



## PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

**MEETING DATE:** May 15, 2018  
**AGENDA ITEM:** E.2.  
**CASES:** REZ2017-09005  
**REQUEST:** To amend eight (8) Zoning Atlas designations to the Downtown (D) District  
**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* ..... 174.788 acres

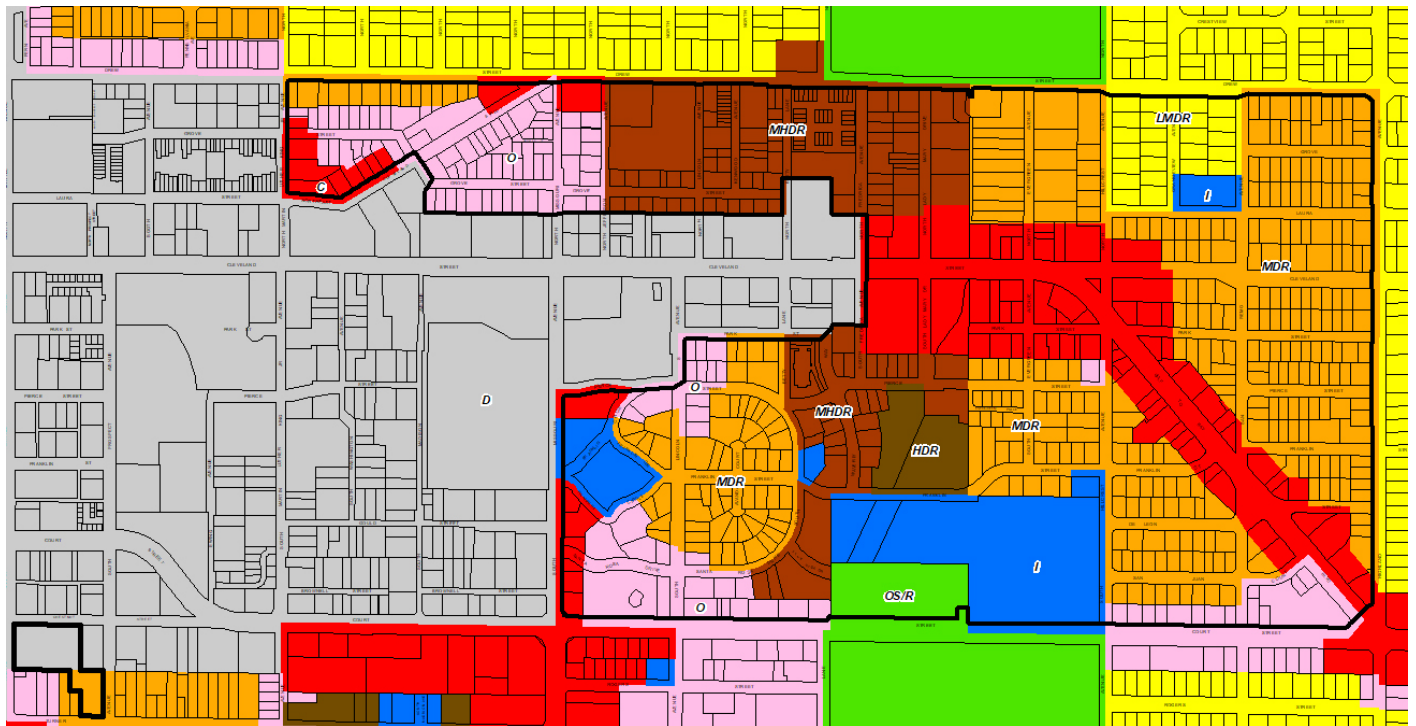
### BACKGROUND:

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, it was determined 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.

