



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: April 21, 2026

AGENDA ITEM: ID#26-0403

CASE: REZ2026-02001 – 1399 Pineapple Lane

REQUEST: Amendment to the city’s Zoning Atlas from the Residential Agriculture (R-A) district (Pinellas County) to the Open Space/Recreation (OS/R) district (City of Clearwater) for the property located at 1399 Pineapple Lane.

GENERAL DATA:

Agent(s)..... Mark Parry

Owner(s)..... City of Clearwater

Location South side of Pineapple Lane terminus, approximately 210 feet south of Navel Drive

Property Size..... 3.4 Acres

BACKGROUND & PROPOSAL

This case involves one vacant parcel totaling 3.4 acres, located on the south side of the Pineapple Lane terminus, approximately 210 feet south of Navel Drive. The request is to change the zoning district of this property from Residential Agriculture (R-A) in Pinellas County to Open Space/Recreation (OS/R). An Annexation application (ANX2026-02004) and a Comprehensive Plan Amendment application (LUP2026-02001) are also being processed concurrently with this case.

The site is located northeast of Moccasin Lake Nature Park. The park is within the Open Space/Recreation (OS/R) zoning district. The subject parcel was purchased by the City of Clearwater to expand the park. The intended use of the overall site is a parks and recreation facility and/or environmental park.

Community Development Code Article 8-102 defines a parks and recreation facility as a tract of land used for a public park or public beach including the Pinellas Trail and other publicly owned properties used for active or passive recreational uses. Community Development Code Article 8-102 defines an environmental park as a recreational area that is typically dependent on natural resources and a natural outdoor environment. Activities shall have little, if any, adverse impact on a site and are compatible with natural and/or cultural resource protection. Uses include, but are not limited to, picnicking, hiking on multipurpose trails and/or boardwalks, outdoor educational nature studies, kayaking/canoeing and launch facilities, wildlife viewing, horseback riding on trails, and/or fishing.

The requested zoning amendment to the Open Space/Recreation (OS/R) zoning district is consistent with the surrounding parcels and will allow for development that is compatible with surrounding uses and appropriate for this location south of Pineapple Lane. The applicant understands that all necessary approvals and permits must be obtained prior to development of the subject site.

VICINITY CHARACTERISTICS

Maps 1 and 2 show the general location of the property and an aerial view of the amendment area and its surroundings.

