

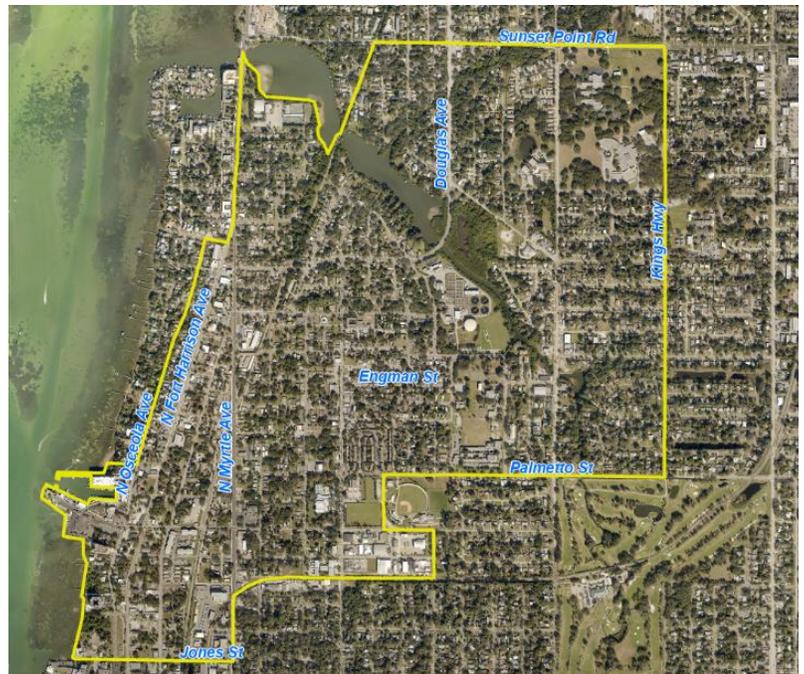


PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: February 19, 2026
AGENDA ITEM: ID#25-1331
CASE: CPA2025-10001
ORDINANCE NO.: 9860-26
REQUEST: Comprehensive Plan amendments to establish a new Planned Redevelopment District (PRD) Overlay future land use category, with associated bonuses, and incorporate policies for a new North Greenwood Community Overlay District.
INITIATED BY: City of Clearwater, Planning and Development Department

BACKGROUND:

The city of Clearwater, its residents, and partner agencies have been working to establish strategies to revitalize the North Greenwood community, which has experienced decline for decades. Beginning in 2019, the Clearwater Urban Leadership Coalition encouraged the city and county to undertake the process of creating a community redevelopment area in North Greenwood. The city advanced that effort by completing a Finding of Necessity Study in August 2020, supported by extensive public outreach in fall 2020 that reached more than 2,000 people. Based on the Study, the City Council and the Board of County Commissioners agreed on and established the North Greenwood CRA boundaries. As shown on the map below, the CRA is generally bounded by Sunset Point Road to the north; Kings Highway to the east; Palmetto Street, the CSX Railway, and Jones Street to the south; and North Osceola Avenue, North Fort Harrison Avenue, and Myrtle Avenue to the west.



Avenue, and Clearwater Harbor to the west.

The next step was development and adoption of the Community Redevelopment Plan and the Redevelopment Trust Fund. On January 12, 2023, the City Council adopted the North Greenwood Community Redevelopment Area Plan (CRA Plan) via Resolution No. 23-01. The CRA Plan addresses the unique needs of the area, establishes overall redevelopment goals, and identifies specific projects. In developing the CRA Plan, the city conducted multiple public engagement opportunities and convened a steering committee with representation from the Clearwater Urban Leadership Coalition, business owners, the faith-based community, non-profit and community organizations, industry and development, and other neighborhood representatives.

Several themes resulted from this input, including the desire to focus on revitalization of the North Martin Luther King Jr. Avenue corridor and the importance of rehabilitation of existing homes. Chapter 4 of the CRA Plan focuses on implementation and identifies emphasis areas for physical improvement through renovation of existing buildings, new construction on vacant or underutilized sites, and land use policies. The CRA Plan notes that the recommended land use, zoning, and design standards are intended to prevent displacement and provide opportunities for a variety of housing options compatible with existing neighborhood character, and it identifies catalytic redevelopment opportunities such as the North Ward School site and the North Martin Luther King Jr. Avenue corridor, as well as the need for infill development on vacant sites throughout the neighborhood.

