



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: July 15, 2025
AGENDA ITEM: ID#25-0604
CASE: LUP2025-05001
REQUEST: Amendment to the city's Future Land Use Map for the property located at 2201 Main Street, Dunedin, from undesignated (Pinellas County) to the Institutional (I) category.

GENERAL DATA:
Agent(s)..... Katherine E. Cole, Esq.
Owner(s)..... Largo Medical Center Inc.
Location 2201 Main Street, located on the southeast corner of Main Street and Belcher Road
Property Size 0.70 – acres

BACKGROUND & PROPOSAL

This Future Land Use Map Amendment involves one parcel of land totaling 0.70-acres located on the southeast corner of Main Street and Belcher Road. The property is currently undesignated in Pinellas County and the applicant, Largo Medical Center Inc., is requesting to amend the future land use to Institutional (I). A Zoning Atlas Amendment application (see REZ2025-05001) is being processed concurrently with this case upon annexation.

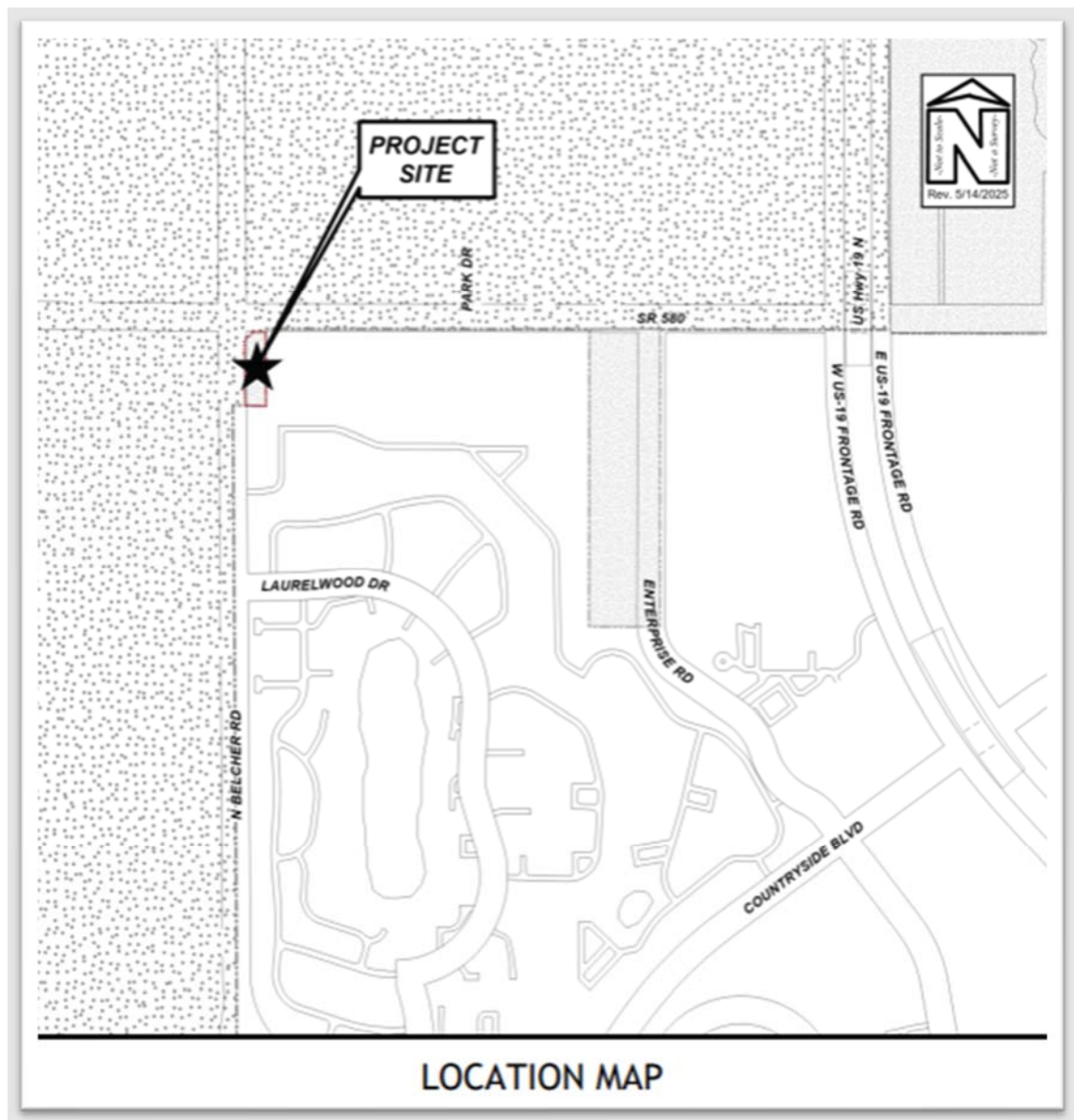
In previous years, this parcel was occupied by an auto and truck dealership. The Largo Medical Center will install a parking area for a new medical emergency facility at the corner of Main Street and Belcher Road. This parcel has already been contracted out of the City of Dunedin planning area, temporarily returning to unincorporated Pinellas County, and now is proposed to be annexed into the City of Clearwater to create uniformity between jurisdiction, future land use and zoning. It has been determined that the City of Clearwater is able to provide services to the site.

