



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: December 15, 2020
AGENDA ITEM: F. 1.
CASE: LUP2020-10001
REQUEST: To amend the Future Land Use Map designation from Residential Medium (RM) and Residential Urban (RU) to Residential Low Medium (RLM)

GENERAL DATA:

Owner..... Cobblestone I CTC, LLC
Applicant..... Jason Hagen, Managing Member
Agent/Representative..... Brian J. Aungst, Jr. Esq.

Location 1280 and 1298 Lakeview Road, located on the north side of Lakeview Road approximately 950 feet east of South Missouri Avenue.
Parcel No.1 Size 8.767 acres
Parcel No.2 Size..... 0.141 acres
Total Property Size..... 8.908 acres

Background:

This case involves two parcels of land located on the north side of Lakeview Road, approximately 950 feet east of South Missouri Avenue. The parcels, owned by Cobblestone I CTC, LLC, are generally bounded by Jeffords Street (north), South Betty Lane (east), Lakeview Road (south), and Adams Avenue (a dead-end street on the west), and total about 9 acres. The mobile home community, located on the larger of the two parcels (see Parcel No. 1 as shown on Map 2, addressed 1280 Lakeview Road), was developed 60 years ago and currently has 113 mobile home units and a clubhouse/office. Cobblestone I CTC, LLC purchased Parcel No. 1 in June 2019, and later purchased Parcel No. 2 (1298 Lakeview Road, as shown on Map 2) in December 2019. This parcel has most recently been used as an administrative office. The owner's intent is to convert the existing building on Parcel No. 2 to a clubhouse to serve the existing mobile home park, while making other improvements to the development.

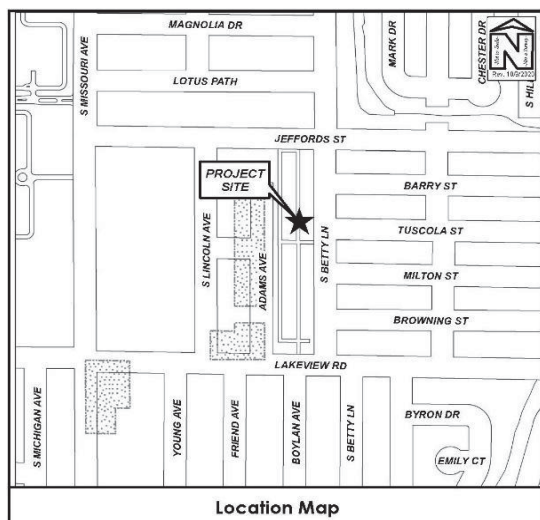
Currently, the future land use and zoning designations for Parcel No. 1 are inconsistent, and the designations for Parcel No. 2 must be amended to combine and be used as part of the overall mobile home park. The request is to change the Future Land Use Map designations of the parcels from Residential Medium (RM) (Parcel No. 1) and Residential Urban (RU) (Parcel No. 2) to Residential Low Medium (RLM). A request to rezone Parcel No.2 from Medium Density Residential (MDR) District to Mobile Home Park (MHP) District is also being considered concurrently with this case (see REZ2020-10001). The requested amendments

would bring consistency between the future land use designation and zoning district for Parcel No. 1 and would allow for the additional parcel to be used as the park clubhouse.

Additionally, the property owners are seeking to terminate the existing mobile home park's non-conformities related to density and setbacks through the concurrent FLD2020-09018 application being considered separately. While the amendment to Residential Low Medium (RLM) future land use is required for consistency, this category permits fewer units per acre than the existing Residential Medium (RM) category. The actual density on the site is 13 dwelling units per acre; however, no additional units are proposed.

Vicinity Characteristics:

Maps 1 and 2 show the general location of the property and an aerial view of the amendment area and its surroundings. Map 3 shows the existing surrounding uses.



