

FORWARD PINELLAS STAFF ANALYSIS



APPLICATION NO.:	Case CW 26-08
STAFF:	Emma Wennick, Program Planner
APPLICANT:	City of Clearwater
PROPERTY SIZE:	461.2 acres m.o.l.
CURRENT COUNTYWIDE PLAN MAP CATEGORY:	Residential Low Medium, Residential Medium, Residential High, Retail & Services, Public/Semi- Public, Office
PROPOSED COUNTYWIDE PLAN MAP CATEGORY:	Planned Redevelopment District
CURRENT LOCAL FUTURE LAND USE PLAN MAP CATEGORY:	City of Clearwater –Residential Low (RL), Residential Urban (RU), Residential Medium (RM), Residential High (RH), Commercial General (CG), Institutional (I), and Residential Office/General (R/OG)
PROPOSED LOCAL FUTURE LAND USE PLAN MAP CATEGORY:	City of Clearwater –Same as above, all with Planned Redevelopment District (PRD) Overlay.
LOCATION / PARCEL ID:	Generally bounded by Sunset Point Road to the north, Kings Highway to the east, Palmetto Street / CSX Railway / Jones Street to the south, and North Osceola Avenue / North Fort Harrison Avenue / Clearwater Harbor to the west, within the North Greenwood Community Redevelopment Area

BACKGROUND SUMMARY:

The City of Clearwater has submitted a Tier II Countywide Plan Map amendment affecting approximately 461.2 acres m.o.l. within the North Greenwood Community Redevelopment Area (CRA). The amendment proposes to amend properties currently

designated as Residential Low Medium, Residential Medium, Residential High, Retail & Services, Public/Semi-Public, and Office to the Planned Redevelopment District (PRD) category. The subject area is generally bounded by Sunset Point Road to the north, Kings Highway to the east, Palmetto Street / CSX Railway / Jones Street to the south, and North Osceola Avenue / North Fort Harrison Avenue / Clearwater Harbor to the west.

In addition to the amendment area, the City has included 30.4 acres of unincorporated parcels in a larger 491.5-acre planning area, with the goal of annexing those parcels and designating them as PRD in the future.

The proposed amendment would establish a coordinated redevelopment framework intended to support mixed-use infill redevelopment, missing-middle housing, multimodal connectivity, and transit-supportive redevelopment within the North Greenwood CRA. The City indicates the proposal is intended to implement recommendations contained within the adopted North Greenwood CRA Plan and related planning initiatives. Future redevelopment projects seeking bonus density or intensity would be required to satisfy qualifying criteria established through future amendments to the Clearwater Comprehensive Plan and Community Development Code, including standards related to urban design, pedestrian orientation, multimodal access, neighborhood compatibility, and mixed-use development patterns. The proposed overlay would allow residential density bonuses up to 40 units per acre, nonresidential intensities up to 1.05 FAR, and mixed-use intensities up to 1.5 FAR, all of which remain below the maximum thresholds permitted for the PRD category under the Countywide Rules.

STAFF RECOMMENDATION:

Staff recommends approval of the proposed amendment from Residential Low Medium, Residential Medium, Residential High, Retail & Services, Public/Semi-Public, and Office to Planned Redevelopment District. Staff finds the amendment consistent with the Countywide Rules and Countywide Plan Strategies, as implemented through the Countywide Rules, and finds the proposal appropriate to support coordinated redevelopment, multimodal connectivity, housing diversification, and reinvestment within the North Greenwood Community Redevelopment Area.

PLANNERS ADVISORY COMMITTEE RECOMMENDATION:

The Planners Advisory Committee met on June 1, 2026 and voted unanimously to recommend approval (15-0).

LOCAL GOVERNMENT COUNCIL/COMMISSION ACTION:

On March 30, 2026, the Clearwater City Council voted unanimously to approve the proposed Planned Redevelopment District overlay affecting approximately 461.2 acres m.o.l. within the North Greenwood Community Redevelopment Area and authorized transmittal of the amendment to Forward Pinellas for Countywide Plan Map amendment review.

