



## PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

**MEETING DATE:** February 19, 2026  
**AGENDA ITEM:** ID#25-1332  
**CASE:** LUP2025-11005  
**REQUEST:** Future Land Use Map amendments to apply a new Planned Redevelopment District (PRD) overlay to the area encompassing the North Greenwood CRA boundary with the exception of the area comprising the Old Bay Character District of the Downtown which is designated as Central Business District (CBD), and any properties designated as Water, Preservation (P), or Recreation/Open Space (R/OS) on the city's Future Land Use Map.

**GENERAL DATA:**

*Applicant* ..... City of Clearwater  
*Owner* ..... Not Applicable; City of Clearwater Initiated Amendment (per Section 4-603.B.1., Community Development Code)  
*Location* ..... Generally located south of Sunset Point Road; north of Palmetto Street, the CSX rail line, and Jones Street; east of Clearwater Harbor, North Osceola Avenue, and North Myrtle Avenue; and west of Kings Highway, North Missouri Avenue and North Myrtle Avenue  
*Property Size* ..... 674.2 acres

### BACKGROUND

*Project History and Planning Context*

The City of Clearwater, its residents, and partner agencies have worked in recent years to establish strategies to revitalize the North Greenwood community. City Council adopted the North Greenwood Community Redevelopment Area (CRA) Plan on January 12, 2023, which establishes a long-term vision and identifies implementation strategies, including recommendations related to land use and regulatory updates.

*Implementation Approach and Companion Actions*

To implement the CRA Plan’s land use recommendations, the Planning and Development Department initiated a multi-part effort to update the city’s regulatory framework, including amendments to the

Comprehensive Plan, Future Land Use Map, Community Development Code, Zoning Atlas, and the Countywide Plan Map. This Future Land Use Map amendment is one of the companion applications intended to establish the framework for reinvestment and redevelopment consistent with the CRA Plan vision.

### *Purpose of the Request*

The purpose of this application is to apply the Planned Redevelopment District (PRD) Overlay as an overlay designation, in addition to existing Future Land Use Map categories, for properties within the North Greenwood CRA boundary, while excluding those portions designated Central Business District (CBD), Recreation/Open Space (R/OS), Preservation (P), and Water, as shown in the adopted exhibits to Ordinance No. 9861-26.

### *Relationship to Downtown Policies*

The CRA Plan identifies that the southwest portion of the CRA is designated Central Business District (CBD) and is governed by the Clearwater Downtown Redevelopment Plan and Downtown District development standards. Consistent with this established planning framework, the CBD portion of the CRA is excluded from the proposed PRD Overlay designation.

## **ANALYSIS**

### **Proposed Amendment Area Characteristics:**

The proposed amendment applies the Planned Redevelopment District (PRD) Overlay as an overlay designation, in addition to existing Future Land Use Map categories, for properties within the North Greenwood Community Redevelopment Area (CRA) boundary. The amendment excludes those portions designated Central Business District (CBD), Recreation/Open Space (R/OS), Preservation (P), and Water on the city's Future Land Use Map, as shown in the exhibits to Ordinance No. 9861-26.

The overall planning area addressed by this application is approximately 674.2 acres, generally located south of Sunset Point Road; north of Palmetto Street, the CSX rail line, and Jones Street; east of Clearwater Harbor, North Osceola Avenue, and North Myrtle Avenue; and west of Kings Highway, North Missouri Avenue, and North Myrtle Avenue.

Consistent with the North Greenwood CRA planning framework, the PRD Overlay is intended to be applied to areas planned for reinvestment and redevelopment while recognizing established development patterns and environmental constraints. The CRA Plan's Future Land Use analysis identifies Residential Urban (RU) as the most prevalent future land use designation within the CRA planning area (261.42 acres, 39.73%), followed by Institutional (I) (89.15 acres, 13.55%) and Central Business District (CBD) (73.66 acres, 11.20%) (North Greenwood CRA Plan, adopted January 12, 2023, Table 6).

As reflected in Ordinance No. 9861-26, the PRD Overlay would be applied to properties currently designated Residential Low, Residential Urban, Residential Medium, Residential High, Commercial General, Institutional, Residential/Office General, and Industrial Limited, while excluding CBD, Water, Preservation, and Recreation/Open Space areas.

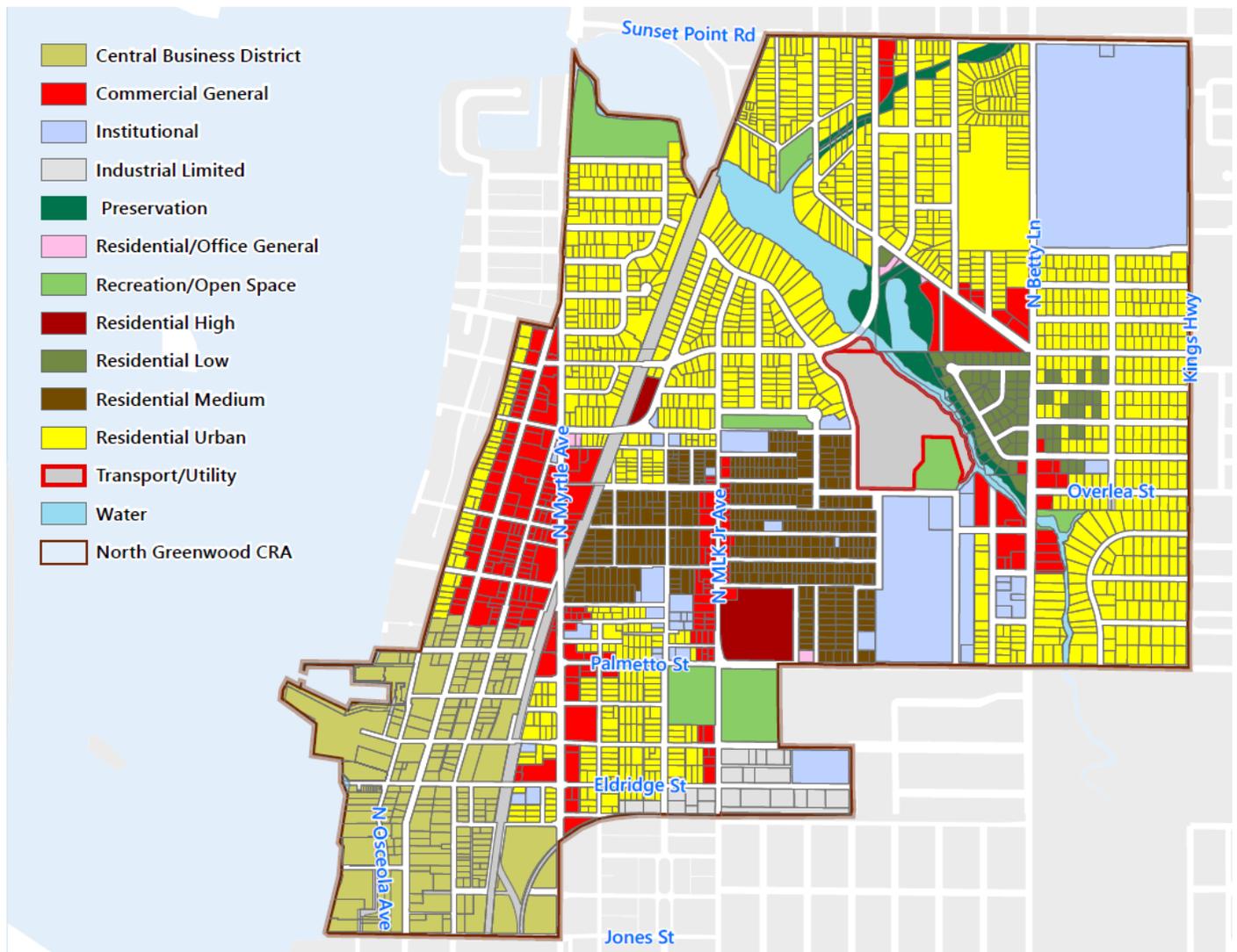
Table 1 summarizes the existing Future Land Use designations within the North Greenwood CRA planning area. Figure 1 illustrates the distribution of Future Land Use categories within the North Greenwood CRA planning area.

