





# *Land Use/ Redevelopment Plan*

Vision & Guiding Principles | Goals, Objectives, Policies |  
Character Districts



# Chapter 3: Land Use / Redevelopment Plan

## VISION & GUIDING PRINCIPLES

The Downtown Redevelopment Plan provides a flexible framework for the redevelopment of Downtown into a place that attracts people and businesses. This Plan establishes guiding principles that create the foundation for this planning effort and ensure that it reflects the goals and vision of the community. They also provide a means for guiding and evaluating the City's and CRA's future efforts and reinvestment. Future development, programs, funding initiatives, and City improvements should be evaluated on their success in achieving the following principles.

### *Guiding Principles*

#### Authentic

The City will embrace an authentic urban environment focused on Downtown's heritage as the urban core and neighborhoods as the heart of the community. The City will celebrate the achievements of the first 100 years and Downtown will continue as a vibrant place for public expression and celebration of the diversity in the City's second century.

#### Economic Center

Downtown 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. Downtown will continue to attract an array of innovative businesses, including the technology sector, by creating a welcoming business environment, by expanding the major retail core, and with its rich human capital and unique sense of place.

## VISION

Downtown Clearwater will thrive as the urban core and heart of the City, as the center of business and government, and as an attractive place to live, work, shop and play. A revitalized Downtown will be achieved through quality urban design, continued creation of a high quality public realm, and a dense and livable pattern which will strengthen the overall health of the City.

#### Linked Success

The health and success of Downtown is linked to the health and success of the overall City. The City will utilize all tools and incentives available in the Community Redevelopment Agency to revitalize Downtown.

#### Integrated Variety

The Downtown will be a community with an integrated mix of retail, residential, office and recreation uses. The development of a variety of residential projects will support individuals and families with diverse social and economic backgrounds and encourage the resurgence of residences to Downtown.

#### Retail Grid

Cleveland Street is the spine of the Downtown street grid and retail network and is valued as the "Main Street" with historic character and setting. Active ground floor uses along North and South Osceola and North Fort Harrison Avenues will support the retail network.

#### Primarily Pedestrian

All of Downtown must be developed with streets that are safe and attractive places that balance walking, biking, transit and driving a car. The public right-of-way will address the needs of all users as Complete Streets. To promote pedestrian-oriented development some automobile-oriented uses will not be permitted. Walkable block sizes and street grids are key for walkability and livability and will be developed and maintained throughout the Downtown Planning Area.

#### Waterfront & Harbor

A redesigned waterfront will be a catalyst for a more vibrant Downtown providing residents, workers and visitors a welcoming and safe public access to unique and beautiful amenities. An active and inviting Osceola Avenue will firmly and permanently connect Downtown with the waterfront and Clearwater Harbor. Views of and access to the water will be promoted.



### Urban Design

Quality urban site development patterns and architectural design will be achieved through design standards to encourage development and events that activate the public realm, including streetscaping and improvements to the public right-of-way. Open spaces should be the public “living rooms” that foster a vibrant community.

### Pinellas Trail

The Pinellas Trail is a unique regional resource for recreation and economic development. Development abutting the Trail will be connected to and oriented towards the Trail. A multimodal network expanding from the Trail throughout Downtown and to the greater City will be promoted as an essential part of the mobility and livability of Clearwater.

### Park Once

A park once management strategy will be developed by efficiently managing supply and demand for Downtown parking as a collective whole and encouraging an integrated transportation system throughout Downtown.

### Arts

The visual, performing and public arts will be enabled, encouraged and expanded as a vital part of Downtown. The City will weave art and culture into the fabric of everyday life in Downtown.

### Adaptive Reuse

The City will encourage adaptive reuse of properties, in addition to the redevelopment of buildings like the existing City Hall site, in order to continue the reinvestment and rehabilitation of Downtown into a place that is engaging and inviting to all people. The adaptive reuse of existing and underutilized buildings will enhance economic growth.

### Environment

Downtown Clearwater will be competitive, vibrant, and green. The Downtown is interconnected and diverse and will promote sustainability by balancing the environment, economy and community. To achieve environmental stewardship and community vibrancy redevelopment should utilize green building practices including Low Impact Development (LID), Leadership in Energy and Environmental Design (LEED), and Florida Green Building Coalition (FGBC).

### Resilience

Downtown will be economically, socially and environmentally resilient, so that rapid recovery from natural and man-made disasters, climate change, and economic shifts is possible. A strong vision of the future community and an action-oriented stance will prepare Downtown to positively adapt to a disruption.





