



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

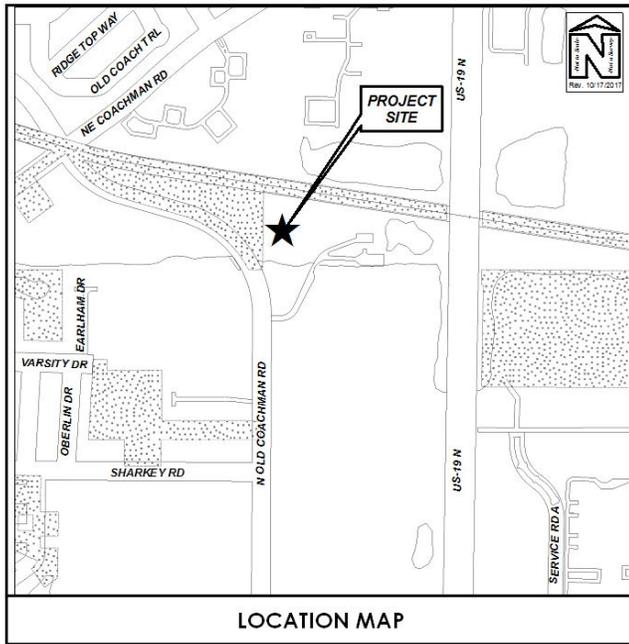
MEETING DATE: November 21, 2017
AGENDA ITEM: G.2.
CASE: REZ2017-09007
REQUEST: To amend the Zoning Atlas designation from Open Space/Recreation (OS/R) District to Institutional (I) District
GENERAL DATA:
Applicant City of Clearwater
Owner City of Clearwater
Location 1005 Old Coachman Road, located on the east side of Old Coachman Road approximately 2,370 feet north of Drew Street
Property Size 7.548-acre portion of a 9.661-acre property

Background:

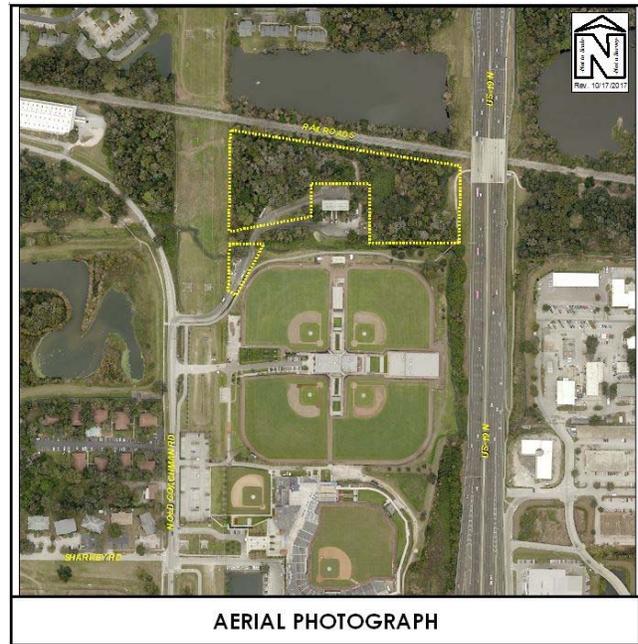
This case involves 7.548 acres of a 9.661-acre property comprised of one parcel and a portion of a second parcel. This city-owned property is located on the east side of Old Coachman Road approximately 2,370 feet north of Drew Street, just north of the Carpenter Complex (baseball fields). The City’s existing Solid Waste Transfer Station (Transfer Station) occupies the center of the northern parcel and is accessed by a drive that crosses the northwest corner of the southern parcel. The amendment area is comprised of the remainder of the northern parcel and the driveway portion of the southern parcel. Maps 1 and 2 show the general location of the property and an aerial view of the amendment area, which excludes the portion of the property on which the current Transfer Station is located.

The existing Transfer Station was constructed in the late 1960s and uses hydraulic push-pit technology which was state of the art at the time. The facility was designed to handle a volume of 400 tons of solid waste per week, but is now averaging 330 tons per day. Due to the age and condition of the facility, and the desire to provide more efficient operations, the City is replacing the facility. The City’s Engineering and Solid Waste Departments have coordinated with King Engineering to develop a design that meets the current and projected future waste collection requirements of the City while minimizing impacts to the site’s surrounding physical environment. The project includes the complete replacement of the Transfer Station including a new scale house, administration building and top loading transfer station building, which requires more land area to accommodate the upgraded facility. The existing Transfer Station is currently designated as Institutional (I) on the City’s Zoning Atlas, and although the remainder of the parcel is zoned Open Space/Recreation (OS/R), it is fenced and not readily accessible to the general public.

