PLANNING & DEVELOPMENT DEPARTMENT
COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE:	May 15, 2018
AGENDA ITEM:	E.1.
CASES:	LUP2017-09004
REQUEST:	To amend the seven (7) Future Land Use Map designations to Central Business District (CBD)

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 south of Drew Street, east of Prospect Avenue, north of Court Street, and west of Highland Avenue
Property Size	172.488 acres

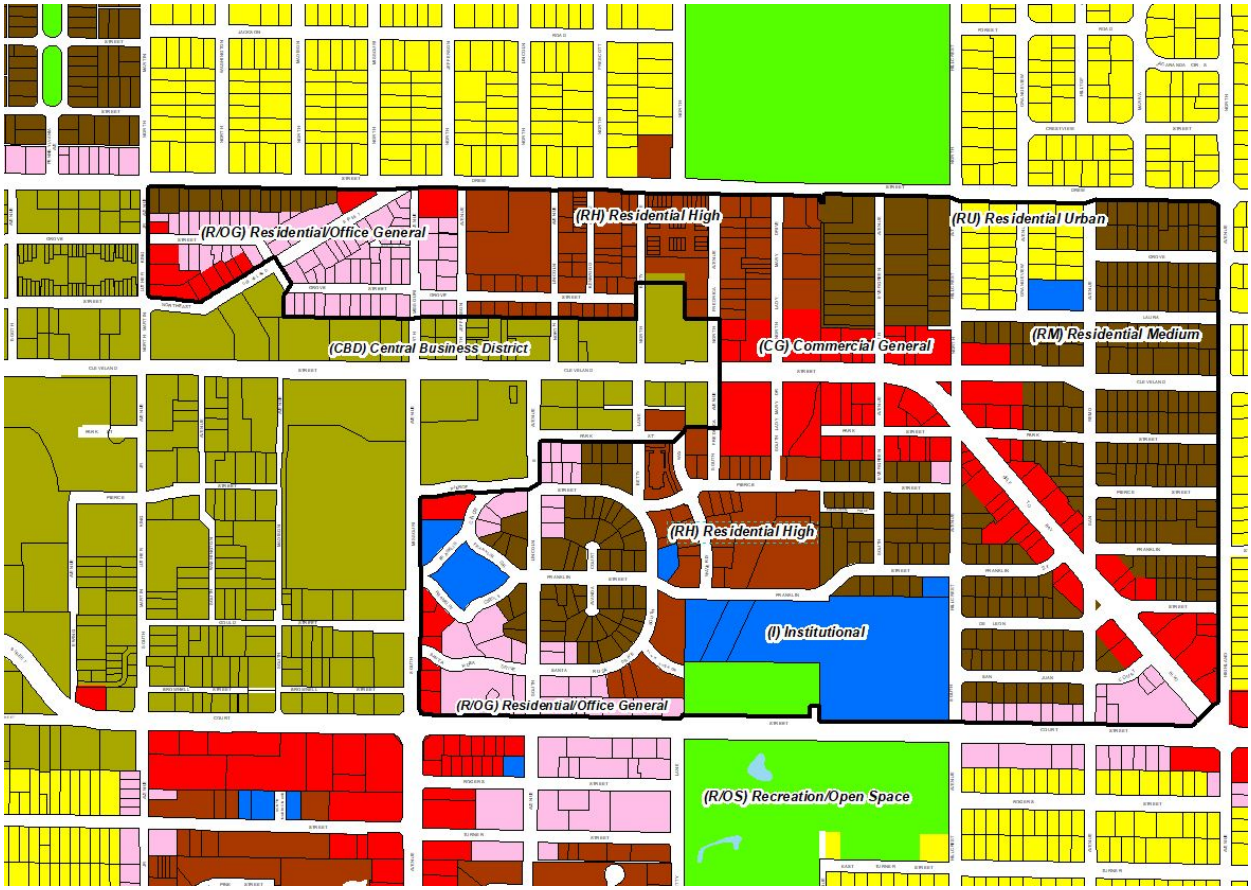
BACKGROUND:

In 2002, the City prepared a Findings and Declarations of Necessity Analysis for the area generally east of its existing Community Redevelopment Area (CRA), known as the "Gateway Expansion Area", which included land in the Southeast and Northeast Expansion Areas of the Clearwater Downtown Periphery Plan. This analysis demonstrated the need for revitalization outside of the existing CRA boundaries and identified a variety of conditions affecting the economic vitality of this area, including: poor lot layout relating to size, accessibility and use; inadequate and outmoded building density patterns; defective or inadequate street configurations, transportation facilities and parking facilities; and high residential and commercial vacancy rates. When the next major update to the Clearwater Downtown Redevelopment Plan (Downtown Plan) was completed in 2004, the Gateway Expansion Area (expanded CRA) was incorporated into the Downtown Planning Area and became part of the East Gateway, Town Lake Residential, and Town Lake Business Park Character Districts. However, due to certain requirements for Special Area Plans at the time, the City decided not to pursue amendments to the future land use designations or zoning districts for those properties outside of the Periphery Plan areas which were already designated with Central Business District (CDB) future land use and Downtown (D) District zoning, so many remained a mix of categories although they were also governed by the Downtown Plan and were part of the CRA.

