



## PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

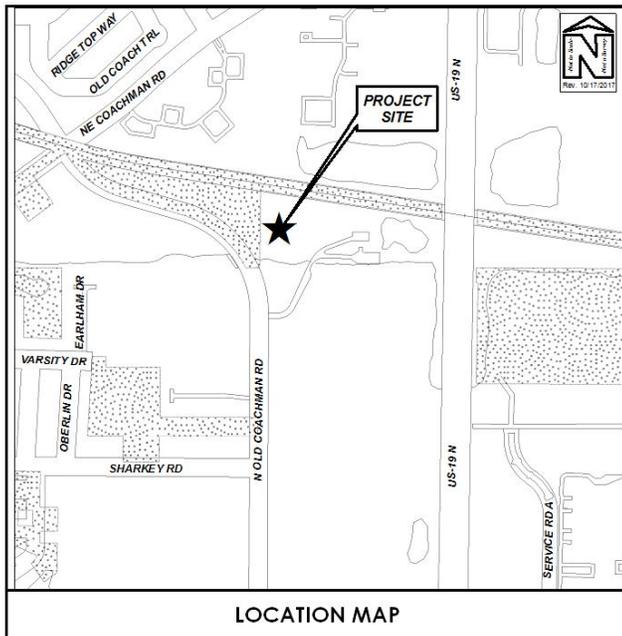
<b>MEETING DATE:</b>	November 21, 2017
<b>AGENDA ITEM:</b>	G.1.
<b>CASE:</b>	LUP2017-09007
<b>REQUEST:</b>	To amend the Future Land Use Map designation from Recreation/Open Space (R/OS) to Transportation/Utility (T/U)
<b>GENERAL DATA:</b>	
<i>Applicant</i> .....	City of Clearwater
<i>Owner</i> .....	City of Clearwater
<i>Location</i> .....	1005 Old Coachman Road, located on the east side of Old Coachman Road approximately 2,370 feet north of Drew Street
<i>Property Size</i> .....	7.548-acre portion of a 9.209-acre property

### Background:

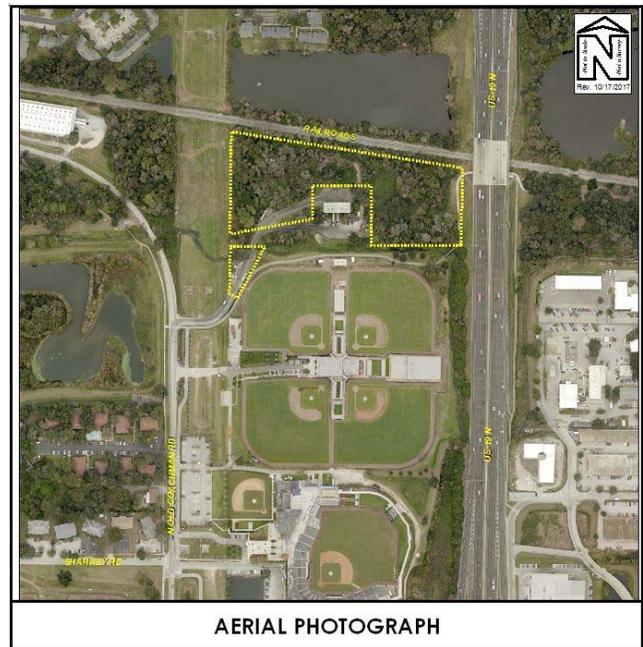
This case involves 7.548 acres of a 9.209-acre property comprised of one parcel and a portion of a second parcel. This city-owned property is located on the east side of Old Coachman Road approximately 2,370 feet north of Drew Street, just north of the Carpenter Complex (baseball fields). The City's 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 Transportation/Utility (T/U) on the City's Future Land Use Map, and although the remainder of the parcel is designated as Recreation/Open Space (R/OS), it is fenced and not readily accessible to the general public.

The request is to change the Future Land Use Map 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 Recreation/Open Space (R/OS) to Transportation/Utility (T/U). A request to rezone the proposed subject site from the Open Space/Recreation (O/SR) District to the Institutional (I) District is being processed concurrently with this case (see REZ2017-09007). Additionally, the City has submitted a Flexible Development application for the proposed Transfer Station (concurrent case FLD2017-09017).