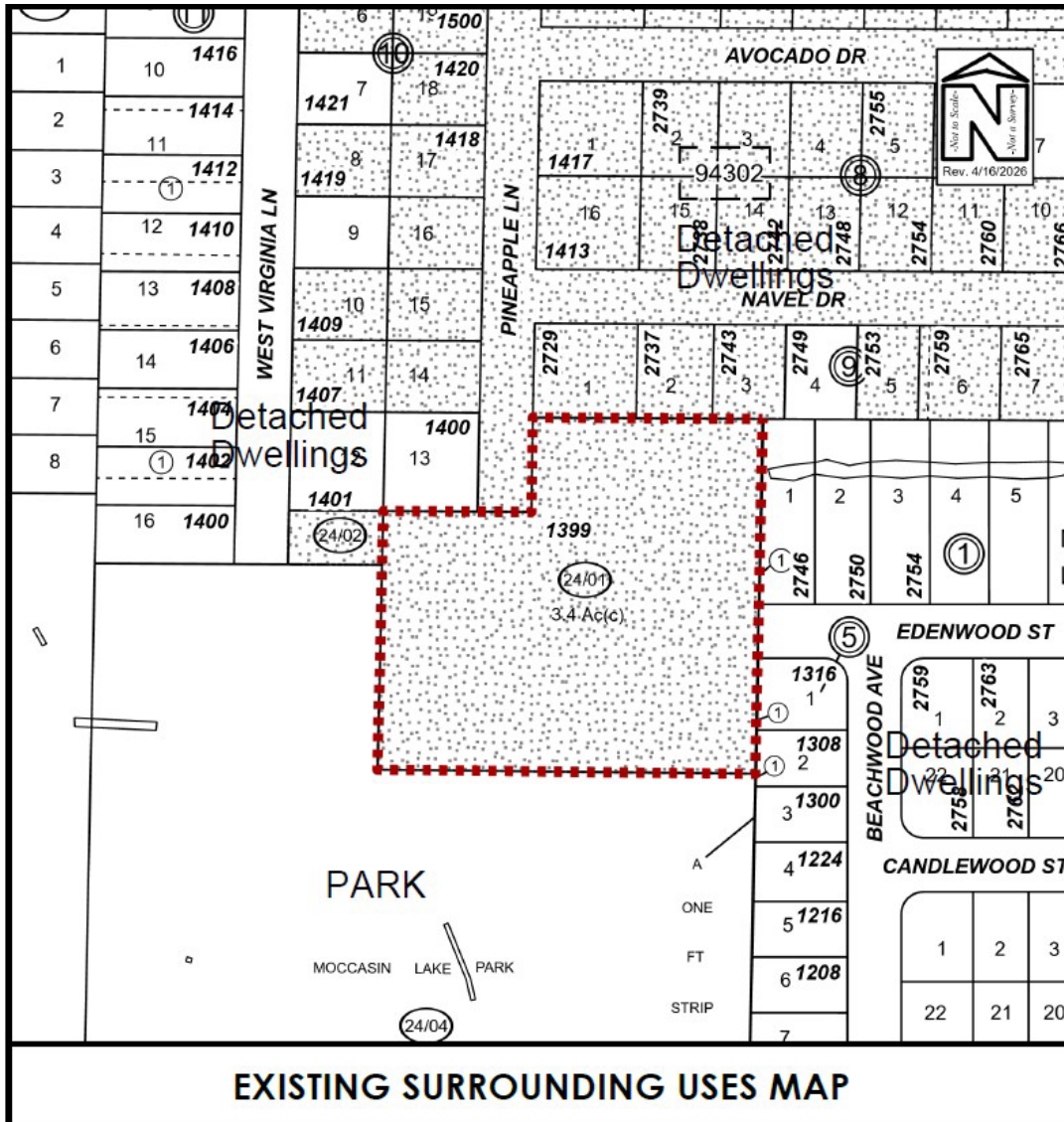


Map 1



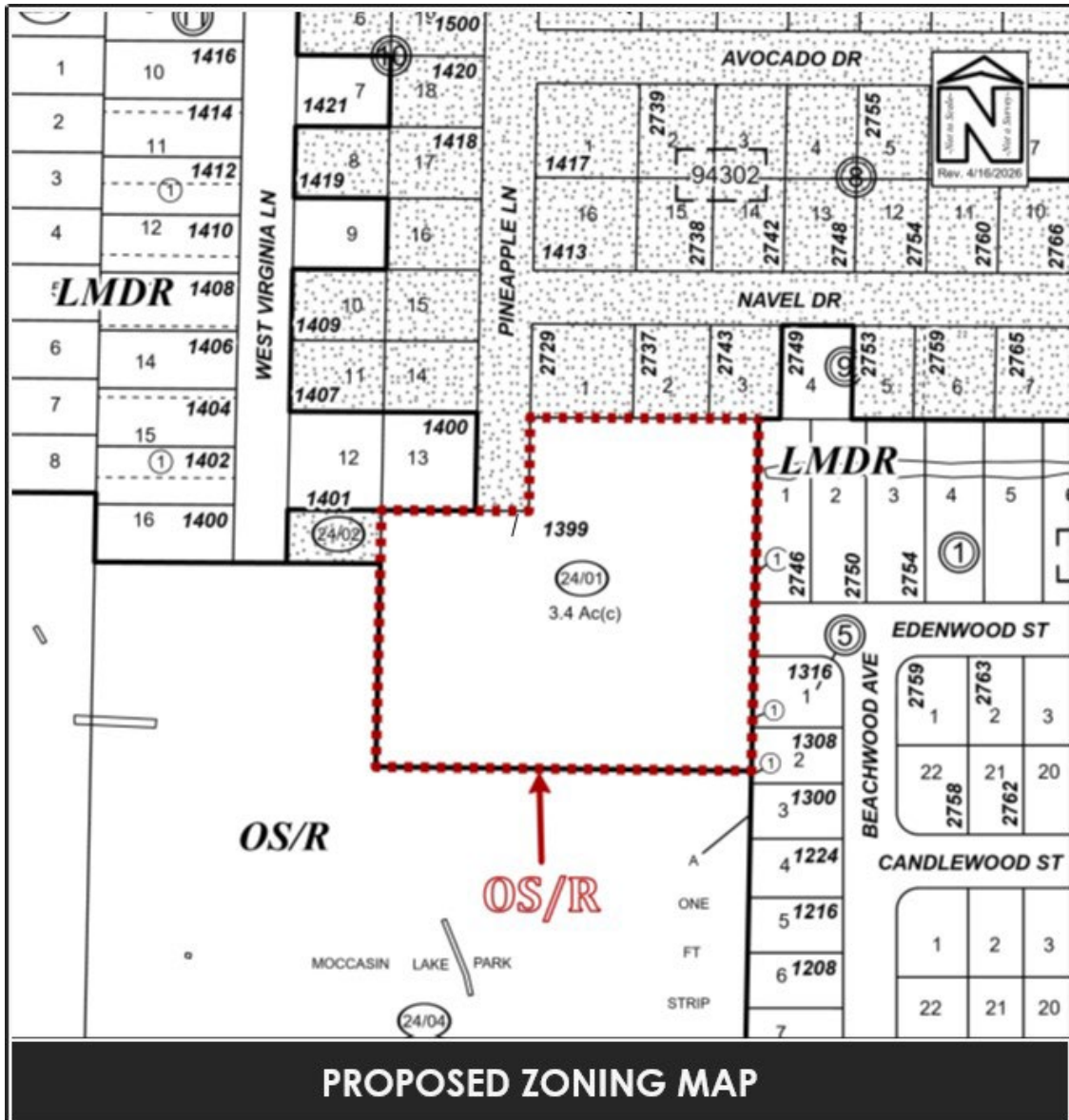
Map 2

Map 3 illustrates the existing surrounding uses, which include a mix of residential and park uses, typical of the area surrounding Moccasin Lake Nature Park. Properties to the north and east consist of detached dwellings, while Moccasin Lake Nature Park is located to the southwest of the subject area.



Map 3

As shown on Map 4, the Zoning Atlas district abutting the subject area to the north and east is Low Medium Density Residential (LMDR). To the southwest, Moccasin Lake Nature Park is zoned Open Space/Recreation (OS/R).



Map 4

REVIEW CRITERIA

Consistency with the Clearwater Comprehensive Plan and Community Development Code and Regulations [Sections 4-602.F.1]

Recommended Findings of Fact:

Applicable objectives and policies of Clearwater 2045, the Clearwater Comprehensive Plan, that support the proposed amendment include:

Objective QP 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 CDC.

Policy QP 5.1.1 Recognize the consistency between the countywide future land use categories, the city's future land use categories, and the city's zoning district as shown in Table QP 1. Future Land Use Categories.

Objective QP 5.2 Continue to review and evaluate amendments to the Future Land Use Map to ensure proposed uses and density or intensity are compatible with surrounding areas and consistent with the Countywide Rules.

Policy QP 5.2.1 Continue to maintain consistency between the Countywide Plan Map and the city's Future Land Use Map.

Policy QP 5.2.6 Evaluate proposed amendments to ensure there are appropriate density and intensity transitions within neighborhoods.

Policy QP 5.2.7 Ensure proposed amendments will not create uses, densities, or intensities that are incompatible with the surrounding neighborhood or any applicable special area or redevelopment plans.

Policy QP 5.2.8 Continue to evaluate that sufficient public facilities are available to support proposed increases to density or intensity and require mitigation strategies if sufficient public facilities will not be available.

