

Addendum

Staff Report for the Clearwater Downtown Redevelopment Plan
Ordinance No. 9103-18,
Forward Pinellas Submittal, March 2018

Need for Addendum:

The City of Clearwater Council voted to approve Ordinance No. 9103-18 (the Clearwater Downtown Redevelopment Plan) on first reading at their February 12, 2018 meeting with amendments. City Council amended the Ordinance to better clarify that Chapter 4, though reformatted, is not being re-adopted; and amended Exhibit A (the Plan) to increase maximum heights from 30 to 35 feet throughout the Downtown Planning Area; increase maximum heights in the Old Bay Expansion Area along N. Ft. Harrison from 30 to 45 feet; and add wayfinding graphics. The City of Clearwater Council adopted Ordinance No. 9103-18 (The Plan) on second reading at their March 1, 2018 meeting with additional amendments. The amendments at second reading expanded the Plan boundary to include an additional six parcels that are contiguous to, and under common ownership with parcels in the North Marina Area Master Plan study area (Old Bay Expansion Area). This was done to eliminate bifurcation of ownership, particularly along North Fort Harrison Avenue. Additionally the amendment also better clarifies portions of the Future Transportation.

Through both of these amendments the development potential tables, all maps in the Plan, maximum heights and minor verbiage throughout were revised. As such, the Staff Report prepared for the January 9, 2018 Community Development Board meeting does not provide analysis on these amendments; however, this addendum will fill the gaps in analysis. The submitted Clearwater Downtown Redevelopment Plan reflects all changes and is the final adopted version.

Addendum Revisions:

The staff report provides development potential tables for each Character District showing the existing, proposed and the change in FAR, density and height. However, the Development Potential Tables for Old Bay (Table 2 of Staff Report), Prospect Lake (Table 4), and Downtown Gateway (Table 5) Character Districts were amended. These tables in the Staff Report are not current and have been updated in this addendum to reflect what was adopted. The updated density, intensity and maximum heights are illustrated on map series 3.2-3.6 on pages 82-86 of the Plan.

Additionally, for those areas where the Plan directs future amendments to parcels' future land use and zoning designations to Central Business District and Downtown District, respectively, this amendment includes tables identifying total acreage and current allowable density and intensity. The distribution of future land use categories and zoning districts are illustrated on maps 2.2 and 2.3 on pages 14 and 15 of the Plan. At this time the future land use designations and zoning districts are not being amended.

Character Districts:

Downtown Core District

The final amendments not impact the Downtown Core and the staff report contains the appropriate analysis. The entire Downtown Core has a future land use designation of Central Business District. The intensity, density, and maximum height are in the Staff Report.

Table 1. Downtown Core Future Land Use

Downtown Core District			
Current Land Use	Acres	FAR	Density
Central Business District (CBD)	115.853	<i>See Development Potential table in staff report</i>	

Old Bay District

The Old Bay District has a mix of future land use designations, though the majority is Central Business District and the remaining designations are concentrated in the expansion area. This is illustrated on map 2.2, Future Land Use on page 14 of the Plan. The future land use categories, densities and intensities are listed in Table 2, and the overall changes is summarized in Development Potential Table 3, below. The Old Bay expansion area includes 47 parcels not currently in the Downtown Planning Area and not currently regulated by the Plan. Maximum heights for properties in the expansion area are currently dictated by the Zoning District standards which vary by use and level of review. Generally, the Zoning Districts in the expansion area and the maximum height allowed with minimum standard uses are: Institutional (25 ft), Low Medium Density Residential (30 ft), and Commercial (25 ft).

Table 2. Old Bay Future Land Use

Old Bay Character District			
Current Land Use Designation	Acres	FAR	Density
Central Business District (CBD)	75.855	<i>See Development Potential Table 3, below</i>	
Commercial General (CG)	7.49	0.55	24 du/ac 40 ov/ac
Institutional (I)	1.623	0.65	12.5 du/ac
Residential Urban (RU)	2.156	0.4	7.5 du/ac
<i>Total</i>	87.124		

Table 3. Old Bay Development Potential.

	EXISTING	PROPOSED	CHANGE
FAR	Properties fronting on N. Ft. Harrison and westward: 1.0	Properties fronting on N. Ft. Harrison and westward: 1.5	+0.5 increase for properties fronting on and westward of N. Ft. Harrison
	Properties eastward of properties fronting on N. Ft. Harrison and eastward: 0.5	Properties eastward of properties fronting on N. Ft. Harrison and eastward: 0.5	no change for properties eastward of properties front on N. Ft. Harrison and eastward
Density	Properties fronting on N. Ft. Harrison Ave. and less than 2 ac: 25 du/ac or greater than 2 ac: 50 du/ac	35 du/ac and 50 du/ac for mixed use	+10 du/ac increase for parcels less than 2 acres, -15 du/ac decrease for properties larger than 2 acres*
	Properties eastward of properties front on N. Ft. Harrison Ave. and less than 1 ac: 7.5 du/ac, or greater than 1 acres: 25 du/ac		+27.5 du/ac increase for parcels less than 2 acres and +10 du/ac increase for parcels larger than 2 acres
	Properties west of N. Osceola Ave. and north of Seminole Blvd. greater than 2 acre: 50 hotel units/ac	Properties west of N. Osceola Ave. and north of Seminole Blvd. greater than 2 acres, excluding properties fronting on Cedar street: 50 hotel units/ac	Clarification that the Hotel entitlement does not apply to the Old Bay expansion area
	Bed and Breakfasts not permitted	Bed and Breakfasts: 35 rooms/ac not to exceed 10 rooms	Bed and Breakfast use added and density established
Height	Between N. Osceola and Ft. Harrison Ave. and between Jones and Drew St., and properties west of N. Osceola Ave. and between Drew and Georgia Sts.: 150 ft.	Properties west of N. Osceola Ave. and between Drew and Georgia Sts., or between N. Osceola and N. Ft. Harrison Aves. and between Jones and Drew Sts.: 150 ft.	No changes for properties with a max height of 150 ft.
	Properties west of N. Osceola Ave between Georgia and Eldridge Sts.: 120 ft.,	Properties west of Garden Ave. and at or south of Nicholson St.: 55 ft.	Height along the waterfront for properties north of Georgia street decreased to 55 feet (from 120 feet) and northern properties decreased from 100 to 55 feet.**
	Properties west of N. Osceola Ave. between Eldridge St. and northern boundary: 100 ft.		
	East of Osceola Ave.: 40 ft.	Properties east of Garden Ave. and south of Nicholson St.: 45 ft.	Properties east of Osceola increased from 40 feet to 45 feet.
	Properties north of Nicholson Street not currently included in the Old Bay Character District (expansion area) , height variable by current zoning district ***	North of Nicholson St. & south of Cedar St. & west of N. Ft. Harrison Ave. & east of N. Osceola Ave, or west of N. Osceola Ave. & fronting on Cedar St., or north of Nicholson St. & east of Garden Ave.: 35 feet	Properties north of Nicholson Street included in the Old Bay Character District and height established at 45 feet along N. Ft. Harrison Ave, and 35 feet in the remainder.
North of Nicholson St. & between N. Ft. Harrison & Garden Aves., or north of Cedar St. & between N. Osceola & N. Ft. Harrison Aves.: 45 feet			

* Staff research found there are 3 properties that would be impacted, one City-owned.

** Height reductions are supported by the North Marina Area Master Plan and current District policies.

*** See minimum standard heights listed in narrative above

South Gateway District

The amendments did not impact the South Gateway District and the staff report contains the appropriate analysis. The entire South Gateway has a future land use designation of Central Business District. The intensity, density, and maximum height are in the Staff Report.

