

# **Chapter 3**

## **Land Use Plan/Redevelopment Plan**



## VISION OF PLAN

The intent of the Clearwater Downtown Redevelopment Plan is to provide a flexible framework for the redevelopment of Downtown into a place that attracts people to live, work, shop and play. The principles that guided the development of the Downtown Plan are as follows:

- The Clearwater Strategic Vision for Two Decades included eleven overall goals one of which is: A vibrant downtown that is mindful of its heritage;
- Downtown Clearwater is a major center of activity, business and governments;
- The location of the Pinellas County seat within Downtown Clearwater is a point of civic pride and economic development opportunities.
- The revitalization of Downtown Clearwater is critical to the City's overall success. The City will use all tools and incentives available in the CRA to revitalize the Downtown.
- Cleveland Street is downtown's "Main Street" and is valued both for its historic character/setting and as the major retail street;
- Downtown will be an integrated community with a mix of retail, residential, office and recreational opportunities. The development of a variety of residential projects to attract new residents to Downtown is critical to the success of a revitalized Downtown.
- Fort Harrison and Osceola Avenues should be redeveloped as pedestrian oriented streets and in conjunction with Cleveland Street form the major retail core of Downtown;
- Downtown's unique waterfront location should be a focal point for revitalization efforts and an orientation for all of Downtown. Views of and access to the water must be preserved;
- The existing City Hall site may be redeveloped with uses other than governmental/public uses to facilitate the renewal of Downtown;
- Quality urban design is critical to new construction and renovated buildings;
- To encourage pedestrian activity, some automobile-oriented uses should not be permitted;
- The Pinellas Trail is a unique resource for recreation and economic development within Downtown;

- The visual and performing arts are a vital part of Downtown;
- An adequate parking supply must be available coterminous with new uses; and
- The elimination of blighting conditions and the revitalization of the existing and expanded CRA are critical to the future health of Downtown.

These concepts guided the formation of the Plan's goals, objectives and policies. They also provided the basis for the establishment of character districts, which divide the Downtown into separate geographical areas and set the parameters for redevelopment. These concepts also provided direction for the types of City strategies, public investments and development incentives that should be used to encourage and help facilitate private investment that will make Downtown a place in which all Clearwater residents and tourists can enjoy.

## **GOALS, OBJECTIVES AND POLICIES**

In order to guide the revitalization of Downtown, three overriding goals have been established. Objectives and polices have been developed to aid in reaching these goals. Downtown development/redevelopment and public actions within Downtown shall be governed by the following goals, objectives and policies.

### **Goals and Objectives**

#### People Goal

*Goal 1: Downtown shall be a place that attracts people for living, employment and recreation. The City shall encourage redevelopment that will attract residents and visitors to Downtown as a recreation, entertainment and shopping destination.*

Objective 1A: All development within Downtown shall further the goals, objectives and policies of this Plan and shall be consistent with the character districts, the design guidelines and the Downtown zoning district.

Objective 1B: Downtown shall be maintained as the City of Clearwater government center.

Objective 1C: The City of Clearwater values the location of Pinellas County government in Downtown and will continue to encourage Pinellas County to remain in the Downtown.

- Objective 1D: The City will support the relocation of the Osceola Street City Hall to a location within the Downtown. The location and design of the new City Hall shall reflect the building's importance as a civic institution and community-gathering place.
- Objective 1E: A variety of businesses are encouraged to relocate and expand in Downtown to provide a stable employment center, as well as employment opportunities for Downtown residents.
- Objective 1F: Cleveland Street shall be maintained as Downtown's Main Street which is valued both for its historic character and scale of development and for its function as the major retail street.
- Objective 1G: Residential uses in Downtown are encouraged with a variety of densities, housing types and affordability consistent with the character districts.
- Objective 1H: A variety of incentives shall be available to encourage redevelopment within the Downtown.
- Objective 1I: The City shall use all existing incentives to encourage Downtown housing and shall evaluate other incentives to encourage residential uses to locate Downtown.
- Objective 1J: Downtown shall maintain and expand parks and recreational activities that serve residents and visitors.
- Objective 1K: Downtown shall be a safe environment for both residents and visitors by addressing real and perceived public safety issues.
- Objective 1L: The City shall recognize the unique features of Downtown neighborhoods and continue and expand applicable neighborhood services.

### Movement Goal

*Goal 2: Create an environment where both people and vehicles can circulate throughout Downtown safely and effectively.*

- Objective 2A: The Downtown street grid should be maintained to provide multiple access points in and through Downtown, to assist in dispersing traffic on various routes and contribute to improved traffic operations. Vacation of streets shall be evaluated based on redevelopment potential provided alternative access exists or can be provided.

