



## PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

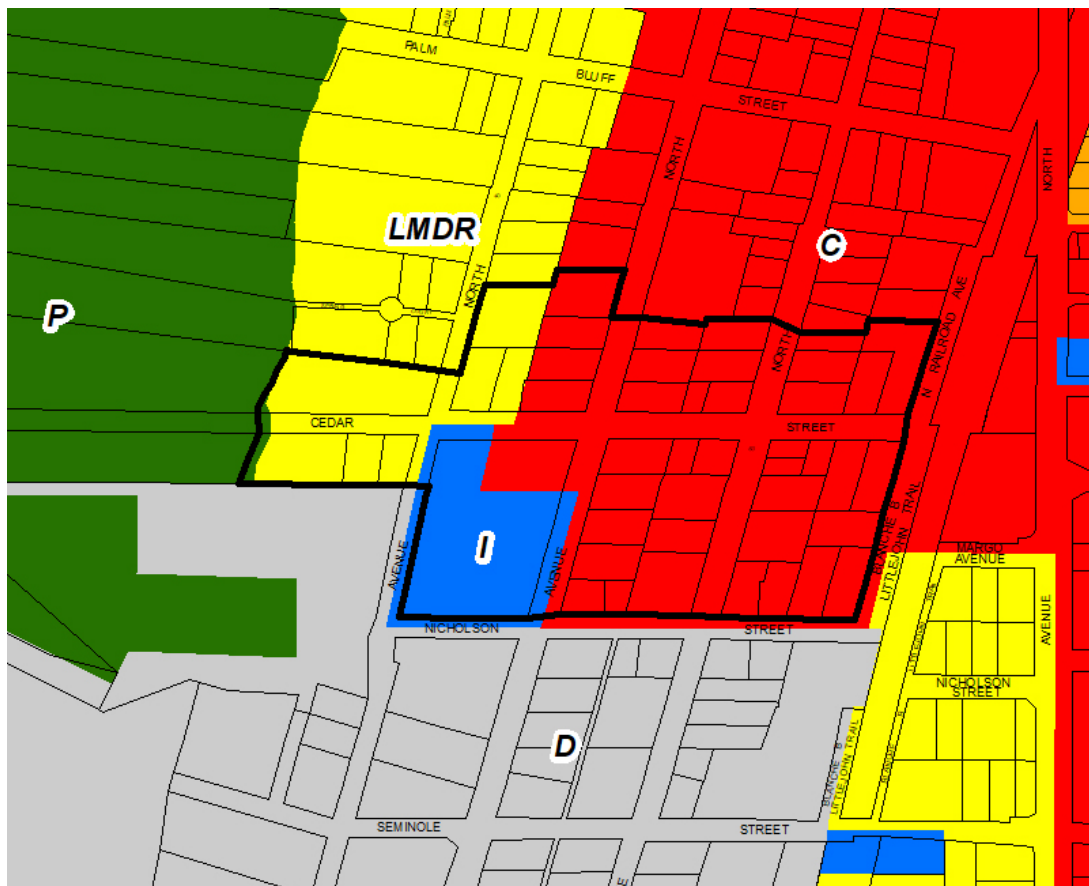
**MEETING DATE:** May 15, 2018  
**AGENDA ITEM:** E.4.  
**CASES:** REZ2017-09006  
**REQUEST:** To amend the Zoning Atlas from Low Medium Density Residential (LMDR), Institutional (I) and Commercial (C) to the Downtown (D) District  
**GENERAL DATA:**  
*Applicant* ..... City of Clearwater  
*Owner* ..... Not Applicable; City of Clearwater Initiated Amendment (per Section 4-603.B.1., Community Development Code)  
*Location* ..... Generally north of Nicholson Street, west of the Pinellas Trail, east of Clearwater Harbor, and within 285 feet north of Cedar Street  
*Property Size* ..... 10.848 acres

### BACKGROUND:

In 2015, with assistance from a consultant team led by Stantec, the Planning and Development Department worked with community stakeholders to establish a vision for the “North Marina Area” around the Seminole Boat Ramp, as recommended in the 2014 ULI Advisory Services Panel Report. The community’s vision for this area is to activate it by attracting residents, businesses, visitors and the boating community while maintaining the neighborhood’s unique and historic character. The North Marina Area Master Plan (Master Plan) was accepted by City Council in January 2016.