To implement the CRA Plan's land use recommendations, the Planning and Development Department initiated a multi-part effort focused on updating the city's regulatory framework. In March 2024, the Department engaged Benesch to prepare amendments to the city's Community Development Code, and between April and September 2024 the project team engaged the community through listening sessions and hands-on activities to confirm the community vision and identify amendments necessary to achieve that vision.

Through that process, it was determined that an overlay-based future land use tool would be appropriate to provide incentives for reinvestment while remaining consistent with current state statutory limitations on adopting new, more restrictive standards. In recent years, the Pinellas Planning Council (Forward Pinellas) and the Board of County Commissioners, acting as the Countywide Planning Authority, approved amendments to the Countywide Rules creating the Planned Redevelopment District (PRD) category. PRD is intended to facilitate infill and redevelopment in areas with mixed residential and nonresidential uses, supported by densities/intensities and urban design that promote walking, biking, and transit use, and that allow for a variety of building styles. The North Greenwood area aligns with these objectives, but the city has not previously established this category in its Comprehensive Plan.

The city's efforts align with the requirements to utilize the Planned Redevelopment District (PRD) category available through the Countywide Rules. The city has completed planning work in the North Greenwood

area and is advancing implementing zoning standards intended to maintain and restore the area's established urban form. Implementation of this overall project includes amendments to the Comprehensive Plan, Future Land Use Map, Community Development Code, and Zoning Atlas, as well as amendments to the Countywide Plan Map.

The main purpose of the proposed *Comprehensive Plan* amendments is to:

1. Establish the Planned Redevelopment District (PRD) Overlay future land use category which provides residential, nonresidential, mixed-use and impervious surface ratio (ISR) bonuses;
2. Add the new Planned Redevelopment District (PRD) Overlay bonus as an option within multiple existing future land use categories in the Plan; and
3. Update applicable policies related to the North Greenwood area to establish and incorporate reference to a new North Greenwood Community Overlay District, which will later be applied to the city's Zoning Atlas.

Separate from the North Greenwood efforts, staff are proposing two additional amendments to the *Comprehensive Plan* which set the policy direction for the Termination of Status as a Nonconformity provisions located in Section 6-109 of the Community Development Code. While this provision has been in the Code since its adoption in 1999, corresponding policies were not previously included in the *Comprehensive Plan*.

ANALYSIS:

The proposed amendments to the *Comprehensive Plan* are summarized below:

1. Planned Redevelopment District (PRD) Overlay [pages 4, 6 through 15 of Ordinance]

The proposal creates a new Planned Redevelopment District (PRD) Overlay future land use category and establishes maximum residential, nonresidential, mixed-use and impervious surface ratio (ISR) bonuses that would be potentially available to properties designated with this new overlay on the city's Future Land Use Map.

To implement this, the maximum bonuses for residential, nonresidential/mixed-use, and impervious surface ratio (ISR) are added to several future land use categories in Table QP1, Future Land Use Categories. While the city may consider use of the PRD Overlay in other locations in the future, this effort is focused on enabling property owners in North Greenwood to utilize these bonuses in connection with redevelopment. Accordingly, the bonuses are proposed for the future land use categories currently present within the North Greenwood area.

Residential categories (i.e., Residential Low, Residential Urban, Residential Low Medium, Residential Medium, and Residential High) would be permitted up to 40 units per acre as a bonus. This density is

consistent with current best practices for enabling “missing middle” housing types such as two- to four-unit buildings, townhouses, and small apartment buildings. The specific regulations and design requirements for utilizing this bonus in the North Greenwood area will be established through the new zoning overlay and related Community Development Code amendments.

Four nonresidential or mixed-use future land use categories are present in North Greenwood (Residential/Office General, Commercial General, Institutional, and Industrial Limited), and the proposed PRD bonuses differ based on the intent of each category. Residential/Office General is proposed to allow both residential and nonresidential/mixed-use bonuses to support integrated development patterns. Commercial General is primarily intended for commercial and employment uses where residential may be appropriate in certain contexts; in North Greenwood, this designation is concentrated along North Martin Luther King Jr. Boulevard and between Myrtle and Fort Harrison Avenues. For that reason, the recommended approach is to establish a mixed-use bonus rather than a residential-only (density) bonus, supporting redevelopment patterns consistent with traditional “Main Street” areas.