Map 1

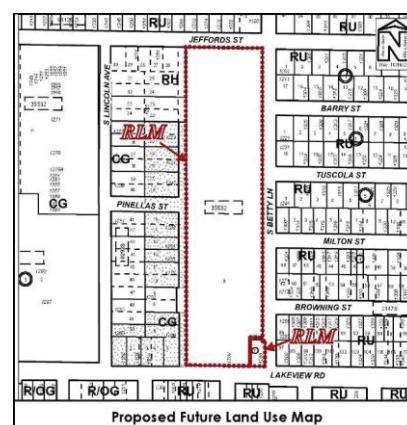


Map 2

Residential uses including detached single-family houses surround the site across South Betty Lane, Lakeview Road, and Jeffords Street. A multifamily apartment complex abuts the property's northwest corner. To the west, along Adams Avenue, are commercial properties and a few detached dwellings. Further west is a large retail plaza fronting Missouri Avenue.



Map 3



Map 4

The property is almost completely surrounded by rights-of-way. As shown on Map 4, the future land use designations around the property are Residential Urban (RU) to the north, east, and south; Residential High (RH) to the northwest; and Commercial General (CG) to the west across Adams Avenue.

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

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

| | Present FLUM Designation Residential Medium (RM) (Parcel No. 1) | Present FLUM Designation Residential Urban (RU) (Parcel No. 2) | Requested FLUM Designation Residential Low Medium (RLM) |
|-------------------------------------|--|---|---|
| Primary Uses: | Moderate to High Density Residential; Residential Equivalent. | Urban Low Density Residential; Residential Equivalent. | Low to Moderate Density Residential; Residential Equivalent. |
| Maximum Density: | 15 Dwelling Units Per Acre | 7.5 Dwelling Units Per Acre | 10 Dwelling Units Per Acre |
| Maximum Intensity: | FAR 0.50; ISR 0.75 | FAR 0.40; ISR 0.65 | FAR 0.50; ISR 0.75 |
| Consistent Zoning Districts: | Medium Density Residential (MDR); Medium High Density Residential (MHDR) | Low Medium Density Residential (LMDR); Medium Density Residential (MDR) | Mobile Home Park (MHP); Medium Density Residential (MDR) |

REVIEW CRITERIA:

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

Recommended Findings of Fact:

Applicable goals, objectives and policy 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.

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.

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

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.

The proposed Residential Low Medium (RLM) future land use designation is compatible with the surrounding single-family residential, multi-family residential, and commercial uses. The applicant's intent is to bring consistency to the existing mobile home park's future land use and zoning designations and to expand the park to incorporate the additional parcel at the southeast corner of the site. The Residential Low Medium (RLM) designation allows for less dense development than the current Residential Medium (RM) designation of Parcel No.1, and it allows for more dense development than the present Residential Urban (RU) designation of Parcel No. 2.

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 Conclusions of Law:

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

Consistency with the Countywide Rules

Recommended Findings of Fact:

The underlying *Countywide Plan Map* category for Parcel No. 1 is Residential Medium (RM) and for Parcel No. 2 is Residential Low Medium (RLM). Properties to the north, east, and south are Residential Low Medium (RLM), with Residential High (RH) to the northwest. To the west across Adams Avenue, the properties are Retail & Services (R&S). The proposed City of Clearwater future land use designation of Residential Low Medium (RLM) on Parcel No. 1 will necessitate a *Countywide Plan Map* amendment from the Residential Medium (RM) category to the Residential Low Medium (RLM) in order to maintain consistency between the City's Future Land Use Map and the *Countywide Plan Map*. The underlying *Countywide Plan Map* category on Parcel No. 2 is Residential Low Medium (RLM), which is consistent with the proposed City of Clearwater future land use designation of Residential Low Medium (RLM). No amendment would be required for Parcel No. 2 to the *Countywide Plan Map*.