CURRENT PROPERTY INFORMATION:

Property Use(s):	The amendment area contains a mixture of residential, institutional, commercial, office, public/semi-public, and employment-related uses within the existing North Greenwood CRA.
Site Features:	The subject area consists of an established urbanized environment characterized by a connected street grid, existing neighborhoods, commercial corridors, public facilities, transit service, and portions of the Pinellas Trail corridor.

PLANNING CONSIDERATIONS:

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

1. The proposal establishes a new Planned Redevelopment District overlay to incentivize mixed-use redevelopment, missing-middle housing, and transit-supportive infill development consistent with the adopted CRA Plan.
2. The amendment area is served by existing multimodal infrastructure, including the Pinellas Trail, multiple PSTA transit routes, the Jolley Trolley, and an interconnected urban street grid that supports walking, biking, and transit use.
3. The proposed bonus density and intensity standards remain below the maximum thresholds permitted under the Countywide Rules for the Planned Redevelopment District category and would be implemented through future Comprehensive Plan and Community Development Code amendments establishing qualifying criteria and design standards.
4. Portions of the amendment area are located within the Coastal High Hazard Area (CHHA), requiring additional evaluation of evacuation capacity, shelter demand, redevelopment potential, and consistency with Countywide Rules Section 4.2.7.

PURPOSE OF THE AMENDMENT:

The proposed amendment would establish a new Planned Redevelopment District overlay intended to create a coordinated redevelopment framework for the North Greenwood CRA. The proposal seeks to facilitate mixed-use infill redevelopment, expand housing options through missing-middle housing typologies, improve multimodal connectivity, and encourage pedestrian-oriented redevelopment patterns within an existing urbanized area of Clearwater.

The proposed PRD overlay would function as an incentive-based redevelopment tool rather than a blanket entitlement increase. Future redevelopment projects would be required to satisfy qualifying criteria and urban design standards established through future amendments to the Clearwater Comprehensive Plan and Community

Development Code. Proposed standards include requirements related to active ground-floor uses, pedestrian-oriented building placement, Pinellas Trail frontage design, transparency and fenestration standards, parking placement, multimodal access, and compatible neighborhood transitions.

The amendment area is positioned adjacent to Downtown Clearwater and in proximity to major transportation corridors, including Alt US 19, Sunset Point Road, and North Fort Harrison Avenue. The area is also served by the Pinellas Trail, PSTA Routes 61, 78, and 91, and the Jolley Trolley, which collectively provide multimodal connectivity throughout northern Pinellas County.

Proposed Density and Intensity Structure

Proposed Bonus Standard	Maximum Proposed
Residential Density	40 UPA
Nonresidential Intensity	1.05 FAR
Mixed-Use Intensity	1.5 FAR

The proposed maximums remain below the Countywide Rules thresholds for the Planned Redevelopment District category, which permit residential densities up to 45 UPA and nonresidential and mixed-use intensities up to 2.0 FAR. The City indicates the proposed bonus structure is intended to balance redevelopment opportunities with neighborhood compatibility and transition objectives.

CONSISTENCY WITH THE COUNTYWIDE RULES AND THE COUNTYWIDE PLAN STRATEGIES:

The proposed amendment is consistent with the Countywide Rules and Countywide Plan Strategies, as implemented through the Countywide Rules, because it establishes a coordinated redevelopment framework within the existing urbanized area of the North Greenwood Community Redevelopment Area. The amendment would replace multiple existing Countywide Plan Map categories, including Residential Low Medium, Residential Medium, Residential High, Retail & Services, Public/Semi-Public, and Office, with the Planned Redevelopment District category across approximately 461.2 acres m.o.l. The proposed PRD designation is intended to support mixed-use redevelopment, housing diversification, multimodal connectivity, and reinvestment within an area that already contains an established mix of residential, institutional, commercial, office, and public uses. The amendment supports compact urban form and infill redevelopment patterns consistent with the efficient use of existing infrastructure, public facilities, and transit services.