*Table 1 Future Land Use Categories in North Greenwood CRA*

Future Land Use	Acres	Percentage
Residential Urban (RU)	261.42	39.73%
Institutional (I)	89.15	13.55%
Central Business District (CBD)	73.66	11.20%
Commercial General (CG)	63.53	9.65%
Residential Medium (RM)	52.39	7.96%
Recreation/Open Space (R/OS)	27.62	4.20%
Water	24.04	3.65%
Transport/Utility (T/U)	18.26	2.78%
Residential Low (RL)	15.07	2.29%
Industrial Limited (IL)	11.38	1.73%
Preservation (P)	11.06	1.68%
Residential High (RH)	9.36	1.42%
Residential/Office General (R/OG)	1.04	0.16%

*Source: North Greenwood CRA Plan, Table 6.*

Figure 1 Future Land Use Categories in North Greenwood CRA



In many Future Land Use Map amendment staff reports, staff quantifies maximum development potential and estimates corresponding public facility impacts based on the proposed land use change. In this case, the proposed action applies the PRD Overlay as an overlay framework across a large area and is paired with companion implementation actions. Because the overlay does not, by itself, approve a development project and because eligibility for any PRD-related bonuses will be governed by implementing standards and project-level review, a parcel-by-parcel maximum buildout calculation for the entire PRD Overlay area would not be a realistic predictor of near-term development. Table 2 is provided for reference to summarize the potential PRD Overlay bonus density and intensity ranges established in the companion Comprehensive Plan amendment (CPA2025-10001), which may be available if that companion amendment is approved and if future projects qualify under the forthcoming implementing standards. Public facility adequacy will continue to be evaluated through the companion code amendments and through site-specific development review, including transportation analysis under the City’s Mobility Management System.

Table 2 Summary of Characteristics, Densities/Intensities Consistent with Proposed PRD Overlay Future Land Use Categories in North Greenwood CRA (as proposed in companion case CPA2025-10001 and Ordinance 9860-26)

Current Future Land Use Categories	Characteristics	Maximum Development Potential			
		Residential Density	Overnight Accommodations Density	FAR	ISR
Residential Low (RL)	The Residential Low category is intended to recognize areas appropriate for residential uses that are consistent with low-density, non-intensive qualities and serve as transitions between more suburban and more urban residential areas.	5 UPA Residential Bonus*: 40 UPA	0 UPA	0.40	0.65 ISR Bonus*: 0.75
Residential Urban (RU)	The Residential Urban category is intended to recognize areas appropriate for residential and residential equivalent uses, consistent with urban qualities. These areas are appropriate to locations between commercial and employment centers, and serve as a transition between more suburban and more urban residential areas.	7.5 UPA Residential Bonus*: 40 UPA	0 UPA	0.40	0.65 ISR Bonus*: 0.75
Residential Low Medium (RLM)	The Residential Low Medium category is intended to recognize areas for residential and residential equivalent uses consistent with urban qualities in a low- to moderately-intensive residential manner, and served by a range of urban services and transit. These areas act as a transition between low-density and high-density residential areas.	10 UPA Residential Bonus*: 40 UPA	0 UPA	0.50	0.75 ISR Bonus*: 0.85
Residential Medium (RM)	The Residential Medium category is intended to recognize areas appropriate for residential and residential equivalent uses in a moderately intensive residential manner in close proximity to major employment centers. These areas serve as a transition between less urban and more urban residential and mixed-use areas, and have a range of urban services and transit service available.	15 UPA Residential Bonus*: 40 UPA	0 UPA	0.50	0.75 ISR Bonus*: 0.85
Residential High (RH)	The Residential High category is intended to recognize areas appropriate for residential and residential equivalent uses developed in a highly intensive manner and areas well-suited for these uses and transportation facilities. These areas are served by a complete range of urban services with particular emphasis on the availability of enhanced transit.	30 UPA Residential Bonus*: 40 UPA	0 UPA	0.60	0.85 ISR Bonus*: 0.90

Residential/Office General (R/OG)	The Residential/Office General category is intended to recognize areas appropriate for residential, residential equivalent, office, or employment uses in areas well-suited for a mix of uses with residential and office character. These areas serve as a transition from a high intensity activity center or more intensive nonresidential use to low-density residential or public/semi-public use.	15 UPA Residential Bonus*: 40 UPA	0 UPA	0.50 Nonresidential/ Mixed-Use Bonus*: 1.1	0.75 ISR Bonus*: 0.85
Commercial General (CG)	Commercial General category is intended to recognize areas designed to provide community or regional commercial goods and provide for employment uses. Residential uses can be located in these areas when appropriate and consistent with the objective of encouraging a mix of uses. These areas are typically found along major corridors or intersections of major corridors.	24 UPA	40 UPA	0.55 Nonresidential/ Mixed-Use Bonus**: 1.1	0.90
Institutional (I)	The Institutional category is intended to recognize areas appropriate for public/semi-public uses while being consistent with the scale of the surrounding areas. These areas provide for uses to serve the community, including educational, health, public safety, civic, religious, and similar uses.	12.5 UPA	0 UPA	0.65 Nonresidential/ Mixed-Use Bonus***: 1.0	0.85
Industrial Limited (IL)	The Industrial Limited category is intended to recognize areas appropriate for a broad range of employment uses, such as light/medium manufacturing, research and development, and wholesale uses along with overnight accommodations. These areas allow for internal service areas and have access to transportation and utility facilities.	0 UPA	50 UPA Overnight Accommodations Bonus <sup>1,3</sup> : 75 UPA	0.65 Nonresidential Bonus: 1.5 <sup>1,3</sup> / 1.3 <sup>2,3</sup>	0.85

\* For qualifying development in the Planned Redevelopment District (PRD) Overlay.  
 \*\* For Office and Research & Development Uses in a Target Employment Center (TEC) or qualifying mixed-use development in the Planned Redevelopment District (PRD) Overlay.  
 \*\*\* For Hospital Uses as detailed in Objective 5.10 or qualifying mixed-use development in the Planned Redevelopment District (PRD) Overlay.  
 1. Development potentials subject to applicable Alternative Temporary Lodging provisions of the Countywide Rules.  
 2. For Manufacturing, Office, and Research & Development Uses in a TEC.  
 3. Development within the Planned Redevelopment (PRD) Overlay must conform to criteria set forth in the Community Development Code (CDC).