- Objective 2B: Cleveland Street and Fort Harrison Avenue shall be reclaimed as local streets to operate within Downtown for vehicular and pedestrian circulation.
- Objective 2C: A Master Streetscape and Wayfinding Plan shall be implemented to enhance the pedestrian and vehicular environment, invite residents and visitors into Downtown, improve traffic circulation and encourage private development.
- Objective 2D: The Pinellas Trail shall be maintained and improved as both a recreational amenity and alternative mode of transportation. The Trail presents the opportunity to bring people into Downtown and as such is a unique source of economic development. The Trail shall assist in creating connections within Downtown, between the balance of the Trail countywide and from Downtown to Clearwater Beach.
- Objective 2E: Pursue a monorail connection from Downtown to Clearwater Beach and ensure a connection from Downtown to the proposed countywide light rail system and the statewide high-speed rail system to improve traffic circulation and encourage economic development opportunities.
- Objective 2F: Monorail and light rail stations shall be located in close proximity to employment centers, entertainment/retail centers and in areas of existing and planned concentrations of residential development. The design and scale of these stations shall be consistent with the vision and scale of the character district in which they are located.
- Objective 2G: Encourage improvements to, and the expansion of, Pinellas Suncoast Transit Authority (PSTA) services and routes to include connections between Downtown and Clearwater Beach and from Downtown to other regional attractions in Pinellas County.
- Objective 2H: A variety of parking solutions for motorized and non-motorized vehicles shall be pursued to support redevelopment while maintaining ease of access and parking throughout the Downtown.
- Objective 2I: Redevelopment and public improvements shall create and contribute to pedestrian linkages throughout the Downtown.
- Objective 2J: Encourage the future development of a joint use public/private parking garage and bus terminal located at either the current PSTA terminal location on the west side of Garden Avenue from Park Street to Pierce Street or at another Downtown location determined by the City and PSTA.

## Amenity Goal

*Goal 3: Create Downtown as a memorable place to be enjoyed by residents and visitors that capitalizes on Clearwater's waterfront location, natural resources, built environment and history.*

Objective 3A: Coachman Park shall be redeveloped and expanded as a waterfront park accessible to all residents and visitors containing active and passive open space, an improved regional outdoor entertainment venue and a marina.

Objective 3B: The new Main Library will serve as a cultural attraction and an anchor for the northern section of the Downtown Core.

Objective 3C: A variety of visual and performing art activities and programs shall be encouraged within the Downtown.

Objective 3D: Redevelopment is encouraged to create a vibrant Downtown environment containing a variety of building forms and styles that respect Downtown's character and heritage.

## **Policies**

Policy 1: The design guidelines establish the quality and design features expected for renovation, redevelopment and new construction in Downtown with which all projects must be consistent.

Policy 2: The character of each district shall be reinforced through the site plan and design review process. Projects shall be consistent with and contribute positively to the vision of the character district in which it is located.

Policy 3: The design of all projects in Downtown shall make meaningful contributions to the pedestrian environment through site and building design.

Policy 4: Renovation, rehabilitation and reuse of historic resources are encouraged. Flexibility through the site plan review process should be utilized so that historic resources may be retained and reused.

Policy 5: The City shall pursue various strategies, incentives and planning tools that will assist in the preservation of historic resources.

Policy 6: The City shall establish a Public Amenities Incentive Pool that provides density and intensity increases for projects located in all character districts, except as limited in Old Bay, in excess of the allowable maximum development potential based on a provision of selected public amenities. The size of the Incentive Pool shall be the incremental difference between the

maximum development potential permitted by the 1995 Redevelopment Plan and the maximum amount of development permitted under this Plan as determined by the buildout scenarios.

- Policy 7: Transfer of Development Rights are permitted for all projects to assist development provided that both the sending and receiving sites are located in the Downtown Plan area. Approval of Transfer of Development Rights on a site may allow an increase in the development potential in excess of the maximum development potential of the applicable character district. The number of development rights transferred to any site with a Future Land Use Plan designation of Central Business District (CBD) are not limited, however, transfers to sites with a designation other than CBD shall not exceed the applicable maximum development potential by 20 percent. All uses of transfer of development rights shall ensure that the receiving site remains consistent with the vision of the applicable character district.
- Policy 8: Maintain the designation of Downtown as a Regional Activity Center so that the thresholds for Development of Regional Impacts remain increased.
- Policy 9: Projects located at or near the border of the Downtown Plan area shall use effective site and building design features to ensure an appropriate transition and buffer between the different areas.
- Policy 10: Uses along the Pinellas Trail should be oriented toward the Trail to take advantage of the people drawn to this recreational/transportation amenity. Connections to the Pinellas Trail should be incorporated in site plans when property is adjacent to the Trail or when the proposed use would benefit through a connection.
- Policy 11: The outdoor display of bicycles may be permitted in conjunction with retail bicycle uses abutting the Pinellas Trail. Such display areas shall not be located within the sight visibility triangle, in landscaped areas or in required parking spaces and may only occur during business.
- Policy 12: Nonconforming uses are encouraged to relocate to a zoning district that permits their use. The City shall explore all incentives and planning tools that will assist in the relocation of nonconforming uses. Use of the Community Development Code tool known as “Termination of Status as a Nonconformity” is not permitted within the Downtown Plan area.
- Policy 13: Drive-through facilities shall only be permitted as an accessory use and through a design that minimizes the views of the facility from rights-of-way and preserves the urban character of Downtown.
- Policy 14: Places of worship and social/community centers are considered integral parts of the Downtown character districts. They are permitted uses that may locate

or expand at a scale consistent with the character district in which they are located provided that all site plan requirements are met.