More recently, the City has completed its update to the Clearwater Downtown Redevelopment Plan (Downtown Plan), which was adopted by City Council March 1, 2018 (Ordinance No. 9103-18) and is expected to be approved by the Countywide Planning Authority and Board of County Commissioners on May 8, 2018 (anticipated effective date). The Master Plan recommended the northern boundary of the Downtown Plan area be extended northward to incorporate those parcels not already zoned Downtown (D) District but addressed in the Master Plan. This expansion of the Downtown (D) District is specifically called for in Old Bay Character District Policy 1 and is depicted on the various maps in the Downtown Plan as the “Old Bay Expansion Area”. The expansion area also incorporates an additional six parcels contiguous to the north of the Master Plan boundary in order to eliminate bifurcation of ownership, particularly along North Fort Harrison Avenue.

This proposed amendment contains 47 parcels totaling 10.848-acres that are in the northern portion of the Old Bay Character District of the Downtown Plan, as amended. The properties are comprised of a mix of uses, including single and multi-family residential, offices and a school (currently closed). While the area is largely designated as Commercial (C), there is only one commercial use in the area. The request is to change the Zoning Atlas designation of the proposed amendment area from Low Medium Density Residential (LMDR), Institutional (I), and Commercial (C) Districts to the Downtown (D) District, thereby establishing a uniform zoning designation across the expanded Old Bay Character District. Companion case LUP2017-09005 proposes to amend the future land use designations of the amendment area from the Residential Urban (RU), Institutional (I) and Commercial General (CG) 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) 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*



The proposed amendment will consolidate the zoning districts of the properties into one district, the Downtown (D) District, thereby integrating it with the rest of the property in the Old Bay Character District. Of the 47 parcels in the amendment area, 39 parcels and a portion of an additional parcel are currently designated as Commercial (C), seven are Low Medium Density Residential (LMDR), and the remaining portion of a parcel is Institutional (I) (former school). Conversely, the majority of the uses on those parcels are detached dwellings, which is not a listed use in the Commercial (C) District. 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 and intensities 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 properties in the Old Bay Character District.

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

	<b>Current FLUM Residential Urban (RU)</b>	<b>Current FLUM Institutional (I)</b>	<b>Current FLUM Commercial General (CG)</b>
<b>Primary Uses:</b>	Urban Low Density Residential; Residential Equivalent	Public/Private Schools; Churches; Public Offices; Hospitals; Residential Equivalent	Office; Retail Sales & Service; Overnight Accommodations
<b>Maximum Density:</b>	7.5 Dwelling Units Per Acre	12.5 Dwelling Units per Acre	24 Dwelling Units Per Acre 40 Overnight Accommodation Units Per Acre
<b>Maximum Intensity:</b>	FAR 0.40; ISR 0.65	FAR 0.65; ISR 0.85	FAR 0.55; ISR 0.95
<b>Consistent Zoning Districts:</b>	Low Medium Density Residential (LMDR); Medium Density Residential (MDR)	Institutional (I)	Commercial (C)

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

	<b>Central Business District (CBD) [Old Bay Character District]</b>
<b>Primary Uses:</b>	Single Family Residential; Multi-Family Residential; Neighborhood Commercial; Offices; Restaurants; Retail Sales & Service; Mixed Uses
<b>Maximum Density:</b>	35 Dwelling Units Per Acre or 50 Dwelling Units Per Acre for Mixed-Use  50 Overnight Accommodation Units Per Acre for properties north of Seminole Street and west of Osceola Avenue and 2 acres or greater, excluding properties fronting on Cedar Street  35 Rooms Per Acre for Bed and Breakfasts, not to exceed 10 rooms
<b>Maximum Intensity:</b>	FAR 0.50 for properties eastward of properties fronting along N. Fort Harrison Avenue  FAR 1.5 for properties fronting along N. Fort Harrison Avenue and westward
<b>Consistent Zoning District:</b>	Downtown (D)