*Note: Language in blue indicates it is proposed within Ordinance 9860-26 (companion case CPA2025-10001)*

**REVIEW CRITERIA:**

No amendment to the Comprehensive Plan or Future Land Use Map shall be recommended for approval or receive a final action of approval unless it complies with the standards contained in Section 4-603.F,

Community Development Code. Table 5 below depicts the consistency of the proposed amendment with the standards pursuant to Section 4-603.F:

*Table 5. Standards for Land Use Plan Amendments*

CDC Section 4-603	Standard	Consistent	Inconsistent
F.1	The amendment will further implementation of the <i>Comprehensive Plan</i> consistent with the goals, policies and objectives contained in the Plan.	X	
F.2	The amendment is not inconsistent with other provisions of the <i>Comprehensive Plan</i> .	X	
F.3	The available uses, if applicable, to which the properties may be put are appropriate to the properties in question and compatible with existing and planned uses in the area.	X	
F.4	Sufficient public facilities are available to serve the property.	X	
F.5	The amendment will not adversely affect the natural environment.	X	
F.6	The amendment will not adversely impact the use of property in the immediate area.	X	

**RECOMMENDED FINDINGS OF FACT AND CONCLUSIONS OF LAW:**

**Consistency with the Clearwater Comprehensive Plan [Sections 4-603.F.1 and 4-603.F.2]**

Recommended Findings of Fact:

*Applicable goals, objectives and policies of the Clearwater Comprehensive Plan which support the proposed amendment include:*

- 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 *North Greenwood Community Redevelopment Area (CRA) Plan*.
  
- Policy QP 1.3.7     Designate those portions of the North Greenwood CRA not currently designated as Central Business District (CBD) as Planned Redevelopment District (PRD) Overlay on the City’s Future Land Use Map. [\[Proposed in Ordinance 9860-26; CPA2025-10001\]](#)
  
- 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 *Countywide Plan for Pinellas County* to prioritize infill development and redevelopment

along corridors identified as *Investment Corridors in the Advantage Pinellas: Long Range Transportation Plan*.

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 Future Land Use Map amendment to apply the Planned Redevelopment District (PRD) Overlay to the subject parcels implements the city's Quality Places policies intended to support the adopted vision for the North Greenwood CRA and to prioritize infill and redevelopment. By placing the PRD Overlay on the Future Land Use Map, the city is taking a targeted, plan-led step to enable redevelopment that can strengthen neighborhood livability and long-term stability through reinvestment, updated site design, and incremental infill that is compatible with surrounding development patterns. This action directly advances the North Greenwood-specific strategy to apply the PRD Overlay to areas of the CRA that are not currently designated as Central Business District, and it establishes the policy framework for subsequent implementation through detailed Community Development Code standards and the North Greenwood Community Overlay District. This sequencing aligns with the city's approach of setting land use direction in the Comprehensive Plan and then completing the implementation details through code amendments and project-level review, which supports predictable outcomes for residents, property owners, and reviewing agencies. The PRD Overlay also supports the city's broader goals to promote mixed-use and transit-supportive redevelopment and to utilize Countywide Plan categories to facilitate desired infill and corridor redevelopment, particularly in locations served by existing transportation infrastructure and transit routes. The PRD Overlay purpose and bonus framework are established through the companion Comprehensive Plan amendment (CPA2025-10001) and Ordinance 9860-26.

#### Recommended Conclusions of Law:

The request does not conflict with the goals, objectives and policies of the Clearwater Comprehensive Plan and it supports the plan as indicated in the goal, objectives and policies listed above.

#### **Consistency with the Countywide Plan Rules**

##### Recommended Findings of Fact:

The proposed map amendment is consistent with the Countywide Plan and the Countywide Rules because the PRD category is intended for areas developed with, or appropriate for, a mix of uses with densities and urban design that promote walking, biking, and transit use, and it is generally appropriate in locations in close, walkable, or bikeable proximity to Activity Centers and Multimodal Corridors, including transitional areas between those categories and surrounding uses. The Countywide Plan Strategies further describe PRDs

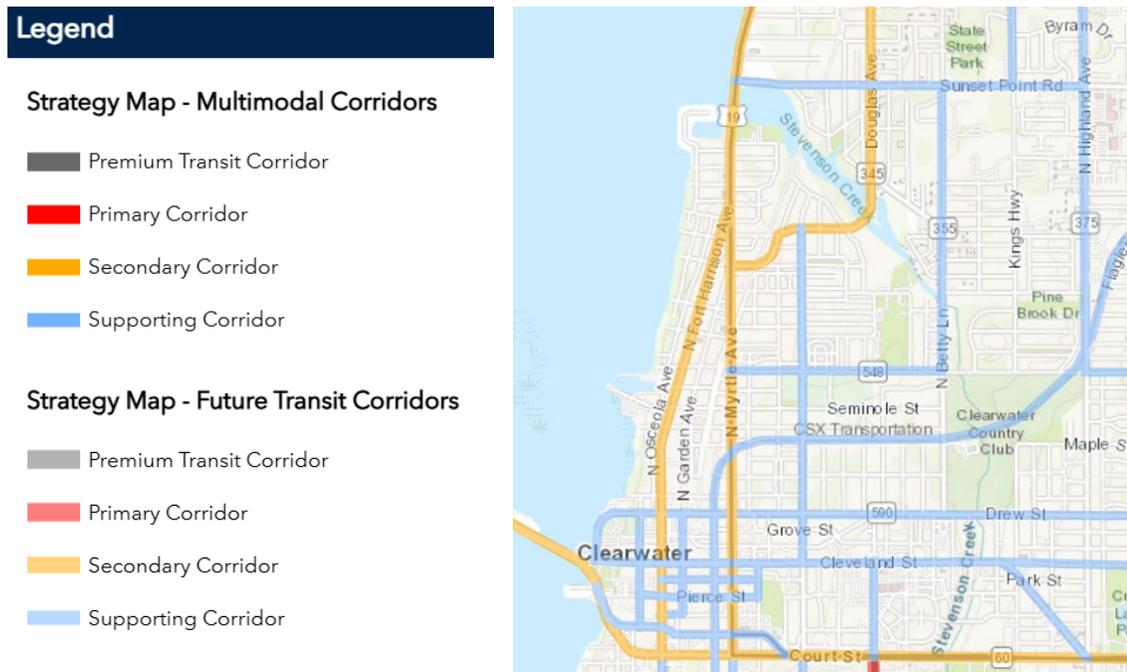
as transitional or medium-density redevelopment areas that do not rise to the level of Activity Centers or Multimodal Corridors and emphasize focusing increased density and intensity proximate to transit investments and service.

North Greenwood is located a short distance from Downtown Clearwater, which functions as the city's primary urban center and activity hub. The area is also served by public transit that connects directly to Downtown and the Park Street Station, which is a major transit hub with countywide connections. Transit service through and adjacent to the North Greenwood CRA includes PSTA Route 91 (limited), which operates from Downtown Clearwater north along North Fort Harrison Avenue toward Tarpon Springs; PSTA Route 78 (local), which travels north on North Myrtle Avenue to Palmetto Street, then east to Betty Lane and north on Betty Lane connecting Downtown Clearwater to Countryside Mall; and PSTA Route 61 (community route), which operates from Downtown Clearwater north along North Martin Luther King Jr. Avenue. These routes support the Countywide Plan intent for PRD areas to be located in proximity to activity centers and within areas that can be supported by transit, walking, and biking connections.