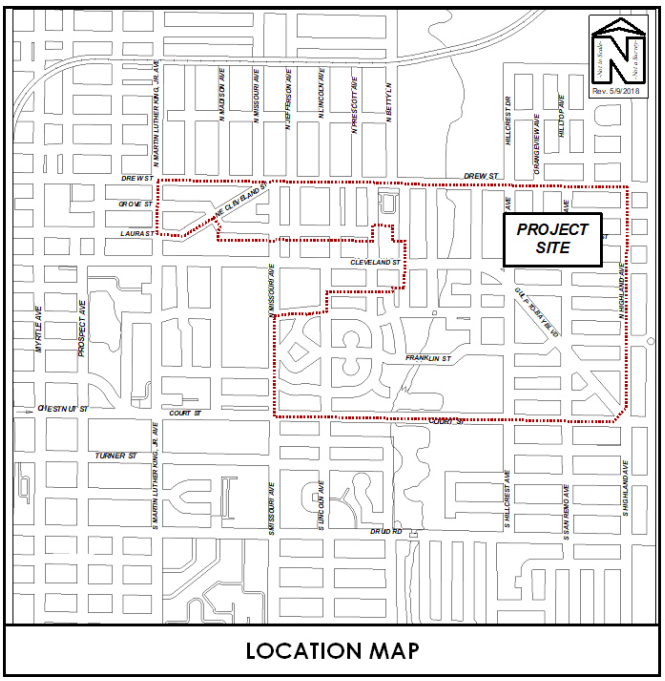
In 2011, with assistance from a consultant team of Gensler and Social Compact, the Economic Development & Housing Department worked with community stakeholders to establish a vision for the East Gateway District, now the Downtown Gateway. The East Gateway Vision Plan (Vision Plan) identified a variety of strategies to address the challenges still being faced in this community, including the development of an "overlay district" to support redevelopment along the major commercial corridors and a form-based code to ease use-based regulations which were perceived to affect the ability to redevelop properties in the area.

More recently, the City has completed another update to the Downtown Plan, which was adopted by City Council March 1, 2018 (Ordinance No. 9103-18) and approved by the Countywide Planning Authority and Board of County Commissioners on May 8, 2018 (effective date). This update integrated components of the Vision Plan into the Downtown Plan, which is the regulatory plan for the Downtown, and further addressed the need to unify these areas of the Downtown Gateway and now Prospect Lake Character Districts with the rest of Downtown by amending the properties' to all be designated Central Business District (CBD) future land use and Downtown (D) District zoning.

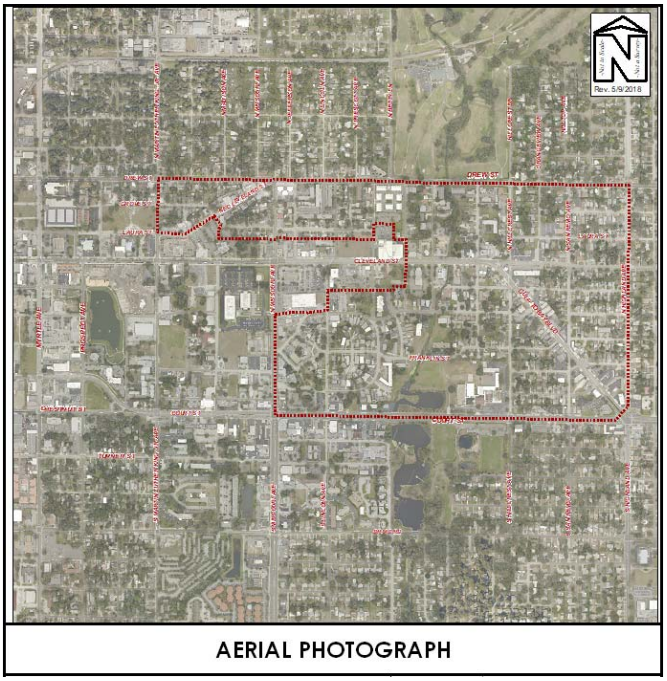
This amendment contains 968 parcels totaling 172.488 acres that are within the Prospect Lake and Downtown Gateway Character Districts of the Clearwater Downtown Redevelopment Plan, including one parcel that had inadvertently not previously been designated Central Business District (CDB) near the Court and Chestnut Street split. The properties are comprised of a mix of uses, including single and multi-family residential, office and commercial, among others. The request is to change the Future Land Use Map designation of the proposed amendment area from seven different categories including Residential Urban (RU), Residential Medium (RM), Residential High (RH), Residential/Office General (R/OG), Institutional (I), Commercial General (CG), and Recreation/Open Space (R/OS) to Central Business District (CBD). This amendment would establish a uniform land use designation across both the Downtown Gateway and Prospect Lake Districts. Companion case REZ2017-09005 proposes to rezone the amendment area from the Low Medium Density Residential (LMDR), Medium Density Residential (MDR), Medium High Density Residential (MHDR), High Density Residential (HDR), Institutional (I), Office (O), Commercial (C), and Open Space/Recreation (OS/R) Districts to the Downtown (D) District and is being processed concurrently with this case. Additionally, staff is preparing amendments to the Community Development Code to adopt the new Downtown (D) Zoning District and Development Standards (TA2018-03001, Ordinance No. 9149-18, anticipated adoption date August 2, 2018), a form based code which would apply to the proposed amendment area. Map 1 shows the current future land use designations, and Maps 2 and 3 show the general location and an aerial view of the amendment area.