Table 4. South Gateway Future Land Use

South Gateway Character District			
Current Land Use	Acres	FAR	Density
Central Business District (CBD)	26.897	<i>See Development Potential table in staff report</i>	

Prospect Lake District

Prospect Lake District has a mix of future land use categories, listed in Table 5, below, and illustrated on Map 2.2, Future Land Use on page 14 of the Plan. The City Council amendments revised the maximum heights for this Character District, as shown in Table 5, Prospect Lake Development Potential, below. Maximum heights for properties not designated as Central Business District future land use and Downtown Zoning vary by use and level of review. Generally, the Zoning Districts, excluding Downtown, in the District and the maximum height allowed under minimum standard uses for those zoning districts are: Office (30-50 ft), Medium Density Residential (30 ft), and Commercial (25 ft).

Table 5. Prospect Lake Future Land Use

Prospect Lake Character District			
Current Land Use	Acres	FAR	Density
Central Business District (CBD)	112.395	<i>See Development Potential Table 6, below</i>	
Commercial General (CG)	2.845	0.55	24 du 40 ov
Residential/Office General (R/OG)	8.914	0.5	15 du/ac
Residential Medium (RM)	2.391	0.5	15 du/ac
<i>Total</i>	126.544		

Table 6. Prospect Lake Development Potential

Character Districts	EXISTING		PROPOSED		CHANGE
			Prospect Lake		
Town Lake Residential	FAR	1	FAR	Properties west of South Prospect Ave. and Knights Alley: 2.5	+1.5 increase for properties near Myrtle Ave. and +0.5 increase in remainder of District
	Density	30 du/ac or 40 hotel units/ac		Remainder of District: 1.5	
	Height	75 ft.	Density	Properties west of S. Prospect Ave. and Knights Alley: 75 du/ac and 40 hotel units/ac	+45 du/ac increase for properties near Myrtle Ave., and +20 du/ac for remainder of District
FAR	1	Remainder of District 50 du/ac or 40 hotel units/ac, Bed and Breakfasts: 35 rooms/ac not to exceed 10 rooms		0	
Density	30 du/ac or 40 hotel units/ac	Height:		Properties south of Laura St., fronting on or south of Cleveland St.: 75 ft.	no change for properties south of Laura St, fronting on or south of Cleveland St.
Height	75 ft.		Properties north of and not fronting on Cleveland St. east of Martin Luther King, Jr. Ave.: 35 ft.	Height reduced from 75 to 35 ft.	
Town Lake Business Park	FAR	1	Height:	Properties north of Laura St. west of Marin Luther King, Jr. Ave.: 55ft.	-Height reduced from 75 to 55 feet***

Downtown Gateway District

The Downtown Gateway District has a large mix of future land use designations listed in Table 7, below, and illustrated on Map 2.2, Future Land Use on page 14 of the Plan. The City Council amendments revised the maximum heights for this Character District, as shown in Table 8, Downtown Gateway Development Potential, below. Maximum heights for properties not designated as Central Business District future land use and Downtown zoning district vary by use and level of review. Generally, the Zoning Districts, excluding Downtown, in the District and the maximum height allowed under minimum standard uses for those zoning districts are: Institutional (25 ft), Low Medium Density Residential (30 ft), Commercial (25 ft), Medium Density Residential (30 ft), Medium High Density Residential (30 ft), Office (30-50 ft), Open Space/Recreation (30 ft), and High Density Residential (30 ft).

Table 7. Downtown Gateway Future Land Use

Downtown Gateway District			
Current Land Use	Acres	FAR	Density
Central Business District (CBD)	16.762	<i>See Development Potential table</i>	
Commercial General (CG)	24.858	0.55	24 du/ac 40 ov/ac
Residential/Office General (R/OG)	14.698	0.5	15 du/ac
Institutional (I)	17.322	0.65	12.5 du
Residential Medium (RM)	59.763	0.5	15 du/ac
Residential High (RH)	32.407	0.6	30 du/ac
Residential Urban (RU)	5.583	0.4	7.5 du/ac
Recreation/Open Space (R/OS)	3.954	0.25	N/A
<i>Total</i>	175.347		

Table 8. Downtown Gateway Development Potential

Character Districts	EXISTING		PROPOSED	CHANGE
Downtown Gateway	FAR:	0.55	Properties fronting on Cleveland St. from Missouri Ave to Hillcrest Ave. or fronting on Gulf to Bay Blvd. = 1.5	0.95 increase for properties fronting on Cleveland St. from Missouri to Hillcrest Ave. or on Gulf to Bay blvd.
			Remainder of District 0.55	<i>no change</i>
	Density:	30 du or 40 hotel per ac	35 du/ ac and 40 hotel /ac	increase of 5 du/ac - no change in hotel units
	Height:	Varies by use: office (50'), Commercial (25-35') multifamily (50')	South of Grove St., fronting on or south of Cleveland St. between Missouri and N. San Remo Aves., south of Laura St between Hillcrest and N. San Remo Aves., and eastward of Gulf to Bay Blvd. and south of De Leon St.: 55 feet. South of Drew St. between Missouri and Hillcrest Aves.: 45 feet South of Drew St. between N. Hillcrest and N. Highland Aves.: 35 feet	Criteria for maximum height changed from use specific to locational. The max height is a 5 foot increase from the former max height.



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: January 9, 2018
AGENDA ITEM: D.1.
CASE: Ordinance No. 9103-18
ORDINANCE NO.: 9103-18
REQUEST: Review and recommendation to the City Council on amendments to the *Clearwater Downtown Redevelopment Plan* repealing and replacing Chapters 1-3 which update goals, objectives and policies; increase density and intensity and revise height; modify Character District boundaries; and expand the Old Bay Character District boundaries northward.
INITIATED BY: City of Clearwater, Planning and Development Department

BACKGROUND:

History of Downtown Planning

The City of Clearwater (City) has been active in its pursuit of Downtown revitalization since the 1970s. The first planning study for Downtown Clearwater was released in 1977. In 1981, the City established a Community Redevelopment Agency (CRA) and created the Community Redevelopment Area that stretched from Clearwater Harbor to east of Missouri Avenue. At this time, the City also approved Downtown's first plan known as the *Redevelopment Plan*.

In 1993, the City Commission approved the *Downtown Clearwater Periphery Plan*, which addressed the development potential of four areas located on the edges of Downtown identified as important to the success of overall downtown redevelopment (i.e., Northwest, Southwest, Northeast and Southeast Expansion Areas). In 1995, the City Commission approved a major revision to the *Redevelopment Plan*, establishing five overall goals for Downtown and renaming it the *Clearwater Downtown Redevelopment Plan* (the Plan).

In 2004 a major update to the Plan was completed which incorporated the four periphery areas and the new eastern gateway to Downtown and expanded the Community Redevelopment Area into the Plan and the Downtown Planning Area. With this expansion, the total Downtown Planning Area expanded to almost 545 acres, inclusive of two areas that were within the *Downtown Clearwater Periphery Plan* that were not otherwise integrated into the CRA. This update also included the formation of six Character Districts and created flexibility for future growth with site plan and design review to implement design guidelines. The City also established the Public Amenities Incentive Pool, which can be allocated to specific projects that make a major contribution to Downtown.

Clearwater Downtown Redevelopment Plan Update Overview

Since the adoption of the Plan some redevelopment has occurred in the Downtown; however, there continues to be a lack of commercial development, erosion of neighborhood character, and limited new housing development. This update is primarily focused on the land use components of the Plan, with additional updates to incorporate current data. Chapter 4, Implementation Plan, is not proposed to be amended at this time; however, it is incorporated into the updated document and reformatted to be consistent with the Plan as a whole.

