



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: June 21, 2022
AGENDA ITEM: F.3.
CASE: LUP2022-03003
REQUEST: To amend the Future Land Use Map designation from Residential/Office General (R/OG) to Institutional (I)
GENERAL DATA:
Owner..... YMCA of the Suncoast Inc.
Representative..... Brian J. Aungst
Location 905 S Highland Avenue, located on the east side of S Highland Avenue approximately 450 feet south of Druid Road
Property Size 1.86 acres

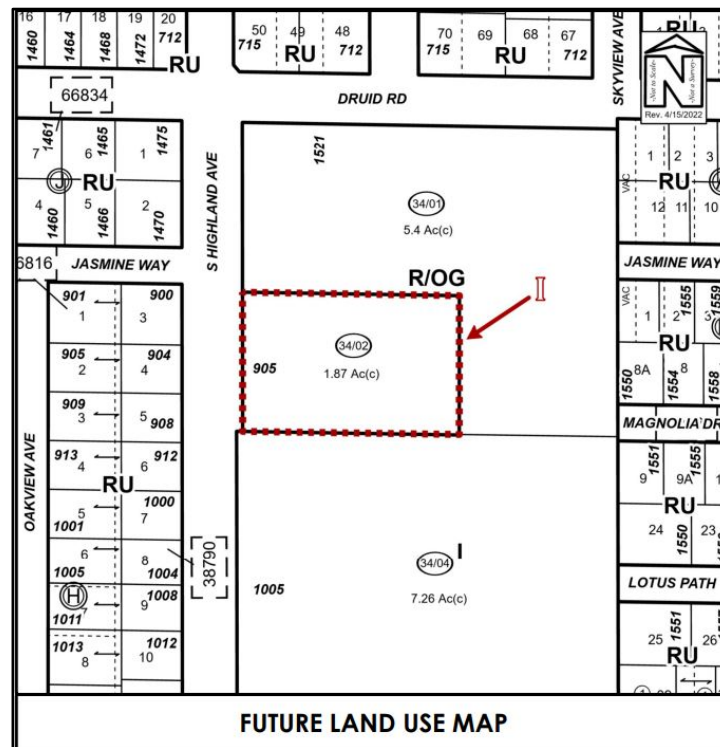
Background:

This case involves a 1.86-acre vacant property located on the east side of S Highland Avenue approximately 450 feet south of Druid Road. The parcel, owned by YMCA of the Suncoast Inc., is currently vacant; however, the property was previously occupied by a nursing home that was demolished in 2006. YMCA of the Suncoast would like the option to construct a new smaller facility to replace their current one on the parcel directly to the south, which has been sold to the Learning Independence for Tomorrow (LIFT) School. This amendment would allow the applicant to develop the property with a facility built for delivery of social/public services and/or educational services, although no plans have been submitted at this time.

The request is to change the Future Land Use Map designation of the property from Residential/Office General (R/OG) to Institutional (I). A request to rezone the property from the Office (O) District to the Institutional (I) District is being processed concurrently with this case (see REZ2022-03003).

An amendment to the *Countywide Plan Map* will also be required to bring consistency between the City's Future Land Use Map and the *Countywide Plan Map*. The applicant understands all necessary approvals and permits must be obtained before development of the subject site occurs.

As shown on Map 4, the abutting future land use designation to the north, south, and east is Institutional (I). Residential Urban (RU) exists across S Highland Avenue to the west and to the north along S Highland Ave and across Druid Road.



Map 4

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

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

	Existing FLUM Designation Residential/Office General (R/OG)	Proposed FLUM Designation Institutional (I)
Primary Uses:	Medium Density Residential; Residential Equivalent; Office	Public/Private Schools; Churches; Public Offices; Hospitals; Residential Equivalent
Maximum Density:	15 Dwelling Units Per Acre	12.5 Dwelling Units Per Acre
Maximum Intensity:	FAR 0.50; ISR 0.75	FAR 0.65; ISR 0.85
Consistent Zoning Districts:	Medium Density Residential (MDR); Office (O)	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, objective 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.2.2 Future Land Use in the City of Clearwater shall be guided by the City's Future Land Use Map, which shall be consistent with the Countywide Plan for Pinellas County (The Countywide Plan) including the Countywide Plan Map and shall be implemented through the City's Community Development Code.