## GOALS, OBJECTIVES & POLICIES

Four goals have been established to guide the direction of development, redevelopment and public actions within Downtown. Multiple objectives establish how the City will achieve the goals. Collectively, the goals and objectives are organized into four categories: People, Accessibility, Amenities, and Urban Design. Listed afterwards, policies provide detailed direction towards attainment of the goals and objectives.

### *Goals & Objectives*

#### *1. People Goal*

*Downtown shall be a place that attracts residents, visitors, businesses and their employees and enables the development of community. The City shall encourage a vibrant and active public realm, recreation and entertainment opportunities, and support the community and neighborhoods.*

**Objective 1A:**  
Maintain Downtown as the City of Clearwater government center and encourage Pinellas County government to remain in Downtown.

**Objective 1B:**  
Support the relocation of Clearwater City Hall to another location within Downtown Area Plan. Allowing the former City Hall site, which is in a prime waterfront location, to be utilized for mixed-use, high-rise development with residential and commercial ground floor uses. The location, placement and design of a new City Hall should reflect the building's civic importance as a community-gathering place.

**Objective 1C:**  
Osceola Avenue should develop as an active street frontage. The pedestrian experience from Downtown to the waterfront will be active and engaging.

**Objective 1D:**  
Encourage a variety of office-intensive businesses, including finance and insurance, IT/Software, professional services, data management, analytics and services, and medical to relocate and expand in Downtown to provide a stable employment center.

**Objective 1E:**  
Maintain Cleveland Street as Downtown's Main Street which is valued for its historic character and pedestrian scale.

**Objective 1F:**  
Allow for a variety of residential densities and housing types to provide for a range of affordability and mix of incomes consistent with the Character Districts.

**Objective 1G:**  
Continue to utilize a variety of incentives to encourage the construction of new residential uses to locate Downtown.

**Objective 1H:**  
Maintain, activate and program parks, plazas and recreational areas.

**Objective 1I:**  
Create, facilitate and maintain a safe Downtown environment for all residents, visitors, businesses and their employees by addressing real and perceived public safety issues.

**Objective 1J:**  
Recognize and celebrate the unique features of Downtown neighborhoods.

#### *2. Accessibility Goal*

*Downtown will have a connected network with mobility choices.*

**Objective 2A:**  
Maintain and reclaim the Downtown street grid to provide multiple access points in and through Downtown. Vacations of streets and alleys are discouraged.

**Objective 2B:**  
Strengthen Cleveland Street, Osceola and Fort Harrison Avenues as local, pedestrian oriented streets. Identify other local streets to be reinvigorated with active ground floor uses.

**Objective 2C:**  
Continue to implement the Master Streetscape and Wayfinding Plan to support pedestrian and bicycle activity.



**Objective 2D:**

Maintain and improve the Pinellas Trail as both a recreational amenity and as a unique opportunity for economic development. Enhance Trail connectivity from the Downtown to the waterfront and Beach. Promote Downtown Clearwater as a destination accessible by the Pinellas Trail.

**Objective 2E:**

Implement Complete Streets on Downtown roadways.

**Objective 2F:**

Provide safer and more convenient bike facilities, including a bike share program.

**Objective 2G:**

Facilitate pedestrian and bicycle-friendly amenities along and expanding from the Pinellas Trail.

**Objective 2H:**

Support temporary techniques that improve the street environment such as murals, temporary planters, sharrows, bike lanes and painted intersections until permanent improvements are made.

**Objective 2I:**

Identify and reduce pedestrian and vehicle conflicts, focusing on multi-lane road crossings and areas of limited visibility.

**Objective 2J:**

Pursue a premium transit system between Downtown, Clearwater Beach, Tampa International Airport, and St. Pete/Clearwater International Airport.

**Objective 2K:**

Strengthen connections between Downtown and Clearwater Beach.

**Objective 2L:**

Coordinate with Pinellas County to improve the Pinellas Trail throughout Downtown.

**Objective 2M:**

Create parking as infrastructure through a park once strategy that utilizes consolidated parking to serve all of Downtown and reduces the requirement for use-by-use on-site parking.

**Objective 2N:**

Encourage development of joint use public/private parking with PSTA.

**Objective 2O:**

Support water taxis/ferries serving the Clearwater Harbor Marina.

**3. Amenity Goal**

*Downtown will be a memorable place to be enjoyed that is enhanced by Clearwater's waterfront location, natural resources, built environment and history.*

**Objective 3A:**

Redevelop and expand the Downtown waterfront as a park accessible to all residents and visitors functioning as a cohesive system that is dynamic, connected, well-designed, and economically productive.





