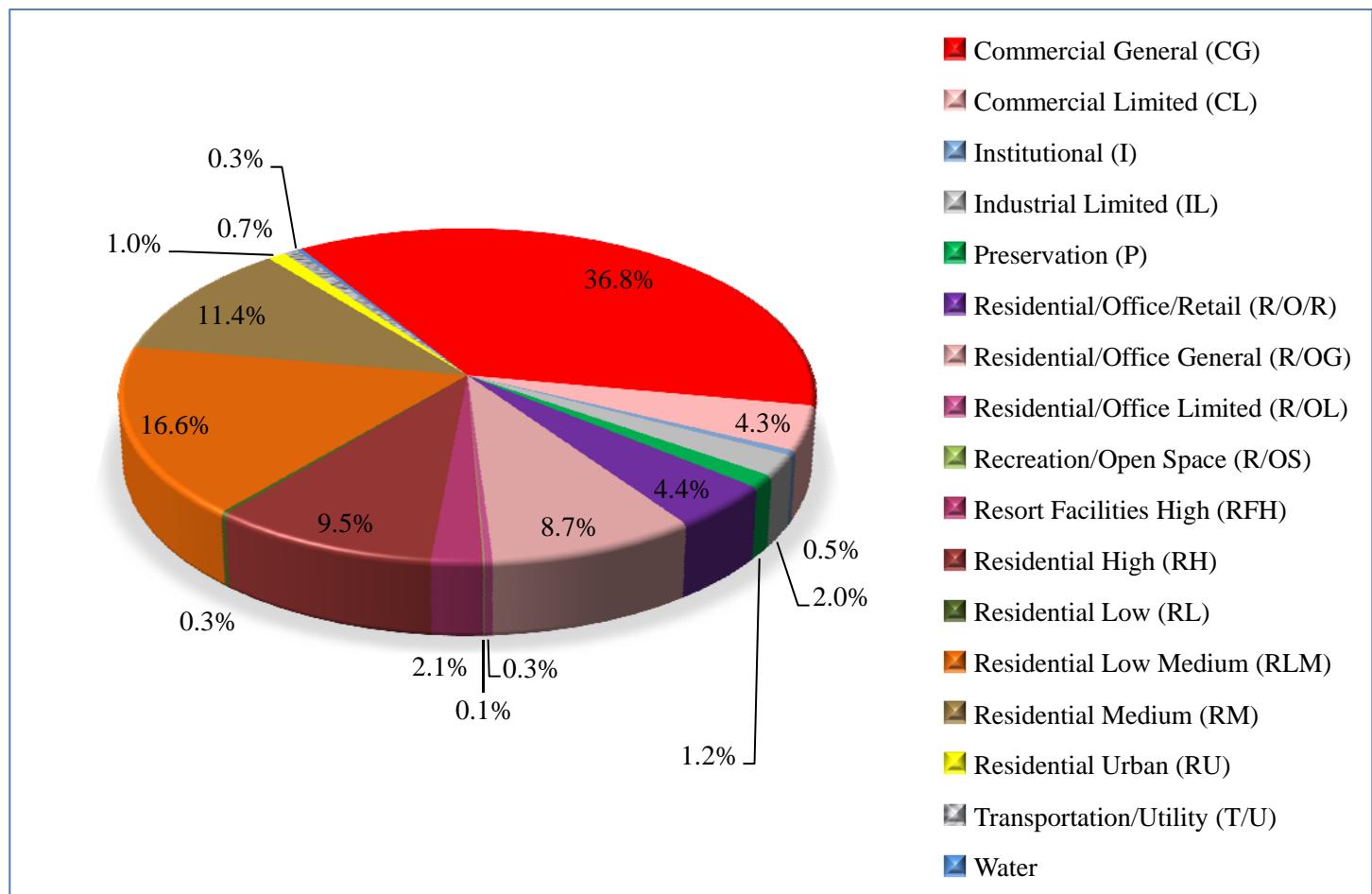


Figure 3: Proposed Future Land Use Categories within Amendment Area

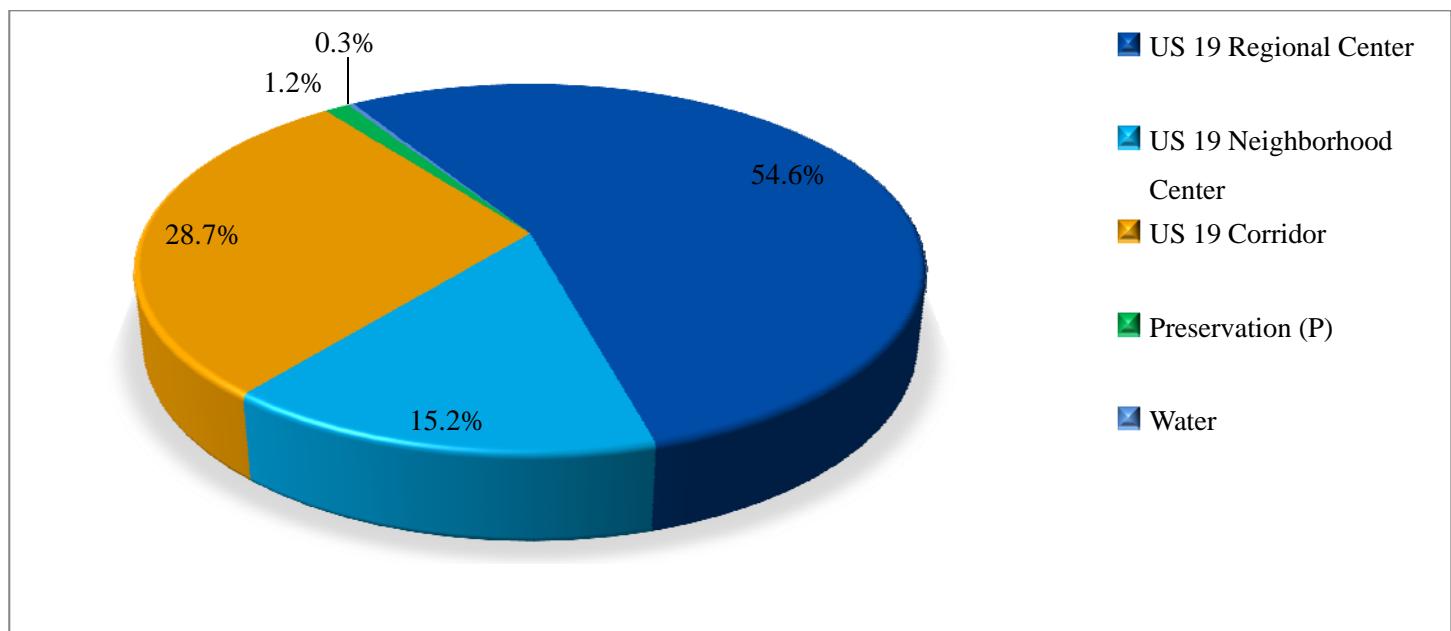


Table 2: Uses, Densities/Intensities Allowed by Current Future Land Use Designations

Current Future Land Use Categories	Primary Uses	Maximum Allowable Density/Intensity		
		Density	FAR	ISR
Residential Low (RL)	Low Density Residential	5 DU/AC	0.40	0.65
Residential Urban (RU)	Urban Low Density Residential; Residential Equivalent	7.5 DU/AC	0.40	0.65
Residential Low Medium (RLM)	Low to Moderate Density Residential; Residential Equivalent	10 DU/AC	0.50	0.75
Residential Medium (RM)	Moderate to High Density Residential; Residential Equivalent	15 DU/AC	0.50	0.75
Residential High (RH)	High Density Residential; Residential Equivalent	30 DU/AC	0.60	0.85
Resort Facilities High (RFH)	High Density Residential; Overnight Accommodations; Commercial; Residential Equivalent	30 DU/AC; 50 OV/AC	1.2	0.95
	Overnight Accommodations on property that is*:			
	Less Than 1 Acre:	70 OV/AC	2.0	0.95
	Between 1 and 3 Acres:	90 OV/AC	3.0	0.95
	Greater Than 3 Acres:	110 OV/AC	4.0	0.95
* Subject to Community Development Code provisions consistent with Section 5.2.1.3, Countywide Plan Rules				
Or as set forth in <i>Beach by Design</i> , which governs Clearwater Beach				
Residential/Office Limited (R/OL)	Low Density Residential; Residential Equivalent; Office	7.5 DU/AC	0.40	0.75
Residential/Office General (R/OG)	Medium Density Residential; Residential Equivalent; Office	15 DU/AC	0.50	0.75

Table 2: Uses, Densities/Intensities Allowed by Current Future Land Use Designations (continued)