This update of the Plan reaffirms the vision for Downtown as the urban core and heart of the City, and incorporates the goals and policies of several recently completed documents including the North Marina Area Master Plan, Clearwater Comprehensive Boating Plan, Imagine Clearwater, and the East Gateway District Vision Plan. Several changes to the Character Districts are proposed, including combining the Town Lake Residential and Town Lake Business Character Districts into one District, Prospect Lake, named for the City stormwater pond and park. This would reduce the number of Character Districts from six to five. A new direction for the District is envisioned and is appropriate for all properties within the two former Town Lake Districts. The East Gateway District has been rebranded as the Downtown Gateway, so the Character District name is updated accordingly. Additionally, this update proposes to expand the Old Bay Character District to include 9.671 acres that were included in the study area of the North Marina Area Master Plan but were not already in the Downtown Plan Area. The boundary revisions are illustrated on Map 1. (See page 4)

To increase overall housing production, which is a component of addressing housing affordability concerns, development potential is proposed to be increased in all Character Districts. Additionally, changes are proposed to simplify properties' development potential so it is not based on lot size, which eliminates the need for lot consolidation in certain Districts. In those Character Districts that are primarily low-scale and/or single family residential (i.e.,

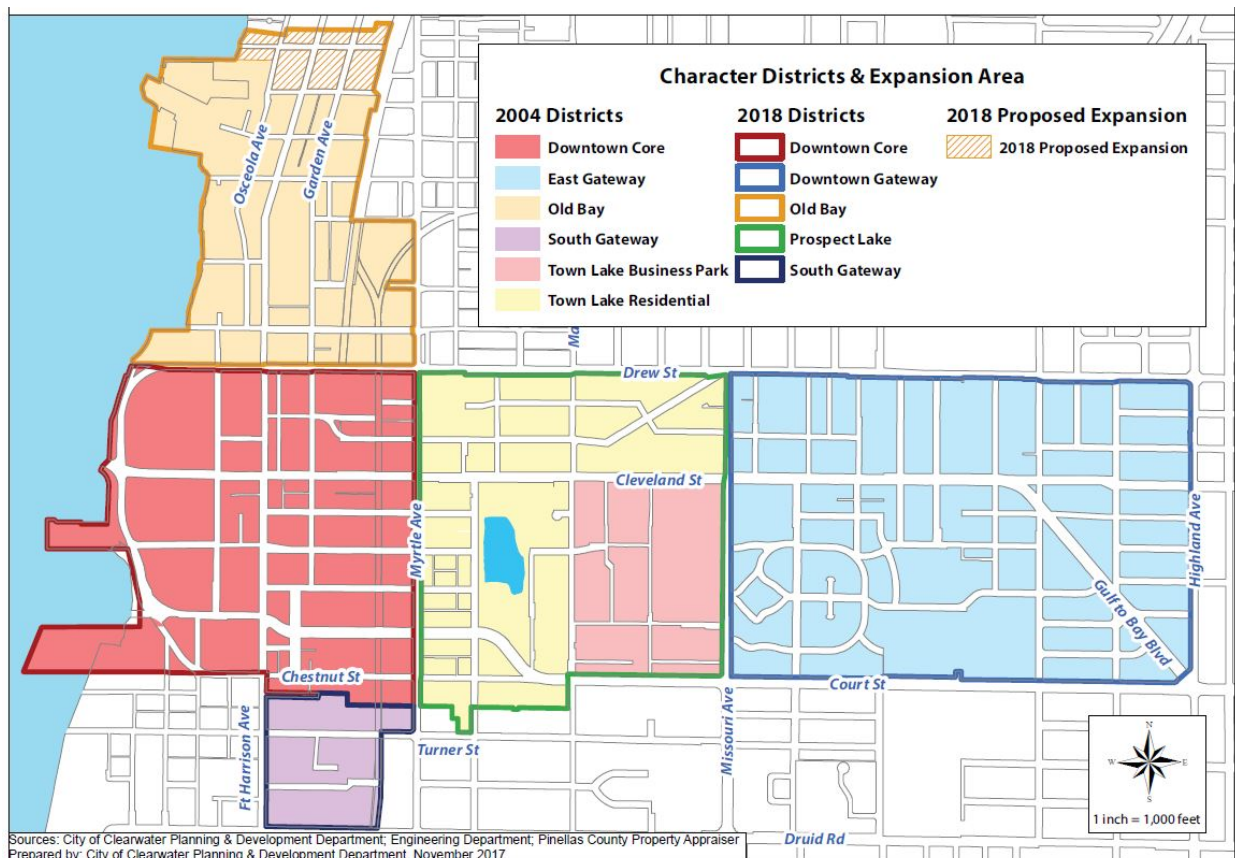
Downtown Gateway and Old Bay Districts), density is proposed to be increased to 35 dwelling units per acre, which has been identified as being conducive for “missing middle housing” consisting of single-family houses, multiplexes, townhouses and bungalow courts which offer a variety of needed housing types. This increase in density supports the desired residential infill development on small sites that is typical in these neighborhoods, compatible with the existing single family home and consistent with urban downtowns. In some instances the density may allow for a single additional unit on an existing parcel and is a gentle way to add density to an urban neighborhood, while also making existing sites and buildings more viable for development.

In certain Districts, an increase to nonresidential development potential (floor area ratio) is also proposed to support the vision of multi-story buildings with structured parking along Downtown’s commercial corridors. Where nonresidential development potential was previously 1.0 FAR, it is proposed to be increased to 1.5 FAR to enable this transition. The western edge of the Prospect Lake District is proposed to receive the greatest increase in development potential (75 dwelling units per acre or 2.5 FAR) which would allow redevelopment that supports the eastern edge of the Downtown Core District. The update proposes changes to maximum heights within certain Character Districts that were formerly hinted at in Plan policies, which, coupled with the floor area ratio changes, reflects the importance of protecting the historic single-family character of certain Downtown neighborhoods (e.g., the Grove Street neighborhood) while supporting more intense and taller development along major streets.

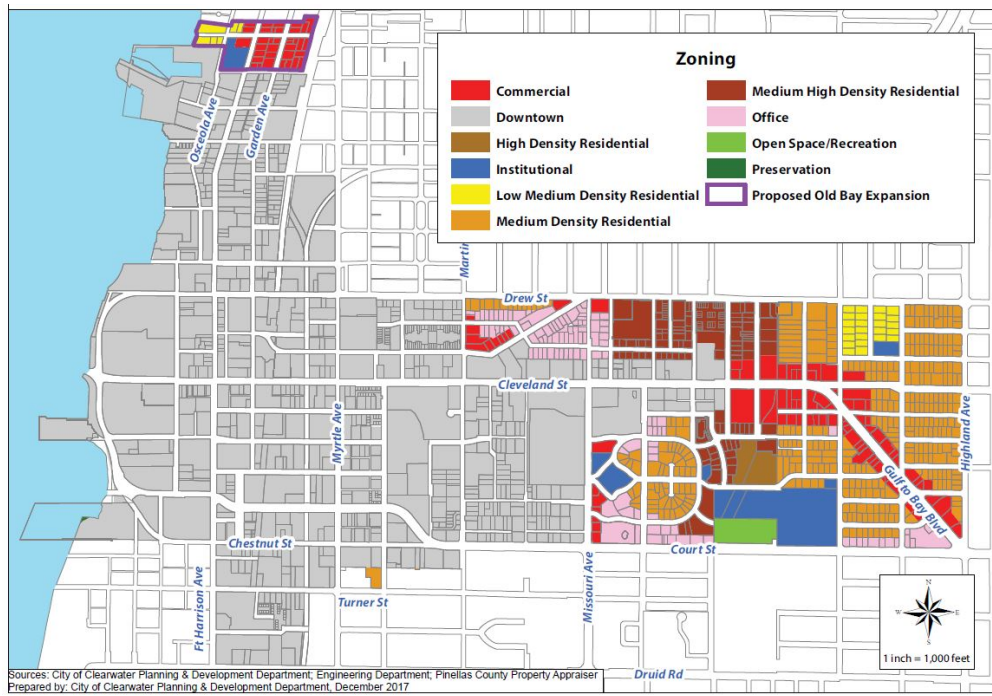
To fully integrate the properties in the proposed Old Bay Expansion Area into the Downtown Planning Area, additional steps will be necessary. The City’s Future Land Use Map and Zoning Atlas will need to be amended to designate these parcels with the Central Business District (CDB) future land use category and the Downtown (D) zoning district, consistent with the majority of the Downtown Planning Area. Similarly, those areas in the Prospect Lake and Downtown Gateway Character Districts that are not designated as Central Business District (CBD) future land use and Downtown (D) District would not be provided the same development potential proposed within the Plan unless the City processes Future Land Use Map and Zoning Atlas amendments to designate them accordingly. This would unify all of Downtown within the same category and allow the increased development potential proposed in the Plan to be applied to all properties in the Downtown Planning Area. The Plan proposes policy to support unification of the designations. The variety of existing future land use designations and zoning districts are shown on Maps 2 and 3. (See page 5)