The prior Retail & Services (R&S) category in Dunedin has a maximum density of 24.0 dwelling units per acre and a maximum floor area ratio (FAR) of 0.55. The proposed Institutional (I) category has a maximum density of 12.5 dwelling units per acre and a maximum floor area ratio (FAR) of 0.65. The proposed amendment would allow the property to have a consistent future land use category of Institutional (I) with the remaining block and surrounding area and allow for the development of the property with uses consistent in the area.

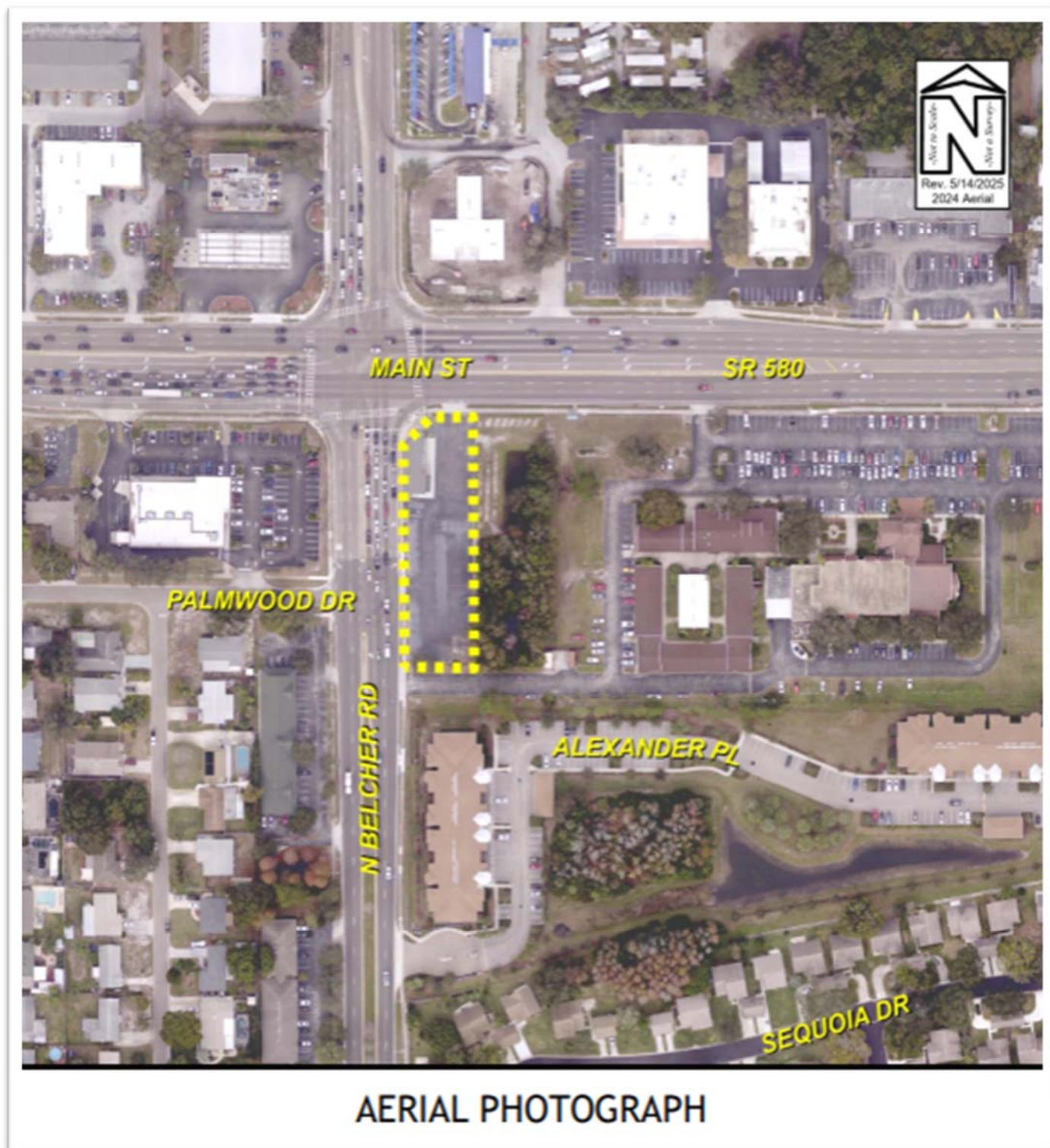
The requested amendment to the Institutional (I) is consistent with the surrounding parcels and would allow for future development that is compatible with its surrounding uses and is appropriate to be located along Main Street/SR 580. An amendment to the *Countywide Plan Map* will also be required to bring consistency between the City's Future Land Use Map and the *Countywide Plan Map*. The applicant understands all necessary approval and permits must be obtained before the completion of development on 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.