Map 1- Current Future Land Use



Map 2



Map 3

ANALYSIS:

Proposed Amendment Area Characteristics:

The proposed amendment will consolidate the properties' seven current future land use designations into one category, Central Business District (CBD), thereby integrating it with the rest of the property in the Downtown Plan area. Table 1 compares the uses and maximum densities and intensities of the current future land use categories. While the proposed Central Business District (CBD) category applies to all properties governed by the Downtown Plan, the Downtown Plan establishes development potential (density, intensity and height) by Character District, as shown in Table 2, and includes other regulating policies applicable specifically to the properties in the Prospect Lake and Downtown Gateway Character Districts.

Table 1. Uses, Densities and Intensities Allowed by Present Future Land Use Categories

Current FLUM	Primary Uses	Maximum Density	Maximum Intensity	Consistent Zoning Districts
Residential Urban (RU)	Urban Low Density Residential; Residential Equivalent	7.5 Dwelling Units per Acre	FAR 0.40 ISR 0.65	Low Medium Density Residential (LMDR); Medium Density Residential (MDR)
Residential Medium (RM)	Moderate to High Density Residential; Residential Equivalent	15 Dwelling Units per Acre	FAR 0.50 ISR 0.75	Medium Density Residential (MDR); Medium High Density Residential (MHDR)
Residential High (RH)	High Density Residential; Residential Equivalent	30 Dwelling Units per Acre	FAR 0.60 ISR 0.85	Medium High Density Residential (MHDR); High Density Residential (HDR)
Institutional (I)	Public/Private Schools; Churches; Public Offices; Hospitals; Residential Equivalent	12.5 Dwelling Units per Acre	FAR 0.65 ISR 0.85	Institutional (I)
Commercial General (CG)	Office; Retail Sales & Service; Overnight Accommodations	24 Dwelling Units per Acre; 40 Overnight Accommodation Units per Acre	FAR 0.55 ISR 0.90	Commercial (C)
Residential/Office General (R/OG)	Medium Density Residential; Residential Equivalent; Office	15 Dwelling Units per Acre	FAR 0.50 ISR 0.75	Medium Density Residential (MDR); Office (O)
Recreation/Open Space (R/OS)	Public/Private Open Space; Recreation Facilities; Beach/Water Access	N/A	FAR 0.25 ISR 0.60	Open Space/Recreation (OS/R)

Table 2. Uses, Densities and Intensities Allowed by Proposed Future Land Use Category

	Proposed FLUM Central Business District (CBD) Prospect Lake Character District	Proposed FLUM Central Business District (CBD) Downtown Gateway Character District
Primary Uses:	Moderate to High Density Residential; Office; Retail Sale & Service; Public/Semi-Public uses as indicated in approved Redevelopment Plan	Moderate to High Density Residential; Office; Retail Sale & Service; Public/Semi-Public uses as indicated in approved Redevelopment Plan
Maximum Density:	75 Dwelling Units per Acre for properties west of Prospect Avenue and Knights Alley [outside amendment area] 50 Dwelling Units per Acre for properties in the remainder of the District [amendment area] 40 Overnight Accommodation Units per Acre 35 Rooms Per Acre for Bed and Breakfasts, not to exceed 10 rooms	35 Dwelling Units per Acre 40 Overnight Accommodation Units per Acre
Maximum Intensity:	FAR 2.5 for properties west of Prospect Avenue and Knights Alley [outside amendment area] FAR 1.5 for properties in the remainder of the District [amendment area]	FAR 1.5 for properties fronting on Cleveland Street between Missouri and Hillcrest Avenues or fronting on Gulf to Bay Boulevard FAR 0.55 for properties in the remainder of the District
Consistent Zoning District:	Downtown (D)	Downtown (D)

Development and Vacant Land:

The portions of the Downtown Gateway and Prospect Lake Districts within the proposed amendment area are largely built out and have older housing stock. Some intermittent redevelopment has occurred, with the Country Club Townhomes on Drew Street being a notable example. Commercial uses can be found along Gulf to Bay Boulevard and Cleveland Street, and most are smaller neighborhood serving uses that could be described as more “mom and pop” type stores. Two strip plazas exist: one at the southeast corner of Cleveland Street and Missouri Avenue and the other on the southeast corner of Cleveland Street and Hillcrest Avenue. A smattering of small motels also exists, primarily on Gulf to Bay Boulevard and Cleveland Street.

There are currently 33 parcels within the proposed amendment area (8.4 acres or 4.8% of the amendment area) that are vacant and have an average lot size of 11,000 square feet. The former Economy Inn site is the largest vacant property. Comprised of three parcels and approximately 1.9 acres in size, this site is owned by the CRA and provides perhaps the best site for new development in the amendment area. Removing the former Economy Inn site provides a better prospective of the vacant parcels in the area: an average lot size of 9,400 square feet with the largest being just over a half an acre at 25,000 square feet. With this, it is likely

that most development or redevelopment will be smaller-scale infill development, although the development potential could allow for larger development as well.

The density now established across this section of the Downtown Gateway District allows for the development of "missing middle" housing types – duplexes or other small attached dwellings – on these smaller lots, many of which currently only support a single unit based on the underlying future land use. The Prospect Lake District is an emerging residential district, and while the density established in the Downtown Plan supports the desired growth in the overall District, the portion of the Prospect Lake District that is within the proposed amendment area is envisioned to continue with single-family development in the Grove Street neighborhood and commercial uses of the type and scale to serve local residential areas along NE Cleveland Street. Overall, reinvestment in properties is likely to occur with this amendment as the regulatory structure will be streamlined and the forthcoming Downtown (D) Zoning District and Development Standards will provide further clarity.