The Countywide Rules establish density and intensity standards for PRD, including a maximum residential standard of 45 units per acre (or 2.0 FAR) and a maximum nonresidential standard of 2.0 FAR, along with minimum size criteria requiring a PRD to be at least ten acres unless specific exceptions apply. The city's PRD Overlay approach and the associated bonus structure are consistent with these countywide standards because the PRD Overlay purpose statement explicitly ties qualifying projects to Countywide Rules consistency and to criteria set forth in the Community Development Code. The companion Comprehensive Plan amendments established PRD Overlay bonuses that are designed to remain within the Countywide PRD framework (for example, residential bonuses up to 40 units per acre, and nonresidential and mixed-use FAR bonuses), which are below the Countywide PRD maximum residential standard of 45 units per acre. Finally, consistent with the Countywide Rules emphasis on supportive planning and local implementing regulations, the city is proceeding with a two-step implementation in North Greenwood, where the PRD Overlay map designation is paired with forthcoming code amendments and the North Greenwood Community Overlay District to establish the detailed design and development standards that will govern redevelopment intensity, form, and compatibility.

Figure 2 provides a reference map of transit corridors serving the North Greenwood CRA and surrounding areas.

Figure 2 Future Transit Corridors in the North Greenwood CRA and Surrounding Areas



**Recommended Conclusions of Law:**

The proposed Future Land Use Map amendment is consistent with the *Countywide Plan* and the *Countywide Rules*, including the intent and locational characteristics of the Planned Redevelopment District category, and is supported by the city’s companion implementation actions that will establish the detailed standards necessary to apply the PRD Overlay.

**Compatibility with Surrounding Properties/Character of the City & Neighborhood [Section 4-603.F.3 and Section 4-603.F.6]**

**Recommended Findings of Fact:**

North Greenwood is an intown neighborhood located immediately north of Downtown Clearwater and adjacent to established neighborhoods, institutional uses, and corridor-oriented commercial areas. North Greenwood includes a limited industrial area along the CSX rail line, which reflects existing rail-adjacent land use patterns and provides a transitional edge between neighborhood areas and employment uses. The North Greenwood CRA boundary includes a predominantly residential neighborhood fabric with a historic commercial corridor along North Martin Luther King Jr. Avenue and redevelopment opportunity areas closer to Downtown. Stevenson Creek and associated low-lying areas also influence the physical pattern of development in portions of the CRA, and any future redevelopment remains subject to applicable environmental and stormwater requirements.

The proposed Future Land Use Map amendment applies the Planned Redevelopment District (PRD) Overlay to eligible properties within the North Greenwood CRA boundary as an overlay designation in addition to existing future land use categories. This action does not, by itself, approve a development project or change current zoning. Instead, it establishes a future land use framework that can be implemented over time through subsequent zoning and Community Development Code amendments, including the North Greenwood Community Overlay District standards and associated design and development requirements.

From a compatibility standpoint, the PRD Overlay framework is intended to direct the most significant change to appropriate locations such as corridors and redevelopment opportunity areas, while maintaining the established pattern and scale of surrounding residential areas through implementing regulations and project-level review. Community planning for North Greenwood has already identified key themes that support compatibility, including protecting the scale of the interior residential neighborhood, focusing reinvestment along the MLK corridor and other opportunity sites, and supporting incremental infill housing options that can fit within the existing neighborhood character. These themes, documented through the North Greenwood CRA planning process, will be carried forward through the forthcoming implementing standards.

Based on the nature of this action as an overlay map designation, and the two-step implementation approach that pairs the map amendment with detailed code standards and site-specific review, the proposed amendment will not adversely impact the use of property in the immediate area. Any future projects that seek to utilize PRD-related provisions will be evaluated for compatibility through the city's established public hearing and development review processes, including adherence to adopted design and development standards intended to protect neighborhood character.

#### Recommended Conclusions of Law:

The proposed PRD Overlay Future Land Use Map amendment may increase redevelopment potential for eligible properties within the North Greenwood CRA by establishing an overlay framework that can support infill and reinvestment over time. The proposed map amendment is not a standalone action and is part of a coordinated implementation approach that includes companion Community Development Code and Zoning Atlas amendments establishing the North Greenwood Community Overlay District standards. In order to continue to comply with the Countywide Plan Rules and Countywide Plan Strategies, the forthcoming implementing regulations will address the applicable Planning and Urban Design Principles and establish the detailed development and design standards necessary to ensure compatibility with surrounding properties. Based upon the findings of fact and the implementation framework described above, it is determined that the proposed Future Land Use Map amendment will not adversely impact the use of property in the immediate area.

## **Sufficiency of Public Facilities [Section 4-603.F.4]**

### Recommended Findings of Fact:

The proposed Future Land Use Map amendment applies the Planned Redevelopment District (PRD) Overlay as an overlay designation and does not, by itself, approve a development project or authorize a specific level of new construction. This amendment also excludes the Central Business District portion of the North Greenwood CRA located within the Old Bay Character District; public facilities analysis for that Downtown expansion area was addressed separately through the Old Bay expansion Future Land Use Map amendment and accompanying implementation actions.

For the remainder of the North Greenwood CRA, the adopted CRA Plan provides context on the likely pace and form of redevelopment. The plan identifies North Greenwood as an established neighborhood with limited opportunities for large-scale residential redevelopment outside of mixed-use projects in the Old Bay District, with new housing expected primarily through infill on vacant lots and smaller-scale projects. The CRA Plan further concludes that the area has no major infrastructure gaps or poor environmental conditions and that the existing conditions analysis found a need to expand access to or make improvements to current public facilities, but not a need to build new public buildings or major infrastructure.

**Transportation and Daily Trips:** The North Greenwood CRA is served by a connected network of local streets and several principal corridors that provide north-south and east-west access through the area. Key north-south corridors include North Martin Luther King Jr. Avenue, North Myrtle Avenue, and North Fort Harrison Avenue. Key east-west corridors include Sunset Point Road and Drew Street. These corridors connect North Greenwood to Downtown Clearwater and surrounding areas and provide primary north-south and east-west routes through the CRA. The connected street grid supports circulation by providing multiple route options and dispersing trips across the network, rather than concentrating traffic onto a small number of collector or arterial roadways. Household vehicle availability data indicates that 16.6% of North Greenwood households have no vehicle available and that renter households have higher rates of no-vehicle availability (26.6%), which is an indicator of transit dependence and supports the expectation that not all future infill growth will translate directly into proportional increases in vehicle trips. Transit service and access to Downtown via the Park Street Station further support a multimodal context where incremental additional density and reinvestment can help support transit service over time.