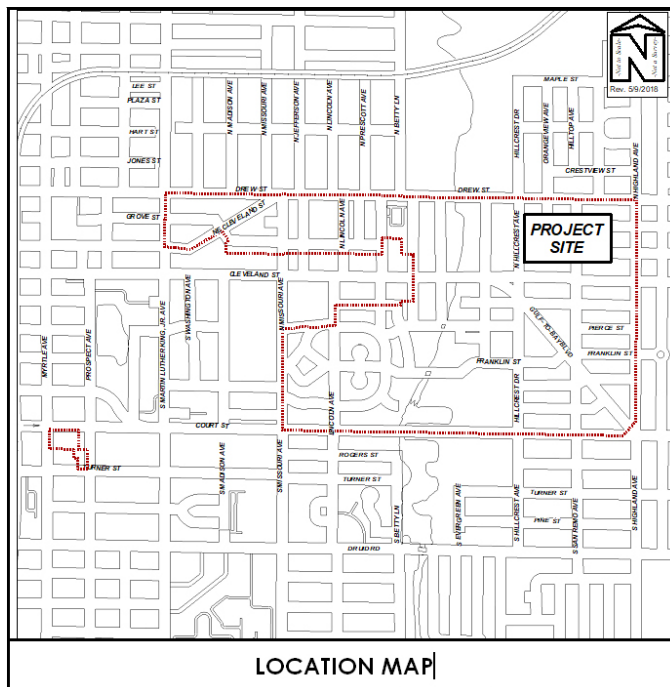
In 2011, with assistance from a consultant team of Gensler and Social Compact, the Economic Development & Housing Department worked with community stakeholders to establish a vision for the East Gateway District, now the Downtown Gateway. The East Gateway Vision Plan (Vision Plan) identified a variety 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.

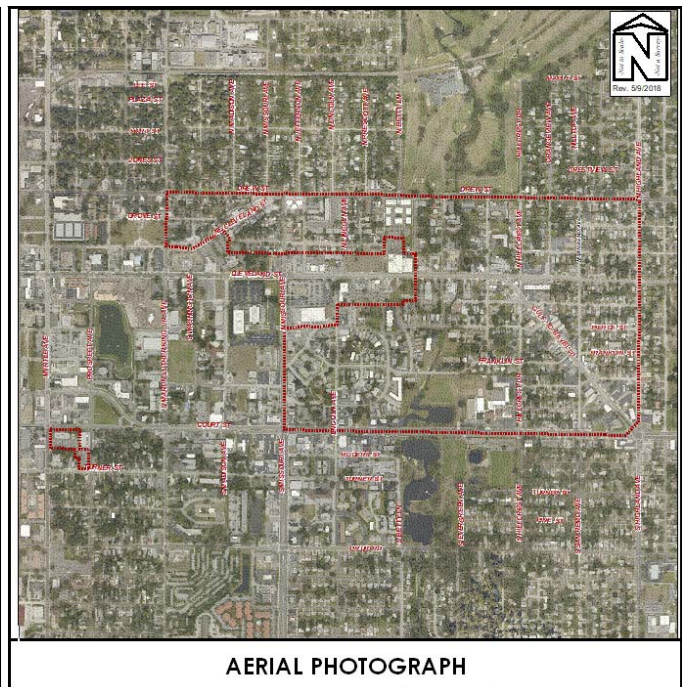
This amendment contains 968 parcels totaling 174.788 acres that are within the Prospect Lake and Downtown Gateway Character Districts of the Clearwater Downtown Redevelopment Plan, including one parcel that has a portion not designated as Downtown (D) at the corner of Myrtle Avenue and Chestnut Street. 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 Zoning Atlas designation of the proposed amendment area from the Low Medium Density Residential (LMDR), Medium Density Residential (MDR), Medium High Density Residential (MHDR), High Density Residential (HDR), Office (O), Commercial (C), Institutional (I) and Open Space/Recreation (OS/R) districts to Downtown (D) District. This amendment would establish a uniform zoning district across both the Downtown Gateway and Prospect Lake Districts. Companion case LUP2017-09004 proposes to amend the future land use designation of the amendment area from 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) 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 zoning districts, and Maps 2 and 3 show the general location and an aerial view of the amendment area.



Map 1 – Current Zoning Districts



Map 2



Map 3

**ANALYSIS:****Proposed Amendment Area Characteristics:**

The proposed amendment will consolidate the eight current zoning districts of the properties into one district, the Downtown (D) District, thereby integrating it with the rest of the property in the Downtown Planning area. The amendment area has a mix of uses including single and multi-family residential, commercial, overnight accommodations, and offices, among others. Table 1 compares the uses and maximum densities and intensities of the current future land use categories, and Table 2 shows the uses and maximum densities of the proposed future land use category. While Central Business District (CBD) applies to all properties governed by the Downtown Plan, the Downtown Plan establishes development potential (density, intensity and height) by Character District, 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*