Additionally, to implement the updated vision and goals of the Plan, the Downtown zoning district in the Community Development Code must be updated to allow many uses by right and to establish design standards for Downtown properties. The Design Guidelines are proposed to be removed from this Plan and relocated to the Downtown (D) District in the Community Development Code in the form of design standards.

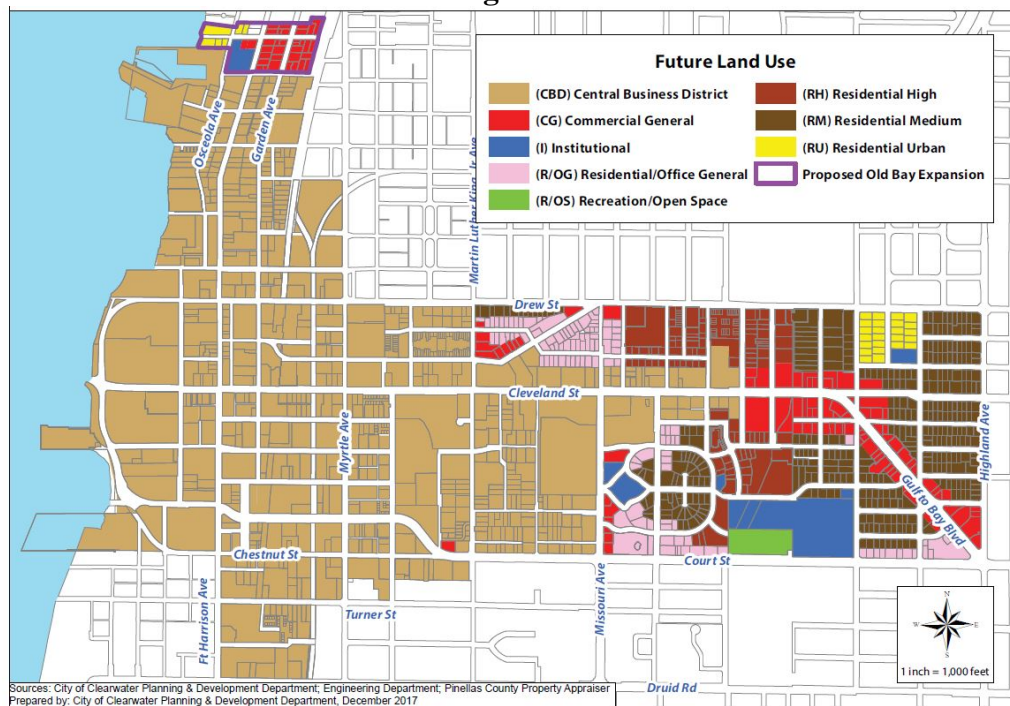
Generally the updated goals, objectives, policies and development potential support a multimodal Downtown, preservation of neighborhood character, allow for greater development opportunities for existing lots, and encourage a variety of housing types.



Map 1
Proposed Expansion & New Districts



Map 2
Zoning Districts



Map 3
Future Land Use Designations

Community Development Board – January 9, 2018
 Community Redevelopment Agency – January 16, 2018
 City Council – January 18, 2018
 Ordinance No. 9103-18 – Page 5

Community Meetings

Outreach to the various Downtown business and resident groups provided opportunities to review proposed changes throughout the planning process. Staff presented six times to the Downtown groups and organizations in 2016. Additionally, community meetings were held at the Clearwater Main Library where feedback display boards utilizing emojis and visual preference voting gathered public feedback on the Vision, Goals, and Guiding Principles and the proposed changes to the Character Districts. The goal was to reaffirm the vision for Downtown and the responses were very positive.

ANALYSIS:

The Plan has two purposes. It serves as a Special Area Plan in accordance with the Countywide Rules of Pinellas County, guiding development through goals, objectives and policies and regulating uses and development potential within the Character Districts. It also is the Community Redevelopment Plan for the 449 acres contained in the CRA, establishing policies that guide future actions and projects of the City's Community Redevelopment Agency.

Proposed Ordinance No. 9103-18 repeals and replaces Chapters 1 through 3 of the Plan (Exhibit A of ordinance). Chapter 4 is not being amended through this ordinance, but is anticipated to be updated concurrently with the 15-year review of the CRA Plan by Pinellas County in 2018. Below is a summary of the proposed amendments, the majority of which are within Chapter 3.

Chapter 1 Introduction, History & Planning for Downtown (Pages 2-9 of Plan)

The Introduction Chapter identifies the purpose of the Plan, provides a brief history Clearwater and details planning efforts for Downtown. This section is proposed to be reorganized and updated for clarity and succinctness.

Chapter 2 Existing Conditions (Pages 12-41 of Plan)

The Existing Conditions Chapter is a collection of data on the existing conditions of the Downtown Planning Area including land uses, historic resources, demographics, transportation, parking infrastructure, public recreation facilities, and existing City and/or CRA redevelopment programs and completed projects. Generally, data was updated and demographics utilized the 2010 U.S. Census and American Community Survey (ACS) 2011-2015 estimates.

Chapter 3 Land Use /Redevelopment Plan (Pages 44-125 of Plan)

The Land Use/Redevelopment Plan Chapter establishes the goals, objectives and policies for Downtown and its Character Districts, as well as the development potential and height for properties within the Downtown Planning Area.

Downtown Goals

In addition to minor modifications to the original three goals within the Downtown Plan i.e., People, Accessibility (renamed from Movement), and Amenity, a fourth goal is proposed, Urban Design, to emphasize the importance of quality urban design in revitalizing Downtown.

Guiding Principles

The original Guiding Principles have been revised with three significant changes. The Plan proposes to view parking as infrastructure that supports Downtown as a collective whole and encourages integrated transportation options. Two additional Guiding Principles are proposed: Environment and Resilience. They emphasize the importance of incremental improvements and that Downtown will be prepared to positively adapt to a disruption.

Character Districts, Generally

As previously mentioned, this update modifies the Character Districts by combining two Character Districts into one (Prospect Lake) and proposes to expand the Old Bay District boundary, and subsequently the Downtown Planning Area. These modifications are based on expanded vision of development opportunities and change from 2004 within these areas, and incorporate recently completed supporting documents.