The request is to change the Zoning Atlas designation for the remainder of the northern parcel (7.096 acres) and the portion of the southern parcel that will be used for access to the Transfer Station and the scale house (0.452 acres) from Open Space/Recreation (OS/R) District to Institutional (I) District. A request to amend the proposed subject site from the Recreation/Open Space (R/OS) Future Land Use Map designation to Transportation/Utility (T/U) Future Land Use Map designation is being processed concurrently with this case (see LUP2017-09007). Additionally, the City has submitted a Flexible Development application for the proposed Transfer Station (concurrent case FLD2017-09017).



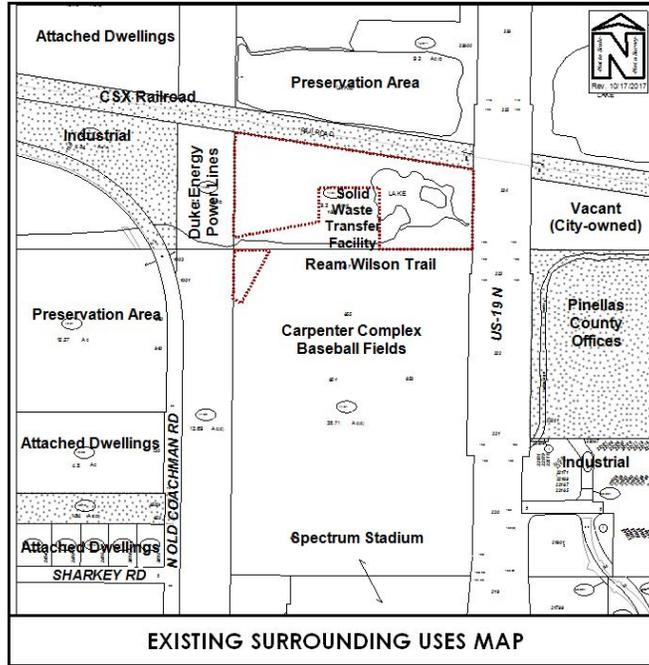
Map 1



Map 2

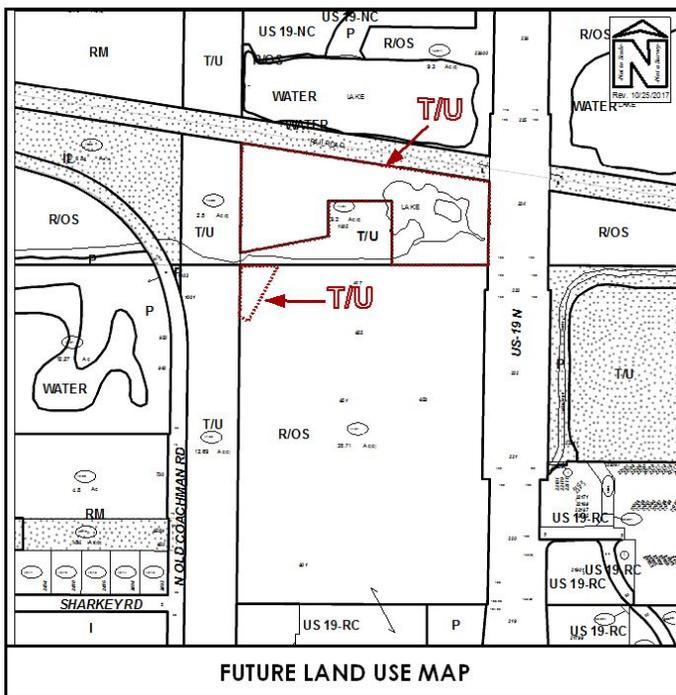
Vicinity Characteristics:

Map 3 shows the existing surrounding uses. The property is somewhat isolated from other uses, abutting the CSX railroad on its northern boundary, US Highway 19 on the majority of its eastern boundary, and Duke Energy’s power line corridor on its western boundary. The perimeter of the property is largely forested creating a substantial buffer. Along the southern property line is Alligator Creek, which the Ream Wilson Trail traverses east/west. The City-owned parcel to the south houses Carpenter Complex, and in the greater vicinity there are larger preservation areas owned by the City (north of the CSX railroad) and Pinellas County (west of the site, across Old Coachman Road).