Recognizing that new development may require greater utilization of smaller parcels, an additional 10% bonus for ISR is recommended, but in no category was it proposed to exceed 0.85 through the bonus.

2. North Greenwood Community Overlay District *[pages 3 through 4 of Ordinance]*

The proposed amendments also establish direction for a new zoning overlay for the North Greenwood community and link that overlay to the PRD Overlay bonuses. Portions of the North Greenwood CRA are currently within unincorporated Pinellas County. Proposed Policy QP 1.3.9 provides that, upon annexation, unincorporated parcels within the North Greenwood CRA should be designated with the PRD Overlay, eliminating the need for a separate future land use action to apply the overlay and ensuring consistency with similarly situated properties already within the city.

3. Nonconforming Lots, Uses/Structures *[page 5 of Ordinance]*

Staff is proposing the addition of two policies – QP 5.1.5 and QP 5.1.6 – to establish Comprehensive Plan policy direction for processes already included in the Community Development Code. Article 6 (Nonconformity Provisions) addresses lots, structures, and uses that were lawful before the adoption of the Code or subsequent amendments, with the intent of reducing or eliminating nonconformities, or bringing them as close as practicable to a conforming status. Section 6-106 allows a principal use or structure on a residential lot of record that was legally created prior to a specified date, subject to a defined process and requirements. Section 6-109 (Termination of a Status as a Nonconformity) provides a pathway for a structure that is nonconforming with respect to density or intensity to request termination of that status, allowing it to remain and potentially be expanded or reconstructed

consistent with the Code. The proposed policies provide corresponding policy support and legal context for these existing Code provisions.

STANDARDS FOR REVIEW:

Pursuant to Community Development Code Section 4-603.F., no amendment to the *Comprehensive Plan* shall be approved unless it complies with the following standards:

1. The amendment will further implementation of the *Comprehensive Plan* consistent with the goals, policies and objectives contained in the Plan.

The proposed amendments to the *Clearwater Comprehensive Plan* are consistent with the following goals, objectives, and policies in the *Plan*:

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| Goal QP1 | Sustain and improve livability, stability, and attractiveness of neighborhoods. |
| Objective QP 1.3 | Support the vision of the North Greenwood area through the implementation of the strategies in the <i>North Greenwood Community Redevelopment Area (CRA) Plan</i> . |
| Policy QP 1.3.4 | Work to retain the existing neighborhood character of North Greenwood when evaluating the creation of form-based standards or amendments to the <i>CDC</i> . |
| Policy QP 1.3.5 | Consider amendments to the <i>CDC</i> to create missing middle housing and infill development opportunities. |
| Policy QP 1.3.6 | Utilize findings from the North Martin Luther King, Jr. Avenue Design Charrette to guide amendments to the <i>CDC</i> to facilitate redevelopment along the North Martin Luther King, Jr. Avenue Corridor. |
| Goal QP 2 | Promote mixed-use development, walkable and transit-supportive redevelopment, and infill development in areas designated as Corridors or Mixed-Use or Neighborhood Centers on Map QP 1. Framework . |
| Policy QP 2.1.2 | Support the adoption and utilization of future land use categories made available by the <i>Countywide Plan for Pinellas County</i> to prioritize infill development and redevelopment along corridors identified as Investment Corridors in the <i>Advantage Pinellas: Long Range Transportation Plan</i> . |
| Objective 5.1 | Use Table QP 1. Future Land Use Categories and Map QP 3. Future Land Use to guide development in the city consistent with the Countywide Plan Map and implemented through the <i>CDC</i> . |

Policy QP 5.1.3 Utilize **Table QP 1. Future Land Use Categories** for maximum permitted density and intensity standards for each future land use category, except where otherwise permitted by special area or redevelopment plans approved by the City Council.

Objective QP 5.3 Continue to promote redevelopment and infill development that is consistent and compatible with the surrounding properties.