Each District includes a vision for future development, as well as description of uses, function, development patterns, and policies that are specific to implementing the District's vision. The amount of nonresidential or residential development (floor area ratio [FAR] or density) that can be built and any limitations on overall height are also specified and are illustrated on Maps 4 through 7. See paged 14-15. The proposed revisions include changes to permitted density, intensity and maximum heights in several Districts to support their individual visions, provide further redevelopment opportunities, facilitate transitions, and allow for additional infill housing and neighborhood redevelopment. However, it remains consistent that the most intensive development should occur in the Downtown Core and generally become less intensive to the north, south and east. A brief description of the vision and changes proposed within each Character District follow. Maps 4 through 7 show the proposed development potential.

Downtown Core District

The Downtown Core District is envisioned to be the most dense and intense District and should continue to be a center for government and office uses with walkable block sizes and an interconnected street grid that make it pedestrian-friendly and balance the needs of all users. Development and redevelopment along Osceola Avenue is envisioned to be the active edge of the Downtown waterfront. Key components of the redevelopment strategy are to attract residential development to the Downtown Core and to implement Imagine Clearwater, which is addressed by including appropriate language within the vision and development patterns sections, as well as in District-specific policies.

The Plan proposes a density increase of 5 dwelling units per acre (du/ac) which is the maximum able to be requested under the Countywide Rules. A summary of the proposed development potential for the Downtown Core is included in Table 1.

Table 1. Downtown Core Development Potential

	EXISTING	PROPOSED	CHANGE
FAR	4.0	4.0	no change
Density	70 du/ac or 95 hotel units/ac	75 du/ac or 95 hotel units/ac	+ 5 du/ac increase, no change in hotel units/ac
Height	Unlimited*	Unlimited*	no change

*Policies direct height along Cleveland Street to be consistent with historic building patterns.

Old Bay District

The Old Bay District is a mixed-use neighborhood that supports the Downtown employment base with residential uses, limited neighborhood commercial uses and office uses. The District is envisioned to remain low-rise and promote pedestrian and bicyclist connectivity. The Plan supports an activated waterfront area that balances the needs of the boating community and area residents and values views of and public access to the water. The boundary of the District is proposed to be expanded to include the 41 parcels to the north, totaling 9.671 acres that were part of the North Marina Area Master Plan. This will increase the size of the Downtown Planning Area from 544.929 acres to 554.6 acres.

The Plan proposes increased nonresidential development potential for properties fronting on and westward of North Fort Harrison Avenue. Generally, the Plan proposes a density increase of 10 to 27.5 dwelling units per acre depending on property size and location, as well as simplification of density allocation. Currently the maximum permitted height varies by location to facilitate a transition in scale of development, and a similar transition at a lower height is proposed in the

Plan. The Plan proposes certain reductions in height to be more consistent with the neighborhood character, the preservation of which was already envisioned through District specific policies and supported by the 2014 ULI Advisory Services Panel Report. Reduced height with increased density supports development that fills out a site in an urban form, rather than a tower surrounded by parking. Additionally the changes in maximum permitted height are supported by the North Marina Area Master Plan's vision for the area. The Plan also proposes to establish the maximum height in the Old Bay expansion area as 30 feet, which is consistent with the current allowable height. Table 2 compares the change in development potential, excluding properties with other zoning and future land use designations.

Table 2. Old Bay Development Potential

	EXISTING	PROPOSED	CHANGE
FAR	Fronting on N. Ft. Harrison Ave. and westward: 1.0	Fronting on N. Ft. Harrison Ave. and westward: 1.5	+0.5 increase for properties fronting on and westward of N. Ft. Harrison Ave.
	Eastward of properties fronting on N. Ft. Harrison Ave.: 0.5	Eastward of properties fronting on N. Ft. Harrison Ave.: 0.5	no change for properties eastward of properties fronting on N. Ft. Harrison Ave.
Density	Fronting on N. Ft. Harrison Ave. and less than 2 acres: 25 du/ac, or greater than 2 acres: 50 du/ac	35 du/ac or 50 du/ac for mixed use	+10 du/ac increase for parcels less than 2 acres -15 du/ac decrease for properties 2 acres or larger **
	Eastward of properties front on N. Ft. Harrison Ave. and less than 1 acre: 7.5 du/ac, or greater than 1 acre: 25 du/ac		+27.5 du/ac increase for parcels less than 2 acres +10 du/ac increase for parcels 2 acres or larger
	West of N. Osceola Ave. and north of Seminole St. and equal 2 acres or greater: 50 hotel units/ac	West of N. Osceola Ave. and north of Seminole St. and 2 acres or greater, excluding properties fronting on Cedar St.: 50 hotel units/ac	Clarification that the hotel development potential does not apply within the Old Bay expansion area
	Bed and Breakfasts not permitted	Bed and Breakfasts: 35 rooms/ac, not to exceed 10 rooms	Bed and Breakfast density established
Height	Between N. Osceola Ave. and Ft. Harrison Ave. and between Jones and Drew Sts., and properties west of N. Osceola Ave. and between Drew and Georgia Sts.: 150 ft.	West of N. Osceola Ave. and between Drew and Georgia Sts., or between N. Osceola and N. Ft. Harrison Aves. and between Jones and Drew Sts.: 150 ft.	No changes for properties with a max height of 150 ft.
	West of N. Osceola Ave. between Georgia and Eldridge Sts.: 120 ft.	West of Garden Ave. and south of Nicholson St.: 55 ft.	-65 foot reduction in height for properties between Georgia and Eldridge Sts. ***
	West of N. Osceola Ave. between Eldridge St. and northern boundary: 100 ft.		-45 foot reduction in height for properties between Eldridge and Nicholson Sts.***
	East of Osceola Ave.: 40 ft.	East of Garden Ave. and south of Nicholson St.: 45 ft.	+15 foot increase for properties between N. Osceola and Garden Aves. +5 foot increase for properties east of Garden Ave.
	North of Nicholson St. not included in the Old Bay Character District, height varies by current zoning district	North of Nicholson St.: 30 ft.	Properties north of Nicholson Street included in the Old Bay Character District and height established at 30 ft.

** Staff research found there are 3 properties that would be impacted, one City-owned.

*** Height reductions are supported by the North Marina Area Master Plan and current District policies.

South Gateway District

The South Gateway District provides a transition from the Downtown Core District to the single family neighborhoods southeast of Downtown. The Plan envisions that South Fort Harrison will continue to be ideal frontage for commercial, office, and medical uses due to its proximity to the Morton Plan Hospital campus. Connections to the Pinellas and Druid Trails are encouraged. The District is largely redeveloped with commercial uses along South Fort Harrison Avenue. Along Turner Street many offices converted from homes and there are limited remaining residential uses. The Plan proposes development potential increases throughout the entire District. Table 3 compares the change in development potential for this District.

Table 3. South Gateway Development Potential

	EXISTING	PROPOSED	CHANGE
FAR	1.0	1.5	+0.5 increase
Density	Less than 2 ac: 25 du/ac or 2 acres and greater: 35 du/ac. 2 acres and greater, mixed use: 50 du/ac	35 du/ac or 50 du/ac for mixed use	+10 du/ac increase for parcels less than 2 acres no change for parcels 2 acres or greater
Height	50 feet	55 feet	+5 foot increase

Prospect Lake District

This District is proposed to be formed by combining the Town Lake Residential District and the Town Lake Business Park District. Generally both Districts have the same development potential; however, Town Lake Business Park District is supportive of large scale suburban style office development which has not occurred and is not anticipated to develop in the future. When analyzing the development potential, goals, patterns and envisioned development of the two Districts they were consistent and compatible.