The proposal is consistent with the locational characteristics and redevelopment objectives of the Countywide Plan because the subject area is centrally located within the City of Clearwater, served by the existing roadway and transit network, and positioned in proximity to employment centers, commercial services, public facilities,

and surrounding residential neighborhoods. The amendment area contains a grid street pattern and development characteristics that support walkability, bicycle connectivity, and redevelopment at an urban scale. The proposed PRD framework is intended to encourage redevelopment and adaptive reuse opportunities while allowing the City to implement future form-based standards, mixed-use development provisions, and neighborhood-sensitive redevelopment criteria through subsequent amendments to the Comprehensive Plan and Community Development Code.

The amendment also supports several adopted Countywide Plan Strategies, including the promotion of redevelopment within the Urban Service Area, the encouragement of infill development where public facilities and services are available, the diversification of housing opportunities, and the advancement of multimodal transportation patterns that reduce dependence on the automobile. The proposed category transition consolidates multiple fragmented land use designations into a unified redevelopment framework intended to provide flexibility for coordinated long-term planning and investment while maintaining compatibility with surrounding neighborhoods through future implementing regulations.

The proposal is further consistent with the Countywide Rules governing the Planned Redevelopment District category under Section 2.3.3.17. The amendment area exceeds the minimum acreage requirement for a PRD, contains an interconnected mix of residential and nonresidential uses, and is located within an established redevelopment area where additional density and intensity may support reinvestment, neighborhood stabilization, and multimodal accessibility. The proposed amendment does not directly approve specific development entitlements, but instead establishes a countywide land use framework under which future redevelopment proposals would be evaluated through local implementing regulations and site-specific review processes.

TRANSPORTATION IMPACT ANALYSIS SUMMARY:

Pursuant to Section 6.2.5 of the Countywide Rules, the City submitted a transportation impact analysis evaluating the potential transportation impacts associated with the proposed Planned Redevelopment District overlay. The analysis calculated existing average daily trips (ADT) associated with the current Countywide Plan Map categories and compared those trips to the projected trips associated with the proposed PRD overlay designation. The analysis determined the existing land use pattern generates approximately 69,744 average daily trips, while the proposed PRD overlay generates approximately 89,453 average daily trips after application of the required 50 percent multiplier for PRD amendments. The resulting net increase of approximately 19,709 average daily trips required completion of the additional transportation assessment components outlined in Section 6.2.5(C) of the Countywide Rules.

The submitted analysis evaluated existing crash conditions, roadway level of service (LOS), multimodal infrastructure, and planned transportation improvements within and adjacent to the amendment area. The five-year crash analysis identified 445 total crashes between 2021 and 2025, including 37 pedestrian crashes and 29 bicycle crashes, indicating a need for continued pedestrian and bicycle safety improvements

within the North Greenwood CRA. The analysis also identified several planned and ongoing transportation investments intended to improve safety and multimodal mobility within the amendment area, including FDOT roadway improvement projects, CRA-funded streetscape improvements, sidewalk infill projects, trail-oriented redevelopment standards, and corridor enhancements along North Martin Luther King Jr. Avenue, North Fort Harrison Avenue, and Alt US 19.

The roadway level of service analysis evaluated six roadway segments within and adjacent to the amendment area using the 2024 Forward Pinellas LOS database. Under the projected buildout scenario, five of the six analyzed roadway segments are projected to continue operating at or above the adopted LOS D standard. One segment along Alt US 19 / North Myrtle Avenue between Fairmont Street and Edgewater Drive is projected to operate below the adopted LOS standard under the maximum theoretical buildout scenario. However, staff notes the transportation analysis applies a conservative maximum buildout assumption utilizing the full Countywide Rules PRD trip generation methodology, while the City's proposed PRD overlay establishes density and intensity caps below the maximum thresholds permitted under the Countywide Rules. Additionally, the North Greenwood CRA exhibits lower vehicle ownership rates and greater transit dependency than countywide averages, suggesting actual trip generation rates may be lower than the planning-level projections utilized in the analysis.