## Development and Vacant Land:

The Master Plan included a review of market conditions within the study area. Although the Master Plan study area is larger than the proposed amendment area (approximately 54.7 acres versus 10.848 acres respectively), the market analysis provided a baseline of how much development can be expected in the overall area over a 10-year period. The Master Plan's conceptual development program, consistent with the analysis and illustrated on the preferred concept plan, included for the following mix of development: approximately 55,000 sq. ft. of commercial, office, and restaurant development; an approximately 100 room hotel with 4,000 sq. ft. of private event space; 7,500 sq. ft. of academic space (e.g., marine/maritime school); and 190 units of rental and for-sale residential, including single family detached, duplex, townhouse, mixed

use “maker space” and apartments/condominiums. This mix of uses and amount of development provides the foundation for the public facilities impacts analysis later in this report.

Seventeen parcels within the proposed amendment area are vacant, comprising approximately 2.8 acres or 25.6% of the total land area. By comparison, the Old Bay Character District has 64 parcels that are currently vacant, comprising of 16.8 acres or 18.3% of the total District. The vacant parcels within the proposed amendment area are all less than 10,000 sq. ft., so small-scale infill development is most likely and would be consistent with the character of the neighborhood.

**Transportation Network:**

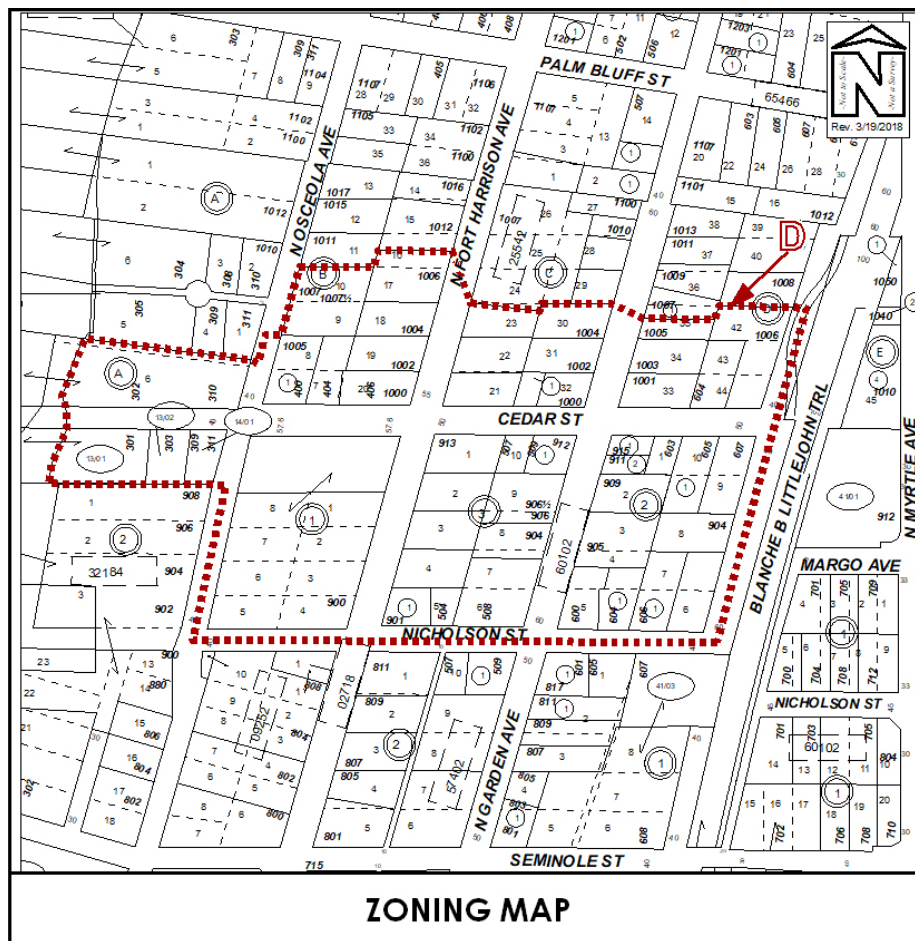
North Fort Harrison Avenue is the main north-south roadway through the amendment area and is a two-lane collector with a continuous center turn lane. The remaining streets in the amendment area are local neighborhood streets. The amendment area is also served by one PSTA route along North Fort Harrison Avenue: Route 66L to Morton Plant Hospital via the Park Street Terminal. The Pinellas Trail connects the amendment area to the Downtown Core and is located along the eastern boundary.