Goal A.4 The City shall work toward a land use pattern that can be supported by the available community and public facilities that would be required to serve the development.

Policy A.5.5.1 Development shall be designed to maintain and support the existing or envisioned character of the neighborhood.

Policy B.1.4.1 The City will continue to review potential trips generated by requests for amendment to the Future Land Use Map.

Policy B.1.5.1 The City shall continue to review trips generated by land development projects through the Mobility Management System.

The proposed Institutional (I) future land use designation is compatible with the surrounding institutional and single-family residential uses. The zoning districts consistent with the current Residential/Office General (R/OG) designation do not permit social and community center uses, which is the classification of the YMCA. As a result, a concurrent application for amendment to the Zoning Atlas is also being processed to change the zoning designation of the property from Office (O) to Institutional (I) to allow social and community center uses (REZ2022-03003). Overall, the intensity of development allowed will be greater than what is permitted by the current Residential/Office General (R/OG) future land use designation and will be equal or similar to adjacent parcels to the north and south. Although there is potential for increased traffic generation with a change to Institutional use, S Highland Avenue has the capacity to support this increase. The expansion of institutional use does not directly abut residential uses, therefore concerns regarding character of the neighborhood and compatibility do not arise with this application. In addition, the proposal does not degrade the level of service for public facilities below the adopted standards (a detailed public facilities analysis follows in this report).

Recommended Conclusion of Law:

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

Consistency with the Countywide Rules

Recommended Findings of Fact:

The underlying *Countywide Plan Map* category on the proposed amendment area is Office (O). The proposed amendment area is bounded by Public/Semi-Public (P/SP) to the north, south, and east, and Residential Low Medium (RLM) to the west across S Highland Avenue. The proposed City of Clearwater future land use designation of Institutional (I) will necessitate an amendment from the Office (O) category to Public/Semi-Public (P/SP) category to maintain consistency between the City's Future Land Use Map and the *Countywide Plan Map*.

Section 2.3.3.11 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, which are consistent with the need, character, and scale of such uses relative to the surrounding uses, transportation facilities, and natural resource features, and may include residential as part of the mix of uses.

The proposed use, as indicated by the applicant, will potentially be a facility built for the delivery of social/public services and/or educational services, which is an appropriate use within the area and consistent with the existing and surrounding *Countywide Plan Map* categories. Expansion of institutional use would be consistent with the character and scale of such a use relative to the uses surrounding the subject site and transportation facilities available to serve the site (S Highland Ave).

Recommended Conclusion of Law:

The proposed Future Land Use Map Amendment will require an amendment to the *Countywide Plan Map* category from Office (O) to Public/Semi Public (P/SP). The proposed Future Land Use Map Amendment is consistent with the purpose of the proposed category in the *Countywide Rule*.

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 consists of detached dwellings to the west across S Highland Avenue, and further north along S Highland Avenue and across Druid Road. The property to the north and wrapping around to the east of the subject property is owned by the Salvation Army and includes the Social Services Department and a family medical practice. To the south is the current YMCA of the Suncoast location but has been sold and will be transitioning to the LIFT School.

Recommended Conclusions of Law:

The proposed expansion of the Institutional (I) future land use category would allow development that 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:**

To assess the sufficiency of public facilities needed to support potential development on the proposed amendment area, the maximum development potential of the property under the existing and proposed City Future Land Use Map designations were analyzed.

Table 2. Development Potential for Existing & Proposed FLUM Designations

	Existing FLUM Designation “R/OG”	Proposed FLUM Designation “I”	Net Change
Site Area	1.86 AC (81,021 SF)	1.86 AC (81,021 SF)	
Maximum Development Potential	0 DUs / 83 Beds ¹ 40,510 SF 0.50 FAR	0 DUs / 69 Beds ² 52,664 SF 0.65 FAR	0 DUs / -14 Beds +12,154 SF +0.15 FAR
Notes: 1. Residential uses are not permitted through the consistent Office (O) District; however, residential equivalent uses are permitted (3 beds per unit per acre). 2. Residential uses are not permitted through the consistent Institutional (I) District; however, residential equivalent uses are permitted (3 beds per unit per acre). Abbreviations: FLUM – Future Land Use Map AC – Acres SF – Square feet			
			DUs – Dwelling Units FAR – Floor Area Ratio

As shown in the table, there is an increase in maximum development potential of over 12,000 square feet. The following analysis compares the maximum potential development of the proposed Institutional (I) future land use developed with a 52,664 square foot non-residential use to the maximum development potential of the existing Residential/Office General (R/OG) future land use category developed with 40,510 square feet of non-residential use.