Current Future Land Use Categories	Primary Uses	Maximum Allowable Density/Intensity		
		Density	FAR	ISR
Residential/Office/Retail (R/O/R)	Moderate Density Residential; Residential Equivalent; Office; Retail Sales & Service; Overnight Accommodations	18 DU/AC; 30 OV/AC	0.40	0.85
Commercial Limited (CL)	Office; Retail Sales & Service; Overnight Accommodations	18 DU/AC; 30 OV/AC	0.45	0.85
Commercial General (CG)	Office; Retail Sales & Service; Overnight Accommodations	24 DU/AC; 40 OV/AC	0.55	0.90
Industrial Limited (IL)	Light/Medium Manufacturing; Overnight Accommodations; Research/Development; Wholesale	50 OV/AC	0.65	0.85
Recreation/Open Space (R/OS)	Public/Private Open Space; Recreation Facilities; Beach/Water Access	N/A	0.25	0.60
Institutional (I)	Public/Private Schools; Churches; Public Offices; Hospitals; Residential Equivalent	12.5 DU/AC	0.65	0.85
		Hospital Bonus Provision FAR 1.0 Subject to Bonus Provisions		
Transportation/Utility (T/U)	Airports; Marinas; Utility Facilities	N/A	0.70	0.90
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		

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

Proposed 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		

Vicinity Characteristics:

The amendment area is surrounded by a similar variety of uses. On the northern end of the corridor, more residential development can be found east the amendment area. Similarly, to the west of the amendment area, south of SR 580, there are many single-family residential areas in the vicinity; however, on the west side, 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.

A complete listing of the Future Land Use Map designations is shown in Table 4 below.

Table 4: Surrounding Future Land Use Designations

	North	South	East	West
North Corridor Area	<ul style="list-style-type: none"> Residential/Office/Retail (R/O/R) [Pinellas County] Residential Low (RL) [Pinellas County] Preservation (P) [Pinellas County] 	<ul style="list-style-type: none"> Residential Urban (RU) [Pinellas County] 	<ul style="list-style-type: none"> Residential Medium (RM) 	<ul style="list-style-type: none"> Institutional (I) [Pinellas County] Residential/Office/Retail (R/O/R) [Pinellas County]
Countryside/ Westfield Mall Area	<ul style="list-style-type: none"> Residential Urban (RU) [Pinellas County] Residential /Office/Retail (R/O/R) [Pinellas County] Preservation (P) [Pinellas County] Transportation/Utility (T/U) [Pinellas County] 	<ul style="list-style-type: none"> N/A - Mid Corridor Area to the south 	<ul style="list-style-type: none"> Residential Suburban (RS) Residential Medium (RM) Residential High (RH) Recreation/Open Space (R/OS) Preservation (P) Transportation/Utility (T/U) 	<ul style="list-style-type: none"> Industrial Limited (IL) [Pinellas County] Residential Urban (RU) Residential Medium (RM) Transportation/Utility (T/U) [Pinellas County] Recreation/Open Space (R/OS) [City and Pinellas County]
Mid Corridor Area	<ul style="list-style-type: none"> N/A - Countryside/Westfield Mall Area to the north 	<ul style="list-style-type: none"> Residential Urban (RU) [Pinellas County] 	<ul style="list-style-type: none"> Residential Suburban (RS) [City and Pinellas County] Residential Urban (RU) Recreation/Open Space (R/OS) Preservation (P) [Pinellas County] Institutional (I) Water [City and Pinellas County] 	<ul style="list-style-type: none"> Residential Medium (RM) Residential/Office/Retail (R/O/R) [Pinellas County] Transportation/Utility (T/U) [Pinellas County]
Sunset Point Road/ Coachman Road Area	<ul style="list-style-type: none"> Residential /Office/Retail (R/O/R) [Pinellas County] 	<ul style="list-style-type: none"> Recreation/Open Space (R/OS) Preservation (P) Water 	<ul style="list-style-type: none"> Residential Low (RL) [City and Pinellas County] Residential Urban (RU) Residential Medium (RM) [Pinellas County] Residential/Office General [Pinellas County] Residential/Office/Retail (R/O/R) [Pinellas County] Commercial General [Pinellas County] Preservation (P) 	<ul style="list-style-type: none"> Residential Medium (RM) Commercial General (CG) Transportation/Utility (T/U) Residential/Office/Retail (R/O/R) [Pinellas County]