As previously mentioned, the Plan proposes a substantial increase in development potential for properties west of South Prospect Avenue and Knights Alley. This increase is compatible with the adjacent Downtown Core District to the west and will allow both sides of Myrtle Avenue to develop at an appropriate scale and intensity. The Plan envisions Myrtle Avenue as a walkable urban street and new residents in the District will enliven Downtown. Within the areas generally north of Laura Street and east of Martin Luther King, Jr. Avenue reductions in height are proposed that establishes a standard consistent with the height limitations supported by existing policies. Some properties in the District are not currently zoned Downtown (D) and designated Central Business District (CBD) on the future land use map (See Maps 2 and 3 on page 5) therefore, the proposed development potential shown in the table will not apply to them unless their designations are amended. Table 4 compares the changes in development potential, excluding properties with other zoning and future land use designations.

Table 4. Prospect Lake Development Potential

Character Districts	EXISTING		PROPOSED Prospect Lake		CHANGE
Town Lake Residential	FAR	1.0	FAR	West of S. Prospect Ave. and Knights Alley: 2.5	+1.5 increase for properties near Myrtle Ave.
	Density	30 du/ac or 40 hotel units/ac, Bed and Breakfasts not permitted		Remainder of District: 1.5	+0.5 increase in remainder of District
	Height	75 ft.	Density	West of S. Prospect Ave. and Knights Alley: 75 du/ac or 40 hotel units/ac	+45 du/ac increase for properties near Myrtle Ave.
FAR	1.0	Remainder of District 50 du/ac or 40 hotel units/ac, Bed and Breakfasts: 35 rooms/ac not to exceed 10 rooms		+20 du/ac increase for remainder of District, Bed and Breakfasts added as a use and density established No change for hotel units/ac	
Density	30 du/ac or 40 hotel units/ac Bed and Breakfasts not permitted	South of Laura St., fronting on or south of Cleveland St.: 75 ft.		no change for properties south of Laura St., fronting on or south of Cleveland St.	
Town Lake Business Park	Height	75 ft.	Height:	Properties north of Laura St. and west of Martin Luther King, Jr. Ave.: 55 ft.	-20 foot reduction in height for properties north of Laura St. and west of Martin Luther King, Jr Ave. *****
				North of and not fronting on Cleveland St. and east of Martin Luther King, Jr. Ave.: 30 ft.	-45 foot reduction in height for properties north of and not fronting on Cleveland St. ****

**** Height previously reduced through policy.

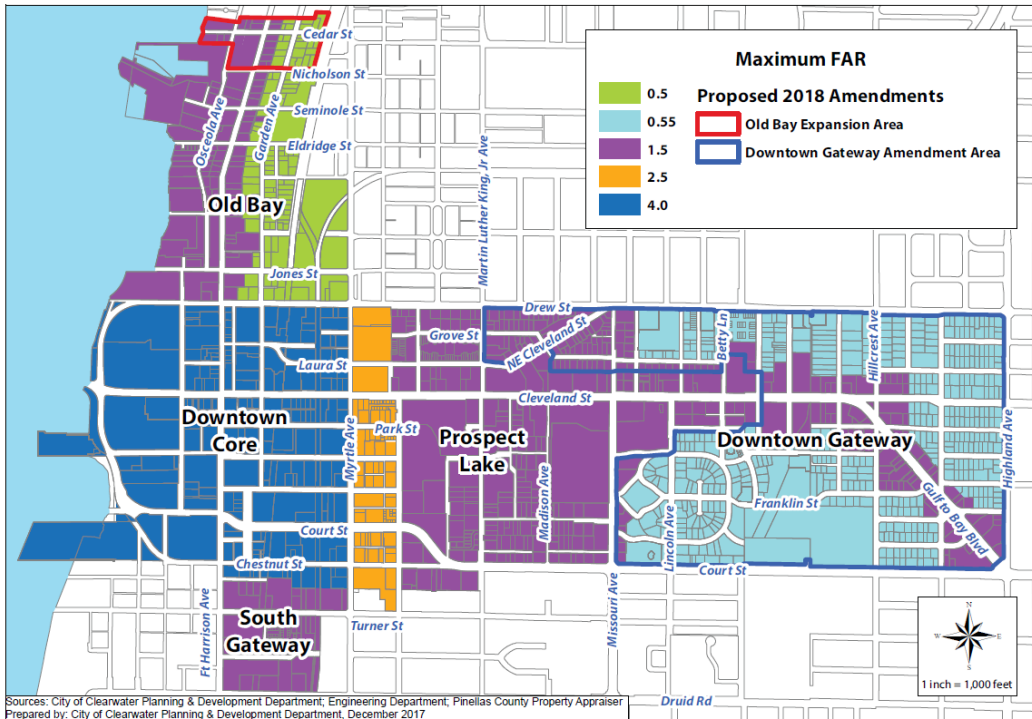
Downtown Gateway District

This District was formerly called the East Gateway Character District and at the recommendation of the East Gateway District Vision Plan (2011) it was rebranded as the Downtown Gateway District. This District has a diverse neighborhood with a rich cultural base that creates a unique sense of place. This District is largely residential with commercial along Cleveland Street, Missouri Avenue and Gulf to Bay Boulevard. The growth and facility needs of medical office and small business provide a wide range of skilled and professional employment opportunities. The Plan proposes an increase in development potential for properties fronting on Cleveland Street between Missouri and Hillcrest Avenues or on Gulf to Bay Boulevard to support a concentration of multi-story buildings along these streets. Currently maximum height varies by use and the Plan proposes to regulate height by location. Generally, the proposed maximum height is a 5 to 30 foot increase from the current maximum height. Some properties in the District are not currently zoned Downtown (D) and designated Central Business District (CBD)

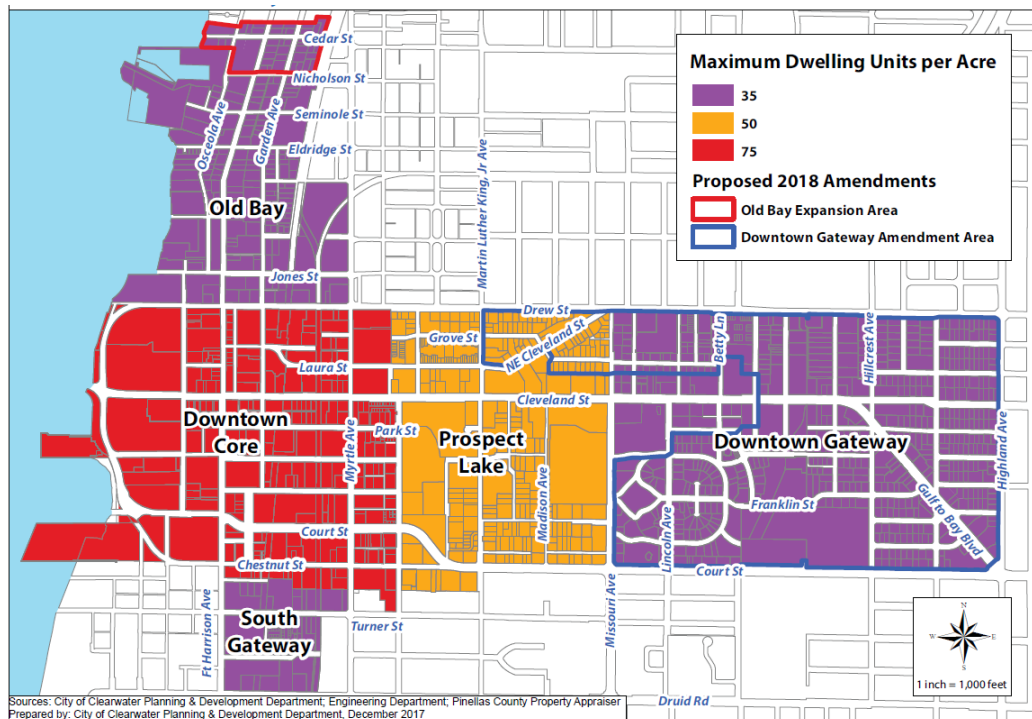
on the future land use map (See Maps 2 and 3 on page 5) therefore, the proposed development potential shown in the table will not apply to them unless their designations are amended. Table 5 compares the changes in development potential, excluding properties with other zoning and future land use designations.