The Downtown Plan establishes policies to reinforce and create a strong pedestrian realm by limiting curb cuts and widening sidewalks, and the forthcoming Downtown (D) Zoning District and Development Standards will implement these policies.

**Vicinity Characteristics:**

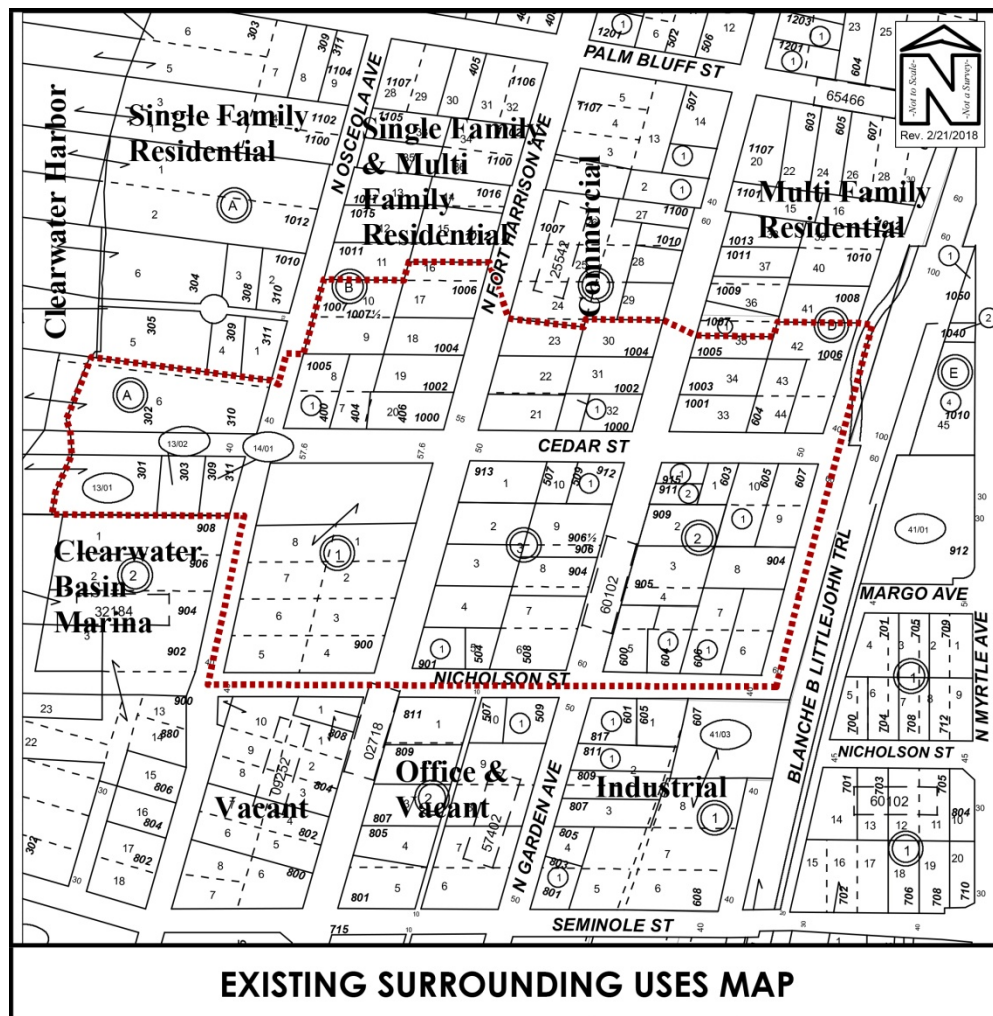
The surrounding zoning districts, as shown on Map 4, are Low Medium Density Residential (LMDR) and Commercial (C) to the north and east and Downtown (D) to the south.