Forward Pinellas has developed the Multimodal Accessibility Index (MAX Index) to provide a broader assessment of transportation access and mobility than automobile level of service alone, recognizing that traditional LOS analysis is limited to peak-period conditions on major roadways and does not account well for multimodal options. The MAX Index supplements LOS by evaluating the presence and proximity of multimodal features such as transit access, trail and bicycle facilities, and walkability within quarter-mile grid cells. Consistent with this approach and the nature of this action as an overlay framework rather than a project approval, transportation considerations for the PRD Overlay area will be addressed through the city's

companion implementation actions and subsequent site-specific review, including evaluation of multimodal access and improvements that may be required to support incremental infill and redevelopment.

Consistent with the city's established development review framework, individual redevelopment projects that utilize the PRD Overlay provisions and generate new peak hour trips will be evaluated for transportation impacts at the time development plans are submitted under the city's Mobility Management System in the Community Development Code. Depending on the level of impact, applicants may be required to submit a transportation management plan designed to address impacts while increasing mobility and reducing demand for single-occupant vehicle travel, and may also be required to conduct a traffic study to identify improvements necessary to maintain safe and efficient operations.

**Potable Water:** The City's adopted level of service (LOS) standard in Clearwater 2045 for potable water service is 120 gallons per day per capita, while the actual usage is estimated at 76 gallons per day per capita (2024 Annual Water Report). The City's 10-year Water Supply Facilities Work Plan (2022-2032 Planning Period), completed in July 2022, included an analysis of population and water demand projections which showed an expected increase in water usage by approximately 0.25 million gallons per day (MGD) within the 10-year planning period from 11.26 MGD (based on the functional population of 144,718) in the year 2022 to 11.51 MGD (based on functional population of 149,301) in the year 2032. The functional population is the effective population being served over the course of a day. The plan also identifies the necessary improvements to meet future water needs according to the city's 2022 Water Master Plan. Examples of recommended capital improvements include CIPs for the City's groundwater production wells, raw water piping, and water treatment plants, including implementation of Wellfield #2 Improvements to increase potable water production, with additional improvements anticipated for Wellfields #1 and #3 within the 10-year planning horizon. Because this Future Land Use Map amendment applies an overlay framework and does not approve a development project, any increase in potable water demand will occur incrementally as infill and redevelopment occurs and will be addressed through the City's planned water supply improvements and confirmed during site-specific development review.

**Wastewater:** The CRA includes established municipal utility infrastructure. The CRA Plan identifies the Marshall Street Water Reclamation Facility as a city-owned site within the CRA limits and identifies additional strategies, including sewer system improvements such as conversion of private septic to the city's sewer system in the unincorporated enclave. The CRA Plan's capital improvement program also includes a strategy to design improvements to reduce odor associated with the Marshall Street wastewater facility, reflecting an ongoing focus on utility operations and compatibility.

The amendment area is served by the Marshall Street Reclamation Facility, which presently has excess permitted capacity estimated to be 10 million gallons per day.

**Solid Waste:** Solid waste collection service is provided by the city of Clearwater. Disposal of municipal solid waste occurs through the Pinellas County solid waste system, including the Waste-to-Energy facility and the Bridgeway Acres Sanitary Landfill. Because this amendment applies an overlay framework and does not approve a development project, any incremental increases in solid waste generation associated with future infill or redevelopment will occur over time and will be managed through the city's established collection service and the County's disposal system.

**Parks and Recreation:** The CRA contains multiple parks, recreational facilities, and civic assets, and the CRA Plan identifies projects to expand access and improve existing recreational amenities, including improvements to Overbrook Park and North Betty Lane Park, improvements to provide better access to Stevenson Creek, and additional recreational amenities at the Shuffleboard and Lawn Bowling Complex. These projects support the conclusion that park and recreation service can be maintained as redevelopment occurs incrementally and that planned enhancements can be funded as tax increment revenues grow, consistent with the CRA Plan's phased approach and TIF expenditure framework.

Based on the nature of this map amendment as an overlay framework, the incremental redevelopment pattern anticipated for North Greenwood, and the city's planned companion implementation actions and capital improvement strategies identified in the CRA Plan, public facility adequacy will continue to be evaluated during subsequent code implementation and site-specific development review, including confirmation of utility capacity and applicable level-of-service standards.

#### Recommended Conclusions of Law:

Based upon the findings of fact, it is determined that sufficient public facilities are available to serve the property. This determination is supported by the nature of this action as an overlay framework rather than a project approval, the expectation of incremental infill and reinvestment in the North Greenwood CRA outside the Old Bay Character District, and the city's established development review processes, including the Mobility Management System, which will evaluate transportation impacts and required improvements at the time of site-specific development review. There may be incremental increases in demand for potable water, generation of wastewater and solid waste, and use of parks and recreation facilities as redevelopment occurs over time, but these demands will be addressed through existing city services and infrastructure, the County solid waste disposal system, and planned facility improvements and capital projects identified through the CRA implementation framework. Therefore, it is determined that the proposed Future Land Use Map amendment will not adversely affect the city's ability to provide public facilities and services consistent with adopted standards.

## **Impact on Natural Resources [Section 4-603.F.5]**

### Recommended Findings of Fact:

The proposed amendment area includes areas designated as Preservation (P) and Recreation/Open Space on the Future Land Use Map, and there are no proposed changes to those designations. In addition, the North Greenwood CRA includes Stevenson Creek, a prominent natural feature that flows through the area and outfalls to Clearwater Harbor, and it functions as a major environmental and visual amenity for the neighborhood.

The North Greenwood CRA includes mapped wetlands and deepwater habitats, and the CRA Plan identifies that the wetland resources within the CRA are mostly associated with Stevenson Creek and its tributaries, including the tributary that extends toward Sunset Point Road. The CRA Plan reports that 32.07 acres of wetlands exist within the CRA and identifies multiple wetland and habitat types, including estuarine/marine deepwater, estuarine/marine wetlands, freshwater forested/shrub wetland, freshwater pond, and riverine designations. The CRA Plan also documents that the Pinellas County Water Atlas Water Quality Index rates Stevenson Creek as “Good,” while the Florida Department of Environmental Protection identifies Stevenson Creek as “Impaired” due to fecal coliform. This reinforces the importance of protecting shoreline and wetland resources and ensuring that redevelopment complies with applicable stormwater, wastewater, and environmental regulations.

The CRA Plan further identifies coastal and flood hazard conditions in portions of North Greenwood, including Coastal High Hazard Area and Coastal Storm Area areas and FEMA flood zones that are concentrated largely in the northern portion of the CRA along Stevenson Creek and its tributary toward Sunset Point Road, with additional areas near the Harbor and other locations. These environmental conditions and mapped resources will continue to influence redevelopment patterns and require appropriate site design and compliance with applicable regulations.

City regulations provide additional protections for natural resources. The Community Development Code requires a vegetative buffer on all lands within 25 feet of any property designated on the Zoning Atlas as Preservation (P), or any property determined to be wetlands under the jurisdiction of the State of Florida (jurisdictional wetlands), and on all lands within 15 feet of the top of bank of any creeks, channels, or related waterways that contain jurisdictional wetlands. Future redevelopment within the PRD Overlay area will be required to comply with applicable federal, state, and local permitting requirements for wetlands and surface waters, as well as city requirements for stormwater management and tree protection. In addition, the CRA Plan documents prior environmental improvements within Stevenson Creek, including dredging and shoreline habitat enhancements such as mangrove plantings, and it identifies continued strategies intended to protect and enhance the creek and watershed over time.