Staff also considered the City's adopted Mobility Management System, which requires transportation management plans, traffic studies, and mitigation measures for projects generating significant peak-hour trips or impacting deficient corridors. Potential mitigation measures may include project phasing, access management improvements, multimodal facility enhancements, transit-supportive design features, pedestrian and bicycle improvements, and transportation demand management strategies. New development projects within the overlay area would also be subject to the countywide Multimodal Impact Fee Ordinance, which provides funding for future transportation capacity improvements. Based on the submitted analysis, the existing and planned multimodal transportation network, and the City's transportation mitigation framework, staff finds the transportation impacts associated with the proposed amendment can be adequately addressed through the City's implementing regulations and project-level review processes.

COASTAL HIGH HAZARD AREA (CHHA) CONSIDERATIONS:

Portions of the proposed Planned Redevelopment District (PRD) overlay are located within the Coastal High Hazard Area (CHHA), primarily along Stevenson Creek and surrounding low-lying residential areas. As the proposed amendment would permit increased residential density within portions of the CHHA, the amendment requires evaluation pursuant to Section 4.2.7 of the Countywide Rules.

The proposed overlay area is served by established evacuation routes, including Alt US 19 and Gulf-to-Bay Boulevard, and is located within five miles of several designated Pinellas County emergency shelters. These facilities, distance from the subject area,

evacuation level(s) at which the shelter is activated, and capacity are listed in Table 1 and spatially represented in Map 7.

Collectively, the identified facilities provide an estimated public shelter capacity of 12,448 spaces if evacuation orders are issued through Zone E, which is typically the final evacuation level activated during a storm event. However, the majority of the proposed PRD overlay area located within the CHHA falls within evacuation zones A or B (298 out of 332 parcels, or 89.7%), with Zone A representing the most vulnerable evacuation area during storm surge events. As shown in Table 1, only three emergency shelters within the greater overlay area activate under Level A evacuation orders, with a combined shelter capacity of 7,472 spaces.

Table 1. Pinellas County Emergency Shelters Serving the Proposed Overlay Area

Shelter Facility	Facility Type	Activation Level	Distance to PRD Overlay	Total Capacity (# of spaces)
Dunedin Elementary	General Population Shelter	D(s), E(s)	0.59	1,879
Dunedin Middle	Special Needs Shelter	A, B, C, D, E	0.72	1,351
Clearwater Fundamental Middle	General Population Shelter	A(s), B(s), C, D, E	0.80	1,733
Skycrest Elementary	General Population Shelter	C(s), D(s), E(s)	1.30	724
Belleair Elementary	General Population Shelter	D(s), E(s)	1.50	689
Clearwater High	General Population Shelter	No Data	1.79	-
Ross Norton	General Population Shelter	D(s), E(s)	1.82	471
Dunedin Community Center	Backup	No Data	3.23	-
Largo High	Pet Friendly Shelter	A, B, C, D, E	3.61	4,388
Mildred Helms Elementary	General Population Shelter	D(s), E(s)	4.06	596
McMullen-Booth Elementary	General Population Shelter	C(s), D, E	4.15	617
Saint Catherine	Backup	No Data	4.20	-
Total Identified Capacity (all activation levels)				12,448
Capacity of shelters activated under Level A evacuation orders				7,472

Forward Pinellas staff evaluated shelter demand utilizing the 2021 Florida Division of Emergency Management (FDEM) hurricane evacuation behavioral studies prepared as part of the Pinellas County evacuation studies. The FDEM behavioral studies estimate that approximately four to eight percent of the evacuating population utilizes public shelters during hurricane evacuation events. Staff utilized the upper-end eight percent utilization rate as a conservative planning metric to estimate potential shelter demand associated with existing and future population levels within the amendment area. Based on the identified shelter inventory, approximately 11,447 shelter spaces would remain available under a full Level E activation scenario after applying the conservative utilization assumptions. Under Level A evacuation orders, approximately 600 shelter spaces would be utilized, leaving approximately 6,872 spaces available for additional shelter demand.