Objective 3B:

Create a civic gateway to the Downtown waterfront. Promote Osceola Avenue as the active edge to the expanded Coachman Park.

Objective 3C:

Enhance public access to the intracoastal waters along the Downtown waterfront with interactive design features such as kayak launch and water step, as well as natural amenities and active family uses.

Objective 3D:

Utilize portions of the library for alternative uses that may include a restaurant, special events, group gathering, and expansion of art galleries.

Objective 3E:

Continue to promote and enhance the Clearwater Harbor Marina to establish Clearwater as the boating destination of the region.

Objective 3F:

Promote the visual and performing arts.

Objective 3G:

Create and activate space to work as signature destinations, including civic plazas, markets and retail gathering places that promote economic growth for Downtown.

Objective 3H:

Create a connection along Stevenson Creek with a trail and community amenities.

#### 4. Urban Design Goal

Downtown will be a dynamic built environment of dense and livable patterns and active and attractive streets through the use of quality urban design and architecture.

Objective 4A:

Encourage redevelopment that contains a variety of building forms and styles.

Objective 4B:

Establish and utilize design standards and Character District requirements to ensure that development projects enhance the built environment.

Objective 4C:

Develop a plan that identifies street frontages and context sensitive development standards to create a livable and vibrant Downtown.

Objective 4D:

Encourage renovation, restoration and reuse of existing historic structures to maintain the character of Downtown's neighborhoods.

Objective 4E:

Provide shade trees as a critical element for walkable streets.

#### Policies

Policies are detailed actions to achieve the more broad goals and objectives. The policies do not correspond to one specific goal the way objectives do, but as a collective whole these policies support and help obtain all goals and objectives.

Policy 1:

The City shall prioritize sidewalk construction within Downtown that enhances pedestrian linkages and/or completes a continuous sidewalk system on all streets.

Policy 2:

Sidewalk easements will be supported to facilitate wide sidewalks in areas with limited rights of way.

Policy 3:

The City will develop Pinellas Trail spurs to connect the Trail to the waterfront and promote Downtown as a destination along the Pinellas Trail.

Policy 4:

Uses along the Pinellas Trail shall be oriented toward the Trail to take advantage of the people drawn to this recreational/transportation amenity. Connections to the Pinellas Trail are to be incorporated in site plans when property is adjacent to the Trail or when the proposed use would benefit through a connection.

Policy 5:

The City shall continue to provide bike parking and consider developing incentives to promote additional bike parking on private development, particularly those along the Pinellas Trail.



**Policy 6:**

Shared parking for commercial, office and mixed uses is encouraged wherever possible.

**Policy 7:**

The City shall evaluate the need, size and location for a parking garage(s) to support entertainment, retail, restaurant uses and large events.

**Policy 8:**

The CRA will develop property owner incentives for building improvements to support intensive office uses including IT/software, finance and insurance, professional and data management, analytics and services.

**Policy 9:**

Encourage internet service and telecommunications providers to continue upgrading and expanding infrastructure capacity and service area.

**Policy 10:**

The CRA may evaluate participating with the private sector in land assembly to facilitate projects consistent with this Plan.

**Policy 11:**

The CRA may consider reimbursement of impact fees and permit fees as an incentive for redevelopment projects that are consistent with this Plan.

**Policy 12:**

The City shall make use of Community Development Block Grant, HOME Investment Partnership Program, State Housing Initiatives Partnership program, and other federal, state, and county funds for Downtown infrastructure and increasing affordable housing options.

**Policy 13:**

The City will encourage non-conventional stormwater management practices including Low Impact Development (LID), Green Streets and alternative and integrated stormwater treatment systems.

**Policy 14:**

Encourage the use of solar panels above surface and structured parking and other structures as appropriate.

**Policy 15:**

The City and CRA will continue to partner with and promote groups and programs that create and provide public art.

**Policy 16:**

The City will establish minimum standard uses in the Downtown zoning district that can be approved through a building permit, provided all design standards and other requirements are met.

**Policy 17:**

The Downtown zoning district will establish the quality and design features expected for renovation, redevelopment and new construction in Downtown.





**Policy 18:**

The design of all projects in Downtown shall incorporate pedestrian-scale elements that create and maintain an inviting pedestrian environment.

**Policy 19:**

The City shall maintain the Public Amenities Incentive Pool, established in 2004, that provides density and intensity increases for projects in excess of the allowable maximum development potential. The Pool is allotted based on a provision of selected public amenities.

**Policy 20:**

Transfer of Development Rights is 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 designation of Central Business District (CBD) are not limited. All uses of transferred development rights shall ensure that the receiving site remains consistent with the vision of the applicable Character District.