Map 4

Map 5 below shows the existing surrounding uses. The area includes both single and multi-family residential to the north as well as some commercial along North Fort Harrison Avenue. To the west is the Clearwater Basin Marina, a private marina, and Clearwater Harbor, while to the south is a mix of vacant land, single and multi-family residential and offices. There are industrial uses of to the south between Garden Avenue and the Pinellas Trail which is non-conforming in the Downtown (D) District.



Map 5

**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).
- Policy A.6.1.9      The City shall continue to review the boundaries of the downtown redevelopment district to determine whether boundary adjustments are needed.
- 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.1.1     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.



Objective E.1.2 The coastal storm area shall be the area delineated in Maps E-1A and E-1B of the Coastal Management Element ... The City shall direct permanent population concentrations away from the coastal storm area consistent with the goals, objectives and policies of the *Clearwater Comprehensive Plan*.

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 Comprehensive Plan contemplates the future expansion of the Downtown Plan area, and this amendment implements Policy A.6.1.9. 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 North Fort Harrison Avenue. 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. Additionally, existing residential uses that are currently nonconforming in the Commercial (C) District will become conforming. 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 Old Bay Character District, the use public of transit, or the Pinellas Trail to travel between the Downtown Core and the Old Bay Character Districts.

The Coastal High Hazard Area (CHHA) is defined by section 163.3178(2)(h)9, Florida Statutes, as the area that would be inundated by category 1 storm surge as established by the *Sea, Lake and Overland Surges from Hurricanes (SLOSH)* storm surge model. The City’s Comprehensive Plan expands on the statutory

requirements and defines a Coastal Storm Area (CSA) to also capture any isolated areas otherwise surrounded by the CHHA, all land located within the velocity zone (VE Flood zone) as designated by FEMA, and parcels that are at least 20% in the CHHA or velocity zone. The coastline along Clearwater Harbor is characterized by a bluff which limits the amount of land that lies within the CHHA and CSA.

Map 6 shows an aerial photograph of the proposed amendment area, with the CHHA (green area) and CSA (green and yellow areas combined) boundaries indicated. The category 5 storm surge line generally indicates those parcels atop of the bluff (pink areas), which are excluded from the CSA in the Comprehensive Plan. Only two parcels in the proposed amendment area lie within the CHHA, and that area is limited to 0.238 acres comprised of sandy shoreline. The existing residences on these two parcels are located eastward of the CHHA, but one of the residences is within the City's CSA. Although this amendment would result in an increase in development potential on these two properties, the new Downtown Zoning District and Development Standards will limit residential density for properties in the CSA to those established prior to the adoption of the new code.



Map 6

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 Old Bay Character District, 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 currently exist in the Commercial (C) District into conformance with the code, allowing property owners 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 development 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 currently a mix of uses within the amendment area as well as within the surrounding neighborhood. Single and multi-family residential exists to the north of the amendment area, as do some commercial uses. To the south within the Old Bay Character District there are office uses, an industrial use which is currently nonconforming in the Downtown District, and vacant land. To the west lies the Clearwater Harbor and vacant land around the Clearwater Basin Marina.

The proposed map amendment will allow for infill development on vacant parcels and redevelopment over time of underutilized parcels. It will also allow the current nonconforming residential uses to become conforming, which will allow for reinvestment in the existing single-family residences where previously it was discouraged. The updated Downtown Plan establishes a density for bed and breakfast uses of 10 rooms per acre, not to exceed 10 rooms in total. Use-specific standards will be established in the Downtown Zoning District & Development Standards for bed and breakfast uses to address and minimize potential conflicts between this newly permitted use and surrounding residential uses. Standards within the Downtown Zoning District and Development Standards also ensure compatibility between properties within the Downtown (D) District.