Table 2. Existing Shelter Capacity Evaluation

Metric	Shelters activated through evacuation level E	Shelters activated at evacuation level A
Total Identified Shelter Capacity	12,448 spaces	7,472 spaces
FDEM Public Shelter Utilization Rate	8%	
Estimated Shelter Utilization for Existing Population	1,001 spaces	600 spaces
Estimated Available Shelter Capacity for new population	11,447 spaces	6,872 spaces

Forward Pinellas staff additionally evaluated the amendment's potential residential population increase within the CHHA using parcel-level acreage calculations and the proposed maximum residential bonus density of 40 dwelling units per acre. Staff analyzed all parcels within the CHHA area and compared existing residential development potential to the maximum residential buildout permitted under the proposed PRD overlay bonus structure. Based on this analysis, the subject properties could theoretically increase from approximately 939 dwelling units under existing entitlements to approximately 4,280 dwelling units under the proposed overlay. By applying the City of Clearwater's average household size of 2.27 persons per household (2024 American Community Survey five-year estimates), staff extrapolated that the proposed density bonus could yield a potential population increase of approximately 7,583 persons, of which approximately 77.0 percent would be located within evacuation zones A or B (approximately 5,838 persons). This analysis represents a theoretical maximum buildout scenario assuming full redevelopment of eligible parcels utilizing the proposed PRD density bonus provisions.

Staff then applied the same conservative eight percent FDEM shelter utilization rate to the estimated additional population generated by the amendment. Based on the estimated increase of 7,583 persons, the amendment could generate an estimated additional public shelter demand of approximately 467 persons should evacuation orders be issued for Zones A and B and approximately 607 persons should evacuation orders be issued through Zone E. As shown in Table 3, the estimated remaining shelter capacity substantially exceeds the projected shelter demand associated with the amendment.

Table 3. Proposed Amendment Shelter Demand Evaluation

Evacuation Zone	Potential Population Increase Resulting from Proposed Density Bonus of 40 du/acre	Estimated Additional Shelter Demand (using FDEM's 2021 8% utilization rate)	Anticipated Available Shelter Capacity	Remaining Shelter Capacity
A	4,395 persons	352 persons	6,872 spaces	6,405 spaces
B	1,443 persons	115 persons		
C	511 persons	41 persons	1,233 spaces	1,192 spaces
D	1,234 persons	99 persons	3,342 spaces	3,243 spaces
TOTAL	7,583 persons	607 persons	11,447 spaces	10,840 spaces

Based on the available shelter inventory, evacuation activation levels, and conservative utilization assumptions derived from the FDEM evacuation behavioral studies, staff finds that sufficient shelter capacity exists to accommodate the projected shelter demand associated with the proposed amendment under the evaluated maximum buildout scenario. While the amendment would increase residential development potential within portions of the CHHA, the analysis demonstrates that anticipated shelter demand would remain substantially below the available shelter capacity serving the amendment area.

PLANNED REDEVELOPMENT DISTRICT CRITERIA ANALYSIS:

The proposed amendment conforms to the purpose and requirements of the Planned Redevelopment District category because it establishes a unified redevelopment framework for an existing urbanized area characterized by a mixture of residential, commercial, institutional, office, and public uses. Section 2.3.3.17 of the Countywide Rules identifies the PRD category as appropriate for areas developed with interrelated and complementary uses that support walkability, biking, transit accessibility, and coordinated redevelopment. The North Greenwood CRA exhibits these characteristics through its existing urban street network, proximity to transit corridors, mixture of land uses, and location within an established community redevelopment area targeted for reinvestment and infill development.