	North	South	East	West
Gulf to Bay Blvd/ Drew Street Area	<ul style="list-style-type: none"> • Recreation/Open Space (R/OS) • Preservation (P) [Pinellas County] • Transportation/Utility (T/U) [Pinellas County] 	<ul style="list-style-type: none"> • N/A - South Corridor Area to the south 	<ul style="list-style-type: none"> • Residential Low (RL) [Pinellas County] • Residential Urban (RU) [City and Pinellas County] • Residential Low Medium (RLM) [Pinellas County] • Residential Medium (RM) [City and Pinellas County] • Residential High (RH) [Pinellas County] • Commercial General (CG) • Recreation/Open Space (R/OS) • Preservation (P) [City and Pinellas County] • Institutional (I) 	<ul style="list-style-type: none"> • Residential Urban (RU) • Commercial General (CG) [Pinellas County] • Transportation/Utility (T/U) [City and Pinellas County]
South Corridor Area	<ul style="list-style-type: none"> • N/A - Gulf to Bay / Clearwater Mall area to the north 	<ul style="list-style-type: none"> • N/A - Belleair Road Area to the south 	<ul style="list-style-type: none"> • Residential Medium (RM) [Pinellas County] • Residential High (RH) [Pinellas County] • Residential/Office General [Pinellas County] • Water 	<ul style="list-style-type: none"> • Residential Urban (RU) • Residential Medium (RM) • Commercial General (CG) [Pinellas County] • Transportation/Utility (T/U) [City and Pinellas County]
Belleair Road Area	<ul style="list-style-type: none"> • N/A - South Corridor Area to the north 	<ul style="list-style-type: none"> • Commercial General (CG) [Pinellas County] • Residential Low (RL) [Pinellas County] • Commercial General (CG) [Largo] • Preservation (P) • Water (Allens Creek) [Largo] 	<ul style="list-style-type: none"> • Preservation (P) • Water 	<ul style="list-style-type: none"> • Residential Medium (RM)

REVIEW CRITERIA:

No amendment to the Comprehensive Plan or Future Land Use Map shall be recommended for approval or receive a final action of approval unless it complies with the standards contained in Section 4-603.F, Community Development Code. Table 5 below depicts the consistency of the proposed amendment with the standards pursuant to Section 4-603.F:

Table 5. Standards for Land Use Plan Amendments

CDC Section 4-603	Standard	Consistent	Inconsistent
F.1	The amendment will further implementation of the <i>Comprehensive Plan</i> consistent with the goals, policies and objectives contained in the Plan.	X	
F.2	The amendment is not inconsistent with other provisions of the <i>Comprehensive Plan</i> .	X	
F.3	The available uses, if applicable, to which the properties may be put are appropriate to the properties in question and compatible with existing and planned uses in the area.	X	
F.4	Sufficient public facilities are available to serve the property.	X	
F.5	The amendment will not adversely affect the natural environment.	X	
F.6	The amendment will not adversely impact the use of property in the immediate area.	X	

RECOMMENDED FINDINGS OF FACT AND CONCLUSIONS OF LAW:**Consistency with the Clearwater Comprehensive Plan [Sections 4-603.F.1 and 4-603.F.2]**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.

US Highway 19 and Gulf-to-Bay Boulevard were established through Goal A.5 and its associated Objectives, Policies and Map A-14 as corridors to redevelop when the Citywide Design Structure was adopted into the *Comprehensive Plan* in 2008, making it appropriate to designate the portions of US Highway 19 between the proposed centers as US 19 Corridor (US 19-C) and include Gulf-to-Bay Boulevard within the amendment area. The Clearwater Mall/Parkplace Area and Countryside Mall/Westfield Area were identified as Activity Centers at the same time, supporting the proposed designation of these areas as US 19 Regional Center (US 19-RC). On the west side of US Highway 19, the Sunset Point Plaza and Walmart Shopping Area were identified as Multi-Neighborhood Shopping Centers, which factored in to the proposed designation of US 19 Neighborhood Center (US 19-NC) in this amendment. Additionally, many of the proposed amendments to the *Comprehensive Plan* (concurrent amendment CPA2016-04001) support the proposed map amendment.

The proposed future land use categories 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. 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 it supports the plan as indicated in the goal, objectives and policies listed above.