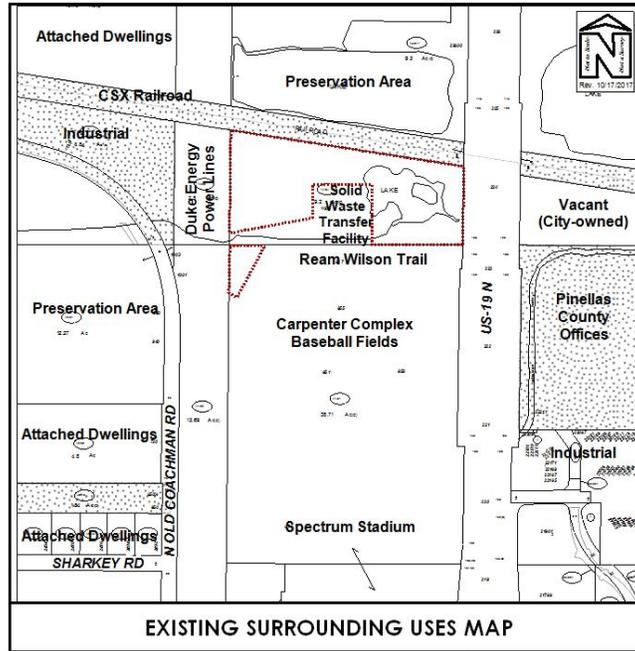
**Map 1**



**Map 2**

**Vicinity Characteristics:**

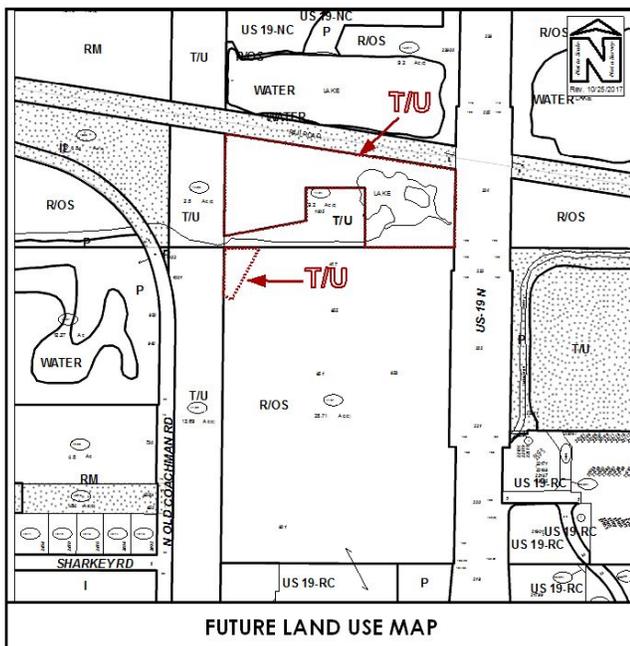
Map 3 shows the existing surrounding uses. The property is somewhat isolated from other uses, abutting the CSX railroad on its northern boundary, US Highway 19 on the majority of its eastern boundary, and Duke Energy’s power line corridor on its western boundary. The perimeter of the property is largely 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).



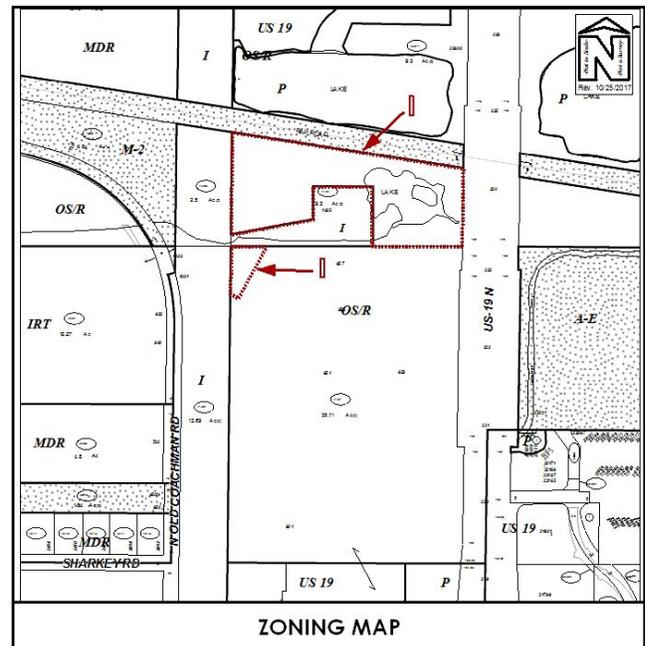
**Map 3**

As shown on Map 4, in addition to the area already designated Transportation/Utility (T/U) where the existing Transfer Station is located, the abutting future land use designations are Transportation/Utility (T/U) to the west and Recreation/Open Space (R/OS) to the south. To the north, across the CSX railroad, is Preservation (P) and US 19 Neighborhood Center (US 19-NC). The surrounding vicinity has additional areas designated Preservation (P), as well as Residential Medium (RM) and Industrial Limited (IL) (Pinellas County).