Objective PPP 1.1: Ensure the city's system of trails, open spaces, parks and recreation facilities equitably serves diverse community needs.

Policy PPP 1.1.1: Ensure that parks and open space amenities provide equal opportunities for all users.

Policy PPP 1.1.6: Promote healthy living through the use of trails, open spaces, parks and recreation facilities for active and passive recreation, organized sports, picnic facilities, environmental programs, youth and adult programs, and special events.

Objective PPP 2.1: To maintain an adequate level of service (LOS) for existing and future populations.

Objective PPP 2.2: Continue to increase the supply of trails, open spaces, and parks and recreation facilities in areas needing additional facilities.

Objective PPP 3.1: Preserve natural open space areas which constitute aesthetic or ecological community assets.

Objective PPP 3.2: Preserve, enhance, and maintain the city's existing and future trails, open space, and park and recreation facilities.

Policy PPP 3.2.2: Continue to maintain environmental integrity of city-owned open spaces and parklands.

Policy PPP 3.2.3: Continue to enhance city-owned open space and parkland areas by restoring degraded natural communities and eradicating non-native or invasive vegetation.

Policy PPP 3.2.8: Designate appropriate city-owned lands as Preservation (P) or Recreation/Open Space (R/OS) on the Future Land Use Map whenever feasible.

Applicable section of the Community Development Code which is applicable to the proposed amendment:

Division 14. Open Space/Recreation District, Section 2-1401. Intent and Purpose. The intent and purpose of the Open Space/Recreation District is to establish areas where public and private organizations can establish and operate passive and active open space and recreation facilities which are important to the quality of life and economic vitality of the City of Clearwater without adversely impacting the integrity of adjacent residential neighborhoods, diminishing the scenic quality of the City of Clearwater or negatively impacting the safe and efficient movement of people and things within the City of Clearwater.