- Policy 15: The education of Downtown property owners should be emphasized regarding Clearwater building and property maintenance standards. Litter control and maintenance of landscaped areas shall be a priority for Downtown. The City will maintain its properties and public infrastructure as the example for other property owners.
- Policy 16: The City shall make use of Community Development Block Grant (CDBG) funds for Downtown infrastructure and increasing affordable housing options.
- Policy 17: Prior to the disposition of City and/or CRA-owned properties, the City shall determine the most appropriate use consistent with the Plan in consultation with the applicable neighborhood associations and/or business groups.
- Policy 18: Property owners/developers are encouraged to meet with area neighborhood associations/business groups prior to submitting a major redevelopment project for City review.
- Policy 19: The City shall assist neighborhoods in the formation and development of neighborhood associations that empower residents to improve their neighborhood and strengthen ties between residents and government.
- Policy 20: Residential development shall provide appropriate on-site recreation facilities based on the scale of the project.
- Policy 21: Shared parking for commercial, office and mixed uses should be accomplished wherever possible.
- Policy 22: The City shall pursue all funding options to accelerate the implementation of the Master Streetscape and Wayfinding Plan and Coachman Park Master Plan.
- Policy 23: The City shall monitor and evaluate traffic operation changes as a result of the new bridge alignment and make any necessary capital or operational improvements to the Downtown traffic network.
- Policy 24: The City shall evaluate the need, size and location for a parking garage(s) to support entertainment, retail and/or restaurant uses. The City may support the development of these uses through the construction of a garage, participation in a public/private partnership to build a garage or contributions to assist in the construction of a garage.
- Policy 25: The City prefers and shall encourage alternative stormwater management solutions rather than installation of on-site stormwater retention ponds. These alternatives may include neighborhood or regional stormwater programs that

make significant improvements to the overall stormwater system and environment.

- Policy 26: The City shall give priority to sidewalk construction within Downtown that enhances pedestrian linkages and/or completes a continuous sidewalk system on all streets.
- Policy 27: The CRA will evaluate participating with the private sector in land assembly to facilitate projects consistent with this Plan.
- Policy 28: The CRA will consider abatement of impact fees and permit fees as an incentive for redevelopment projects that are consistent with this Plan.
- Policy 29: Properties whose uses have resulted in a higher police level of service than typical properties are encouraged to redevelop with uses consistent with the applicable character district; if a higher police level of service continues, the use will be the focus of nuisance abatement strategies and law enforcement.
- Policy 30: The City shall work to increase coordination and communication among residents, Police Officers and the Community Response Team in an effort to proactively solve problems.
- Policy 31: Community policing innovations in the CRA shall continue to focus on a variety of policing strategies that increase police visibility and reduce opportunities for criminal activities. Such innovations include, but are not limited to, intensified motorized patrol, bicycle patrol, field interrogations, the establishment of a business and/or neighborhood block watch and the continued presence of a police substation in the CRA.

## **DOWNTOWN CHARACTER DISTRICTS**

The 1995 Plan controlled development by a land use map that designated allowable uses on a parcel-by-parcel basis. In order to deviate from this very specific map, a Plan amendment would be required. In an attempt to accommodate the long-term flexibility needed to support redevelopment, character districts are being established in this Plan to govern development. These more effectively convey the City's desired future than a parcel-based land use map.

Several studies were conducted in order to determine the appropriate boundaries and the number of character districts. One study focused on general development patterns, concentration of uses, street patterns, number of lanes and natural and manmade boundaries. Another study considered recently constructed or soon to be constructed capital projects and their potential impacts on the Downtown. Additionally, a review of the maximum permitted development potential permitted by the 1995 Plan and the Periphery Plan was conducted, along with a review of the actual built intensity and density of existing and approved projects. It was determined that the 1995 Plan could result in an unusual and undesirable development pattern where the development potential in the eastern portion of the original CRA was more intensive than the area adjacent to the Downtown Core. This pattern is inconsistent with general planning principals and with concepts endorsed by the City Commission in 2002. Those concepts specified that the highest density and intensity of Downtown should be located in the Core area with decreasing density and intensity moving east through the balance of Downtown.

Based on the above evaluation, six distinct districts are created to guide development and redevelopment within Downtown and are depicted on Map 8, page 57. Each District contains a vision that includes use requirements, function, development patterns, intensity and density and height. Each District also includes policies specific to the District. The overall maximum development potential permitted within Downtown is being reduced from that within the 1995 Plan. The City will retain the balance of the excess potential over the life of the Plan, however, to allocate to specific projects that make a major contribution to Downtown redevelopment.