Section 2.3.3.3 of the *Countywide Rules* states that the Residential Low Medium (RLM) category is intended to depict areas that are now developed, or appropriate to be developed, in a suburban, low density or moderately dense residential manner; and to recognize such areas as primarily well-suited for residential uses that are consistent with the suburban qualities, transportation facilities, including transit, and natural resources of such areas.

The current and proposed use, as indicated by the applicant, is a mobile home park, which is a permitted use within the area and consistent with the proposed and surrounding *Countywide Plan Map* categories.

Recommended Conclusions of Law:

The proposed Future Land Use Map amendment is consistent with the purpose of the proposed category in the *Countywide Rules*.

Compatibility with Surrounding Properties/Character of the City & Neighborhood [Section 4-603.F.3 and Section 4-603.F.6]**Recommended Findings of Fact:**

Existing surrounding uses consist of multifamily apartment buildings to the northwest; single-family homes to the north, east, and south; and commercial buildings to the west, across Adams Avenue. The expanding of the existing mobile home park on Parcel No. 1 to include a proposed accessory clubhouse on Parcel No. 2 is compatible with the surrounding properties and neighborhood.

Recommended Conclusions of Law:

The proposed Residential Low Medium (RLM) 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 properties under the present and requested City Future Land Use Map designations were analyzed.

Table 2. Development Potential for Existing & Proposed FLUM Designations

| | Present FLUM Designations | | Requested FLUM Designation | |
|---|---|--|---|--|
| | Residential Medium (RM) (Parcel No. 1) | Residential Urban (RU) (Parcel No. 2) | RLM | Net Change |
| Site Area | 8.767 AC (381,890.52 SF) | 0.141 AC (6141.96 SF) | 8.908 AC (388,032.48 SF) | |
| Max. Development Potential | 131 DUs/0 Beds ¹ 4,000 SF ² 0.50 FAR ² | 1 DUs /3 Beds ³ 0 SF ⁴ 0.40 FAR ⁴ | 89 DUs /0 Beds ¹ 4,000 SF ² 0.50 FAR ² | -43 DUs / +3 Beds 0 SF +0.10 FAR |
| Notes: 1. Residential equivalent uses are not permitted through the consistent Mobile Home Park (MHP) District. 2. Non-Residential uses are permitted through the consistent Mobile Home Park (MHP) District but limited to public transportation facilities, utilities/infrastructure facilities, and limited office and retail. Office and retail uses are intended to serve the residents of the mobile home park and are limited to 2,000 square feet per use per the criteria in Section 2-603. 3. Residential equivalent uses are permitted through the consistent Medium Density Residential (MDR) District at 3 beds per unit per acre. 4. FAR is not used to regulate residential uses and there are no non-residential uses permitted through the consistent Medium Density Residential (MDR) District; therefore, the square footage development potential is zero. | | | | |
| 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 a general decrease in potential development density (dwelling units per acre) in the amendment area. Additionally, although there is a general increase in development intensity (Floor Area Ratio - FAR) on Parcel No. 2, the overall amendment area remains the same because non-residential uses are further limited by the consistent Mobile Home Park (MHP) District.

The following analysis compares the maximum potential development of the proposed Residential Low Medium (RLM) future land use developed with 89 detached dwellings to the maximum development potential of the existing Residential Medium (RM) and Residential Urban (RU) categories developed with a residential use (132 dwelling units). These amendments are proposed to bring consistency between the future land use and zoning designations on Parcel No. 1 and to integrate Parcel No. 2 into the overall development. However, no real changes in today's condition are proposed since the applicant is requesting to terminate the nonconforming density of 13 units per acre, allowing them to maintain the existing 113 units on site. (concurrent application FLD2020-09018). The proposed clubhouse on Parcel No. 2 is not part of the capacity analysis since it will be an accessory use to the existing mobile home park.