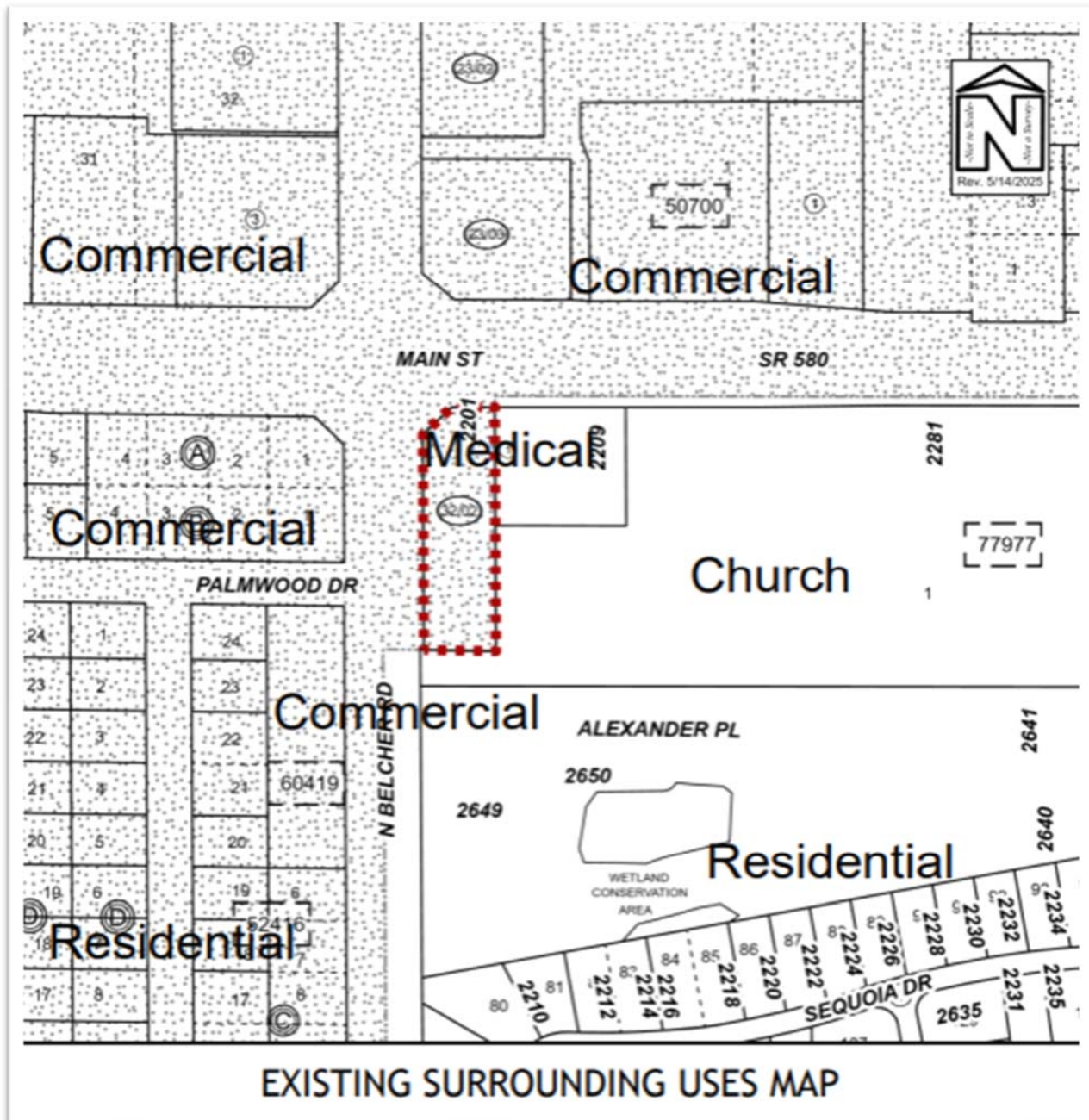


Map 1



Map 2

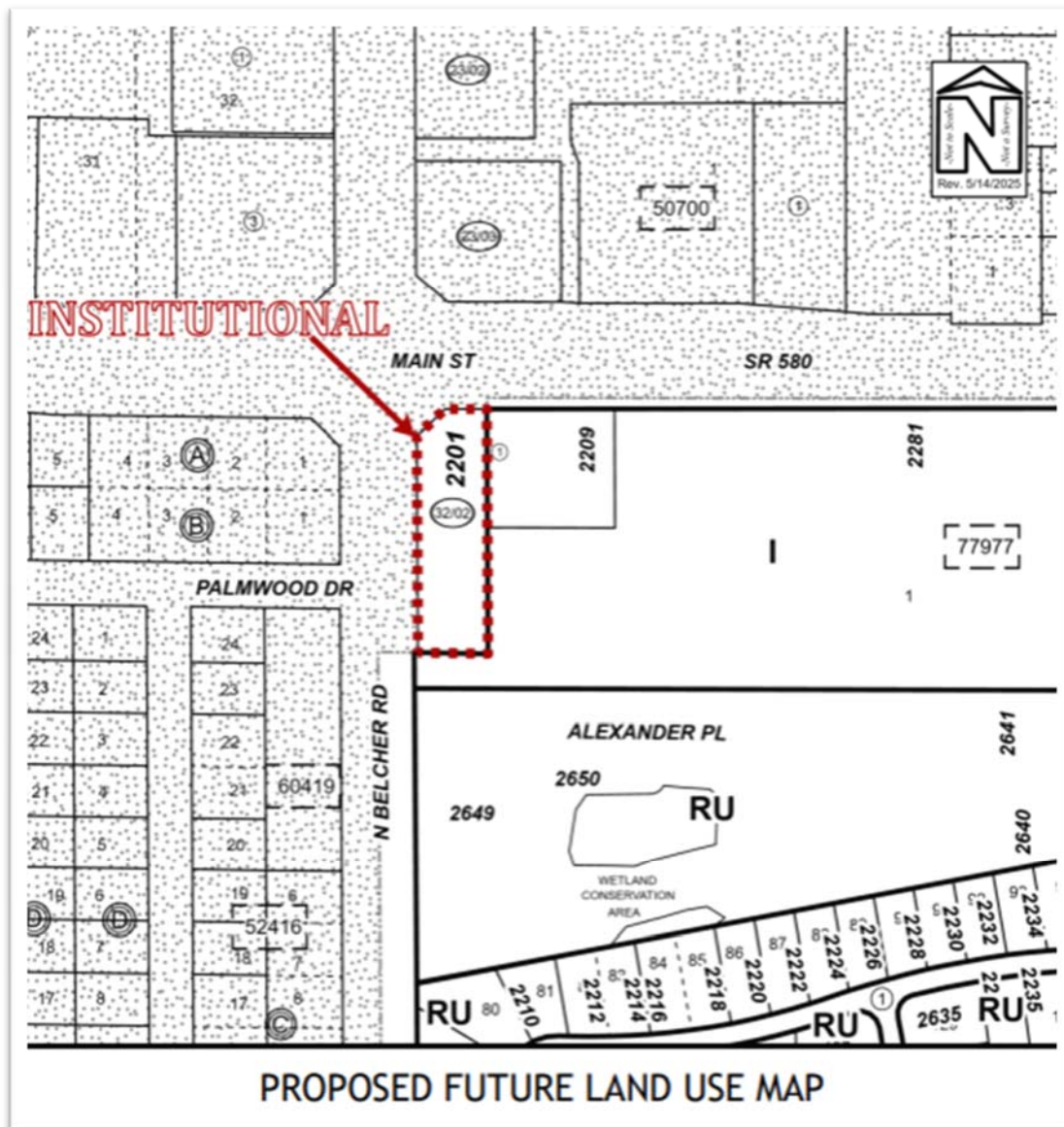
Map 3 shows the existing surrounding uses which are a mix of residential, commercial and institutional uses as is typical along this corridor. The properties to the north across Main Street consist of retail sales and services. These uses include a convenience or strip center, and other medical service clinics. Furthermore, properties across Main Street consist of commercial uses. West, across Belcher Road, are a mix of commercial, office space and detached dwellings units. Directly to the south of the subject parcel and containing the area behind and directly east of the subject parcel, are properties owned by the St. Michael the Archangel Catholic Church.