**Recommended Conclusions of Law:**

Based upon the findings of fact, it is determined that the proposed Future Land Use Map amendment will not adversely impact natural resources. This determination is supported by the fact that the amendment does not change areas designated Preservation (P) or Recreation/Open Space and that future redevelopment will remain subject to applicable environmental permitting and city regulations requiring buffers adjacent to Preservation lands, jurisdictional wetlands, and creek and waterway corridors.

**RECOMMENDATION:**

Based on the foregoing, the Planning and Development Department recommends the following action:

Recommend APPROVAL of the city initiated Future Land Use Map amendment (per Section 4-603.B.1., Community Development Code) to apply the Planned Redevelopment District (PRD) Overlay as an overlay designation, in addition to the existing Future Land Use Map categories, to eligible properties within the North Greenwood Community Redevelopment Area boundary, excluding those portions designated Central Business District (CBD) and any properties designated Preservation (P), Recreation/Open Space (R/OS), or Water on the city's Future Land Use Map.

Prepared by Planning and Development Department Staff: \_\_\_\_\_



Lauren Matzke, AICP  
Planning and Development Director

ATTACHMENTS: Ordinance No. 9861-26  
Resume

**ORDINANCE NO. 9861-26**

AN ORDINANCE OF THE CITY OF CLEARWATER, FLORIDA, AMENDING THE FUTURE LAND USE ELEMENT OF THE COMPREHENSIVE PLAN OF THE CITY, TO APPLY THE PLANNED REDEVELOPMENT DISTRICT (PRD) OVERLAY AS AN OVERLAY CATEGORY IN ADDITION TO THE EXISTING RESIDENTIAL LOW (RL), RESIDENTIAL URBAN (RU), RESIDENTIAL MEDIUM (RM), RESIDENTIAL HIGH (RH), COMMERCIAL GENERAL (CG), INSTITUTIONAL (I), RESIDENTIAL/OFFICE GENERAL (R/OG), AND INDUSTRIAL LIMITED (IL) FUTURE LAND USE CATEGORIES FOR CERTAIN REAL PROPERTY LOCATED WITHIN THE BOUNDARIES OF LAND KNOWN AS THE NORTH GREENWOOD COMMUNITY REDEVELOPMENT AREA (CRA), AND EXCLUDING THOSE PORTIONS OF THE NORTH GREENWOOD CRA WHICH ARE DESIGNATED WITH THE CENTRAL BUSINESS DISTRICT (CBD), RECREATION/OPEN SPACE (R/OS), PRESERVATION (P), AND WATER FUTURE LAND USE CATEGORIES, AS MORE SPECIFICALLY IDENTIFIED IN ATTACHED EXHIBIT "A" AND AS DEPICTED IN ATTACHED EXHIBIT "B", ALL WITHIN THE CITY OF CLEARWATER; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City of Clearwater Comprehensive Plan (the "Comprehensive Plan"), adopted January 18, 2024, includes a framework that serves as a guide to development, redevelopment, and investment in the city, establishing neighborhoods, corridors, activity, mixed-use and neighborhood centers; and

WHEREAS, the City desires to promote mixed-use development, walkable and transit-supportive redevelopment, and infill development in these areas which are depicted on QP 1. Framework (the "Framework Map"); and

WHEREAS, the North Greenwood Area is identified as a neighborhood center on the Framework Map; and

WHEREAS, the North Greenwood Community Redevelopment Area Plan (the "CRA Plan"), adopted by City Council on January 12, 2023, establishes a vision for North Greenwood and sets forth redevelopment policies to address vacant land redevelopment, housing needs, and the ability for community members to "age in place"; and

WHEREAS, Forward Pinellas, in its role as the Pinellas Planning Council, administers the Countywide Future Land Use Plan for Pinellas County (the "Countywide Plan"), inclusive of the Countywide Strategies, Countywide Plan Map and Countywide Rules; and

WHEREAS, the Countywide Rules, as amended through August 21, 2023, provide the Planned Redevelopment District Countywide Map category to depict areas of the county developed with a mix of residential and nonresidential uses, within neighborhoods or distinct areas that are interrelated and complementary, with densities/intensities and urban design that promote walking, biking and transit use; and

WHEREAS, cities may establish planned redevelopment districts locally, provided their policies and land development regulations are consistent with the requirements in the Countywide Rules; and

WHEREAS, the southwestern portion of the North Greenwood CRA is also located within the city's Central Business District, designated as Downtown District on the City's Zoning Atlas, and is subject to the policies set forth in the Clearwater Downtown Redevelopment Plan and the Downtown District and Design Standards in Community Development Code Appendix C, and therefore this portion of the North Greenwood CRA would not be designated as a Planned Redevelopment District; and

WHEREAS, the amendment to the Future Land Use Element of the Comprehensive Plan of the City, as proposed by this ordinance, implements the intent of the CRA Plan by designating properties within the CRA Plan area with a new Planned Redevelopment District ("PRD") Overlay; and

WHEREAS, this ordinance proposes changes to the Future Land Use Element of the Comprehensive Plan to apply an overlay district only to properties designated with certain existing categories; and

WHEREAS, upcoming amendments to the City's Community Development Code will be required to establish a new North Greenwood Community Overlay District with density, intensity, and ISR bonuses and design standards and apply the overlay district to the properties described herein on the City's Zoning Atlas; and

WHEREAS, the amendment to the Future Land Use Element of the Comprehensive Plan of the City as set forth in this ordinance is found to be reasonable, proper and appropriate, and is consistent with the City's Comprehensive Plan; now, therefore,

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF CLEARWATER, FLORIDA:

Section 1. The Future Land Use Element of the Comprehensive Plan of the City of Clearwater is changed by adding an overlay land use category to the hereinafter described property as follows:

<u>Property</u>	<u>Land Use Category</u>
See attached Exhibit A for Legal Description	From: RESIDENTIAL LOW (RL); RESIDENTIAL URBAN (RU); RESIDENTIAL MEDIUM (RM); RESIDENTIAL HIGH (RH); COMMERCIAL GENERAL (CG); INSTITUTIONAL (I); RESIDENTIAL/OFFICE GENERAL (R/OG); AND INDUSTRIAL LIMITED (IL)
(LUP2025-11005)	To: RESIDENTIAL LOW (RL) & PLANNED REDEVELOPMENT DISTRICT (PRD) OVERLAY; RESIDENTIAL URBAN (RU) & PLANNED REDEVELOPMENT DISTRICT (PRD) OVERLAY; RESIDENTIAL MEDIUM (RM) & PLANNED REDEVELOPMENT DISTRICT (PRD) OVERLAY; RESIDENTIAL HIGH (RH) & PLANNED REDEVELOPMENT DISTRICT (PRD) OVERLAY; COMMERCIAL GENERAL (CG) & PLANNED REDEVELOPMENT DISTRICT (PRD) OVERLAY; INSTITUTIONAL (I) & PLANNED REDEVELOPMENT DISTRICT (PRD) OVERLAY; RESIDENTIAL/OFFICE GENERAL (R/OG) & PLANNED REDEVELOPMENT

DISTRICT (PRD) OVERLAY; AND INDUSTRIAL  
LIMITED (IL) & PLANNED REDEVELOPMENT  
DISTRICT (PRD) OVERLAY

The map attached as Exhibit B is hereby incorporated by reference.