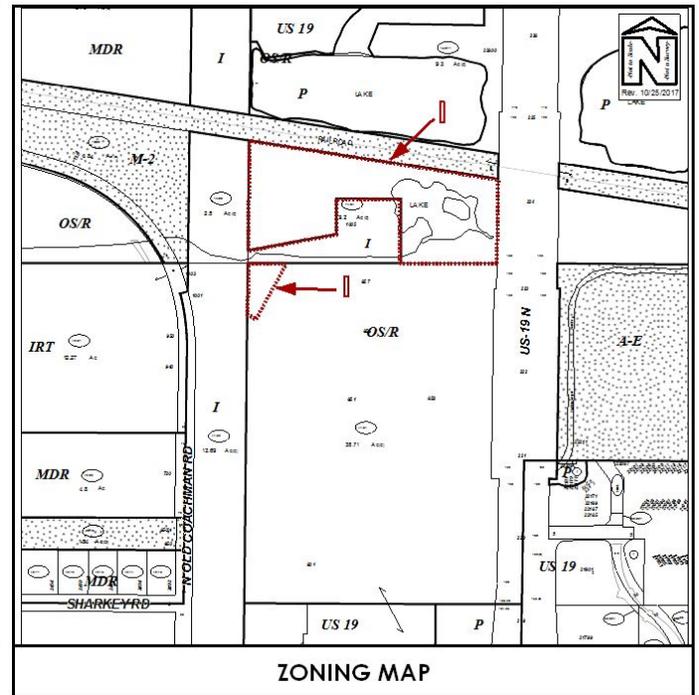


Map 3

As shown on Map 5, in addition to the area already designated Institutional (I) District where the existing Transfer Station is located, the abutting zoning districts are Institutional (I) to the west and Open Space/Recreation (OS/R) to the south. To the north, across the CSX railroad, are Preservation (P) and US 19 Districts. The surrounding vicinity has additional areas designated Preservation (P), as well as Medium Density Residential (MDR) and M-2 Heavy Manufacturing & Industry District (Pinellas County).



Map 4



Map 5

REVIEW CRITERIA:

Consistency with the Clearwater Comprehensive Plan and Community Development Code and Regulations [Sections 4-602.F.1]

Recommended Findings of Fact:

Applicable goals, 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.

Objective A.4.1 The City’s Concurrency Management System will ensure that compatibility of all proposed development with the capacities of the existing and planned support facilities for which a level of service has been adopted.

Policy A.4.1.2 The City’s Concurrency Management System shall include, at minimum, level of service standards for parkland, potable water, sanitary sewer, solid waste, and stormwater.

Objective A.6.4 Due to the built-out character of the City of Clearwater, compact urban development within the urban service area shall be promoted through application of the Clearwater Community Development Code.

Goal D.2 To provide the most reliable, cost effective and energy efficient method of collecting, recycling, and disposing solid wastes throughout the City of Clearwater in an environmentally sound manner which will protect the public health and safety.

Objective D.2.1 Continue to maintain adequate levels of service for existing and future populations through the year 2020.

Policy D.2.1.1 The following levels of service standards have been established for the City of Clearwater and shall be used in determining the availability of facility capacity and the demand created by new development:

<u>Service</u>	<u>Level of Service Standards</u>
Solid Waste Facility	Average Solid Waste Generator Rate 7.12 pounds per capita per day

Objective D.2.2 On an ongoing basis, continue to develop collection and transport strategies which minimize costs and use optimally located waste transfer facilities.

Policy D.2.2.3 Provide collection service to every residential and commercial location within the Clearwater City limits.

Applicable section of the Community Development Code which supports the proposed amendment:

Division 12. Institutional District, Section 2-1201. Intent and Purpose. The intent and purpose of the Institutional "I" District is to establish areas where public and private organizations can establish and operate institutions with a public interest in support of the quality of life of the citizens of the City of Clearwater

without adversely impacting the integrity of adjacent residential neighborhoods, diminishing the scenic quality of the City of Clearwater or negatively impacting the safe and efficient movement of people and things within the City of Clearwater.