Consistency with the Countywide Plan Rules

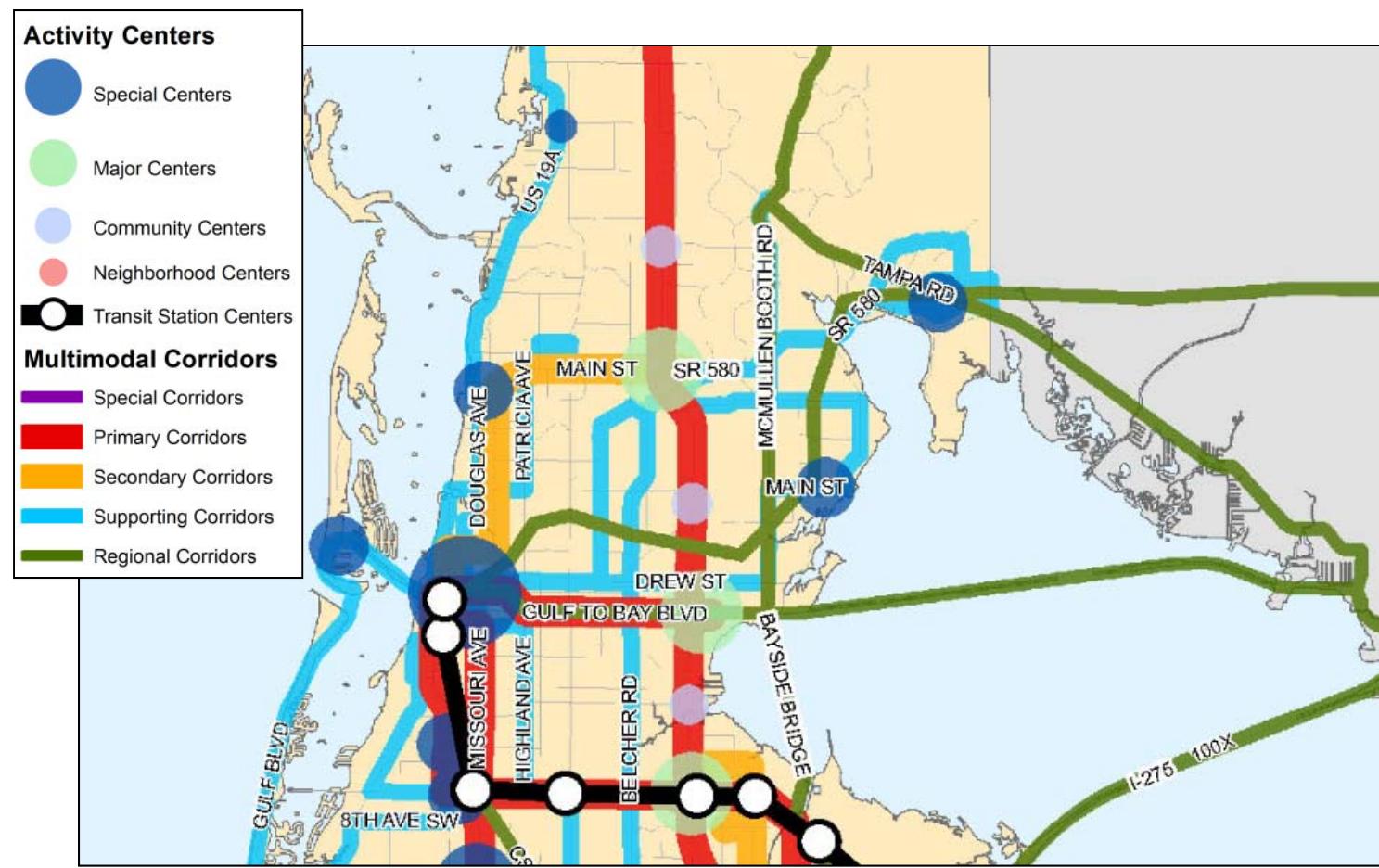
Recommended Findings of Fact:

As previously stated, the amendment area is already designated Activity Center and Multimodal Corridor on the Countywide Plan Map. The Transit-Oriented Land Use Vision Map (Vision Map) contained in the Countywide Plan Strategies further identifies the corridor as a “Primary” corridor, making it appropriate for development at up to 1.5 FAR, consistent with the intensities proposed for the City’s US 19 Corridor (US 19-C) future land use category. The Vision Map (see Figure 4) identifies the Countryside/Westfield Mall Area and the Gulf to Bay Blvd/Drew Street Area as “Major” Centers, appropriate for development at up to 2.5 FAR, consistent with the intensities proposed for the City’s US 19 Regional Center (US 19-RC) future land use category. The Sunset Point Road/Coachman Road Area and the Belleair Road/Nursery Road Area are depicted as “Community” Centers on the Vision Map, appropriate for development at up to 1.5 FAR, consistent with the intensities proposed for the City’s US 19 Neighborhood Center (US 19-NC) future land use category. The Vision Map also identifies the Curlew Road Area as a “Community” Center, which is consistent with what the City has planned for the properties within the City’s planning and service area, should they annex in the future (not part of this amendment).