Map 3

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As shown on Map 4, the future land use category just south of the amendment is the Residential Urban (RU) category. Parcels to the north across Main Street/SR 580 are in unincorporated Pinellas County and designated Commercial General (CG). To the west across Belcher Road, parcels are within the Dunedin planning area and are designated Retail Services (R+S) and Office (O). As previously stated, this parcel will be utilized as a parking lot for the new medical center. Upon annexation the subject parcel will be combined with 2209 SR 580, thus continuing the Institutional (I) use along the entirety of the medical center and the church.



Map 4

A comparison between the uses, densities, and intensities allowed by the existing and proposed Future Land Use Map (FLUM) designations appears in Table 1, along with the consistent zoning districts.

Table 1. Uses, Densities and Intensities Allowed by Existing and Proposed Future Land Use Map Designations

	Prior FLUM Designation Retail & Services (R&S)(Dunedin)	Proposed FLUM Designation Institutional (I)
Primary Uses:	Primary- Retail Commercial; Office; Personal Service; Commercial/ Business Service; Transient Accommodation; Restaurant; Financial Institution Secondary- Residential; Residential Equivalent; Institutional.	Public/Private Schools; Churches; Public Offices; Hospitals; Residential Equivalent
Maximum Density:	24.0 Dwelling Units per Acre	12.5 Dwelling Units per Acre
Maximum Intensity:	FAR 0.55; ISR 0.90	FAR 0.65; ISR 0.85
Consistent Zoning Districts:	General Business (GB)(Dunedin)	Institutional (I)

REVIEW CRITERIA

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 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 5.2.5 Direct amendments of higher density and intensity future land use categories to Multimodal Corridors or Future Transit Corridors as delineated by the Land Use Strategy Map in the Countywide Rules.

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 SS 1.1 Continue to maintain an adequate level of service (LOS) for existing and future populations.

Goal PI 9 Coordinate the delivery of urban services and annexation of property in the Clearwater Planning Area to provide for coordination of land use and utility service demands and encourage an orderly pattern of urban growth and services.