The Downtown Plan limits heights in the amendment area to 35 feet in areas west of North Osceola Avenue, east of Garden Avenue, and on the former North Ward School property. The remaining parcels in the amendment area, many of which are along North Fort Harrison Avenue, are limited to 45 feet in height. 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 areas. The forthcoming Downtown Zoning District and Development Standards will implement this policy through increased setbacks and/or stepbacks along the northern Downtown Plan boundary. The amendment area is envisioned to remain primarily residential except along North Fort Harrison Avenue and at nodes along the Pinellas Trail, although 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.

**Sufficiency of Public Facilities [Section 4-602.F.5]****Recommended Findings of Fact:**

While this is a Zoning Atlas amendment, development potential is assigned through the future land use designation, therefore to assess the sufficiency of public facilities needed to support potential development on the proposed amendment area, the maximum development potential of the proposed amendment area under the present and requested City Future Land Use Map designations were analyzed. Although the amendment to the Central Business District (CBD) designation will increase the amount of development potential allowed for the properties in the amendment area, reinvestment in current properties is anticipated to occur, and new development or redevelopment will likely be mostly infill residential with some commercial or mixed-use development along North Fort Harrison Avenue, as previously discussed. To supplement this analysis, in addition to comparing the current and proposed maximum development potential, a comparison between what is currently permitted and what is anticipated in the proposed amendment area based on the Master Plan's market assessment is also provided.

As shown in Table 3 below, there is an increase in both residential and nonresidential development potential in the amendment area. An increase in demand of several public facilities could be expected if properties in the amendment area redevelop; however, there is adequate capacity to serve the amendment area.

*Table 3. Development Potential for Existing & Proposed FLUM Designations*

	Present FLUM Designations				Requested FLUM Designation	
	CG	RU	I	Total	CBD	Net Change From CG, RU & I to CBD
Site Area	7.126 AC (310,408.56 SF)	2.100 AC (91,476 SF)	1.622 AC (70,654.32 SF)	10.848 AC (472,538.88 SF)	10.848 AC (472,538.88 SF)	
Maximum Development Potential	0 DU <sup>1</sup> 170,724 SF 0.55 FAR	15 DUs 0 SF <sup>2</sup> 0.40 FAR	20 DUs 45,925 SF 0.65 FAR	35 DUs 216,649 SF N/A	379 DUs 374,330 SF 0.50 to 1.0 FAR	+344 DUs +157,681 SF -0.10 to +0.70 FAR

**Notes:**

1. Residential Uses are not a permitted use within the existing Commercial (C) District unless approved by the Community Development Board through a Level II Flexible Development application as a Comprehensive Infill Redevelopment Project; therefore, even though there are 18 units currently built on these parcels, the residential development potential is zero.
2. While there is a Floor Area Ratio (FAR) listed for the current Residential Urban (RU) Future Land Use Map designation, FAR is not used to regulate residential uses and there are no non-residential uses permitted through the current Low Medium Density Residential (LMDR) District; therefore, the square footage development potential is zero.

The Master Plan, which provided the foundation for the proposed changes, included a market analysis assessing the real estate and economic development potential of the area through 2020. This analysis identified that a modest amount of new development could be absorbed into the area. Table 4 below shows the market opportunity for the entire Master Plan area (approximately 55 acres). The amendment area comprises 19.5% of the total Master Plan Area, with an additional 1.4 acres located north of the Master Plan area that were added to eliminate bifurcation of ownership.

