

FORWARD PINELLAS STAFF ANALYSIS



APPLICATION NO.: Case CW 26-07

STAFF: Emma Wennick, Program Planner

APPLICANT: City of Clearwater

PROPERTY SIZE: 0.41 acres m.o.l.

**CURRENT COUNTYWIDE
PLAN MAP CATEGORY:** Residential Low Medium

**PROPOSED COUNTYWIDE
PLAN MAP CATEGORY:** Residential Medium

**CURRENT LOCAL
FUTURE LAND USE PLAN
MAP CATEGORY:** City of Clearwater – Residential Urban

**PROPOSED LOCAL
FUTURE LAND USE PLAN
MAP CATEGORY:** City of Clearwater – Residential Medium

LOCATION / PARCEL ID: 2446 Nursery Road/ 19-29-16-70272-400-1002

BACKGROUND SUMMARY:

The City of Clearwater proposes to amend the Countywide Plan Map designation for approximately 0.41 acres located at 2446 Nursery Road from Residential Low Medium to Residential Medium. The amendment area contains an existing assisted living facility operating within a 4,143-square-foot detached residential structure. The site is located on the north side of Nursery Road, approximately 186 feet east of Rosetree Court, and is surrounded by a mix of residential and institutional uses. The applicant seeks the amendment to increase the allowable residential equivalent density associated with the assisted living facility use and to support a potential future expansion of bed capacity. The proposed amendment would increase the maximum permitted residential density from 10 to 15 units per acre, with residential equivalent uses permitted at a ratio of 3.0 beds per permitted dwelling unit in both categories.

STAFF RECOMMENDATION:

Staff recommends approval of an amendment to the Countywide Plan Map from Residential Low Medium to Residential Medium.

PLANNERS ADVISORY COMMITTEE RECOMMENDATION:

The Planners Advisory Committee met on June 1, 2026 and voted unanimously to recommend approval (14-0).

LOCAL GOVERNMENT COUNCIL/COMMISSION ACTION:

The Clearwater City Council held a public hearing on this local future land use map amendment on May 7, 2026. The City Council approved the ordinance by unanimous vote. Public comments were received during the local review process, primarily expressing concerns related to traffic, facility operations and management, resident care, and compatibility with the surrounding neighborhood.

CURRENT PROPERTY INFORMATION:

Property Use(s):	Assisted living facility
Site Features:	This area includes a mix of residential and institutional uses, served by the collector roadway network.

PLANNING CONSIDERATIONS:

When considering this application, the following general site conditions, planning concepts, and other facts should be noted:

1. The proposed amendment increases the allowable residential equivalent density to support the continued operation and potential future expansion of the existing assisted living facility use.
2. The amendment area is located along Nursery Road, a collector roadway, in an area characterized by a mix of residential and institutional land uses.
3. The amendment area is located within a MAX Index underperforming grid cell and therefore requires evaluation under the balancing criteria of Section 6.5.5.2 of the Countywide Rules.

RELEVANT COUNTYWIDE CONSIDERATIONS:

The proposed amendment to the Countywide Plan Map is a legislative decision. The standards for the current and proposed Countywide Plan Map categories are summarized below:

	Current Countywide Plan Map Category: Residential Low Medium	Proposed Countywide Plan Category: Residential Medium
Purpose:	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.	Intended to depict those areas of the county that are now developed, or appropriate to be developed, in a medium-density residential manner; and to recognize such areas as primarily well-suited for residential uses that are consistent with the urban qualities, transportation facilities, including transit, and natural resources of such areas.
Permitted Uses:	Residential; Residential Equivalent; Vacation Rental pursuant to the provisions of Section 509.242(1)(c), Florida Statutes; Accessory Dwelling Unit; Public Educational Facility; Recreation/Open Space; Community Garden; Agricultural-Light; Agricultural. Office; Personal Service/Office Support; Retail Commercial are Subject to One Acre Maximum Ancillary Nonresidential; Transportation/Utility are subject to a three-acre maximum. Institutional (except Public Educational Facilities which are not subject to this threshold, pursuant to the provisions of Section 6.5.4.2) are subject to a five-acre maximum.	Residential; Residential Equivalent; Vacation Rental pursuant to the provisions of Section 509.242(1)(c), Florida Statutes; Accessory Dwelling Unit; Public Educational Facility; Recreation/Open Space; Community Garden; Agricultural-Light. Ancillary Nonresidential; Office; Personal Service/Office Support; Retail Commercial; Transportation/Utility are subject to a three-acre maximum. Institutional (except Public Educational Facilities which are not subject to this threshold pursuant to Section 6.5.4.2) are subject to a five-acre maximum.
Max. Density:	10 units per acre	15 units per acre
Max. Floor Area Ratio (FAR):	0.50	0.50
Max. Impervious Surface Ratio (ISR):	0.75	0.75

Section 6.5.3. of the Countywide Rules provides the review criteria for amendments to the Countywide Plan Map. An analysis of these criteria are provided below:

1. The manner in, and extent to, which the amendment is consistent with the Countywide Rules and with the Countywide Plan Strategies as implemented through the Countywide Rules.