Recommended Conclusions of Law:

The request is consistent with the goals, objectives, and policies of *Clearwater 2045*, the Clearwater Comprehensive Plan. The proposed Institutional (I) future land use category is compatible with the Institutional (I) future land use category that exists abutting to the east, encompassing the property owned and used by the St. Michaels the Archangel Catholic Church. The Institutional (I) category permits a higher density and FAR than the city's Residential Urban (RU) to the south, which is appropriate at this major intersection while still compatible with those residential uses. Any future trips generated would be reviewed at the time of the site plan review in accordance with the Mobility Management System. In addition, the proposal does not degrade the level of service for public facilities below the adopted standards (a detailed public facilities analysis follows in this report).

Consistency with the Countywide Rules

Recommended Findings of Fact:

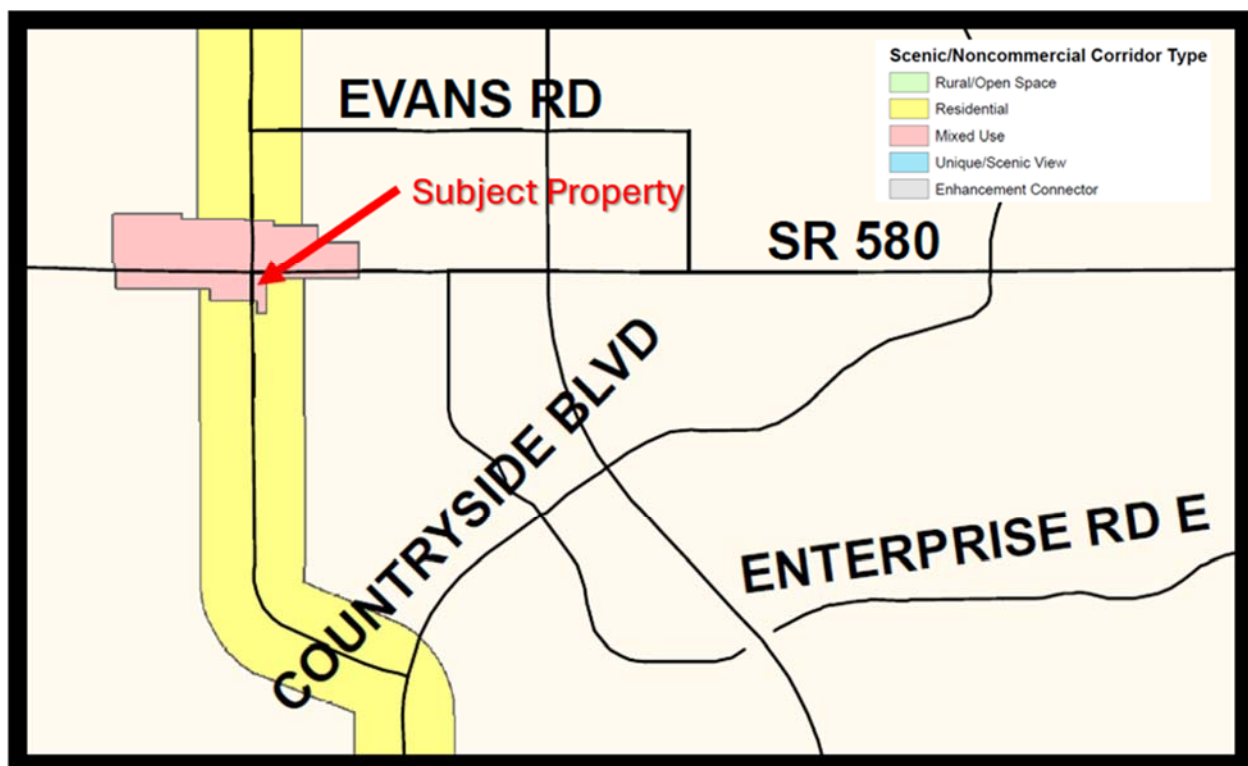
The underlying *Countywide Plan Map* category on the proposed amendment area is Retail & Services (R&S). Section 2.3.3.11 of the *Countywide Rules* states that the current Retail & Services (R&S) category is intended to depict areas developed with, or appropriate to be developed with, a mix of businesses that provide for the shopping and personal service needs of the community or region, provide for employment opportunities and accommodate target employment uses, and may include residential uses as part of the mix of uses.