Recommended Conclusions of Law:

The proposed Future Land Use Map amendment is consistent with the purpose and locational characteristics of the *Countywide Rules*.

Figure 4: The Transit-Oriented Land Use Vision Map, Countywide Plan Strategies, adopted August 7, 2015



Compatibility with Surrounding Properties/Character of the City & Neighborhood [Section 4-603.F.3 and Section 4-603.F.6]

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 4, there are a wide variety of future land use categories found in the vicinity of the proposed amendment area, including along the cross streets, and the proposed amendments would allow for more intense development.

The Countywide Plan Rules require that before the Activity Center or Multimodal Corridor designations can be placed on the Countywide Plan Map (as was done in 2015 for the amendment area), a community must plan for these areas of increased density/intensity "... in a special and detailed manner, based on their unique location, intended use, appropriate density/intensity, and pertinent planning considerations." The Corridor Plan served as the City's redevelopment plan for the amendment area. Based on the Vision Map for the

County and delineation of growth areas and preservation areas, the designations are compatible with the surrounding area. Furthermore, the required urban design strategies within the Countywide Plan will be addressed in the zoning standards.

Recommended Conclusions of Law:

The proposed future land use designations will significantly increase the development potential for the properties in the amendment area. The proposed future land use map 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 new zoning district standards must address the aforementioned urban design principles, which will ensure compatibility with the surrounding areas over time.

Sufficiency of Public Facilities [Section 4-603.F.4]

Recommended Findings of Fact:

The total area proposed to be amended is 1,641.35 acres. The amendment to US 19 Regional Center (US 19-RC), US 19 Neighborhood Center (US 19-NC) and US 19 Corridor (US 19-C) will significantly increase the amount of development potential allowed along the corridor and cross streets. However, new development and redevelopment takes time, and areawide, 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 6 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 6: 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 in 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 7 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 6), 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 7. Public Facilities Level of Service Analysis

Maximum Potential Impact to Public Facilities/Services Based on Maximum Demand Potential to 2030						
Public Facility/Service	Retail: 220,000 SF	Office: 435,000 SF	For Rent Residential: 1,209 units	For-Sale Residential: 885 units	Net Addition (2012-2030)	Capacity Available?
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