*Table 4: Market Opportunity by Land Use (Full Master Plan Area)*

	<b>Retail/ Restaurant/ Office<sup>1</sup></b>	<b>Hotel<sup>2</sup></b>	<b>Community Use<sup>3</sup></b>	<b>For-Rent &amp; For-Sale Residential</b>
<b>Size or Number of Units</b>	55,000 square feet total <ul style="list-style-type: none"> <li>• Service-oriented retail such as restaurants and convenience stores</li> <li>• Small specialty shops</li> </ul>	100+ rooms; 4,000 square feet private event space	7,500 square feet	190 units total <ul style="list-style-type: none"> <li>• 100 units east of North Fort Harrison Avenue (landside): Mix of detached single-family homes, duplexes, garden style apartments or attached townhouses</li> <li>• 90 units west of North Fort Harrison Avenue (waterside): Mix of townhouses, condominiums, or apartment buildings, including second/vacation homes</li> </ul>
Notes: <ol style="list-style-type: none"> <li>1. Areas suited for retail/restaurant/commercial development are primarily along North Fort Harrison Avenue and on City-owned property in conjunction with the Francis Wilson Playhouse; smaller amounts of development possible along the Pinellas Trail</li> <li>2. Limited opportunity in the regions that adjoin the boat ramp and marina</li> <li>3. Assessment discussed options for the North Ward School as a cultural center that hosts classes and events open to community and/or a marine/maritime school</li> </ol>				

The market assessment projected certain uses would most likely be developed in limited geographical areas, much of which is outside of the proposed amendment area (e.g., marina site, much of North Fort Harrison Avenue, and most waterside residential areas). As such, it was necessary to further refine the expected development to estimate that which is anticipated within the amendment area. This was done by evaluating the preferred concept plan, which included both existing and recommended uses based on the market assessment. In the amendment area, 37 new residential units were shown on many of the vacant lots in the area (a mix of townhouse, duplex and detached units). The academic use is envisioned at the North Ward School property, and the preferred concept plan shows restaurant uses as part of the Maker's Courtyard kitchen and a restaurant/cafe on the Pinellas Trail. For the purpose of this analysis, these restaurant uses were estimated to be 3,000 square feet in size, which is a typical size of many smaller-scale, standalone restaurants.

As shown in the table, there is an increase in residential development potential across the amendment area which would affect certain public facilities as detailed further below. The following analysis compares the maximum potential development of the proposed Central Business District (CBD) future land use to the maximum development potential of the existing future land use categories as follows: Commercial General (CG) developed with a nonresidential use (170,724 square feet), Residential Urban (RU) developed with a



residential use (15 units), and Institutional (I) developed with a nonresidential use (45,925 square feet). The development potential for the Central Business District (CBD) future land use category was determined by assuming nonresidential development on the 14 parcels fronting North Fort Harrison Avenue (4.27 acres, developed at 1.5 FAR) and residential development on the remaining 33 parcels in the amendment area (6.578 acres, developed at 35 dwelling units per acre), which would result in 279,001 square feet of nonresidential development and 230 dwelling units.

Additionally, for comparison, the maximum development potential as proposed is compared to the expected development potential based on the Master Plan's market analysis, adjusted to the proposed amendment area (50 dwelling units and 10,500 square feet of nonresidential development comprised of an academic use and restaurants), which is more likely given the market and small lot sizes and would be consistent with the vision for the area. An increase in demand of several public facilities could be expected if a property or properties within the amendment area develop; however, there is adequate capacity to serve the amendment area.

#### *Potable Water*

The increase in development potential from this amendment would result in an increase in potable water use of 62,221 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 (87,792 gallons per day) to the potential utilizations of the maximum residential and nonresidential development allowed by the current Commercial General (CG), Residential Urban (RU), and Institutional (I) land use designations (25,571 gallons per day). The City's current potable water demand is 12.61 million gallons per day (MGD). In comparison, if the amendment area were to be developed with 50 dwelling units and 10,500 square feet of nonresidential development, based on the market assessment, there would be a decrease in potable water use of 11,761 gallons per day, which is determined by comparing the potable water utilization of 50 dwelling units and 10,500 square feet of nonresidential development (13,810 gallons per day) to the utilization of the maximum residential and non-residential development allowed by the current land use designations (25,571 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 would also result in an increase in wastewater production of 55,376 gallons per day of wastewater. This is determined by comparing the potential wastewater generation of the proposed land use (76,223 gallons per day) to the potential wastewater generation of residential and nonresidential uses that could be permitted through the current land use designations (20,847 gallons per day). In comparison, if the amendment area were to be developed with 50