The proposed City of Clearwater future land use designation of Institutional (I) will still necessitate a *Countywide Plan Map* amendment from Retail and Sales (R&S) category to the Public/ Semi Public (P/SP) category, in order to maintain consistency between the City's Future Land Use Map and the *Countywide Plan Map*.

The Public/Semi-Public (P/SP) category is intended to recognize institutional and transportation/utility uses that serve the community or region, especially larger facilities having acreage exceeding the thresholds established in other plan categories, which are consistent with the need, character, and scale of such uses

relative to the surrounding uses, transportation facilities, and natural resource features, and may include residential as part of the mix of uses. The Retail & Services (R&S) category currently exists on the properties across Main Street to the north of the subject property, as well as to the west across Belcher Road.

Adjacent to the property to the south and west is the Public/ Semi Public (P/SP) category. Belcher Road is delineated as a “Primary” Scenic/Noncommercial Corridor with a Residential Classification according to Section 6.5.4.1.3.A of the *Countywide Rules* and as a Supporting Corridor on the Land Use Strategy Map. This Residential Classification extends approximately 500 feet to the west and east of the centerline of Belcher Road. The intersection of SR 580 (Main Street) and Belcher Road has a Mixed-Use Classification, which generally includes parcels fronting SR 580 and those that have a *Countywide Plan Map* category of Retail & Services (R&S).



The subject property falls within the Mixed Use Classification corridor area. As detailed in Table 6-4 of the *Countywide Rules*, the proposed Public/Semi-Public (P/SP) category is consistent with the Mixed Use Classification. All *Countywide Plan Map* categories are consistent with the Mixed Use Classification, with the exception of the Retail & Services (R&S), Employment (E), and Industrial (I) categories. The Retail & Services (R&S) and Employment (E) categories are potentially consistent with the Mixed Use Classification subject to the following specific use restrictions: Manufacturing-Medium and Incinerator Facility uses are not permitted within the Mixed Use Classification.

As the subject property fronts both SR 580 and Belcher Road and meets locational criteria for the Public/Semi-Public (P/SP) category in the *Countywide Rules*, no amendment to the Land Use Strategy Map is needed.

Recommended Conclusions of Law:

The proposed Future Land Use Map Amendment will require an amendment to the *Countywide Plan Map*. The proposed amendments are consistent with the purpose of the proposed Institutional (I) category in the *Countywide Rules* and with the criteria for *Countywide Plan Map* and Scenic/Noncommercial Corridor consistency.

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

The proposed amendment area is currently being redeveloped as a parking lot for the Largo Medical Center and is currently undesignated in Pinellas County; the subject parcel was previously designated as Retail Services (R&) in the city of Dunedin. Adjacent directly to the east, is property owned by St. Michael the Archangel Catholic Church, continuing the Institutional (I) designation along Main Street. The proposed Institutional (I) future land use category primarily permits nonresidential development at a floor area ratio (FAR) of 0.65.

Sufficiency of Public Facilities [Section 4-603.F.4]**Recommended Findings of Fact:**

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.

	Prior FLUM Designation "R&S"	Proposed FLUM Designation "I"	Net Change
Site Area	0.70 AC (30,492 SF)	0.70 AC (30,492 SF)	
Maximum Development Potential	16,770 SF 0.55 FAR	19,819 SF 0.65 FAR	+3,049 SF +0.10 FAR
Notes: The Commercial General (CG) designation was used to calculate the values of this table. (CG) was used in this section as an equivalent to the Retail & Services designation that is found in Pinellas County.			
Abbreviations:			
FLUM – Future Land Use Map		DUs – Dwelling Units	
SF – Square feet		FAR – Floor Area Ratio	

Table 2. Development Potential for Existing & Proposed FLUM Designations

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As seen in the table above, there is an increase in both nonresidential development potential and the Floor Area Ratio. With the future development of a parking lot on this parcel there are expected increases.