Policy QP 5.3.1 Support the adoption and utilization of future land use categories that promote infill development and desired redevelopment along corridors.

The proposed amendments further implementation of the Clearwater Comprehensive Plan by establishing a Planned Redevelopment District (PRD) Overlay framework that supports infill and redevelopment consistent with the vision of the North Greenwood Community Redevelopment Area (CRA) Plan. The PRD Overlay enables bonus density, intensity, and impervious surface ratio (ISR) for qualifying projects, while requiring such development to conform to design and development criteria established in the Community Development Code. This approach advances the Plan's goals and policies related to neighborhood revitalization, missing middle housing, mixed-use development, and redevelopment along corridors, particularly within the North Greenwood area, by providing additional tools to implement adopted planning efforts and encourage compatible reinvestment.

2. The amendment is not inconsistent with other provisions of the *Comprehensive Plan*.

The proposed amendments are not inconsistent with other provisions of the Comprehensive Plan. The amendments add policies and an overlay framework that are intended to be implemented in a manner consistent with the Plan's future land use structure and applicable special area and redevelopment plan provisions. The PRD Overlay does not eliminate existing standards; rather, it provides an optional set of bonus provisions for qualifying redevelopment projects, subject to adopted criteria and subsequent implementing regulations. Additionally, the amendments improve internal consistency by updating Quality Places goals, objectives, and policies to reflect the adopted North Greenwood CRA Plan and the availability of the PRD category through the Countywide Rules.

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.

The proposed amendments establish a PRD Overlay framework and associated bonus provisions within existing future land use categories; however, they do not, by themselves, rezone property or immediately authorize specific new land uses. Land uses and development standards remain regulated through the Community Development Code and the city's zoning districts. The detailed implementing regulations, including the zoning overlay standards and related development requirements for projects seeking to utilize PRD bonuses, will be considered later this year through the Community Development

Code amendment process and associated public hearings. As a result, the amendments are appropriate and compatible with existing and planned uses while providing a policy-based tool to support context-sensitive infill, mixed-use development, and a broader range of housing types consistent with the North Greenwood CRA Plan and surrounding neighborhood character.

4. Sufficient public facilities are available to serve the property.

This amendment does not result in changes to the City's Future Land Use Map; therefore, this criterion is not applicable at this time. However, a review of public facility availability in order to support the related Future Land Use Map amendment for the North Greenwood area is provided within the staff report for LUP2025-11005.

5. The amendment will not adversely affect the natural environment.

This criterion is not applicable to the proposed amendments.

6. The amendment will not adversely impact the use of property in the immediate area.

This criterion is not directly applicable in the same manner as a site-specific land use change, as the proposed amendments are policy-based and establish an overlay framework and implementing direction rather than approving a development project. The PRD Overlay provides potential bonuses only for qualifying redevelopment and would be implemented through future map and zoning actions, each subject to the public hearing process and detailed development standards. By linking the PRD Overlay to the North Greenwood CRA Plan vision and requiring conformance with Community Development Code criteria, the amendments are intended to support compatible reinvestment and redevelopment that does not adversely impact the use of property in the surrounding area.

SUMMARY AND RECOMMENDATION:

The purpose of the proposed amendment is to update the Clearwater Comprehensive Plan to establish the Planned Redevelopment District (PRD) Overlay future land use category and related bonus provisions, update applicable policies supporting implementation of the North Greenwood CRA Plan, and add Comprehensive Plan policy support for existing nonconformity procedures in the Community Development Code. The proposed amendment is consistent with and will further the goals, objectives, and policies of the Comprehensive Plan, is not expected to result in inappropriate or incompatible uses because it is implemented through subsequent regulations and map actions, and will not adversely affect the natural environment or the use of surrounding property. Public facilities will be evaluated as part of any future, site-specific development actions and related map or zoning approvals.

Based upon the above, the Planning and Development Department recommends **APPROVAL** of Ordinance No. 9860-26, amending the Clearwater Comprehensive Plan.

Prepared by Planning and Development Department Staff: _____



Lauren Matzke, AICP
Planning and Development Director

ATTACHMENTS: Ordinance No. 9860-25
Resume