Table 5. Downtown Gateway Development Potential

	EXISTING	PROPOSED	CHANGE
FAR	0.55	Fronting on Cleveland St. between Missouri and Hillcrest Aves. or fronting on Gulf to Bay Blvd.: 1.5	+0.95 increase for properties fronting on Cleveland St. between Missouri to Hillcrest Aves. or on Gulf to Bay blvd.
		Remainder of District: 0.55	no change
Density	30 du/ac or 40 hotel units/ac	35 du/ac or generally, fronting on Missouri Ave., Cleveland St., Gulf to Bay Blvd. more specifically as shown on Map 6, Maximum Hotel Density,: 40 hotel units/ac	+ 5 du/ac increase, Clarifying appropriate hotel locations eluded to in District vision, no change in hotel units/ac
Height	Office: 50 ft. Commercial: 25-35 ft. Multifamily: 50 ft.	South of Grove St., fronting on or south of Cleveland St. between Missouri and N. San Remo Aves., south of Laura St between Hillcrest and N. San Remo Aves., and eastward of Gulf to Bay Blvd. and south of De Leon St.: 55 feet. South of Drew St. between Missouri and Hillcrest Aves.: 45 feet South of Drew St. between N. Hillcrest and N. Highland Aves.: 30 feet	Criteria for maximum height changed from by use to by location. + 5 to +30 foot increase in height compared to ranges permitted for different uses.

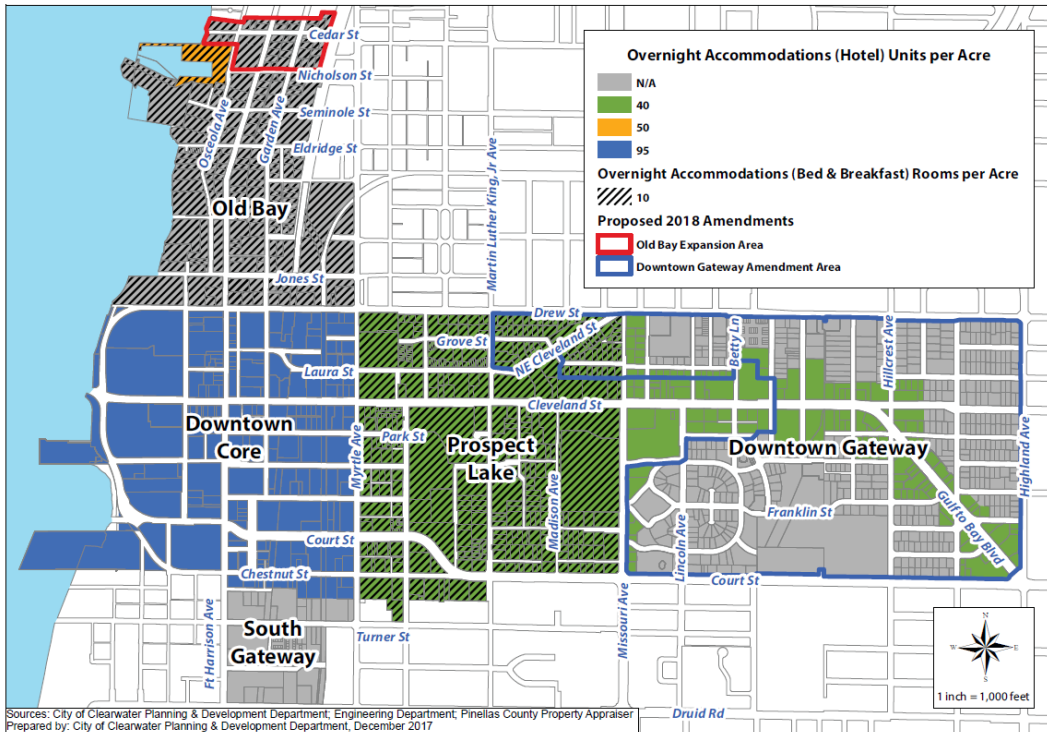


Map 4
Maximum Floor Area Ratio

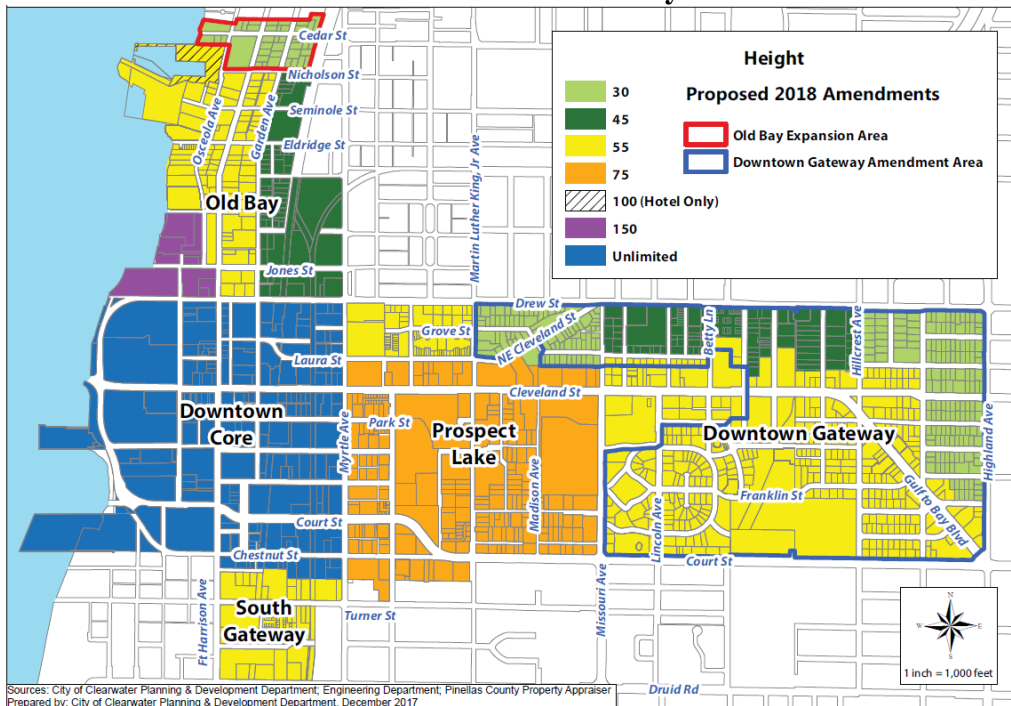


Map 5
Maximum Dwelling Units per Acre

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Map 6
Maximum Hotel Density



Map 7
Maximum Height

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Future Elements

Chapter 3 also includes sections that address recreation and open space, housing, transportation, streetscaping and wayfinding. The proposed amendments update these sections to reflect more current data and to incorporate future projects or improvements, many of which were identified in supporting documents (e.g., Imagine Clearwater, North Marina Area Master Plan, East Gateway District Vision Plan) and transportation plans. The Design Guidelines are proposed to be removed from the Plan, and will be integrated into the updated Downtown zoning district which is currently being drafted by staff and will be brought forward for City Council consideration in the near future.