Transportation Network:

Cleveland Street is the main east-west corridor through the amendment area. Gulf to Bay Boulevard also runs through the amendment area from the "Five Points" intersection of Highland Avenue, Gulf to Bay Boulevard, and Court Street to its intersection with Cleveland Street. Within the amendment area, Cleveland Street is primarily a four-lane undivided roadway with a continuous center turn lane. The segment of Gulf to Bay Boulevard is also a four-lane undivided roadway. The local streets in the amendment area form a strong network that connect to the collector and arterial streets as well as throughout the Downtown.

Table 3. below shows the major roadways within the amendment area and select data for each.

Table 3. Main Roadways Within Amendment Area, Selected Data

Street Name	Classification	Jurisdiction[1]	Travel Lanes	Accessibility
Cleveland Street	Collector	City	4	Undivided, Continuous Left Turn Lane
Martin Luther King, Jr. Avenue	Collector	City	2	Undivided
Missouri Avenue	Minor Arterial	City	2 / 4[2]	Undivided
Highland Avenue	Collector	City	2	Undivided
Drew Street	Minor Arterial	FDOT	4	Undivided
Court Street	Principal Arterial	FDOT	4	Raised Median

Notes:
1. Jurisdiction shown is only for that portion of the street within the proposed amendment area
2. Between Drew Street and Cleveland Street, Missouri Avenue is a two-lane road; south of Cleveland Street to Court Street, it is a four-lane road with a discontinuous left turn lane.

Currently, a majority of the properties along the major roadways (e.g., Cleveland Street) have their ingress/egress onto these roadways. Some properties share parking that is accessed from the local roads. There is almost no on-street parking on these roadways, though some does exist on Cleveland Street. The

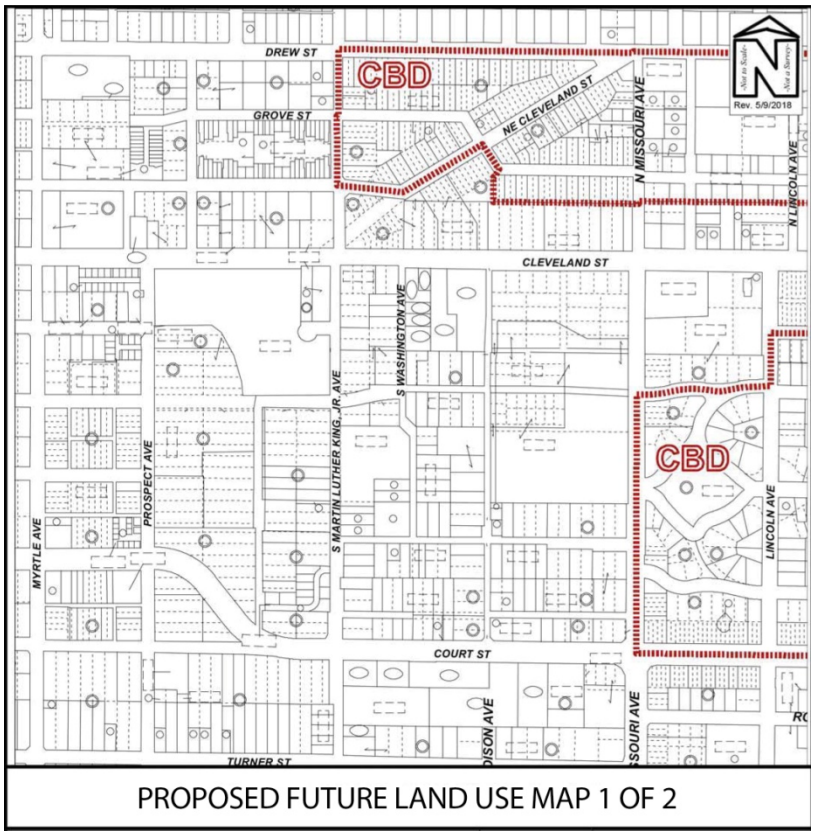
local roads allow for on-street parking where sufficient right-of-way width exists. Gulf to Bay Boulevard also has back out parking into the right-of-way, which under the current code is not permitted.

The Cleveland Streetscape Phase III, which has been approved and is scheduled to start in September 2018, will transform the remainder of the Cleveland Street and Gulf to Bay Boulevard corridors. Both streets will be reduced from four to two lanes, with Cleveland Street maintaining a continuous center turn lane and Gulf to Bay remaining undivided. The reduction in lanes will allow for dedicated and separate bike lanes, on-street parking, and dedicated pull-off bus stops to be constructed, and pedestrian-realm improvements such as planters, shade trees and larger sidewalks. Many driveways will be maintained, but consolidation will occur where feasible. City plans call for a festival zone and/or Mercado to be incorporated at the intersection of Cleveland Street, Gulf to Bay Boulevard, and Evergreen Avenue, which will require a reconfiguring of the intersection.