The Transfer Station is already located on the northern parcel, but the Zoning Atlas amendment is required to allow the facility to be expanded at the time it is replaced. Continuing to use this site for the same use is consistent with the City’s Comprehensive Plan. The proposed Institutional (I) District is compatible with the surrounding utility and recreation uses in the area. The City’s concurrency management system establishes level of service standards for solid waste facilities, and the replacement of this facility is necessary to continue providing reliable, cost effective collection and disposal of solid waste, as set forth in Goal D.2. The new Transfer Station is designed to handle a projected ±780 tons of solid waste per day. This will allow the City to meet its level of service standards for anticipated population growth through 2035 (beyond the year 2020 set forth in Objective D.2.1.) and will minimize costs by expanding the capacity of the facility. In addition, the proposal does not degrade the level of service for any other public facilities below the adopted standards (a detailed public facilities analysis follows in this report).

Recommended Conclusions of Law:

The request does not conflict with the goals, objectives and policies of the Clearwater Comprehensive Plan and furthers said plan and the Community Development Code as indicated above.

Compatibility with Surrounding Property/Character of the City & Neighborhood [Section 4-602.F.2, 4-602.F.3 and Section 4-602.F.4]

Recommended Findings of Fact:

Existing surrounding uses consist primarily of recreational facilities (south) and utilities (west), in addition to preservation areas (north and west, not adjacent) and industrial (west, not adjacent). The continued use of the subject property as a Transfer Station, even with expanded capacity to handle ±780 tons of solid waste per day, is compatible with the surrounding properties and neighborhood. No new impacts to adjacent properties are proposed, and the hours of operation are proposed to remain the same (see below).

Hours of Operation:

Monday, Tuesday, Thursday, and Friday	6:30 a.m. to 5:00 p.m.
Wednesday	6:30 a.m. to 3:00 p.m.
Saturday and Sunday	Closed

The proposed Institutional (I) zoning district is consistent with the surrounding zoning districts that exist in the vicinity of the subject property. The proposed amendment will allow the replacement of an existing city facility so no real change will occur, and the use will remain consistent and in character with the surrounding properties and neighborhood.

Recommended Conclusions of Law:

The proposed Institutional (I) zoning district is in character with the zoning districts 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 4-602.F.5]

Recommended Findings of Fact:

Typically, to assess the sufficiency of public facilities needed to support potential development on the property the maximum development potential of the property under the present and requested City Future Land Use Map designations is analyzed. However, the 7.548-acre proposed amendment area is larger than the land area needed to accommodate the new Transfer Station, so the maximum development potential for the area is significantly larger than the actual size of the proposed Transfer Station (230,153 SF/0.70 FAR allowed, compared to 25,117 SF/0.06 FAR proposed through FLD2017-09017). The remainder of the City-owned property will remain vacant. The proposed Transfer Station will accommodate the City’s projected population needs through 2035.

As shown in Table 1, the proposed Transfer Station is almost five times the size of the current Transfer Station; however, because of the function each building will serve, the impacts to public facilities are not “typical”. The majority of the total building area is not truly occupied space because the top loading transfer station building, in which the solid waste trucks will enter/exit, is the primary building on site (approximately 22,870 SF). The administrative building (approximately 1,583 SF) and scale house (approximately 664 SF) are small components of the overall facility (2,247 SF combined).

The proposed top loading transfer station building is designed to use reclaimed water to wash down the tipping floor as a method for the litter control, as required by the Florida Administrative Code, thereby limiting the potential use of potable water in the operation of the facility, whereas the current facility uses potable water for this purpose. Additionally, the building is designed so that any wastewater produced by washing down the tipping floor will drain into a collection tank which is later vacuum-emptied by the City’s third-party contractor when scheduled, thereby limiting the amount of wastewater produced. The new administrative building and scale house are both supplied with potable water and tied into the City’s sanitary sewer system. The following analysis compares the impacts to public facilities, taking these design solutions into account, where applicable.