The amendment area includes approximately 461.2 acres m.o.l. and substantially exceeds the minimum acreage threshold required for establishment of a Planned Redevelopment District. The proposed PRD category would create a redevelopment structure intended to support missing-middle housing, mixed-use redevelopment, neighborhood-serving commercial activity, and context-sensitive infill development through future implementing Comprehensive Plan and Community Development Code amendments. The proposal is designed to provide flexibility for redevelopment while allowing the City to establish urban design standards, transition requirements, mobility enhancements, and compatibility criteria at the local level. The amendment does not directly authorize specific projects or development approvals, but instead establishes a countywide land use designation that may accommodate future redevelopment consistent with the adopted purpose of the PRD category.

The proposal also addresses the applicable Planning and Urban Design Principles contained within Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies by encouraging redevelopment patterns that promote connectivity, neighborhood integration, multimodal transportation, housing diversity, and efficient land utilization. The proposed PRD framework is intended to facilitate reinvestment within an existing developed area rather than outward expansion into undeveloped areas. The amendment supports compact development patterns and coordinated redevelopment opportunities that may enhance the relationship between residential neighborhoods, commercial areas, public facilities, and transit-supportive corridors. Additionally, the proposal provides a mechanism for the City to implement future redevelopment standards intended to improve pedestrian orientation, strengthen neighborhood cohesion, expand housing opportunities, and support long-term economic reinvestment within the North Greenwood CRA.

CONCLUSION:

The proposed amendment would establish a Planned Redevelopment District framework across approximately 461.2 acres m.o.l. within the North Greenwood Community Redevelopment Area to support coordinated mixed-use redevelopment, housing diversification, multimodal connectivity, and reinvestment within an existing urbanized area of Clearwater. The amendment consolidates multiple existing Countywide Plan Map categories into a unified redevelopment framework intended to facilitate long-term infill redevelopment and implementation of the adopted North Greenwood CRA planning objectives.

The proposed PRD overlay remains consistent with the density and intensity limitations established under Section 2.3.3.17 of the Countywide Rules and supports several adopted Countywide Plan Strategies related to redevelopment, efficient infrastructure utilization, multimodal transportation, housing opportunity, and urban reinvestment. While portions of the amendment area are located within the Coastal High Hazard Area, staff's review indicates that adequate public shelter capacity exists to accommodate the projected shelter demand associated with the amendment under the evaluated maximum buildout scenario.

Based on the submitted materials, supporting analysis, and consistency with the Countywide Rules and Countywide Plan Strategies, staff finds the proposed amendment appropriate for the subject area and recommends approval.

FINDINGS

- A. The proposed amendment is consistent with the purpose, locational characteristics, and density/intensity standards of the Planned Redevelopment District category established in Section 2.3.3.17 of the Countywide Rules.
- B. The amendment supports several adopted Countywide Plan Strategies by encouraging redevelopment and reinvestment within an existing urbanized area served by existing infrastructure, public facilities, and multimodal transportation networks.
- C. The proposed amendment establishes a coordinated redevelopment framework intended to support mixed-use infill redevelopment, housing diversification, pedestrian-oriented design, and multimodal connectivity within the North Greenwood Community Redevelopment Area.
- D. The submitted transportation impact analysis demonstrates that the City has identified existing transportation constraints, multimodal infrastructure needs, and applicable mitigation mechanisms to address projected transportation impacts associated with future redevelopment under the proposed PRD framework.
- E. Staff's review of available shelter capacity, redevelopment potential, and projected shelter demand indicates that sufficient public shelter capacity exists to accommodate the projected increase in population associated with the amendment under the evaluated maximum buildout scenario.
- F. The proposed amendment is appropriate for the subject area and consistent with the Countywide Rules and Countywide Plan Strategies, as implemented through the Countywide Rules.