**Policy 21:**

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 to less intensive areas.

**Policy 22:**

The use of Termination of Status as a Nonconformity shall be limited to render nonconforming height and/or density and intensity conforming and shall not be used to legitimize nonconforming uses and site conditions.

**Policy 23:**

Drive-through facilities, where permitted, must be accessory to the primary use and be designed to minimize views of the facility from rights-of-way in order to maintain a pedestrian orientation and preserve the urban form of Downtown.

**Policy 24:**

To ensure balance among all users and modes of transportation certain automobile-oriented uses are not supported in the Downtown Plan Area.

**Policy 25:**

The City shall continue to encourage neighborhood associations that empower residents to improve their neighborhood and strengthen ties between residents and government.

**Policy 26:**

Property owners/developers are encouraged to meet with area neighborhood associations/business groups prior to submitting a major redevelopment project for City review.

**Policy 27:**

Prior to the disposition of City and/or CRA-owned properties, a determination shall be made regarding the most appropriate use consistent with this Plan and may require certain uses and site design requirements.

**Policy 28:**

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 29:**

The City shall work to increase coordination and communication among residents, Police Officers and Code Compliance staff in an effort to proactively solve problems.

**Policy 30:**

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 Downtown Planning Area is 556 acres and contains several unique commercial areas and residential neighborhoods. This Plan establishes development potential and policies guiding private development as well as City actions. Different areas of Downtown have different characteristics and functions; therefore, development potential, building heights and policies reflect those differences. The Downtown Planning Area is divided into five Character Districts to address each unique area, as shown on Map 3.1.

Each District contains a narrative on existing conditions, District vision, intensity, density and height, and development patterns, as well as policies specific to that area. Where applicable District specific criteria or completed plans are incorporated into the District's vision and policies and are described as supporting documents.

### *2018 Update on Character Districts*

Since the adoption of the Plan many changes have occurred in the Downtown; however, there continues to be a lack of commercial development, erosion of neighborhood character, and limited new housing development. The 2018 update modifies District boundaries by consolidating two Districts into one and expanding another. Additionally, changes to properties' development potential are incorporated to allow for greater redevelopment opportunities of existing lots and structures and to encourage new residential development that is in character with existing neighborhoods. Previous policies encouraged lot consolidation for redevelopment which resulted

in the demolition of structures that contributed to the character and pattern of the neighborhood and these policies have been removed. These changes are coupled with new and revised policies for each Character District to provide further guidance to achieve their vision.

The 2018 update incorporates the goals and policies of several recently completed documents including the North Marina Area Master Plan, Imagine Clearwater and the East Gateway District Vision Plan. The North Marina Area Master Plan's study area included the northern portion of the Old Bay Character District and 41 parcels (9.671 acres) to the north, outside of the District. The 2018 update includes an expansion of the Old Bay Character District and Downtown Planning Area to include these properties and six contiguous parcels to the north, to eliminate bifurcation of ownership particularly along North Fort Harrison Avenue. This brings the Old Bay Expansion area to 47 parcels (10.911) acres. To fully integrate these properties into the Downtown Planning Area, additional steps will be necessary. The City's Future Land Use Map and Zoning Atlas will need to be amended to designate the parcels with the Central Business District (CDB) future land use category and the Downtown zoning district, which the majority of the Downtown Planning Area is currently designated.

The 2018 update also addresses those parcels in the Prospect Lake and Downtown Gateway Character Districts that were not amended when the Downtown Plan Area boundaries were previously expanded in 2004. Policies address the need to also amend these properties' future land use and zoning designations to Central