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## **Downtown Core District**

The Downtown Core is bounded by Drew Street on the north, Myrtle Avenue on the east, Clearwater Harbor on the west and Chestnut Street on the south as shown on Map 8, page 57. The Downtown Core encompasses 270 parcels totaling 128 acres in area and represents 23.7 percent of the Downtown Plan area.

### **Existing Character**

The Downtown Core is the government center and principal employment core of the City. Many of the Pinellas County government offices are located in the Downtown Core as well as private offices and support uses that desire the proximity to the government center. Cleveland Street is Downtown's "Main Street" and has a historic character/setting and functions as the major retail street within Downtown. There are a significant number of churches and church-related uses within the Downtown Core, as well as under-developed and vacant land.

### **District Vision**

#### Uses

The Downtown Core should continue to be a center of government including Pinellas County and City of Clearwater governmental offices. The Downtown Core will continue to attract private offices that desire to locate in close proximity to the government center, as well as offices attracted to Clearwater for its size, central location and amenities. A key component to diversify the Downtown Core is to attract residential uses with a variety of housing types and prices. Once a residential base is in place, retail, restaurant and services will likely follow. It is anticipated that the majority of existing churches will remain and possibly expand.

Redevelopment of two key public waterfront parcels located on the Bluff overlooking Clearwater Harbor is also anticipated: the Harborview/Coachman Park parcel and the City Hall/Calvary Baptist Church parcel. The Harborview/Coachman Park parcel is located west of Osceola Avenue from Drew Street south to Cleveland Street and is currently developed with uses open to the public. The City will therefore only contemplate redevelopment containing uses open to the public such as retail/restaurant/convention center/hotel/entertainment uses within the footprint of the existing Harborview Center. The redevelopment should complement the new Main Library and Coachman Park both in terms of compatibility of uses and design. The second redevelopment site is the combined sites of City Hall and Calvary Baptist Church which extends south from Cleveland Street to Pierce Street and from the west side of Osceola Street to the water. The City will contemplate redevelopment of these combined parcels as residential/retail and mixed use. It is recognized that redevelopment of both parcels will require additional approval from the citizens of Clearwater.



Height - Along Cleveland Street- Consistent with the historic building pattern and consistent with alternatives specified in the design guidelines;

Balance of the District - no maximum height restriction

### **Downtown Core District Policies**

The following policies shall govern development within the Downtown Core, as well as City actions:

- Policy 1: Maintain the Harborview Center as a conference/community center consistent with reasonable operating requirements, until the citizens and City Commission endorse plans for redevelopment. For the long term, the existing footprint of the Harborview Center may be redeveloped solely with restaurant, retail, convention center, hotel and/or entertainment uses so the site remains open and accessible to the public. The design of the redeveloped site shall provide public access and be integrated with and related to the balance of the Downtown Core and the Coachman Park Master Plan.
- Policy 2: Redevelopment on all property west of Osceola Avenue and south of Cleveland Street should consider the natural Bluff features, the views of Clearwater Harbor and be integrated with the Coachman Park Master Plan.
- Policy 3: Priority shall be given to the construction of a garage(s) in support of the implementation of the Coachman Park Master Plan. The garage(s) shall be located to provide convenient access for Park, Library and Marina users.
- Policy 4: Station Square Park shall be recreated as an active Downtown park serving as a “pocket park” for Downtown employees and special events.
- Policy 5: The City shall continue to allow payment in-lieu of providing required on-site parking.
- Policy 6: The City shall perform a bi-annual parking needs analysis to establish priorities for parking solutions and expenditures of payment in-lieu fees.
- Policy 7: To ensure a pedestrian-friendly and safe environment, driveways shall be discouraged on Cleveland Street between Myrtle Avenue and Osceola Avenue.
- Policy 8: Redevelopment and new construction along Cleveland Street shall be compatible with and contribute to pedestrian vitality, human scale and historic fabric.
- Policy 9: Urban and architectural design are equally important for the street side and waterside of buildings.

Policy 10: Capitalize on Downtown's waterfront location by supporting alternative modes of transportation between Downtown, the beach and the other barrier islands, including the use of water taxis/shuttles.

## **Old Bay District**

The Old Bay Character District is generally bounded by Nicholson Street on the north, Blanche B. Littlejohn Trail and Myrtle Avenue on the on the east, Clearwater Harbor on the west and Drew Street on the south as illustrated on Map 8, page 57. There are 228 parcels totaling 81.5 acres of land within the District representing 15 percent of the total Downtown Plan area.

### **Existing Character**

The Old Bay District, which is the area previously known as the Northwest Periphery Plan area and the land south of Jones Street to Drew Street, is a transitional area between the Downtown Core and the low density residential areas to the north. North Fort Harrison Avenue, which is currently designated as Alternate U.S. Highway 19, is the main traffic corridor in this District, and serves as the northern most gateway into the Downtown area.

Old Bay is comprised of a mix of land uses including governmental, residential (including single-family dwellings), commercial, industrial, institutional and recreational. This mix, while giving the District great diversity, also results in incompatible development patterns and uses.