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

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

|                                     | <b>Proposed FLUM<br/>Activity Center (AC)</b>   |
|-------------------------------------|---|
| <b>Primary Uses:</b>                | Mixed-Use; Attached and Detached Residential; Office; Retail Sales & Service; Overnight Accommodations; Churches  |
| <b>Maximum Density:</b>             | Prospect Lake District:<br>50 Dwelling Units per Acre – balance of District except for below<br>75 Dwelling Units per Acre – West of Prospect Avenue & Knights Alley<br>35 Bed & Breakfast Rooms per Acre, up to 10 rooms<br>40 Overnight Accommodation Units per Acre<br><br>Downtown Gateway District:<br>35 Dwelling Units per Acre<br>40 Overnight Accommodation Units per Acre |
| <b>Maximum Intensity:</b>           | Prospect Lake District:<br>FAR 1.5 – balance of District except for below<br>FAR 2.5 – West of Prospect Avenue & Knights Alley<br><br>Downtown Gateway District:<br>FAR 0.55 – balance of District except for below<br>FAR 1.5 – Fronting on Cleveland Street between Missouri & Hillcrest Avenues or fronting on Gulf to Bay Boulevard   |
| <b>Consistent Zoning Districts:</b> | 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 connects 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 <sup>1</sup> | 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 <sup>2</sup> | 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. |                    |                           |                    |                                      |

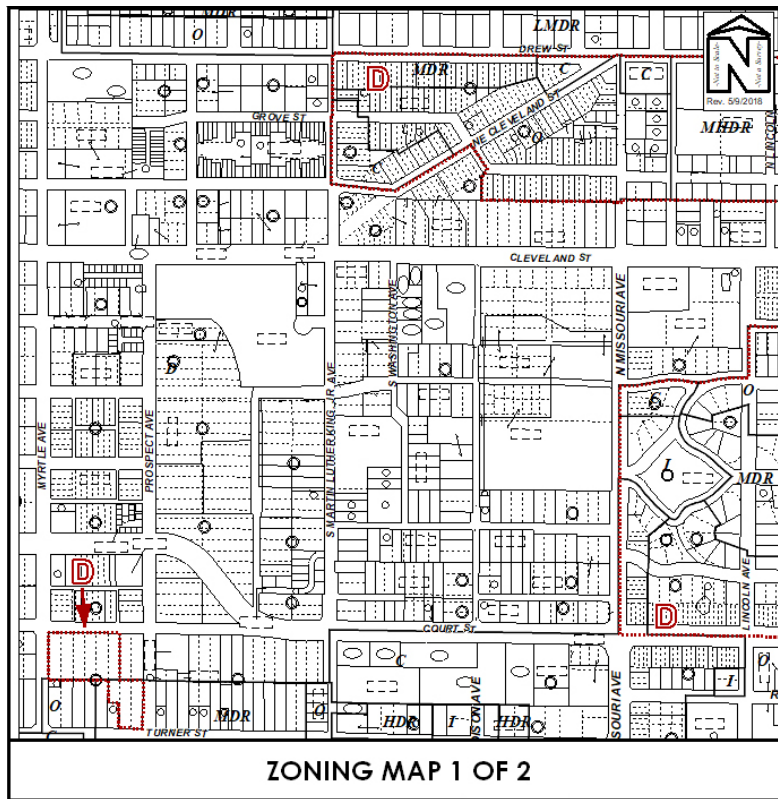
Currently, a majority of the properties along the major roadways (e.g., Cleveland Street) have their ingress/egress onto these roadways. Some properties share parking that is accessed from the local roads. There is almost no on-street parking on these roadways, though some does exist on Cleveland Street.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