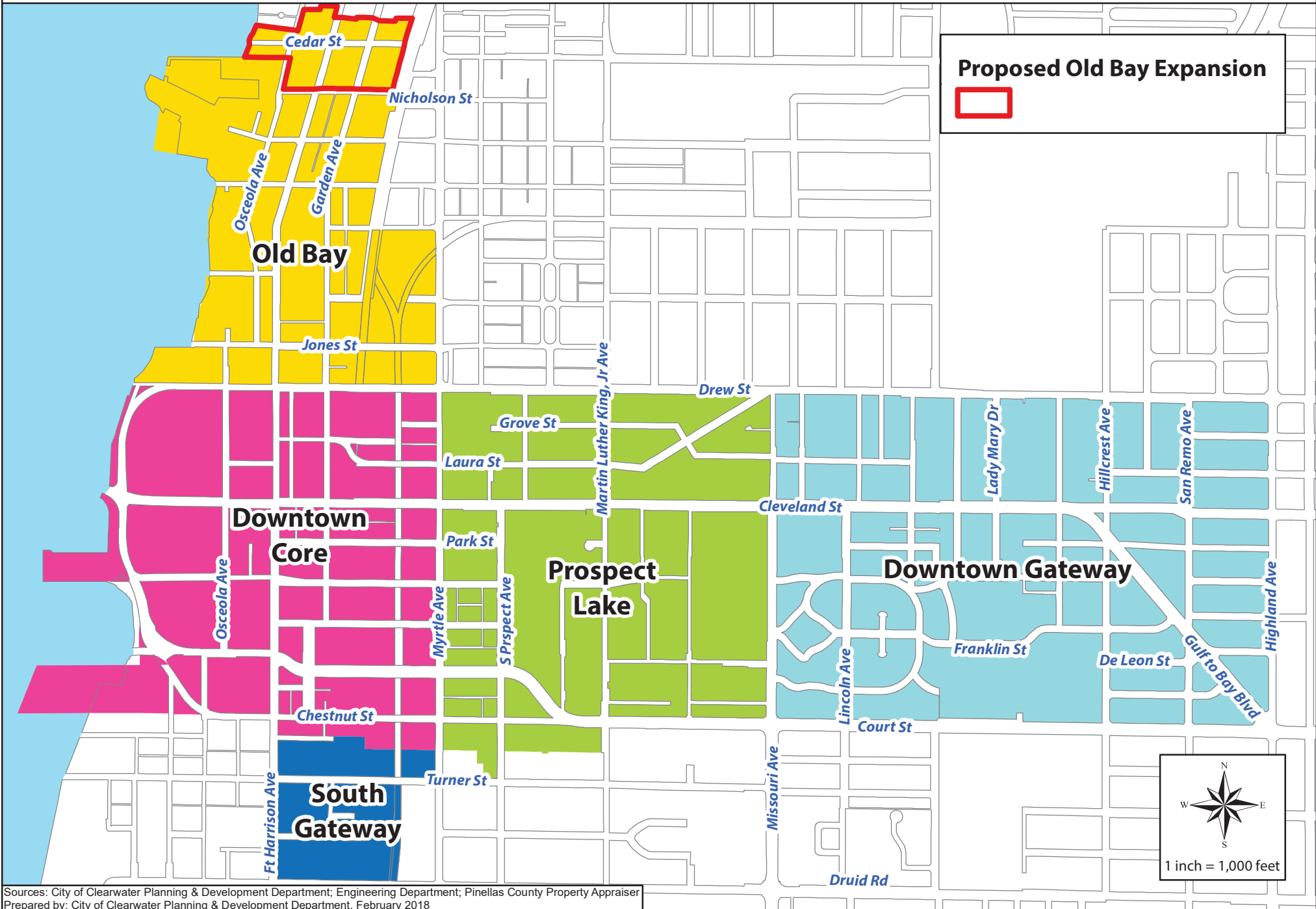
Business District (CBD) and Downtown (D) District, respectively, which will consolidate all parcels within these two Districts into the same category, providing clarity regarding development potential and future opportunities to residents and the development community.

### *Relationship to Community Development Code*

While the Character Districts set the development potential and development policies, redevelopment must also be consistent with the zoning district provisions which include development standards in the Community Development Code. The review and approval process will be consistent and predictable. This will expedite developments which achieve the objectives of this Plan. The revitalization of Downtown Clearwater is critical to the City's overall success. The City will use all economic development and CRA tools and incentives available to revitalize the Downtown. These concepts guided the formation of the Plan's goals, objectives and policies and 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 people can enjoy.

# Map 3.1 Character Districts

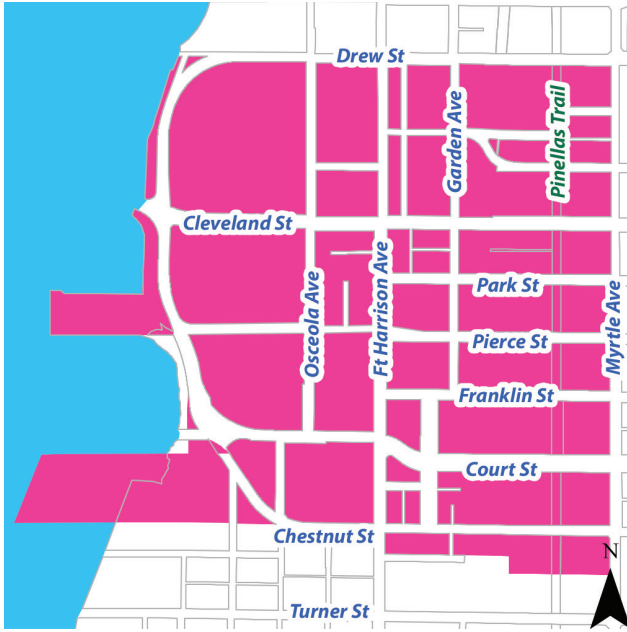
## Clearwater Downtown Redevelopment Plan



Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018



## DOWNTOWN CORE DISTRICT



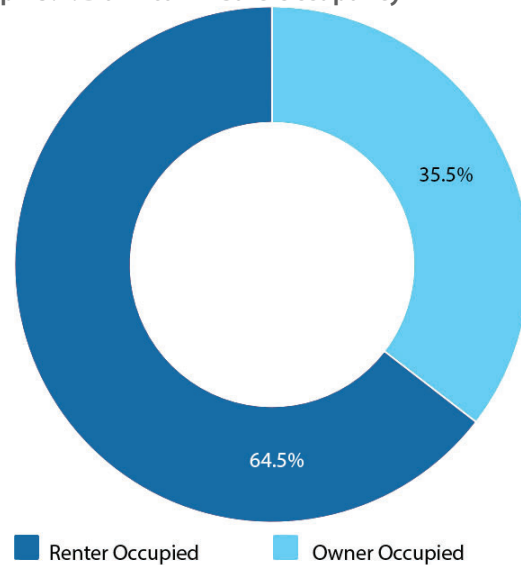
The Downtown Core is bounded by Drew Street on the north, Myrtle Avenue on the east, Clearwater Harbor on the west and Chestnut Street on the south as illustrated above. The Downtown Core is composed of 619 parcels totaling 128.9 acres in area and represents 23.2 % of the Downtown Plan Area.

## Existing Conditions

The Downtown Core is the government center and an important employment area in the City. Many of the Pinellas County and City of Clearwater government offices are located in the Downtown Core as well as private offices and supporting uses. Since 2004 Technology and I/T businesses have expanded in the District and two large residential developments were completed: Station Square on Cleveland Street and Water's Edge on Osceola Avenue overlooking the waterfront. The Downtown Core is the outlier in several demographic categories. The District's residents are older on average (mean age 64.1 years) and have the smallest household sizes (mean people per

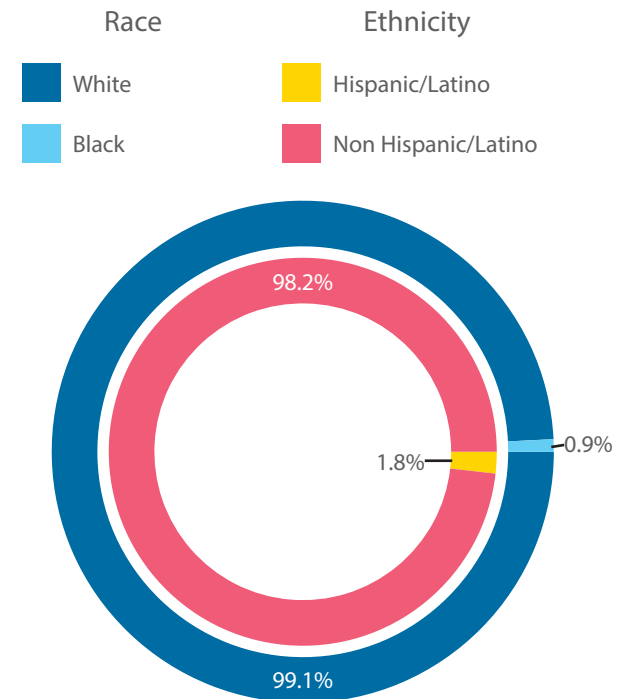
household 1.3 persons). Further, the District has the highest median home value at \$277,600 and the highest median home rents at \$1,768, as well as the highest median income at \$56,429. The District also has the highest concentration of white residents in the Downtown Planning Area at 97.3%.

Graph 3.1. Downtown Core Occupancy



Source: mySidewalk.com; US Census 2011-2015 ACS

Graph 3.2. Downtown Core Race/Ethnicity



Source: mySidewalk.com; US Census 2011-2015 ACS

Cleveland Street is Downtown's "Main Street" and has a historic character/setting and functions as the major retail street within Downtown. On the eastern end of Cleveland Street is the U.S. Post Office and on the western end is the remodeled and reinvigorated Capitol Theatre, which attracts national musical and cultural acts. Cleveland Street has been improved with streetscaping, public art through Sculpture 360, Dolphin Trail, and the Clearwater Arts Alliance signal box art wraps, and with the renovation of Station Square Park into a plaza park with seating, programming and area for community activities. The Clearwater Main Library overlooks Coachman Park and provides events, programming, education and unique maker studios. Coachman Park is located directly on the beautiful intracoastal waterfront with the Downtown Marina and hosts many signature events including the Fourth of July and Clearwater Jazz Holiday. There is a significant amount of underutilized surface parking at the waterfront. At the prime corner of Osceola Avenue and Cleveland Street which overlooks Clearwater Harbor is the largely vacant Harborview Center. There are a number of institutional uses within the Downtown Core, as well as underdeveloped and vacant land.