The District's unique character is derived from its location along Clearwater Harbor and the significant number of older structures (greater than 50 years). The North Ward Elementary School, a National Register Historic site and the City of Clearwater's Partnership School, is located on the northern edge of the District, and is a neighborhood amenity. The location of North Fort Harrison Avenue and the high volumes of traffic on it essentially divide the District into two distinct sections and contribute to the lack of a cohesive identity. Furthermore, the most eastern portion of the District does not enjoy close proximity to the waterfront and the single-family residential uses are surrounded by nonconforming vehicle services and industrial uses.

### **District Vision**

#### Uses

The Old Bay District is envisioned to be a mixed-use neighborhood supporting the Downtown employment base with residential, limited neighborhood commercial and office uses. A variety of densities and housing styles are encouraged throughout the District, as well as renovations of existing older structures.

This District provides an opportunity for higher-density residential uses along Clearwater Harbor west of North Osceola Avenue, provided such development is sensitive to the established low-rise historic character of the District. The area west of North Osceola Avenue may also consider tourism-related development, such as retail and restaurants. Hotel development, however, may only occur in the area west of North Osceola Avenue and north of Seminole Street. The eastern frontage of North Osceola Avenue may retain its residential use, convert existing buildings to offices, redevelop with residential scale offices or combine these two uses on the same site. North Fort Harrison Avenue is envisioned as the main commercial area providing neighborhood commercial uses on properties on both sides of the street. The area between North Fort Harrison Avenue and North Garden Avenue should continue to be a mixed-use area permitting commercial and office development and encouraging the incorporation of residential uses in mixed-use projects. Properties located east of North Garden Avenue may be redeveloped with residential uses, residential scale office development or a mix of these two uses. Neighborhood-scale restaurant or commercial development is permitted along the Pinellas Trail. The parcel within the District east of the Pinellas Trail through to North Myrtle Avenue is envisioned to remain as the City's Gas Department administrative offices and warehouse.

#### Function

The character of Old Bay should be strengthened through streetscape elements that identify the District as a Downtown neighborhood. Emphasis should be placed on tying the eastern and western sections of the entire District together by providing linkages between the waterfront and the Pinellas Trail. Public improvements to the Seminole Boat ramp will also enhance waterfront access and appearance.

#### Development Patterns

Greater heights in the higher density residential area west of Osceola Avenue may be considered. The development pattern in the balance of the District is expected to remain urban in character reflecting the low-rise scale (two to three stories) of the existing neighborhood. Renovation/restoration of existing historic homes is strongly encouraged and new development should provide references to the neighborhood's historic features in their design. Redevelopment should provide opportunities for comfortable pedestrian travel and access to public areas including the Seminole Street Launching Facility and Pinellas Trail.

#### Prohibited Uses

Automobile service stations, all types of vehicle sales and services, fast food restaurants with drive-through service, adult uses, industrial and problematic uses (examples include, but are not limited to, day labor, pawn shops, check cashing and blood plasma centers and body piercing and tattoo parlors).

### Intensity of Use<sup>1</sup>

#### Floor Area Ratio:

*Properties fronting North Fort Harrison Avenue and westward:*

Floor Area Ratio (FAR) - 1.0 FAR

*Properties eastward of properties fronting North Fort Harrison Avenue:*

Floor Area Ratio (FAR) - 0.5 FAR

#### Density<sup>1</sup>

*Properties fronting North Fort Harrison Avenue and westward:*

< 2 acres – 25 dwelling units/acre

≥2 acres – 50 dwelling units/acre

*Properties eastward of properties fronting North Fort Harrison Avenue:*

< 1 acre - 7.5 dwelling units/acre

≥ 1 acre - 25 dwelling units/acre

*Properties west of North Osceola Avenue and north of Seminole Boulevard:*

≥ 2 acres - 50 hotel/dwelling units/acre

1. Properties with frontage along both North Fort Harrison and North Garden Avenues shall be considered as fronting North Fort Harrison Avenue for the purposes of intensity of use.

### Height

#### West of Osceola Avenue:

Between Drew and Georgia Streets – 150’;

Between Georgia and Eldridge Streets – 120’;

Between Eldridge Street and the Old Bay northern boundary – 100’;

Between Osceola and Ft. Harrison Avenues and between Jones and Drew Streets – 150’;

East of Osceola Avenue – 40’

### **Old Bay District Policies**

The following policies shall govern development within the Old Bay District, as well as City actions.

- Policy 1: The Public Incentives Amenities Pool shall not be available to any property located on the west side of Osceola Avenue between Eldridge Street and the northern boundary of the Old Bay character district.