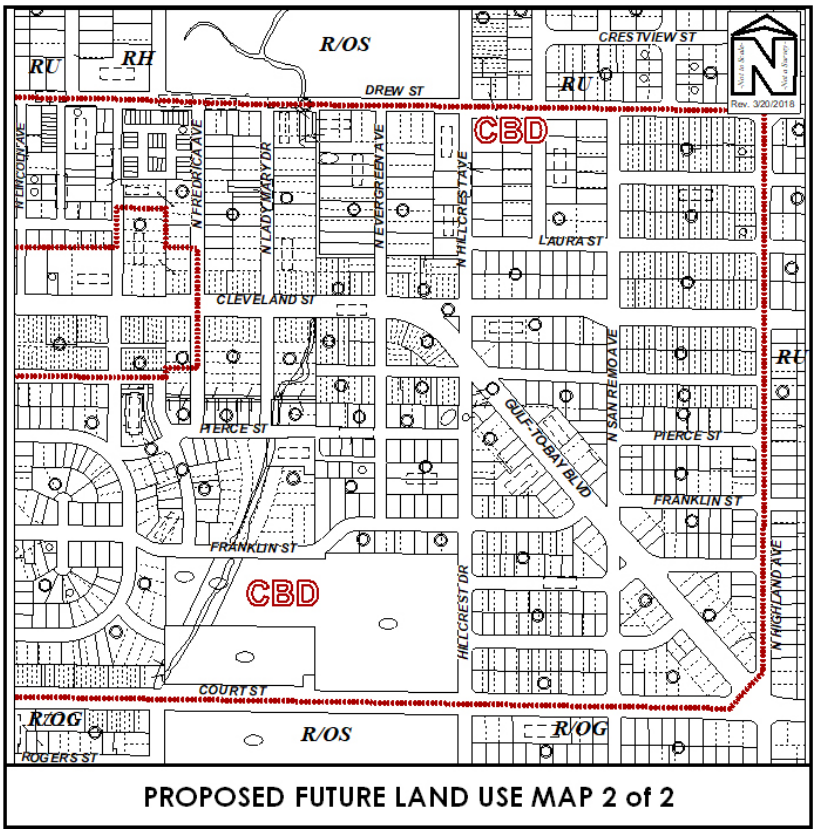
The amendment area is served by four PSTA routes: Routes 60, 61, 67 and 76. These routes connect the amendment area to regional destinations and nearby cities such as Westfield Mall, St. Pete College, Oldsmar, and Indian Rocks Beach.

Vicinity Characteristics:

The surrounding future land use categories, as shown on Maps 4 and 5, are Residential Urban (RU) to the north across Drew Street, east across Highland Avenue, and south; Recreation/Open Space (R/OS) to the north across Drew Street (Clearwater Country Club) and south across Court Street (Glen Oaks Park); Residential/Office General (R/OG) and Commercial General (CG) to the south across Court Street; and a small portion of Residential High (RH) to the north across Drew Street. The areas of the Downtown Planning Area that are already designated as Central Business District (CBD) are also depicted on the maps.


DREW ST
CBD
GROVE ST
NE CLEVELAND ST
N MISSOURI AVE
N LINCOLN AVE
Rev. 5/9/2018
CLEVELAND ST
S WASHINGTON AVE
S MARTIN LUTHER KING JR. AVE
PROSPECT AVE
MYRTLE AVE
CBD
LINCOLN AVE
COURT ST
TURNER ST
PROPOSED FUTURE LAND USE MAP 1 OF 2