Court and Chestnut Streets are important corridors to the Beach and City but create challenges for connectivity and balance among other users and modes of transportation due to some automobile-oriented development, pattern and speeds. Similarly, but less intensely, Myrtle Avenue is primarily utilized by through traffic and is uncomfortable for people walking. The Pinellas Trail runs north-south through the Core and connects the heart of Downtown to the City at large.

### *District Vision*

The Downtown Core will continue as the center of local government including Pinellas County and City of Clearwater offices. As the historic urban center and heart of Clearwater, the Downtown Core will be characterized by a wide variety of permitted uses developed with the highest intensity of use in the City. The dense urban pattern will facilitate a walkable network oriented for all users. The Downtown Core will be an entertainment destination including an active waterfront, marina, cultural events and attractions, festivals, markets, restaurants, bars, brewpubs/microbreweries, theaters and shopping attractive to all ages. People are the heart of any thriving downtown and as such a key component to the revitalization of the Downtown Core is to attract residential uses, while allowing a variety of housing types and prices. Once a residential base is firmly in place, retail, restaurant and service uses will likely follow.





## Intensity, Density & Height

Development potential and maximum permitted heights for all Character Districts are shown on Maps 3.2- 3.6. Downtown Core development potential is specified in Table 3.1. The Downtown Core allows for the highest density and intensity of development in the Downtown. The Downtown Core has no maximum height restriction; however the building height for properties along Cleveland Street must respect the historic building pattern through location, coverage and stepbacks.

**Table 3.1. Downtown Core Development Potential**

FAR	4.0
Density	75 dwelling units per acre or 95 hotel units per acre
Height	Unlimited*

\* Policies direct height along Cleveland Street

## Development Patterns

Among the Downtown Character Districts, the Downtown Core will have the highest density for residential and hotel uses and the highest intensity for non-residential uses and an integrated mix of uses. The Downtown Core shall be redeveloped as a pedestrian-friendly place achieved through a diversity of uses, walkable block sizes and an interconnected street grid, and streetscape improvements that balance the needs of all users. Parking for the majority of uses will be managed as infrastructure supporting the entire Downtown Core. Development and redevelopment along Osceola Avenue shall contribute to the active edge of the Downtown waterfront. The intersection of Osceola Avenue and Cleveland Street, the gateway

to the Downtown waterfront, shall have 100% activation on the ground floor of all four corners with commercial uses that generate customers and street activity and invite all people to gather and create community.

Cleveland Street will continue to be the spine of Downtown’s entertainment and retail network, and new construction and redevelopment will respect and be integrated with the existing predominant building height, placement and orientation. Additional attention and improvements in aesthetics, pedestrian crossings and active uses will be directed towards Fort Harrison, Osceola and Myrtle Avenues to improve the whole street network.

Success for a walkable downtown relies on a connected and expansive network of mobility options. Significant barriers and gaps such as multi-lane through roads with uninviting and limited pedestrian facilities undermine the network. Court and Chestnut Streets will be walkable urban corridors that are safe for people and will continue the urban and human-scale development patterns required throughout the District. The northwest corner of South Myrtle Avenue and Court Street, which has been identified as a possible intermodal site, will be a key corner requiring commercial ground floor uses oriented towards the street to facilitate safe pedestrian activity.

The Pinellas Trail will be integrated into the fabric of the Downtown Core by providing safe and convenient connections to the Downtown waterfront and to the Memorial Bridge and across to the Beach. Additionally improvements to the Trail within the Downtown Core and the

Druid Trail will connect the balance of the City with the Downtown. Development abutting the Pinellas Trail should be oriented towards the Trail, particularly with new ground up development on vacant lots north of Cleveland Street and along Court and Chestnut Streets.