- Policy 2: Connections from the Pinellas Trail through the neighborhood to Clearwater Harbor should be accomplished through signage, sidewalks and bicycle/pedestrian facilities.
- Policy 3: The Seminole Street Launching Facility should be maintained as a recreation site, recognized as an area attraction, and should be improved with the addition of elements such as picnic areas, park benches, landscaping, lighting and parking management.
- Policy 4: City rights-of-way that dead-end at the harbor shall be retained and improved for public access to the water.
- Policy 5: Clearwater Gas property should be landscaped, buffered and beautified appropriately.
- Policy 6: Existing commercial uses fronting on North Fort Harrison Avenue may be expanded or redeveloped through the block to North Osceola Avenue. If this occurs, it shall be adequately buffered from the surrounding properties with materials such as landscaping or fencing.
- Policy 7: New development on North Fort Harrison Avenue shall be oriented toward the street to encourage pedestrian activity and a dynamic street life.
- Policy 8: New development on Drew Street shall be oriented toward the street to encourage pedestrian activity.
- Policy 9: Mixed-use development that has office and retail uses on the first floor and residential uses above are encouraged along North Fort Harrison Avenue.
- Policy 10: New construction and renovations of existing single-family platted areas east of Garden Avenue shall maintain the existing character of the neighborhood for lot size, setbacks and height.
- Policy 11: Preferred housing styles east of Osceola Avenue are single-family detached and townhouses. Attached dwellings in this area may be considered upon assembly of at least one acre and preferably one city block.
- Policy 12: The Old Bay District will support the desired development patterns and uses within the North Marina Area Master Plan.

## **South Gateway District**

The South Gateway District is generally bounded by parcels fronting on Chestnut Avenue on the north, the Pinellas Trail on the east, South Fort Harrison Avenue on the west and Druid Road on the south as depicted in Map 8, page 57. The District is comprised of 61 parcels of land totaling 22.9 acres and represents 4.2 percent of the total Downtown Plan area.

### **Existing Character**

The South Gateway District, which is generally the area previously known as the Southwest Expansion area of the Periphery Plan, is a transitional area between the Downtown Core and the lower density residential areas to the southeast and office and industrial areas to the southwest. It is bounded on the west by South Fort Harrison Avenue, which is designated as Alternate U.S. Highway 19 and is the main traffic corridor in this District. A new community shopping center was recently constructed in the center portion of this District, which serves as an anchor to the South Gateway. Even though this major redevelopment project has occurred, there is a significant amount of vacant and/or underutilized land remaining within the South Gateway.

### **District Vision**

#### **Uses**

The South Gateway is the principal entryway to Downtown from the south. The District's location in the vicinity of Morton Plant Hospital and along a travel path for many commuters makes the South Fort Harrison Avenue frontage ideal for commercial uses. The frontage along South Fort Harrison Avenue should continue to be redeveloped with community shopping uses to serve the nearby neighborhoods, employees and commuters. The existing offices are encouraged to remain and renovate over time capitalizing on their proximity to both the Downtown Core and Morton Plant Hospital. The balance of the District's vacant and underutilized properties is envisioned to redevelop with residential development at an urban scale.

#### **Function**

Alternate U.S. Highway 19 will be re-designated from South Fort Harrison Avenue to Missouri and Myrtle Avenues at Court Street. Fort Harrison Avenue will be redesigned to function as a local street with two travel lanes (and a center turn-lane) instead of four. The streetscape improvements will recognize the changed function of the street and emphasize its connection with the Downtown Core.



## **Town Lake Residential District**

The Town Lake Residential Character District is bounded by Drew Street on the north, Martin Luther King, Jr. Avenue and Missouri Avenue on the east, Myrtle Avenue on the west and parcels fronting on Chestnut Street on the south (see Map 8, page 57). There are 355 parcels of land totaling 88.2 acres in this District. The Town Lake Residential District represents 16.3 percent of the land area within the Downtown Plan area.

### **Existing Character**

The area previously known as the Northeast Expansion Area of the Periphery Plan and a portion of the area previously known as the Southeast Expansion Area of the Periphery Plan is included in the Town Lake Residential District. This District includes a mix of retail, office, vehicle service, industrial and residential uses. The Town Lake Residential District has a significant amount of underutilized and vacant property. There is a concentration of dwellings with historic character along Grove Street between Martin Luther King, Jr. Avenue and Cleveland Street. Four major streets provide egress and ingress to the District as well as internal circulation. The City has constructed Prospect Lake Park in the vicinity south of Park Street between Prospect and Ewing Avenues. Prospect Lake Park will provide an alternative to on-site stormwater retention for properties within the watershed area. In addition, Prospect Lake Park was designed to function as a passive park with pedestrian pathways surrounding the perimeter of the lake.

### **District Vision**

#### Use

The Town Lake District enjoys many locational advantages that will encourage residential development: proximity to the Downtown Core, the new Prospect Lake Park and park amenities, as well as large vacant and underutilized parcels. The Town Lake Residential District will primarily be redeveloped as a residential district with neighborhood commercial uses. New commercial uses should be of the type and scale to serve the new residential development. More intense commercial and office development may be permitted, however, along major streets such as Myrtle Avenue, Cleveland Street, Martin Luther King, Jr. Avenue and Court and Chestnut Streets. Hotels may be permitted on property fronting on Cleveland Street. The existing residential scale office area along Cleveland Street Northeast is encouraged to remain and improve over time but not to expand into surrounding residential areas. Commercial uses along the Court/Chestnut Street corridor may serve the broader community, however, the design shall be urban in nature and pedestrian friendly.