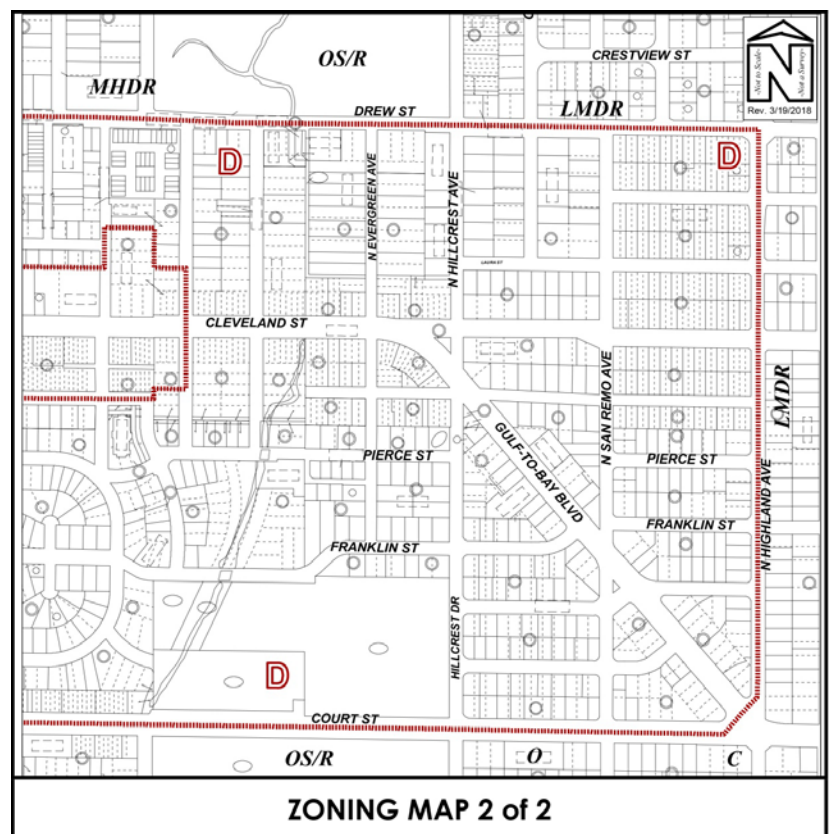
The amendment area is served by four PSTA routes: Routes 60, 61, 67 and 76. These routes connect the amendment area to regional destinations and nearby cities such as Westfield Mall, St. Pete College, Oldsmar, and Indian Rocks Beach.

**Vicinity Characteristics:**

The surrounding zoning districts, as shown on Maps 4 and 5, are Medium High Density Residential (MHDR) to the north; Open Space/Recreation (OS/R) to the north and south; Low Medium Density Residential (LMDR) to the north and east, and Commercial(C), Office (O) and Downtown (D) to the south.