Map 4


RU
RH
R/OS
DREW ST
CRESTVIEW ST
RU
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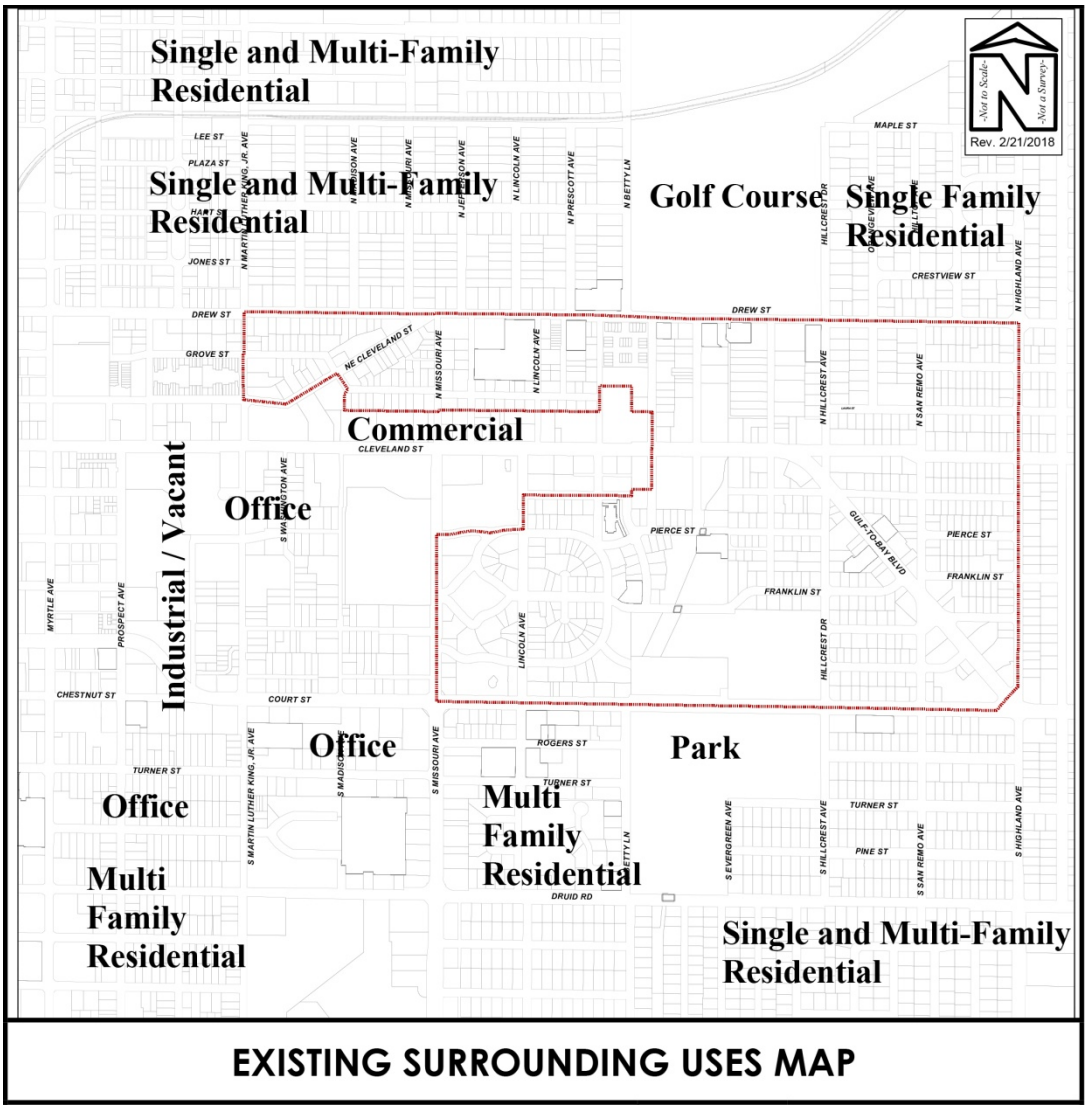
CBD
N LINCOLN AVE
N FREDRICA AVE
N LADY MARY DR
N EVERGREEN AVE
N HILLCREST AVE
LAURA ST
CLEVELAND ST
N SAN REMO AVE
RU
PIERCE ST
GULF-TO-BAY BLVD
PIERCE ST
FRANKLIN ST
FRANKLIN ST
CBD
HILLCREST DR
N HIGHLAND AVE
COURT ST
R/OG
R/OS
R/OG
ROGERS ST
PROPOSED FUTURE LAND USE MAP 2 of 2

Map 5

Map 6 below shows the existing surrounding uses. The area includes both single and multi-family residential to the north and south, as well as some commercial and overnight accommodations along Cleveland Street. Also to the west are offices and vacant land. A golf course lies to the north and Glen Oaks Park to the south.



Map 6

REVIEW CRITERIA:

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.
Policy A.6.1.8	The City shall continue to support and implement approved community redevelopment area plans, such as the Clearwater Downtown Redevelopment Plan (2004), *Beach by Design* (2001), and the US 19 Corridor Redevelopment Plan (2012).
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.
Objective C.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.

The proposed Central Business District (CBD) future land use category will allow a mix of uses at higher densities and intensities which will support infill development and the redevelopment of underutilized sites, in addition to providing opportunities for additional housing as well as commercial and mixed use development. This mix will further encourage the area to develop in a "livable" manner, consistent with Objective A.6.8, and will support a variety of transportation modes consistent with Policy A.6.8.9. New development at an urban scale that is typically found in Downtown neighborhoods would further promote a variety of transportation modes by supporting the ability to walk between destinations in the Downtown Gateway and Prospect Lake Character Districts or to use public transit between the Downtown Core and the Downtown Gateway and Prospect Lake Districts.

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 above.

Consistency with the Countywide Plan Rules

Recommended Findings of Fact:

Because this area has been governed by the Downtown Plan regardless of the various future land use designations, the majority of the amendment area is already designated as Activity Center (AC) with the Special Center Subcategory on the *Countywide Plan Map*. One parcel is currently designated as Recreation/Open Space (R/OS) and is currently utilized for stormwater. This parcel will be amended to Activity Center (AC) with the Special Center Subcategory as part of this amendment. The proposed City of Clearwater future land use designation of Central Business District (CBD) is consistent with the *Countywide Plan Map* category of Activity Center (AC), Special Center Subcategory.

Section 2.3.3.14 of the *Countywide Plan Rules* states that the purpose of the Activity Center (AC) category is to recognize those areas of the county within each local government jurisdiction that have been identified and planned for in a special and detailed manner, based on their unique location, intended use, appropriate density/intensity, and pertinent planning considerations. In particular, it is the intent of this category to recognize those important, identifiable centers of business, public, and residential activity, as may be appropriate to the particular circumstance, that are the focal point of a community, and served by enhanced transit commensurate with the type, scale, and intensity of use. Activity Centers are intended to encompass areas developed in a radial pattern within walking distance (¼ to ½ mile) of a central point or hub served by transit.

Although the proposed City future land use category of Central Business District (CBD) is consistent with the existing *Countywide Plan Map* category of Activity Center – Special Center Subcategory, this map amendment will result in changes to the density and intensity standards for the properties within the proposed amendment area. In addition, the designation for one property is proposed to change to Activity

Center (AC) – Special Center Subcategory. Both components will require an application for a Countywide Plan Map amendment.

Recommended Conclusions of Law:

The proposed Future Land Use Map amendment is consistent with the purpose of the current and proposed category in the *Countywide Rules*.