Function

The addition of new residents in the Town Lake District will enliven Downtown and provide a market for new retail and restaurant development. Alternate U.S. Highway 19 will be re-designated from South Fort Harrison Avenue to Myrtle Avenue which transverses this District. With the redesignation, Myrtle Avenue/Alternate U.S. Highway 19 is expected to function as the primary through-route and Fort Harrison Avenue can reclaim its function as the local roadway.

Development Patterns

Residential redevelopment in the area north of Cleveland Street shall have a lower scale with regards to height than the area south of it due to the existing single-family development pattern. Renovation of small historic single-family dwellings is encouraged while new construction in the vicinity should respect the height and scale of the Grove Street neighborhood. The residential development south of Cleveland Street is anticipated to be oriented toward Prospect Lake Park but along major streets, development should be oriented toward the street to maintain an urban and pedestrian environment.

Commercial development on the major streets (Myrtle Avenue, Cleveland, Court and Chestnut Streets) should be constructed with a build-to line close to the street and parking/service areas located to the rear. Commercial redevelopment should be designed primarily for comfortable and safe pedestrian access while accommodating vehicles.

Prohibited Uses

Automobile service stations, all types of vehicle sales and service uses, fast food restaurants with drive-through service, adult uses, industrial and problematic uses (examples include, but are not limited to, day labor, pawn shops, check cashing and blood plasma centers and body piercing and tattoo parlors).

Intensity

Floor Area Ratio – 1.0 FAR;                      Density – 30 dwelling units per acre or 40 hotel units per acre

Height – 75’

**Town Lake Residential District Policies**

The following policies shall govern development within the Town Lake Residential District, as well as City actions:

- Policy 1: New construction and renovations of existing single-family platted areas in the northeast section of the District shall maintain the character of the neighborhood with regard to lot sizes, setbacks and building height.

- Policy 2: Preferred housing styles north of Laura Street are single-family detached, duplexes and townhouses. Other styles of attached dwellings may be considered upon assembly of at least one city block.
- Policy 3: One dwelling unit may be permitted as accessory to a single-family or two-family dwelling provided sufficient parking exists on site. This unit will not be considered when calculating density for the site.
- Policy 4: Community scale commercial uses that serve the general needs of multiple neighborhoods are only permitted on Myrtle Avenue, Cleveland, Court and Chestnut Streets.
- Policy 5: Neighborhood scale commercial and office uses that serve the daily or convenience needs of the immediate neighborhood may be permitted on Drew Street and Martin Luther King, Jr. Avenue.
- Policy 6: Neighborhood commercial uses may be permitted south of Cleveland Street and east of Prospect Avenue provided such uses are integral to a residential project.
- Policy 7: Existing neighborhood office and commercial uses north of Laura Street are encouraged to remain and be renovated.

## **Town Lake Business Park District**

The Town Lake Business District is bounded by Cleveland Street on the north, Missouri Avenue on the east, Martin Luther King, Jr. Avenue on the west and Court Street on the south and is depicted on Map 8, page 57. This District is 43.6 acres in area and is comprised of 120 parcels, which represents 8 percent of the land area of the Downtown Plan area.

### **Existing Character**

A portion of the area previously known as the Southeast Expansion Area of the Periphery Plan is included in the Town Lake Business Park District. The area is now part of the expanded CRA. At the District's entry point at the southwest corner of Cleveland Street and Missouri Avenue, a new corporate headquarters, suburban in character was constructed within the last three years. A mix of uses including retail, office, utility/infrastructure, residential and nonconforming industrial uses characterizes the remainder of the District. Even though this major office redevelopment has occurred, there are numerous vacant and underutilized parcels found throughout the District. In particular, single-family dwellings are scattered throughout the area west of Madison Avenue.

### **District Vision**

#### Use

The Town Lake Business Park District is envisioned to be a Downtown location for office park development. The District should be redeveloped with corporate and professional offices, as well as those conducting research and/or light assembly. Incidental support commercial uses are anticipated to serve the offices in the District. Residential development or entertainment with supporting retail/restaurant uses may be considered in limited locations along major streets and if an entire block is assembled for the redevelopment project.

#### Function

The primary function of the Town Lake Business District is to provide employment opportunities and a location for office uses that prefer a business park setting but enjoy the benefits of being in close proximity to the Downtown Core. Excellent access and opportunities for significant lot consolidation enhance the District's redevelopment opportunities.

#### Development Patterns

Office development within the Town Lake Business Park District shall be campus-like in nature. Traditional setbacks, significant landscaping and adequate parking should characterize redevelopment in this area. Commercial uses are encouraged to locate within the office park and/or office building to provide easy access to their customers and reduce the need for external vehicle trips.