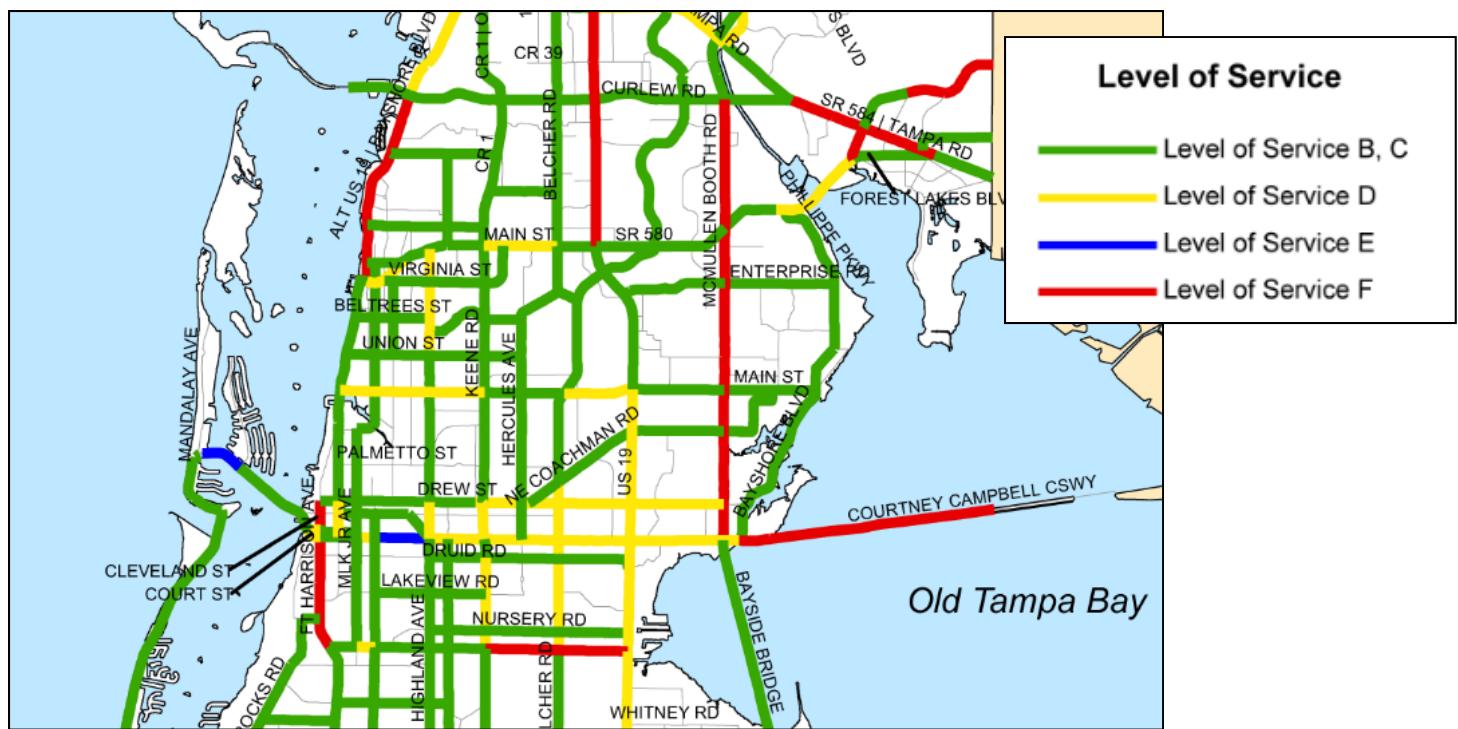
Notes:

1. 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
2. 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
3. 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
4. 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
5. Based on 4.0 acres of parkland per 1,000 persons and 2.2 persons per residential unit

The Pinellas County Metropolitan Planning Organization 2015 Level of Service Report (adopted September 19, 2015), 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 and Sunset Point Road, a Level of Service B or C between Sunset Point Road and SR 590, and a Level of Service F between SR 580 and Curlew Road (Figure 5). The only area proposed to be amended within the northern segment of US Highway 19 is the north corridor area, proposed to be designated as US 19 Corridor (1.5 FAR).

Additionally, most of the major cross streets evaluated within the 2015 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, and NE Coachman Road/SR 590). Gulf to Bay Boulevard/SR 60, Drew Street, 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 is projected to perform at a Level of Service F, and 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 5: Pinellas County MPO 2015 Level of Service Map with Scheduled Improvements 2017/18(PM Peak Hour Directional) 2014 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.

Impact on Natural Resources [Section 4-603.F.5]

Recommended Findings of Fact:

The proposed amendment area does include areas designated as Preservation (P) on the Future Land Use Map. There are no proposed changes to these areas. The Community Development Code requires that a vegetative buffer shall be provided on all lands within 25 feet of any property designated on the Zoning Atlas as Preservation (P), or any property determined to be wetlands under the jurisdiction of the State of Florida ("jurisdictional wetlands"); and all lands within 15 feet of the top of the bank of any creeks, channels, or related waterways which contain jurisdictional wetlands. Under the approved development agreement, impacts to wetlands will only be allowed upon approval of a mitigation bank or other appropriate mitigation plan, and upgrades to the site's stormwater facilities are required. The City's Codes require that development is compliant with the City's tree preservation and storm water management requirements.

Recommended Conclusions of Law:

Based upon the findings of fact, it is determined that the proposed Future Land Use Map amendment will not negatively impact natural resources on the subject parcels.

RECOMMENDATION:

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

Recommend APPROVAL of the City initiated Future Land Use Map amendment (per Section 4-603.B.1., Community Development Code) from 17 different future land use categories corridor-wide to the US 19 Regional Center (US 19-RC), US 19 Neighborhood Center (US 19-NC), US 19 Corridor (US 19-C), Preservation (P) and Water/Drainage Feature categories.

Prepared by Planning and Development Department Staff: _____

Lauren Matzke, AICP
Long Range Planning Manager

ATTACHMENTS: Ordinance No. 8923-16

Resume