Staff Analysis: The proposed amendment is consistent with the Countywide Rules and the Countywide Plan Strategies as implemented through the Countywide Rules. The amendment would change the Countywide Plan Map designation from Residential Low Medium (RLM) to Residential Medium (RM) on a developed 0.41-acre site containing an existing assisted living facility use, which qualifies as a Residential Equivalent use permitted within both categories. The proposed RM category recognizes areas appropriate for medium-density residential development in locations served by collector roadways and in proximity to urbanized uses and services. The amendment area fronts Nursery Road, a collector roadway, and is surrounded by a mix of residential and institutional uses, including an existing church and school. The amendment would allow additional residential equivalent density while maintaining compatibility with the surrounding development pattern and the urbanizing character of the corridor. The proposed use, density, and locational characteristics remain consistent with the purpose and standards of the RM category established in Sections 2.3.3.4 and 6.5 of the Countywide Rules.

2. Forward Pinellas has developed a multimodal accessibility index (MAX index). Proposed amendments will need to maintain a MAX score equal to or better than the Countywide Average MAX score. The Current Countywide Average MAX score: 8.1; if that score is not reached, balancing criteria will be required. An amendment adopting or amending the Activity Center (AC), Multimodal Corridor (MMC) and Planned Redevelopment District (PRD) categories and affecting fewer than 10 acres shall be subject to the Multimodal Accessibility Index (MAX Index).

Staff Analysis: The amendment area is located within a MAX Index underperforming grid cell with a score of 7.5, which is below the current Countywide Average MAX score of 8.1. Because the amendment would increase allowable density within an underperforming grid cell, the proposal requires evaluation pursuant to the balancing criteria contained in Section 6.5.5.2 of the Countywide Rules. The proposed amendment does not involve an Activity Center, Multimodal Corridor, or Planned Redevelopment District designation; however, the balancing criteria remain applicable due to the increase in permitted residential equivalent density.

The proposed amendment satisfies the applicable balancing criteria under Section 6.5.5.2.E relating to consistency with local multimodal planning efforts. The amendment supports the continued operation of an existing assisted living facility use that generates limited multimodal impacts due to the characteristics of the resident population. According to supplemental information provided by the City of Clearwater, residents do not independently operate vehicles and primarily rely on staff transportation, family members, and paratransit services, including the Pinellas Suncoast Transit Authority wheelchair transport program. The amendment area also fronts Nursery Road, a collector roadway served by the surrounding multimodal transportation network and connected to nearby institutional and residential uses. Given the limited scale of the amendment, the existing developed nature of the site, and the minimal anticipated increase in multimodal impacts, the proposal appropriately balances the applicable MAX Index criteria and remains consistent with the intent of Section 6.5.5 of the Countywide Rules.

- 3. If located within a Scenic/Noncommercial Corridor, the manner in, and extent to, which the amendment conforms to the criteria and standards contained in Section 6.5.4.1 of these Countywide Rules.**

Staff Analysis: The amendment area is not located on a Scenic/Noncommercial Corridor; therefore, those policies are not applicable.

- 4. If located within a Coastal High Hazard Area, the manner in, and extent to, which the amendment conforms to the terms set forth in Section 4.2.7.**

Staff Analysis: The amendment area is not located on a CHHA; therefore, those policies are not applicable.

- 5. If the amendment involves the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category, the manner in, and extent to, which the amendment conforms to the purpose and requirements of the applicable category, and addresses the relevant Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies.**

Staff Analysis: The amendment area does not involve the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category.

- 6. The manner in, and extent to, which the amendment significantly impacts a public educational facility or an adjoining jurisdiction.**

Staff Analysis: The proposed amendment does not significantly impact a public educational facility or an adjoining jurisdiction. The amendment area is adjacent to unincorporated Pinellas County and abuts a parcel to the northwest that is currently located outside the Clearwater city limits; however, the City of Clearwater indicated that the adjoining parcel is under the same ownership and is the subject of a separate future annexation request. The surrounding area already contains a mix of residential and institutional uses, including the Discovery Academy of Science K-8 School located south of Nursery Road. The proposed amendment would allow a limited increase in residential equivalent density associated with the continued operation of the existing assisted living facility and is not anticipated to generate significant impacts to surrounding jurisdictions or public educational facilities.

- 7. If the amendment involves the conversion from the Employment (E), Industrial (I), or Target Employment Center (TEC) category, the extent to which the amendment area can continue to provide for target employment opportunities as evaluated and set forth in Section 6.5.4.5.**

Staff Analysis: The amendment area does not involve the conversion of Employment, Industrial, or Target Employment Center-designated land.

PUBLIC CORRESPONDENCE

The proposed Countywide Plan Map amendment was publicly advertised as required by Section 7.8.4. of the Countywide Rules. No public correspondence has been received to date.

CONCLUSION

Staff finds the proposed amendment is consistent with the Relevant Countywide Considerations found in Section 6.5.3.1 of the Countywide Rules.