Potable Water

The change in development potential from this amendment would result in a decrease in potable water use of up to 1,763.6 gallons per day. This decrease is determined by taking the potential potable water utilization of the proposed land use developed with the maximum square footage allowed (5,266.4 gallons per day) and subtracting it from the potential usage of an office use built out at the maximum square footage permitted by the current land use designation (7,030 gallons per day).

The City’s current potable water demand is 10.64 million gallons per day (MGD). 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 72 gallons per day per capita (2020 Annual Water Report). The City’s 10-year Water Supply Facilities Work Plan (2016-2026 Planning Period), completed 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 change in development potential from this amendment would result in a decrease in wastewater use of up to 2,114 gallons per day. This decrease is determined by taking the potential wastewater utilization of the proposed land use developed with the maximum square footage allowed (4,213 gallons per day) and subtracting it from the potential usage of an office use built out at the maximum square footage permitted by the current land use designation (6,327 gallons per day).

The subject property is served by the Marshall Street Water Reclamation Facility, which presently has excess permitted capacity estimated to be 4.82 million gallons per day. Therefore, there is excess sanitary sewer capacity to serve the amendment area.

Solid Waste

The change in development potential from this amendment would result in an increase in solid waste generated of up to 73.8 tons per year. This increase is determined by taking the utilization of the proposed land use developed with the maximum square footage allowed (142.2 tons per year) and subtracting it from the potential utilization of an office use built out at the maximum square footage permitted by the current land use designation (68.4 tons per year).

Pinellas County handles all solid waste disposal 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

Under both the existing and proposed future land use, the LOS citywide will continue to exceed the adopted LOS of 4 acres per 1,000 residents. The city is currently providing 7.95 acres of parkland per 1,000 residents. The proposed future land use amendment will not impact the City's adopted LOS for parkland acreage. Based on this impact analysis, the current provision of 7.95 acres of parkland per 1,000 would remain unchanged [Source: Parks and Recreation Facilities Impact Fee Study, prepared by Benesch (formerly Tindale Oliver) May 23, 2022]

Amending a property's future land use or zoning designation does not have an immediate impact on the City's Parks and Recreation system and parkland requirements. Impacts are felt when development occurs. This Future Land Use Map Amendment will have no additional impact on parkland.

Stormwater

Site plan approval will be required before the property can be developed. At that time, the stormwater management system for the site will be required to meet all City and Southwest Florida Water Management District (SWFWMD) stormwater management criteria.

Streets

The subject property is located on the east side of S Highland Avenue approximately 450 feet south of Druid Road. To evaluate potential impacts on 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 (165 trips) is calculated based on the per acre impact for the Office (O) category of 89 trips/day/acre. The proposed Countywide Plan Map category of Institutional (I) category has an impact of 192 trips/day/acre (357 trips); therefore, the proposed amendment could result in an increase of up to 192 trips per day.

S Highland Avenue is a paved, two-lane divided road with sidewalks available on both sides of the roadway in the vicinity of the subject parcel. Although there is potential for an increase in the number of trips that could be generated from the proposed amendment, S Highland Avenue has the capacity available to serve these additional trips.

Recommended Conclusions of Law:

Based upon the findings of fact, the proposed change would decrease the demand on several public facilities including potable water, wastewater, parkland, and stormwater management; but would potentially see an increase in solid waste and traffic generation. However, this will not result in the degradation of the current levels of service for solid waste and streets.

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

Recommended Finding of Fact:

No wetlands appear to be located on the subject property. The City's codes require that development is compliant with the City's tree preservation, landscaping, and stormwater management requirements.

Recommended Conclusion of Law:

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

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 support 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 under to Section 4-603.F:

Table 3. Consistency with Community Development Code Standards for Review

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 properties.	X	
F.5	The amendment will not adversely affect the natural environment.	X	
F.6	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 from Residential/Office General (R/OG) to Institutional (I).

Prepared by Planning and Development Department Staff: _____



Dylan Prins
Planner

ATTACHMENTS:

Ordinance No. 9575-22

Resume

Photographs of Site and Vicinity