Potable Water

The change in development potential from this amendment could result in an increase in potable water use of up to 304.9 gallons per day. Nonresidential uses utilize a percentage of the total square footage for potable water calculations, so the utilization would be the same for the parking lot to be used for the overall medical center site.

Due to the proposed parking improvements having to meet zoning code requirements, it is very likely that the actual development would be less than the maximum development potential, meaning the increase in potable water would be less than the maximum potential.

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 an increase in wastewater use of up to 244 gallons per day. Nonresidential uses utilize a percentage of the total square footage for wastewater calculations, so the utilization would be the same for the parking lot.

Due to future development having to meet zoning code requirements, it's likely that the actual development would be less than the maximum development potential, meaning the increase in wastewater would also be less than the maximum potential.

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 36.4 tons per year of solid waste generated. As stated, due to future development having to meet zoning code requirements, it's likely that the actual development would be less than the maximum development potential, meaning the increase in solid waste would be less than the maximum potential of 36.4 tons per year as shown.

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

No parklands have been located within the amendment area. The city's Community Development Code requires that development is compliant with the city's tree preservation, landscaping, and stormwater management requirements. Under both the existing and proposed future land use, the LOS citywide for parkland will remain the same. There are no park lands in association with this amendment. 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. In this case, the proposed improvements and the Future Land Use Map Amendment will have no additional impact on parkland.

Stormwater

Site plan approval will assess stormwater before the amendment area can be redeveloped. At that time, the stormwater management system for the site will be required to meet all city and Southwest Florida Water Management District stormwater management criteria.

Streets

The amendment area is located South of State Road 580, approximately 31 feet east of North Belcher Road. To evaluate potential impacts to 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 (67 trips) is calculated based on the traffic generation numbers for the Retail & Services (R&S) category (433 trips per day per acre), and the proposed number of trips under the Institutional (I) category would be 216 trips (89) trips per day per acre). This could result in a decrease of trips from the amendment area.

The amendment property fronts Main Street, but access will be provided through multiple ingress and egress points along Main Street and Belcher Road. Main Street is a six-lane, divided principal arterial roadway and Belcher Road both two-lane undivided roadways. Since the numbers provided within the *Countywide Rules* for this review are aggregate trips per acre based on multiple commercial uses, the Public Works Department's Traffic Engineering Division will review any future redevelopment and provide traffic-related comments as part of that review. The review would address code requirements, including but not limited to, parking and loading, vehicle stacking, ingress and egress, and the implementation of the city's Mobility Management System.

The Mobility Management System applies to both deficient and nondeficient roadways which are determined by operating LOS. Based on the number of net new trips created, either the multimodal impact fee would be paid or, depending on the traffic impacts identified by the city's Traffic Engineering Division, a traffic impact study or transportation management plan could be required.

Recommended Conclusions of Law:

Based upon the findings of fact, the proposed amendment would increase the demand on several of the public facilities; however, it is determined that the proposed change will not result in the degradation of the existing levels of service for potable water, wastewater, solid waste, parkland, stormwater management, and streets.

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

Recommended Findings of Fact:

No wetlands have been located within the amendment area. The city's Community Development Code requires that development is compliant with the city's tree preservation, landscaping, and stormwater management requirements.

Recommended Conclusions of Law:

Amending any property's future land use designation does not have an immediate impact on natural resources. Impacts on natural resources are felt when redevelopment occurs. Any future development would be required to meet the city's Community Development Code, which includes protections for natural resources. Therefore, this proposed Future Land Use Map Amendment will not impact natural resources within the amendment area.

SUMMARY & RECOMMENDATION

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 3 below depicts the consistency of the proposed amendment with the standards under to Section 4-603.F:

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 properties.	X	
F.5	The amendment will not adversely affect the natural environment.	X	
F.6	The amendment will not adversely impact the use of properties in the immediate area.	X	

Table 3. Consistency with Community Development Code Standards for Review

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

Recommend APPROVAL of the Future Land Use Map Amendment from undesignated (Pinellas County) to Institutional (I).

Prepared by Planning and Development Department Staff:



Adrian D. Young
Planner I

ATTACHMENTS: Resume, Photographs