dwelling units and 10,500 square feet of nonresidential development, which is more likely, there would be a decrease in wastewater generated of 8,520 gallons per day, which is determined by comparing the wastewater generated by that development mix (12,327 gallons per day) to the wastewater generated by the maximum residential and nonresidential development allowed by the current land use designations (20,847 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 a decrease of 333.59 tons per year of solid waste generated when comparing the amount of waste generated by the maximum development potential under the proposed land use (38.02 tons per year for 15 units and 2,371.21 tons per year for 216,649 square feet of nonresidential development). Similarly, if the amendment area were to be developed with 50 dwelling units and 10,500 square feet of nonresidential development, based on the market assessment, the decrease could be even larger (2,175.61 tons per year) when comparing the solid waste generated by that development mix (233.63 tons per year) to the solid waste generated by the maximum residential and non-residential development allowed by the current land use designations (2,409.23 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 Seminole Boat Ramp, for which the City has prepared construction plans to improve with a pedestrian promenade, an elevated observation platform, and new greenspace by the Francis Wilson Playhouse. Additionally, Coachman Park is within ½ mile to the south and 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. 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 a 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 main through street in the amendment area is North Fort Harrison Avenue, which is a collector with a continuous center turn lane that is maintained by the City. There are no signalized intersections in the amendment area. North Osceola Avenue, Garden Avenue, and Railroad Avenue also provide north-south access through the amendment area, while Cedar, Seminole and Nicholson Streets run east-west. Combined, there is a good street grid in the amendment area. PSTA's route 66L provides service from north Pinellas County to Morton Plant Hospital via the Park Street Terminal along North Fort Harrison Avenue.

In February 2017, the City's Traffic Engineering Division monitored daily traffic counts on North Fort Harrison Avenue just north of the Seminole Street intersection. During the two-week period, the average northbound traffic volume was 4,226 vehicles daily, with the highest AM peak hour count being 295 vehicles and the highest PM peak hour count being 445 vehicles for northbound traffic. Southbound traffic volumes were higher during this same period, averaging 5,607 vehicles per day during this same time period. The highest southbound AM peak hour count was 651 vehicles and PM peak hour count was 541 vehicles.

Typically, the number of additional trips per day is calculated based on the typical traffic impacts figure (trips per day per acres) in the *Countywide Rules* for the current and proposed land use categories, which is the standard used to evaluate potential impacts for Future Land Use Map amendments. However, there is not a typical traffic impacts figure provided for the Activity Center *Countywide Plan* category, Special Center subdistrict. Instead, typical traffic impacts are based on the proposed density/intensity in the amendment area.

Generally, commercial uses generate the most trips, with educational (institutional) and residential following behind. Since this area is largely vacant, any development that is constructed would add new trips to the road network. The number of new daily or peak hour trips for any new development project will be determined at the time of site plan review and impacts will be assessed under the City's Mobility Management System in the Community Development Code. City staff will review the traffic impacts at the time of site plan review and determine what additional plans or studies may be required. A transportation management plan and/or traffic impact study may be required along with payment of the multi-modal impact fee.

The adopted Downtown Plan includes policies that aim to reduce automobile congestion, to maintain or reduce roadway corridor size, to provide an urban environment conducive to mixed-use development and to emphasize connections to transit. The Downtown Zoning District and Development Standards will establish an urban form of development that supports walking and other transportation modes by orienting building entries to the street, utilizing setbacks as extensions of the sidewalk, and designing ground floor facades to create and add to an active urban environment.

**Recommended Conclusions of Law:**

Based upon the findings of fact, it is determined that the potential for additional traffic generated by the expected amount of development (residential, restaurants, and academic) through 2020 will not result in significant degradation along North Fort Harrison Avenue. There is an increase in demand for potable water and generation of wastewater, and a reduction in the generation of 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 2 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 from the Low Medium Density Residential (LMDR), Institutional (I) and Commercial (C) districts to the Downtown (D) district.

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



Kyle Brotherton  
Senior Planner

ATTACHMENTS: Ordinance No. 9146-18  
Resume