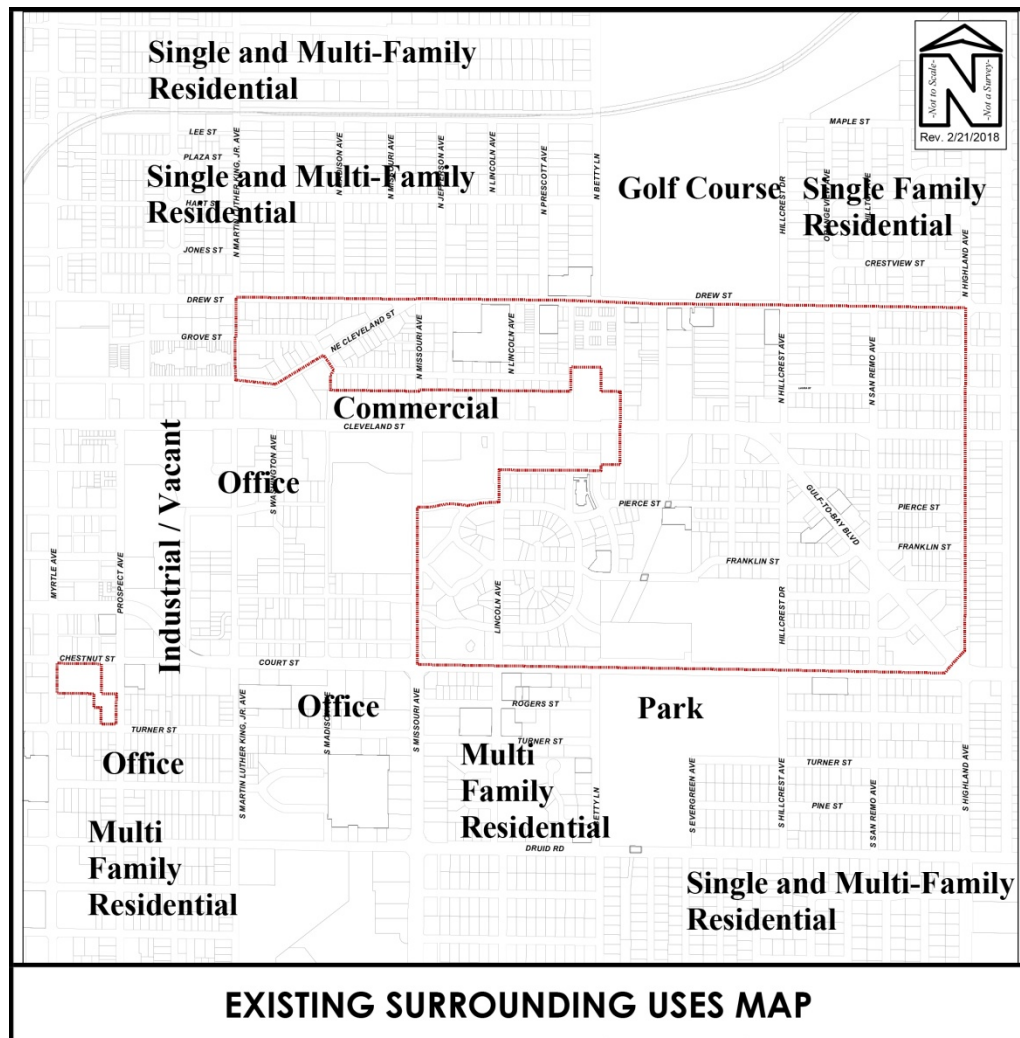
Map 4



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 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 of Development with the Clearwater Comprehensive Plan and Community Development Code and Regulations [Section 4-602.F.1]****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.

Applicable sections of the Community Development Code which support the amendment include:

- Sec. 1-103.B. It is the purpose of this Community Development Code to create value for the citizens of the City of Clearwater by:
1. Allowing property owners to enhance the value of their property through innovative and creative redevelopment;
  2. Ensuring that development and redevelopment will not have a negative impact on the value of surrounding properties and wherever practicable promoting development and redevelopment which will enhance the value of surrounding properties; and
  3. Strengthening the city's economy and increasing its tax base as a whole.
- Sec. 1-103.D. It is the further purpose of this Development Code to make the beautification of the city a matter of the highest priority and to require that existing and future uses and structures in the city are attractive and well-maintained to the maximum extent permitted by law.
- Sec. 1-103.E.2. Protect the character and the social and economic stability of all parts of the city through the establishment of reasonable standards which encourage the orderly and beneficial development of land within the city.
- Section 2-901 The intent and purpose of the Downtown District is to establish a mixed use downtown where citizens can work, live, and shop in a place which is the economic, governmental, entertainment and cultural focal point of a liveable city.

The proposed Downtown (D) District 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 in particular along Cleveland Street and Gulf to Bay Boulevard. 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.

Generally speaking, the proposed Downtown (D) District allows a wide mix of uses that do not currently exist for some of the properties. However, the Downtown Redevelopment Plan, in conjunction with the Downtown Gateway and Prospect Lake Character Districts, would limit the overall number of uses to the amendment area, and would also mitigate heights through transition rules along the boundaries of the amendment area. The Downtown (D) District would also bring the residential uses that are currently overdense into conformance with the code, allowing properties to reinvest in their properties.

The updates to the Downtown (D) District, which are currently underway, will streamline the development or redevelopment timeline by allowing most permitted uses to go straight to a building permit. In addition, the Downtown (D) District will shift towards more of a form-based code, focusing first on an urban form of development which will be reinforced through the existing design standards. It is envisioned that the

amendment area, and the Old Bay Character District, will see steady and deliberate infill development which will utilize the small lot sizes as well as the character of the neighborhood.

Recommended Conclusions of Law:

The request does not conflict with the goals, objectives and policies of the Clearwater Comprehensive Plan and the Community Development Code. The proposed Downtown (D) District furthers the plan as indicated above.