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

Recommended Findings of Fact:

There is a large mix of uses within the amendment area. The area includes both single and multi-family residential to the north and south, as well as some commercial along Cleveland Street to the west. Also to the west are offices and vacant land. A golf course lies to the north and Glen Oaks Park to the south.

The proposed map amendment will allow for infill development on vacant parcels and redevelopment over time of underutilized parcels. Residential units that are currently nonconforming in terms of density will become conforming, which will encourage reinvestment in these existing properties. The updated Downtown Plan establishes a density for bed and breakfast uses of 10 rooms per acre, not to exceed 10 rooms in total in the Prospect Lake Character District, and use-specific standards will be adopted to address and minimize potential conflicts between this newly permitted use and surrounding residential uses. The standards within the Downtown Zoning District and Development Standards will also ensure compatibility between properties within the Downtown (D) District.

The Downtown Plan limits heights to 35 feet to 55 feet within the amendment area, with the maximum height of 55 feet primarily allowed in the Downtown Gateway Character District for those properties that front on or are south of Cleveland Street. While there is a range of permitted maximum heights, Downtown Plan Policy 21 states that projects located at or near the border of the Downtown Plan Area shall use effective site and building design features to ensure an appropriate transition to buffer less intensive area. The forthcoming Downtown Zoning District and Development Standards will implement this policy through increased setbacks and/or step backs where maximum permitted heights differ along the Downtown Plan boundaries. The amendment area is envisioned to largely remain as is, with residential uses to the east and the commercial corridor along Cleveland Street and Gulf to Bay Boulevard. Additional housing types such as duplexes, townhomes, and smaller attached dwellings may be allowed.

Recommended Conclusions of Law:

The proposed Central Business District (CBD) future land use category is in character with the Future Land Use Map designations in the area. Further, the proposal is compatible with surrounding uses and consistent with the character of the surrounding properties and neighborhood.

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

Recommended Findings of Fact:

The total area proposed to be amended is 172.488 acres. The amendment to Central Business District (CBD) will increase the amount of development potential allowed in the amendment area. However, new development and redevelopment takes time, 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. As part of the update to the Downtown Plan, through which the additional development potential was established, a review of the water, wastewater, stormwater, streets, and other public infrastructure was completed and determined to be sufficient to continue to serve additional development in Downtown.

The *Countywide Plan Strategies* recognize that it is unrealistic that every property will develop to the maximum and provide "areawide recommended target ranges for density/intensity" for local governments to use to gauge overall development within Activity Centers. In lieu of a separate market study to otherwise provide a more likely development scenario for the amendment area, the high end of the target range for Community Center (30 units per acre or 1.0 FAR), the closest to the proposed development potential in the amendment area, was used for this analysis to assess the sufficiency of public facilities to support potential development in the proposed amendment area. Properties along Cleveland Street, Gulf to Bay Boulevard, Missouri Avenue, and NE Cleveland Street were assumed to be developed with nonresidential uses, while the remainder of the properties were assumed to be residential.

The following analysis compares two different development scenarios, summarized in Table 4. The first compares the amount of development possible if properties were built out to the maximum extent under the current land use designations to if the properties were built out to the maximum extent under the proposed land use designation (30 and 50 dwelling units per acre, 0.55 and 1.5 FAR). The second compares the build out scenario under the current land use designations to a more reasonable scenario under the proposed land use designation, as detailed above.

Properties that currently are designated as Residential/Office General (R/OG) are mostly residential uses, and will likely remain as such after the proposed amendment; therefore, this analysis utilized the maximum residential development figure for public facility impacts. Additionally, a blended solid waste generation rate was used for the properties expected to be developed with nonresidential uses in the amendment area.

Table 4. Development Potential for Existing & Proposed FLUM Designations, and Alternate Scenarios

Current FLUM Designations		
	Site Area	Maximum Development Potential
RU	5.583 AC (243,195.5 SF)	41 DUs 0 SF[1] 0.40 FAR
RM	62.173 AC (2,708,255.9 SF)	932 DUs 0 SF[1] 0.50 FAR
RH	32.461 AC (1,414,001.2 SF)	973 DUs 0 SF[1] 0.60 FAR
R/OG	23.630 AC (1,029,322.8 SF)	354 DUs 514,661 SF 0.50 FAR
I	17.326 AC (754,720.6 SF)	0 DUs[2] 490,568 SF 0.65 FAR
CG	27.353 AC (1,191,496.68 SF)	0 DUs[2] 655,323 SF 0.55 FAR
R/OS	3.954 AC (172,236.2 SF)	0 DUs[2] 43,059 SF 0.25 FAR
Total	2,300 DUs; 1,703,611.8 SF	

Proposed FLUM Designation			
	Site Area	Maximum Development Potential	Target Development Potential[4]
CBD[3]	172.488 AC (7,513,577.3 SF)	4,048 DUs 2,861,190 SF 0.55 or 1.5 FAR	3,359 DUs 2,653,302 SF 1.0 FAR
Net Change			
		+1,748 DUs 1,157,578 SF -0.10 to +1.25 FAR	+1,059 +949,691 SF +0.35 to +0.75 FAR

FAR = Floor Area Ratio DUs = Dwelling Units SF = Square Feet

Notes:

1. FAR is not used to regulate residential uses and there are no non-residential uses permitted through the consistent Low Medium Density Residential (LMDR) District zoning; therefore, the square footage development potential is zero.
2. Residential uses are not permitted within the consistent Institutional (I), Commercial (C), or Open Space/Recreation (R/OS) Districts; therefore, the residential development potential is zero.
3. The Central Business District (CBD) permits density at 35 units per acre or 50 units per acre, and permits FAR at 0.55 or 1.5, depending on Character District.
4. Based on the assumptions detailed above using the *Countywide Plan Strategies* target density of 30 units per acre and floor area ratio of 1.0.