Section 2. The City Council does hereby certify that this ordinance is consistent with the City's Comprehensive Plan.

Section 3. This ordinance shall take effect contingent upon and subject to the approval of the amendments to the City of Clearwater Comprehensive Plan set forth in Ordinance 9860-26 and the land use change by the Pinellas County Board of County Commissioners, where applicable, thirty-one (31) days post-adoption of this ordinance. If this ordinance is appealed within thirty (30) days after adoption, then this ordinance will take effect only after approval of the land use designation by the Pinellas County Board of Commissioners and upon issuance of a final order determining this amendment to be in compliance either by the Department of Commerce or the Administration Commission, where applicable, pursuant to section 163.3187, Florida Statutes. The Community Development Coordinator is authorized to transmit to Forward Pinellas, in its role as the Pinellas Planning Council, an application to amend the Countywide Plan Map in order to achieve consistency with the Future Land Use Element of the City's Comprehensive Plan as amended by this ordinance.

PASSED ON FIRST READING

\_\_\_\_\_

PASSED ON SECOND AND FINAL  
READING AND ADOPTED

\_\_\_\_\_

\_\_\_\_\_  
Bruce Rector  
Mayor

Approved as to form:

Attest:

\_\_\_\_\_  
Matthew J. Mytych, Esq.  
Senior Assistant City Attorney

\_\_\_\_\_  
Rosemarie Call, MPA, MMC  
City Clerk

EXHIBIT "A"  
Legal Description

BEGIN AT A POINT AT THE CENTER OF THE INTERSECTION with Sunset Point Road and Kings Highway right-of-way and proceed South along the centerline of Kings Highway right-of-way to its intersection with the centerline of Palmetto Street right-of-way; thence

Proceed West along the centerline of Palmetto Street right-of-way to its intersection with the northerly extension of the East line of Block E, New Country Club Addition, as recorded in Plat Book 20, Page 64 of the Public Records of Pinellas County, FL; thence

Proceed South along the East line of said Block E to its intersection with the centerline of Seminole Street right-of-way; thence

Proceed East along the centerline of Seminole Street right-of-way to its intersection with the centerline of North Missouri Avenue right-of-way; thence

Proceed South along the centerline of North Missouri Avenue right-of-way to its intersection with the North right-of-way line of the CSX Rail Road; thence

Proceed West and Southwest along the North right-of-way line of the CSX Rail Road to its intersection with the centerline of North Myrtle Avenue right-of-way; thence

Proceed North along the centerline of Myrtle Avenue right-of-way to its intersection with the centerline of Maple Street right-of-way; thence

Proceed West along the centerline of Maple Street right-of-way to its intersection with the East right-of-way line of Blanche B. Littlejohn Trail; thence

Proceed Northeasterly along the East right-of-way line of Blanche B. Littlejohn Trail to its intersection with the South right-of-way line of Eldridge Street right-of-way; thence

Proceed West to the intersection of the South right-of-way line of Eldridge Street and the West right-of-way line of Blanche B. Littlejohn Trail right-of-way; thence

Proceed generally Northeast along the West right-of-way line of Blanche B. Littlejohn Trail right-of-way to its intersection with the South lot line of Lot 41, Block D of the J.J Eldridge Subdivision as recorded in Plat Book 1, Page 85 of the public records of Hillsborough County, Florida, of which Pinellas was formerly a part; thence

Along said South lot line to the Southwest corner of said Lot 41; thence

Proceed Southwesterly along the East lot line of the property described in OR Book 22190, Page 0021, having Parcel ID number 09-29-15-25542-004-0351, as recorded in the public records of Pinellas County, Florida to the Southeast lot corner of said parcel; thence

Proceed Westerly to the Southwest corner of said parcel; thence

Proceed Northwesterly, crossing the North Garden Avenue right-of-way to the Northeast corner of Lot 30, Block C of the J.J. Eldridge Subdivision as recorded in Plat Book 1, Page 85 of the public records of Hillsborough County, Florida, of which Pinellas was formerly a part; thence

Proceed Westerly along the North lot line of said Lot 30 to the Northwest corner of said Lot 30; thence

Proceed Southwesterly along the West line of said Lot 30 to its intersection with the Northeast corner of the Parcel described in OR Book 20660, Page 2151 of the public records of Pinellas County, Florida whose Parcel ID Number is 09-29-15-25542-003-0230; thence

Proceed Northwesterly along the North lot line of said Parcel to the Northwest corner of said Parcel; thence

Proceed Northwesterly, crossing the North Fort Harrison Avenue right-of-way to the Southeast corner of a Parcel described in OR Book 21155, Page 0259 of the public records of Pinellas County, Florida, whose Parcel ID Number is 19-29-15-25542-002-0150; thence

Proceed Westerly along the South lot line of said Parcel to the Southwest corner of said Parcel and its intersection with the East lot line of the Parcel described in OR Book 09960, Page 0828 of the public records of Pinellas County, Florida, whose Parcel ID Number is 09-29-15-25542-002-0110; thence

Proceed Southwesterly along the East lot line of said Parcel to the Southeast corner of said Parcel; thence

Proceed Westerly along the South lot line of said Parcel to the Southwest corner of said Parcel being located on the East right-of-way line of North Osceola Avenue right-of-way; thence

Continue Westerly along the extension of the South lot line of said Parcel to its intersection with the centerline of North Osceola Avenue right-of-way; thence

Proceed Northeasterly along the centerline of North Osceola Avenue right-of-way to its intersection with the centerline of Sunburst Court right-of-way; thence

Proceed Southeasterly along the centerline of Sunburst Court right-of-way to its intersection with the centerline of North Fort Harrison Avenue right-of-way; thence