A comparison between the uses, densities and intensities allowed by the present and proposed Future Land Use Map designations appears in Table 1, along with the consistent zoning districts.



**Map 4**



**Map 5**

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

	Present FLUM Designation Recreation/Open Space (R/OS)	Requested FLUM Designation Transportation/Utility (T/U)
<b>Primary Uses:</b>	Public/Private Open Space; Recreation Facilities; Beach/Water Access	Airports; Marina; Utility Facilities
<b>Maximum Density:</b>	N/A	7.5 Dwelling Units Per Acre
<b>Maximum Intensity:</b>	FAR 0.25; ISR 0.60	FAR 0.70; ISR 0.90
<b>Consistent Zoning Districts:</b>	Open Space/Recreation (OS/R)	Institutional (I)

**REVIEW CRITERIA:**

**Consistency with the Clearwater Comprehensive Plan [Sections 4-603.F.1 and 4-603.F.2]**

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.

The Transfer Station is already located on the northern parcel, but the future land use 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 Transportation/Utility (T/U) future land use designation 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  $\pm 780$  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 as indicated in the goals, objectives and policies listed above.

**Consistency with the Countywide Rules**

Recommended Findings of Fact:

The underlying *Countywide Plan Map* category on the proposed amendment area is Recreation/Open Space (R/OS), while the existing Transfer Station property is designated Public/Semi-Public (P/SP). Property to the south is designated Recreation/Open Space (R/OS), with Public/Semi-Public (P/SP) to the west, and the CSX railroad (undesignated) to the north. The proposed City of Clearwater future land use designation of Transportation/Utility (T/U) will necessitate an amendment from the Recreation/Open Space (R/OS) category to the Public/Semi-Public (P/SP) category in order to maintain consistency between the City's Future Land Use Map and the *Countywide Plan Map*.

Section 2.3.3.10 of the *Countywide Rules* states that the Public/Semi-Public (P/SP) category is intended to recognize institutional and transportation/utility uses that serve the community or region, especially larger facilities having acreage exceeding the thresholds established in other plan categories, and which are consistent with the need, character, and scale of such uses relative to the surrounding uses, transportation facilities, and natural resource features.

The City's Solid Waste Transfer Station is an appropriate use which should continue to operate in an expanded capacity on City-owned property.

Recommended Conclusions of Law:

The proposed Future Land Use Map amendment is consistent with the purpose of the 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:

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  $\pm 780$  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 Transportation/Utility (T/U) future land use category primarily permits nonresidential development at an intensity of 0.70 FAR. The future land use designations of surrounding properties include Transportation/Utility (T/U), Recreation/Open Space (R/OS) and Preservation (P).

The proposed Transportation/Utility (T/U) future land use category is consistent with the surrounding future land use designations 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 Transportation/Utility (T/U) 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:

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 2, 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 2. Development Potential for Existing FLUM Designation & Proposed Development*

	<b>Current Transfer Station</b>	<b>Proposed Transfer Station (FLD2017-09017)</b>	<b>Net Change</b>
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.

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

#### Recommended Findings of Fact:

A number of wetland impacts are proposed in association with the replacement of the City's Solid Waste Transfer Station with a larger facility. The City obtained permits from the Florida Department of Environmental Protection and the U.S. Army Corps of Engineers, allowing both permanent and temporary

wetland impacts, while requiring onsite and offsite wetland impact compensation/restoration. After construction is complete and mitigation projects are finalized, the City will process applications to designate those wetlands Preservation (P). Regardless of the wetlands’ map designation, vegetative buffers are required. 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.

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 although the proposal allows for the replacement of the existing Transfer Station with a larger facility, thereby resulting in limited impacts to wetland habitat surrounding the Transfer Station, the proposed mitigation has been approved by the Florida Department of Environmental Protection and the U.S. Army Corps of Engineers.

**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 3 below depicts the consistency of the proposed amendment with the standards pursuant to Section 4-603.F:

*Table 3. Consistency with Community Development Code Standards for Review*

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

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

Recommend APPROVAL of the Future Land Use Map Amendment designation from Recreation/Open Space (R/OS) to Transportation/Utility (T/U).

Prepared by Planning and Development Department Staff: \_\_\_\_\_

Lauren Matzke, AICP  
Long Range Planning Manager

ATTACHMENTS: Ordinance No. 9092-18  
Resume  
Photographs of Site and Vicinity