**Compatibility with Surrounding Property/Character of the City & Neighborhood [Section 4-602.F.2, Section 4-602.F.3 and Section 4-603.F.4]**

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 Downtown (D) District is consistent with and is in character with the overall the surrounding zoning districts that exist in the vicinity of the amendment 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:

The total area proposed to be amended is 174.788 acres. While this is a Zoning Atlas amendment, development potential is permitted through the underlying future land use district. 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 &amp; Proposed FLUM Designations, and Alternate Scenarios

| Current FLUM Designations |                                |  |   |
|---------------------------|--------------------------------|--|---|
|                           | Site Area                      | Maximum Development Potential                    |   |
| RU                        | 5.583 AC<br>(243,195.5 SF)     | 41 DUs<br>0 SF <sup>1</sup><br>0.40 FAR          |   |
| RM                        | 62.173 AC<br>(2,708,255.9 SF)  | 932 DUs<br>0 SF <sup>1</sup><br>0.50 FAR         |   |
| RH                        | 32.461 AC<br>(1,414,001.2 SF)  | 973 DUs<br>0 SF <sup>1</sup><br>0.60 FAR         |   |
| R/OG                      | 23.630 AC<br>(1,029,322.8 SF)  | 354 DUs<br>514,661 SF<br>0.50 FAR                |   |
| I                         | 17.326 AC<br>(754,720.6 SF)    | 0 DUs <sup>2</sup><br>490,568 SF<br>0.65 FAR     |   |
| CG                        | 27.713 AC<br>(1,207,178.3 SF)  | 0 DUs <sup>2</sup><br>663,948 SF<br>0.55 FAR     |   |
| R/OS                      | 3.954 AC<br>(172,236.2 SF)     | 0 DUs <sup>2</sup><br>43,059 SF<br>0.25 FAR      |   |
| Total                     | 2,300 DUs; 1,712,236.7 SF      |  |   |
| Proposed FLUM Designation |                                |  |   |
|                           | Site Area                      | Maximum Development Potential                    | Target Development Potential <sup>4</sup>   |
| CBD <sup>3</sup>          | 172.840 AC<br>(7,528,910.4 SF) | 4,048 DUs<br>2,861,190 SF<br>0.55 or 1.5 FAR     | 3,359 DUs<br>2,653,302 SF<br>1.0 FAR        |
| Net Change                |                                |  |   |
|                           |                                | +1,748 DUs<br>1,148,954 SF<br>-0.10 to +1.25 FAR | +1,059<br>+941,066 SF<br>+0.35 to +0.75 FAR |
| FAR = Floor Area Ratio    |                                |  |   |

### *Potable Water*

The increase in development potential from this amendment could result in an increase in potable water use of 628,532 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 (727,878 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 425,571 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 (727,878 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 Water 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 542,750 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 (634,834 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 364,645 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 (634,834 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 24,543 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 (9,608 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 (21,061 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 (9,608 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 recreation facilities so the new development will not negatively affect the adopted Level of Service for parkland and recreational facilities.

**Location of District Boundaries [Section 4-602.F.6]****Recommended Findings of Fact:**

The location of the proposed Downtown (D) District boundaries is consistent with the parcel lines of the parcels proposed to be rezoned. The proposed Downtown (D) District is also consistent with the boundary of the underlying future land use category, which is concurrently being amended by the City. The proposed Downtown (D) District is compatible with the various uses both on the affected parcels as well as in the vicinity of the proposed amendment area.

**Recommended Conclusions of Law:**

The District boundaries are appropriately drawn in regard to location and classifications of streets, ownership line, 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 5 below depicts the consistency of the proposed amendment with the standards as per Section 4-602.F:

*Table 5. Consistency with Community Development Code Standards*

| CDC Section 4-602 | Standard  | Consistent | Inconsistent |
|-------------------|---|------------|--------------|
| <b>F.1</b>        | 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          |              |
| <b>F.2</b>        | 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          |              |
| <b>F.3</b>        | The amendment does not conflict with the needs and character of the neighborhood and the city.  | X          |              |
| <b>F.4</b>        | The amendment will not adversely or unreasonably affect the use of other property in the area.  | X          |              |
| <b>F.5</b>        | The amendment will not adversely burden public facilities, including the traffic-carrying capacities of streets, in an unreasonably or disproportionate manner.   | X          |              |
| <b>F.6</b>        | 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 City initiated Zoning Atlas map amendment (per Section 4-603.B.1., Community Development Code) from eight (8) Zoning Atlas designations to the Downtown (D) district.

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



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Senior Planner

ATTACHMENTS: Ordinance No. 9144-18  
Resume