Chapter 4 Plan Implementation (Pages 128-163 of Plan)

Chapter 4 sets forth how the Plan is to be implemented. Sections include Downtown Strategies, Capital Improvement Plan, and Tax Increment Revenue Projects, and the majority of the Chapter supports the Community Redevelopment Plan in accordance with Florida's Community Development Redevelopment Act. At this time no amendments are proposed to Chapter 4; however, it has been reformatted and provided as part of the complete Plan document. Chapter 4 is anticipated to be updated concurrently with the 15 year review of the CRA Plan by Pinellas County in 2018.

Appendix

The Appendix provides supporting information that is too cumbersome to be incorporated into the body of the Plan. Several appendices are proposed to be repealed and replaced through Ordinance No. 9103-18, but Appendices 1, Expanded CRA Legal Description, and 8, Downtown-Gateway Strategic Action Plan, are unchanged. Generally, maps, data and methodologies have been updated to reflect current conditions and any changes between 2004 and the proposed amendments. Existing Appendix 9, The Design Guidelines Glossary, is proposed to be removed as the Design Guidelines contained within Chapter 3 are proposed to be removed. Additionally Appendix 10, Representative Downtown Architecture is proposed to be deleted.

CONSISTENCY WITH COMPREHENSIVE PLAN

A review of the Clearwater Comprehensive Plan identified the following Goal, Objectives and Policies which will be furthered by the proposed amendments to the *Clearwater Downtown Redevelopment Plan*:

Goal A.1. The City of Clearwater shall continue to protect natural resources and systems throughout the City and ensure that these resources are

- successfully integrated into the urban environment through land development regulation, management programs and coordination with future land use intensities and categories.
- Objective A.5.5 Promote high quality design standards that support Clearwater’s image and contribute to its identity.
- Policy A.5.5.1 Development should be designed to maintain and support the existing or envisioned character of the neighborhood.
- Policy A.5.5.2. Preserve the unique qualities of Clearwater and its cultural heritage as exemplified by historic buildings, landmarks, landscapes, streetscapes, lighting, and building design.
- Goal A.6 The City of Clearwater shall utilize innovative and flexible planning and engineering practices, and urban design standards in order to protect historic resources, ensure neighborhood preservation, redevelop blighted areas, and encourage infill development.
- Objective A.6.1 The redevelopment of blighted, substandard, inefficient and/or obsolete areas shall be a high priority and promoted through the implementation of redevelopment and special area plans, the construction of catalytic private projects, city investment, and continued emphasis on property maintenance standards.
- 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 adopted in 2004 and Beach by Design adopted in 2001.
- Policy A.6.1.10 Clearwater will continue to support the tax increment financing program and redevelopment efforts of the downtown area through activities of the economic development office and actions of the City Council as the Community Redevelopment Agency.
- 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.

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- Policy A.6.3.3. Consider conducting surveys to identify and evaluate potential historic resources for designation.
- Policy A.6.5.1 The City shall support the Pinellas Trail and examine opportunities for Trail extensions or spurs to connect regional attractions and employers
- Objective A.6.6 Tourism is a substantial element of the City’s economic base and as such the City shall continue to support the maintenance and enhancement of this important economic sector.
- Policy A.6.6.1 The City supports and encourages the continued development and redevelopment of overnight accommodation uses.
- Objective A.6.7. Redevelopment activities shall be sensitive to the city’s waterfront and promote appropriate public access to the city’s waterfront resources.
- Policy A.6.8.1. Build active, attractive communities that are designed at a human scale and encourage walking, cycling and use of mass transit.
- Policy A.6.8.3 Where appropriate, development shall provide a sense of pedestrian scale on streets through minimal front setbacks, similar building heights, street trees and proportionality of building heights to street widths.
- Policy A.6.8.6 Encourage the development of interconnected systems of natural areas, parks, sidewalks, greenways, trails and open spaces.
- Policy A.6.8.8. Design and construct pedestrian-oriented streets to include continuous tree-lined sidewalks buffered from traffic by on-street parking and/or landscaping and that include pedestrian amenities such as benches, trash receptacles, bus shelters and lighting.
- 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.1.2 Future improvements to arterial and collector streets shall be context sensitive by planning and designing the roadway based on the existing context of the surrounding built environment and the planned land use vision.

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- Policy B.1.2.7 The City shall install landscaping along sidewalks using tree canopy, where feasible, to provide shaded areas for pedestrians.
- Objective B.3.2 The City of Clearwater shall encourage and promote mass transit with appropriate land use, zoning and land development policies.
- Objective B.4.4 The City shall participate and cooperate with agencies and committees to enhance and promote the public transportation system.
- Goal C.1. An affordable variety of standard housing units in decent and safe neighborhoods to meet the needs of current and future residents regardless of race, nationality, age, marital status, handicap, or religion.
- 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 C.1.2 The City of Clearwater shall continue to provide assistance and incentives for the development of housing that is affordable to very low, low, and moderate income households, including those with special needs, consistent with the level of growth in these income categories.
- Objective C.1.6 Through both private and public resources, the City of Clearwater shall encourage the conservation, rehabilitation, and preservation of the existing housing stock, including historically significant housing.
- Objective G.1.5 Enhance and maintain the City's unique physical characteristics by making the best use of existing and potential recreation lands and open spaces.

The Plan is consistent with the Clearwater Comprehensive Plan as evidenced by the numerous goals, objectives and policies identified above. The Plan establishes goals, objectives and policies that will ensure neighborhood preservation, redevelop blighted areas, protect historic resources, and support a multimodal Downtown. The Plan proposes to increase the intensity and density to create greater redevelopment opportunities, and modifies maximum height to clarify policies and be consistent with current and proposed policies. The Plan maintains the redevelopment strategy for the CRA that supports the elimination of blighting influences in the neighborhood through strategies and capital projects. It also supports a variety of housing in Downtown including market rate and affordable units. Existing redevelopment incentives are maintained in the Plan and include transfer of development rights and the allocation of the Public Amenities Incentives Pool.

SUMMARY AND RECOMMENDATION:

The Community Development Board is reviewing the Plan in its capacity as the Local Planning Agency (LPA) and should make a recommendation regarding the updated Plan to the City Council. Additionally, the CRA should make a recommendation to the City Council regarding this document as the Redevelopment Plan for the CRA. Once the City Council approves the Plan, it will be submitted to the Board of County Commissioners for approval as the Community Redevelopment Plan for the CRA. The Plan will also be submitted to Forward Pinellas and the Countywide Planning Authority for review and approval as the Special Area Plan governing Downtown.

The proposed amendments to the Plan implement the City Council's desire to provide greater opportunities for redevelopment. These provisions confirm and reinforce the City's commitment to implementing the strategies developed from the ULI study. In addition, the proposed amendments are consistent with and will further the goals of the Clearwater Comprehensive Plan. Further, the proposed ordinance establishes five character districts that regulate land use, density and intensity and design and increases the maximum floor area ratio and dwelling units per acre in certain areas, revises maximum height to clearly convey policy and provides language in support of the desired primarily pedestrian and multimodal Downtown. The proposed amendments to the Plan incorporate major policy provisions on Imagine Clearwater, North Marina Area Master Plan, and East Gateway District Vision Plan. The proposed amendments to the Old Bay District, as outlined above, will align the Plan with the North Marina Area Master Plan providing a unified vision for the area. Based upon the above, the Planning and Development Department recommends **APPROVAL** of Ordinance No. 9103-18 which replaces the 2004 *Clearwater Downtown Redevelopment Plan*

Prepared by Planning and Development Department Staff:



Ellen Crandall
Senior Planner

ATTACHMENTS: Ordinance No. 9103-18

2018 Clearwater Downtown Redevelopment Plan (Exhibit A)

Resume