Potable Water

The increase in development potential from this amendment could result in an increase in potable water use of 629,395 gallons per day. This is determined by comparing the potential potable water utilization of the maximum density and intensity allowed by the proposed land use (1,356,410 gallons per day) to the potential utilization of the maximum residential and nonresidential development allowed by the seven current land use designations (727,015 gallons per day). In comparison, if the amendment area were to be developed at the lesser densities and intensities ("target ranges"), there could be an increase in potable water use of 426,434 gallons per day, which is determined by comparing the potable water utilization of the maximum residential and non-residential development allowed by the proposed "target range" densities and intensities (1,153,449 gallons per day) to the utilization of the maximum residential and non-residential development allowed by the current land use designations (727,015 gallons per day).

The City's adopted level of service (LOS) standard for potable water service is 120 gallons per day per capita, while the actual usage is estimated at 76 gallons per day per capita (2015 Annual Water Report). The City's 10-year Waster Supply Facilities Work Plan (2016-2026) Planning Period), completed in October 2017, indicates that based on the updated water demand projections and other factors, the City has adequate water supply and potable water capacity for the 10-year planning horizon.

Wastewater

The increase in development potential from this amendment could also result in an increase in wastewater production of 543,440 gallons per day of wastewater. This is determined by comparing the maximum potential wastewater generation of the proposed land use (1,177,584 gallons per day) to the potential wastewater generation of residential and nonresidential uses that could be permitted through the current land use designations (634,114 gallons per day). In comparison, if the amendment area were to be developed in a manner consistent with the "target ranges" for density and intensity, there could be an increase in wastewater generated of 365,335 gallons per day, which is determined by comparing the wastewater generated by that development mix (999,479 gallons per day) to the wastewater generated by the maximum residential and nonresidential development allowed by the current land use designations (634,114 gallons per day).

The amendment area is served by the Marshall Street Reclamation Facility, which presently has excess permitted capacity estimated to be 4.59 million gallons per day. Therefore, there is excess sanitary sewer capacity to serve the amendment area.

Solid Waste

The proposed amendment could result in an increase of 24,587 tons per year of solid waste generated when comparing the amount of waste generated by the maximum development potential under the proposed land use (34,151 tons per year of combined residential and nonresidential development) to the solid waste generated by the maximum residential and non-residential development allowed by the current land use designations (9,564 tons per year). Similarly, if the amendment area were to be developed at the "target

ranges" for density and intensity, there would be less of an increase (21,105 tons per year) when comparing the solid waste generated by that development mix (30,669 tons per year) to the solid waste generated by the maximum residential and non-residential development allowed by the current land use designations (9,564 tons per year).

All solid waste disposal is handled by Pinellas County at the Pinellas County Waste-to-Energy Plant and the Bridgeway Acres Sanitary Landfill which has significant capacity. Additionally, the City provides a full-service citywide recycling program which diverts waste from the landfill, helping to extend the lifespan of Bridgeway Acres. There is excess solid waste capacity to serve the amendment area.

Parkland

The proposed amendment area is within a short distance from the City's Glen Oaks and Crest Lake Parks and the Clearwater Country Club. Additionally, Prospect Lake Park is just south and west of the amendment area, and Coachman Park is just under a mile to the west. The City's adopted LOS for parkland acreage, which is 4 acres per 1,000 population, will not be impacted by this proposed amendment.

Stormwater

Site plan approval will be required before the property can be redeveloped. At that time, the stormwater management system for the site will be required to meet all City and SWFWMD stormwater management criteria.

Streets

According to the Pinellas County Metropolitan Planning Organization 2017 Level of Service Report (compiled December 2017), the segments of Cleveland Street, Gulf to Bay Boulevard, and Missouri Avenue within the proposed amendment area are all operating at a level of service of C. The Drew Street segment that serves as the boundary of the amendment area is also operating at a level of service of C, whereas the Court Street segment is operating at a level of service of F and the segment of Highland Avenue is operating at a level of service of D. As described earlier, this area has a robust network of local streets in addition to these more major roadways, and the City is continuing to improve its network from a multimodal capacity standpoint, including through the addition of protected bike lanes as part of the Cleveland Streetscape Phase III project.

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, the street network has many connections to local and regional destinations and is operating at an adequate level of service to support additional development. There is adequate capacity to accommodate new trips from future development. 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 recreational 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:

No wetlands appear to be located within the proposed amendment area. The City's codes require that development is compliant with the City's tree preservation, landscaping and stormwater 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.

SUMMARY AND RECOMMENDATION:

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 *Comprehensive Plan* consistent with the goals, policies and objectives contained in the Plan.	X	
F.2	The amendment is not inconsistent with other provisions of the *Comprehensive Plan*.	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	

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

Recommend APPROVAL of the City initiated Future Land Use Map amendment from seven (7) Future Land Use Map designations to Central Business District (CBD).

Prepared by Planning and Development Department Staff: _____

Kyle Brotherton
Senior Planner

ATTACHMENTS: Ordinance No. 9143-18
Resume