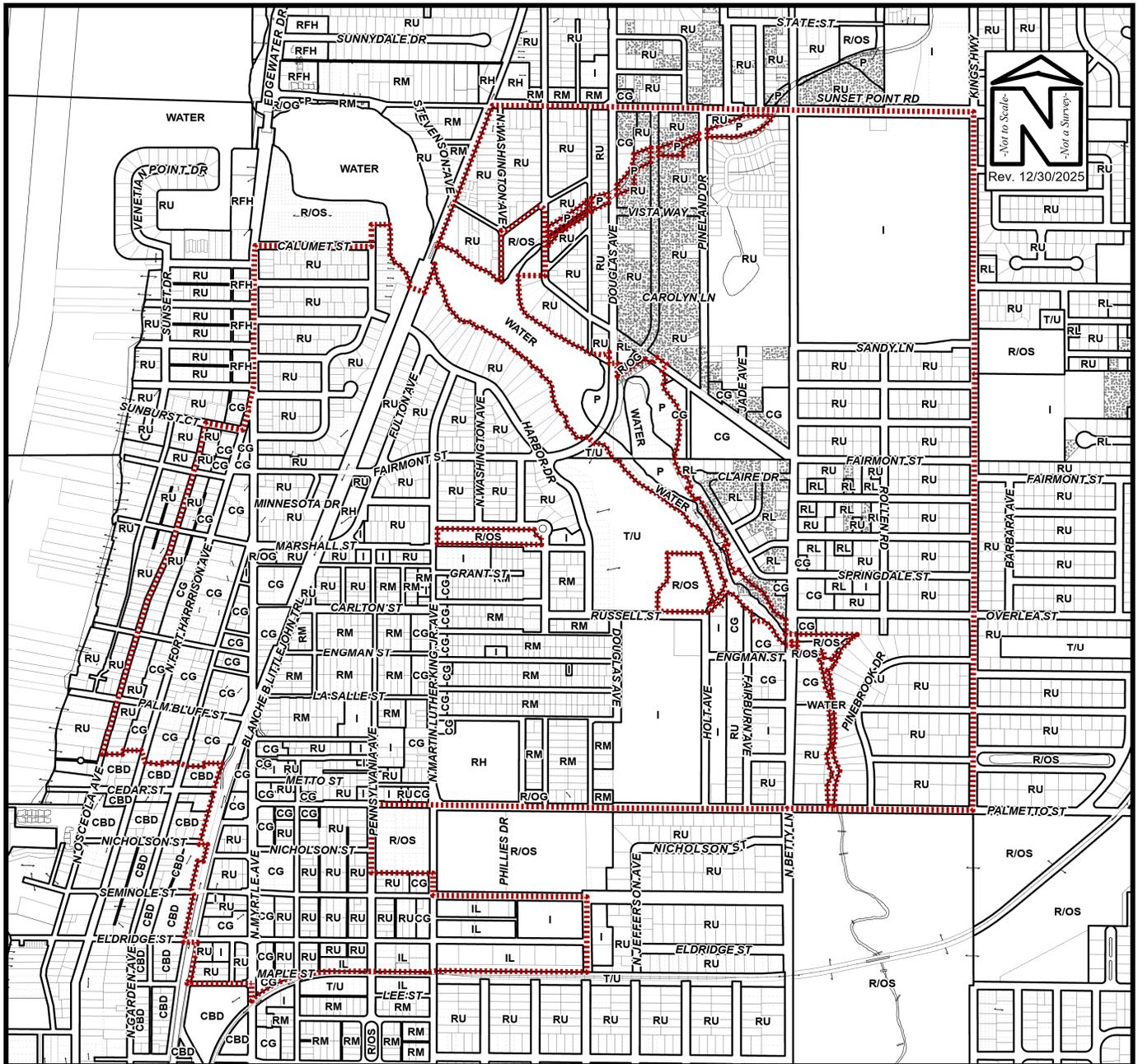
Proceed North along the centerline of North Fort Harrison Avenue right-of-way to a point on the south seawall or top of bank of Stevenson Creek; thence

Proceed meandering Southeasterly along the south seawall or top of bank of Stevenson Creek to its intersection with the East boundary line of the Pinellas Trail; thence

Proceed Northeasterly along the East line of the Pinellas Trail to its intersection with the centerline of Sunset Point Road right-of-way; thence

Proceed East along the centerline of Sunset Point Road right-of-way to its intersection with the centerline of Kings Highway right-of-way and THE POINT OF BEGINNING.

Less and except all unincorporated Pinellas County enclaves.



-Not to Scale-  
 -Not a Survey-  
 Rev. 12/30/2025

## PROPOSED FUTURE LAND USE MAP

Owner(s): Multiple Owners (City Initiated Amendment)	Case:	LUP2025-11005
Site: Multiple Addresses	Property Size(Acres):	674.2
Land Use	PIN:	Multiple Parcels
From: Residential Low (RL), Residential Urban (RU), Residential Medium (RM), Residential High (RH), Commercial General (CG), Institutional (I), Residential Office/General (R/OG), and Industrial Limited (IL)	Atlas Page:	259B, 260A, 260B, 268B, 269A, 269B, 277B, 278A, 278B
To: Same as above, all with Planned Redevelopment District (PRD) Overlay		

Exhibit "B"

Lauren Matzke, AICP  
100 South Myrtle Avenue  
Clearwater, FL 33756  
727-444-8702  
[lauren.matzke@myclearwater.com](mailto:lauren.matzke@myclearwater.com)

## **PROFESSIONAL EXPERIENCE**

- **Director** *July 2025 to present*  
*City of Clearwater, FL*  
Responsible for directing the day-to-day planning, zoning, building and code compliance operations including the supervision of the Long Range Planning, Development Review, Development Service Center and Code Compliance Managers, as well as the Building Official. Serve as staff to the Community Development Board, Municipal Code Enforcement Board and City Council.
- **Planning and Development Director Interim** *December 2024 to July 2025*  
*City of Clearwater, FL*  
Responsible for the day-to-day planning, zoning, building and code compliance operations. Serve as staff to the Community Development Board, Municipal Code Enforcement Board and City Council.
- **Assistant Director** *March 2020 to December 2024*  
*City of Clearwater, FL*  
Responsible for assisting the Planning and Development Director in directing the day-to-day planning, zoning, building and code compliance operations including the supervision of the Long Range Planning, Development Review, Development Service Center and Code Compliance Managers, as well as the Building Official. Serve as staff to the Community Development Board, Municipal Code Enforcement Board and City Council.
- **Long Range Planning Manager** *December 2011 March 2020*
- **Planner III, Long Range Division** *October 2008 to December 2011*
- **Planner II, Long Range Division** *September 2008 to October 2008*  
*City of Clearwater, FL*  
Responsible for numerous aspects of the Growth Management Act of Florida such as comprehensive planning, future land use map amendments, rezonings, and annexations. Update Community Development Codes by Ordinance. Prepare staff reports for the City Council and Community Development Board. Responsible for providing informational assistance to the public and developers concerning development plans. Coordinate and manage various projects. Serve as the city's representative on countywide and regional planning agency committees.
- **Senior Planner** *February 2007 to September 2008*  
*City of St. Pete Beach, FL*  
Implemented new legislative directives for Florida's growth management laws related to governments' comprehensive planning and land development regulations. Served as staff to the City Commission, Planning Board and Historic Preservation Board. Administered the land development regulations, processed future land use map amendments and rezonings. Prepared special area plans.
- **Environmental Specialist III** *August 2005 to February 2007*  
*Florida Department of Environmental Protection, Tallahassee, FL*  
Served as primary reviewer of local government comprehensive plan amendments, sector plans and evaluation and appraisal reports for the northwest region of Florida. Drafted policies and comprehensive plan language regarding natural resource protection, assisting local government representatives.

## **EDUCATION**

Master's Degree in Urban and Regional Planning, Florida State University, 2006

Bachelor of Science in Design and Environmental Analysis, concentration in Gerontology, Cornell University, 1998

## **Professional Memberships & Activities**

American Institute of Certified Planners (2009 to Present)

American Planning Association (2003 to Present)

Florida Chapter (2005 to Present)

New York Metro Chapter (2003 to 2005)

Secretary, Sun Coast Section of Florida Chapter (2011-2014)

Congress for the New Urbanism (2012 to Present)

Urban Land Institute (2013 – Present)

APA Florida Annual Conference:

Speaker, "Innovative Sustainability Strategies" (2012)

Moderator, "City as a Canvas, Introducing Art into New Places" (2020)

Conference Chair/Committee Member:

APA Florida Annual Conference (2010)

CNU Florida Statewide Summit (2017)

CNU Florida Statewide Summit (2019)