Table 1. Development Potential for Existing FLUM Designation & Proposed Development

	Current Transfer Station	Proposed Transfer Station (FLD2017-09017)	Net Change
Building Area	5,208 SF	25,117 SF	19,909 SF
Floor Area Ratio (FAR)	0.01 FAR	0.06 FAR	0.05 FAR
Abbreviation: SF – Square feet			

Potable Water

The proposed amendment will result in a decrease in potable water use of approximately 278 gallons per day. This is determined by calculating the potential potable water utilization of the administrative building and scale house for the new Transfer Station, excluding the top loading transfer station because it will use reclaimed water (225 gallons per day), and comparing it to the utilization of a the current Transfer Station (both the scale house and top loading transfer station building, since both currently use potable water) (503 gallons per day).

Wastewater

The proposed amendment will result in a decrease in wastewater production of approximately 222 gallons per day. This is determined by calculating the potential wastewater generation of the administrative building and scale house for the new Transfer Station, excluding the top loading transfer station because the new design limits the production of wastewater (180 gallons), and comparing it to the potential wastewater generation of the current Transfer Station (both the scale house and top loading transfer station building) (402 gallons).

Solid Waste

The proposed amendment could result in an increase of 4.37 tons per year of solid waste generated when comparing the amount of waste generated by an office use the size of the current scale house (628 SF, existing top loading transfer station building excluded) to that of an office use the size of the proposed administrative building and scale house (2,247 SF combined). However, the limited ancillary buildings of the proposed Transfer Station are not anticipated to generate significant solid waste, and any solid waste generated will be collected by City staff and taken to the tipping floor to be included with solid waste collected citywide, which is what is done currently at the site.

The Solid Waste Transfer Station is a facility that accepts garbage from route collection vehicles and compacts it into tractor/trailer rigs for long haul to the Pinellas County Waste-to-Energy Plant. 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 already excess solid waste capacity to serve the amendment area.

Parkland

Although the proposed amendment will result in a reduction in City-property designated as Recreation/Open Space (R/OS) on the City's Future Land Use Map, this property was not intended for use as a park facility. Removal of this land would not impact the City's adopted LOS for parkland acreage, which is 4 acres per 1,000 population. Under both the existing and proposed land use, the LOS citywide will remain at 15.46 acres per 1,000 population.

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

The subject property is located on the east side of Old Coachman Road, approximately 2,370 feet north of Drew Street. To evaluate potential impacts to streets, the typical traffic impacts figure (trips per day per acre) in the *Countywide Rules* for the corresponding *Countywide Plan Map* categories (current and proposed) are compared. The current number of trips per day (23 trips) is calculated based on the traffic generation numbers for the Recreation/Open Space (R/OS) category (3 trips per day per acre). The site is already developed with a Transfer Station, which based on the traffic generation numbers for the corresponding

Countywide Plan Map category of Public/Semi-Public (P/SP) (16 trips per day per acre), would generate 121 trips. This is an increase of 98 trips per day compared to the number of trips under the current designations.

Currently, the Transfer Station's average daily in-bound loads (route collection vehicles) are 86 (or 172 round trips) and average daily out-bound loads (tractor/trailer rigs) to the County Waste-to-Energy Plant are 18 (or 36 round trips).

Recommended Conclusions of Law:

Based upon the findings of fact, it is determined that the proposed change will not result in the degradation of the existing levels of service for potable water, sanitary sewer, solid waste, parkland, stormwater management and streets.

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

Recommended Findings of Fact:

The location of the proposed Institutional (I) District is logical and consistent with the boundaries of the northern parcel, excluding that portion that is already designated Institutional (I) District, and the area on which the access drive and scale house will be located, thereby consolidating this property into the appropriate zoning district.

Recommended Conclusions of Law:

The District boundaries are appropriately drawn in regard to location and classifications of streets, ownership lines, 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 pursuant to Section 4-602.F:

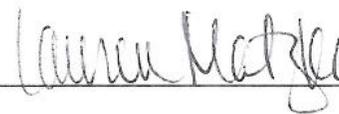
Table 2. Consistency with Community Development Code Standards for Review

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 Zoning Atlas amendment from Open Space/Recreation (OS/R) District to Institutional (I) District.

Prepared by Planning and Development Department Staff:



Lauren Matzke, AICP
Long Range Planning Manager

ATTACHMENTS: Ordinance No. 9093-18
Resume
Photographs of Site and Vicinity