Potable Water

The change in development potential from this amendment would result in a decrease in potable water use of up to 12,384 gallons per day. This is determined by taking the potential potable water utilization of the proposed land use developed with the maximum number of units allowed (25,632 gallons per day) and subtracting it from the potential usage of a residential use built out at the maximum number of units permitted by the current land use designations (38,016 gallons per day). The proposed amendment will not result in an actual increase in demand for potable water, as there will be no real changes from today's condition.

The City's current potable water demand is 10.53 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 73 gallons per day per capita (2019 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 11,145.6 gallons per day. This is determined by comparing the potential wastewater utilization of the proposed land use developed with the maximum number of dwelling units allowed (23,068.8 gallons per day) to the potential wastewater generation of the current land use designations developed at the maximum number of dwellings permitted (34,214.4 gallons per day). The proposed amendment will not result in an actual increase in demand for wastewater, as there will be no real changes from today's condition.

The subject property is served by the Marshall Street Water Reclamation Facility, which presently has excess permitted capacity estimated to be 4.29 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 a decrease of up to 109 tons per year of solid waste generated. This decrease is determined by taking the utilization of the proposed land use developed with the maximum number of dwellings (225.6 tons per year) and subtracting it from the potential utilization of a residential use built out at the maximum number of dwelling units permitted by the current land use designations (334.6 tons per year). The proposed amendment will not result in an actual increase in solid waste generation, as there will be no real changes from today's condition.

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 an excess solid waste capacity to serve the amendment area.

Parkland

Under both the existing and proposed land use, the LOS citywide will continue to exceed the adopted LOS of 4 acres per 1,000 residents. The City is currently providing 7.98 acres of parkland per 1,000 residents. With the proposed future land use amendment, 24 less units could be developed than existing today, resulting in approximately 57 less residents. This is calculated using the most recent ACS estimate of 2.4 persons per household within the City of Clearwater. Based on this impact analysis, the current provision of 7.98 acres of parkland per 1,000 would remain unchanged [Source: Draft Parks and Recreation Facilities Impact Fee Study, prepared by Tindale Oliver Draft Date March 18, 2020].

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. However, Parks and Recreation Impact Fees required to provide new recreation facilities and services will be assessed at the time of development and will be based on the maximum increase in residents.

Stormwater

Site plan approval will be required before the property can be redeveloped. At that time, the stormwater management system for the site will be required to meet all City and SWFWMD stormwater management criteria.

Streets

The subject property is located on the north side of Lakeview Road, approximately 950 feet east of South Missouri Avenue. 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 (851) is calculated based on the typical traffic generation numbers for the Residential Medium (RM) category (96 trips per day per acre) for Parcel No. 1 (842 trips) and Residential Low Medium (RLM) category (67 trips per day per acre) for Parcel No. 2 (9 trips). For Parcel No. 1, the proposed *Countywide Plan Map* category of Residential Low Medium (RLM) (67 trips per day per acre) would decrease the number to 587 trips per day. For Parcel No. 2, the *Countywide Plan Map* category of Residential Low Medium is not changing, so the number of trips for this parcel remains the same.

for the proposed amendment. An overall decrease of 255 trips per day (or 30% fewer trips per day) would result based on the proposed amendment compared to the number of trips under the current designations.

Recommended Conclusions of Law:

Based upon the findings of fact, the proposed change would decrease the demand on public facilities since all are reduced and will not result in the degradation of the current levels of service for potable water, sanitary sewer, solid waste, parkland, stormwater management and streets. While the impacts generated by the existing development are more than the potential demand under the proposed land use designation, no actual increase in demand will result, as it includes no real changes from today's condition.

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

Recommended Findings 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 requirement.

Recommended Conclusions 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 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 property may be put are appropriate to the property 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 Medium (RM) and Residential Urban (RU) to Residential Low Medium (RLM).

Prepared by Planning and Development Department Staff: _____



Diego Guevara
Senior Planner

ATTACHMENTS: Ordinance No. 9425-21

Resume

Photographs of Site and Vicinity