Recommended Conclusions of Law:

The request is consistent with the goals, objectives, and policies of *Clearwater 2045*, the Clearwater Comprehensive Plan and the Community Development Code. The proposed Open Space/Recreation zoning district is the same zoning district abutting the southwest side of the subject area and is compatible with the adjacent Low Medium Density Residential (LMDR) zoning district.

Compatibility with Surrounding Properties/Character of the City & Neighborhood [Section 4-602, Section 4-602.F.3 and Section 4-602.F.6]

Recommended Findings of Fact:

The subject area is adjacent to the northeast side of Moccasin Lake Nature Park, which is within the Open Space/Recreation zoning district. The subject parcel was purchased by the City of Clearwater to expand park. The intended use of the overall site is a parks and recreation facility and environmental park.

Adjacent property uses are residential (detached dwellings). A park is a permitted use in the proposed zoning district.

Recommended Conclusions of Law:

The proposed Open Space/Recreation zoning district is consistent with the surrounding properties and character of the neighborhood. Pineapple Lane is classified as a local road in the Mobility Section of the Comprehensive Plan and park uses are appropriate along such roads. At this time, the Clearwater Parks and Recreation Department plans to add a shell trail, plantings and directional signage to the subject property. Any new development would be subject to Comprehensive Plan and code requirements.

Sufficiency of Public Facilities [Section 4-602.F.5]

Recommended Findings of Fact:

Even though this is a Zoning Atlas Amendment application, maximum development potential is based on the underlying future land use, so to assess the sufficiency of public facilities needed to support potential development on the proposed amendment area, the maximum development potential of the property under the existing and proposed city Future Land Use Map designations were analyzed.

Table 2. Development Potential for Existing & Proposed FLUM Designations

	Existing FLUM Designation "RL"	Proposed FLUM Designation "R/OS"	Net Change
Site Area	3.4 AC (148,104 SF)	3.4 AC (148,104 SF)	
Maximum Development Potential	17 DUs ¹ / 51 Beds 59,241 SF 0.4 FAR	0 DUs ¹ / 0 Beds ² 37,026 SF 0.25 FAR	-17 DUs / -51 Beds -22,215 SF -0.15 FAR
Notes: 1. Residential uses are not permitted in the consistent Open Space/Recreation (OS/R) district; therefore, the development potential is zero. 2. Residential equivalent uses are not permitted in the consistent Open Space/Recreation (OS/R) district; therefore, the development potential is zero. Abbreviations: FLUM – Future Land Use Map AC – Acres SF – Square feet DUs – Dwelling Units FAR – Floor Area Ratio			

As shown in the table, there is a decrease in nonresidential development potential of over 22,000 square feet, a decrease in the number of dwellings by 17 units and decrease in the residential equivalent development potential of 51 beds. The following analysis compares the existing residential use under the Residential Low (RL) future land use to a park use within the Recreation/Open Space (R/OS) future land use.

Potable Water

The change in development potential from this amendment could result in a decrease in potable water by 4,426 gallons per day. This decrease is determined by taking the potential potable water utilization of the proposed land use developed with the maximum square footage permitted (0 gallons per day) and subtracting it from the usage of the existing maximum square footage permitted (4,426 gallons per day).

The city's current potable water demand is 11.209 million gallons per day (MGD). The city's adopted level of service (LOS) standard for potable water service is 100 gallons per capita per day, while the actual usage is estimated at 76.24 gallons per capita per day (2023 Public Supply Annual Report). The city's 10-year Water Supply Facilities Work Plan (2022-2023 Planning Period), completed July 2022, indicates that based on the updated water demand projections and other factors, the city has adequate water supply and potable water capacity for the 10-year planning horizon.

Wastewater (Sanitary Sewer)

The change in development potential from this amendment could result in a decrease in wastewater use of up to 3,984 gallons per day. The decrease is determined by taking the potential wastewater utilization of the proposed land use development with the maximum square footage permitted (0 gallons per day) and subtracting it from the usage of the existing square footage permitted (3,984 gallons per day).

The amendment area is served by the East Water Reclamation Facility, which presently operates around 2 million gallons per day. The city's adopted LOS standard for wastewater service is 100 gallons per capita per day, and the current operational capacity is well within its permitted capacity of 5 million gallons per day. Therefore, there is excess wastewater capacity to serve the amendment area.

Solid Waste

The change in development potential from this amendment could result in a decrease of 43.1 tons per year of solid waste generated. This decrease is determined by taking the utilization of the proposed land use developed as a vacant lot at the maximum square footage permitted (0 tons per year) and subtracting it from the existing square footage permitted (43.1 tons per year).