Prohibited Uses

Detached dwellings, all types of vehicle sales and service uses, automobile service stations, fast food restaurants with drive-through service, adult uses, industrial and problematic uses (examples include, but are not limited to, day labor, pawn shops, check cashing and blood plasma centers and body piercing and tattoo parlors).

Intensity

Floor Area Ratio- 1.0 FAR;                      Density – 30 dwelling units per acre or 40 hotel units per acre

Height – 75’

**Town Lake Business Park District Policies**

The following policies shall govern development within the Town Lake Business Park District, as well as City actions.

- Policy 1: Commercial uses accessory to and located within an office park are encouraged and will not be considered when calculating maximum floor area ratio.
- Policy 2: Development of a hotel is encouraged within the Town Lake Business District to support office park development.
- Policy 3: Preference will be given to the vacation of Brownell Street, Gould Street and/or Washington Avenue provided significant lot consolidation occurs for office or residential development and provided adequate alternative access exists or can be provided.
- Policy 4: City and CRA owned property should be actively marketed for redevelopment consistent with the Plan.
- Policy 5: Support the relocation and/or stormwater system improvements to make the existing City-owned pond located on the south side of Gould Street available as a redevelopment site.

## **East Gateway District**

The East Gateway District is bounded by Drew Street on the north, Highland Avenue on the east, Missouri Avenue on the west and Court Street on the south and is shown on Map 8, page 57. This District is comprised of 686 parcels totaling 175.6 acres and represents 32.5 percent of the Downtown area.

### **Existing Character**

East Gateway is generally characterized by a mixed land use pattern of residential housing interspersed with pockets of poorly maintained rental properties and outdated strip commercial. This District struggles with a negative image of crime due to the location of problematic uses such as day labor facilities, old motels and social service agencies that provide services to the homeless population. The commercial sector is burdened with a declining business base, an array of deteriorating infrastructure, a mismatch of uses, and an increasing number of vacant storefronts. Relatively well-maintained small professional offices and St. Cecilia's Catholic School anchor the southern edge of the East Gateway.

### **District Vision**

#### **Uses**

It is envisioned that the East Gateway will be a vibrant, stable, diverse neighborhood defined by its unique cultural base and mixed land uses. It will continue to be developed as a low and medium density residential neighborhood supported with neighborhood commercial and professional offices concentrated along the major corridors of Cleveland Street, Gulf to Bay Boulevard, Court Street and Missouri Avenue. The areas northeast of Gulf to Bay Boulevard and north of Cleveland Street and east of Hillcrest Avenue should be maintained as a primarily low density, low-rise residential neighborhood. The areas southwest of Gulf to Bay Boulevard, south of Cleveland Street, and north of Cleveland Street west of Hillcrest Avenue are appropriate for medium- and high-density multi-family residential. Institutional uses should remain primarily south of Cleveland Street.

#### **Function**

Although the East Gateway District is predominantly a residential neighborhood, it will be the primary entrance to the Downtown Core once the new Memorial Causeway Bridge opens. Consequently, this presents an opportunity to define and improve the function of this District with attractive streetscape and landscaping elements along with appropriate wayfinding signage.



- Policy 2: The residential base including rental properties should be stabilized by providing for an improved mix of affordable and market-rate housing options including infill developments, rehabilitations, homeownership and rental housing choices.
- Policy 3: The expansion of the existing Clearwater Homeless Intervention Project (CHIP) facilities should be supported as a Downtown “campus” that will address the emergency and transitional housing needs of the Downtown homeless (within a structured/supervised program), and which will prevent future intrusion of scattered homeless facilities throughout the neighborhood.
- Policy 4: The concentration of problematic uses, especially day labor facilities, should be reduced through voluntary relocation or amortization.
- Policy 5: The rehabilitation of existing motels into residential apartments shall be prohibited.
- Policy 6: Foster a sense of neighborhood cohesion through urban design elements, as well as through the creation of neighborhood associations.
- Policy 7: Attract and assist existing retail and personal service establishments in order to create neighborhood employment opportunities.
- Policy 8: New development on Gulf to Bay Boulevard shall be oriented toward the Street to encourage pedestrian activity.
- Policy 9: Evaluate limited expansions of the Commercial and Downtown zoning District boundaries on Gulf to Bay Boulevard and Cleveland Street that may create opportunities for commercial expansions and/or redevelopment that is consistent with Community Development Code requirements.
- Policy 10: Residential development fronting on Cleveland Street may only be permitted if part of a mixed use development.
- Policy 11: Encourage the assembly of vacant and underutilized properties, as well as the demolition of deteriorated buildings to accommodate redevelopment projects that meet Clearwater Community Development Code standards.
- Policy 12: Encourage the adaptive re-use of underutilized buildings in the event redevelopment is not feasible.
- Policy 13: Provide neighborhood-wide education programs relating to housing maintenance and life safety issues prior to conducting any systematic code enforcement program.

**RESERVED FOR MAP 9**