The city's adopted LOS standard for solid waste service is 1.3 tons per year, or 7.12 pounds per person per day; however, Pinellas County handles all solid waste disposal at the Pinellas County Waste-to-Energy Plant and the Bridgeway Acres Sanitary Landfill, which has significant capacity. Additionally, the city provides a full-service citywide recycling program which diverts waste from the landfill, helping to extend the lifespan of Bridgeway Acres. There is excess solid waste capacity to serve the amendment area.

Parkland

Under both the existing and proposed future land use, the LOS citywide for parkland will continue to exceed the adopted LOS of 4 acres per 1,000 residents. The city is currently providing 7.95 acres of parkland per 1,000 residents. This is calculated using the total acreage of parks within the city, dividing it by the 2022 Florida Bureau of Economic and Business Research (BEBR) population estimates, and then multiplying by 1,000. Based on this impact analysis, the current provision of 7.95 acres of parkland per 1,000 would remain

unchanged [Source: Parks and Recreation Facilities Impact Fee Study, prepared by Benesch (formerly Tindale Oliver) May 23, 2022].

Amending a property's future land use or zoning designation does not have an immediate impact on the city's parks and recreation system and parkland requirements. Impacts are felt when development occurs. This Future Land Use Map Amendment will have no additional impact on parkland.

Stormwater

Site plan approval will be required before the amendment area can be redeveloped. At that time, stormwater management system for the site will be required to meet all city and Southwest Florida Water Management District stormwater management criteria. There are currently no plans for this area to be redeveloped.

Streets

The amendment area is located on the south side of the Pineapple Lane terminus, approximately 210 feet south of Navel Drive. To evaluate potential impacts on streets, the typical traffic impacts figures (trips per day per acre) in the *Countywide Rules* for the corresponding *Countywide Plan Map* categories (existing and proposed) are compared.

The current number of trips per day (21 trips) is calculated based on the traffic generation numbers for residential uses in the Residential Low (RL) Future Land Use category (227 trips per day per acre). The proposed number of trips per day (0 trips) is calculated based on the traffic generation numbers for park uses in the Recreation/ Open Space (R/OS) Future Land Use category (0 trips per day per acre). This amendment would result in a decrease of 21 trips from the amendment area.

The amendment is not located within an Activity Center or Multimodal Corridor as outlined on the Countywide Plan Map.

Recommended Conclusions of Law:

Based upon the findings of fact, the proposed amendment would not increase the demand on public facilities.

Location of District Boundaries [Section 4-602.F.6]

Recommended Findings of Fact:

The location of the proposed Open Space/Recreation zoning district boundaries are consistent with the legal descriptions provided and with the boundaries on the amendment area.

Recommended Conclusions of Law:

The Open Space/Recreation zoning district boundaries are appropriately drawn in regard to location and classifications of streets, ownership lines, existing improvements, and the natural environment.

SUMMARY & RECOMMENDATION

No amendment to the Zoning Atlas shall be recommended for approval or receive a final action of approval unless it complies with the standards contained in Section 4-602.F, Community Development Code. Table 3 below depicts the consistency of the proposed amendment with the standards under Section 4-602.F:

Table 3. Consistency with Community Development Code Standards for Review

CDC Section 4-603	Standard	Consistent	Inconsistent
F.1	The proposed amendment is consistent with and features the goals, policies and objectives of the Comprehensive Plan and furthers the purposes of this Development Code and other city ordinances and actions designed to implement the plan.	X	
F.2	The available uses to which the property may be put are appropriate to the property which is subject to the proposed amendment and compatible with existing and planned uses in the area.	X	
F.3	The amendment does not conflict with the needs and character of the neighborhood and the city.	X	
F.4	The amendment will not adversely or unreasonably affect the use of other property in the area.	X	
F.5	The amendment will not adversely burden public facilities, including the traffic-carrying capacities of streets, in a unreasonably or disproportionate manner.	X	
F.6	The district boundaries are appropriately drawn with due regard to locations and classifications of streets, ownership lanes, existing improvements and the natural environment.	X	

Based on findings of facts and conclusions of law stated above, the Planning and Development Department recommends the following action:

Recommend APPROVAL of the Zoning Atlas Amendment from the Residential Agriculture (R-A) district (Pinellas County) to the Open Space/Recreation (OS/R) district (City of Clearwater).

Prepared by Planning and Development Department Staff:



Adrian D. Young
Planner I

ATTACHMENTS: Ordinance No. 9900-26
Photographs of Site and Vicinity
Resume