## Supporting Documents

### Imagine Clearwater

In 2017, the City completed Imagine Clearwater, a vision plan for the Downtown waterfront that focused on how to better connect the waterfront with Downtown, how to draw residents and visitors there and how to catalyze greater activity and investment in Downtown. In order to achieve the vision of creating an active, authentic, iconic civic and open space that celebrates Clearwater’s history natural beauty, culture and diversity and anchors an economically vibrant downtown, the Plan is centered on the implementation of the following four key strategies:

- The waterfront must be anchored by a dynamic new open space
- Coachman Park needs an active edge
- An improved Osceola Avenue should complement Cleveland Street
- Access to the site should incorporate all modes of transportation

Imagine Clearwater envisions an enlarged and redesigned Coachman Park which currently extends from Drew Street to Cleveland Street and is open to the public and hosts dozens of public concerts and festivals each year. The waterfront park envisioned in Imagine Clearwater is one that includes five distinct areas - the Civic Gateway, Bluff Walk, the Green, Coachman Garden, and the Estuary. These areas will provide a variety of spatial experiences with opportunities for active and passive use. This variety, along with additional programming, is intended to accommodate people of all ages and interests, which will help draw people to the park. In addition to creating a unique and exciting waterfront, a central element of Imagine Clearwater is to activate the Bluff. Framing the park with active uses, such as residential, hotel, dining and cultural uses will increase activity and safety within the park and attract people to the area. An active Bluff will also better connect the waterfront with Downtown and leverage City investments, and create physical connections to attract people from Downtown to the waterfront and vice versa. Improved connectivity and access to the waterfront through a variety of modes is also central to the success of the Downtown waterfront/bluff area; therefore, Imagine Clearwater also includes a multimodal strategy that includes a variety of pedestrian routes, shared bicycle lanes, a Jolley Trolley route, the Clearwater Ferry and parking dispersed throughout the park. The referendum needed for these changes to the waterfront passed in November of 2017.

### [The Clearwater Comprehensive Boating Plan](#)

The Downtown Marina should continue to be promoted to establish Clearwater as the boating destination of the region. The Clearwater Comprehensive Boating Plan (2016) identified specific implementation recommendations to achieve this goal: reorganize parking, provide public restrooms, enhance security, add public area wayfinding and add artistic lighting on the Clearwater Memorial Bridge.

### [Downtown Core District Policies](#)

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

#### Policy 1:

Establish a time frame for the demolition of the Harborview Center and redevelopment of the site as a civic gateway to the Downtown waterfront.

#### Policy 2:

Redevelopment of all properties west of Osceola Avenue and south of Cleveland Street must consider natural features and be integrated into the Imagine Clearwater Master Plan.

#### Policy 3:

The City shall perform a parking needs analysis to establish priorities for parking solutions and consider the development of a parking structure that will support Downtown as a whole.





Policy 4:

To ensure a public realm that is friendly and safe for people walking, driveways and curb cuts shall be prohibited on Cleveland Street between Myrtle Avenue and Osceola Avenue and on Fort Harrison Avenue between Drew Street and Court Street where alternative access can be provided.

Policy 5:

Buildings and development should be people-oriented.

Policy 6:

Redevelopment and new construction along Cleveland Street shall be compatible with and contribute to pedestrian vitality, human scale and the historic fabric of Downtown through the use of build-to-lines, building stepbacks, active ground level uses and architectural features and details.

Policy 7:

Develop improved crossing at Court and Chestnut Streets for pedestrians and bicyclists for safety and to reinforce the existing urban development pattern.

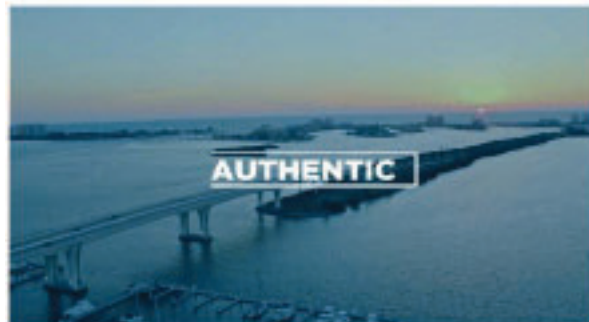
Policy 8:

The City will coordinate with FDOT to ensure future designs of Alt. US-19 will balance the needs of all users and provide pedestrian connections to make a walkable Downtown.



*The Downtown Clearwater waterfront will be an active, authentic, iconic civic and open space that celebrates Clearwater's history, natural beauty, culture, and diversity and anchors an economically vibrant downtown.*

# IMAGINE CLEARWATER VISION AND GUIDING PRINCIPLES



Clockwise from top left: City of Clearwater, west28, Discover Los Angeles, Unsplash, St. Petersburg/Clearwater Film Commission, Flickr User: zinkstr

## Imagine Clearwater BY THE NUMBERS

**19.0** acres of  
park space  
*(110% increase)*

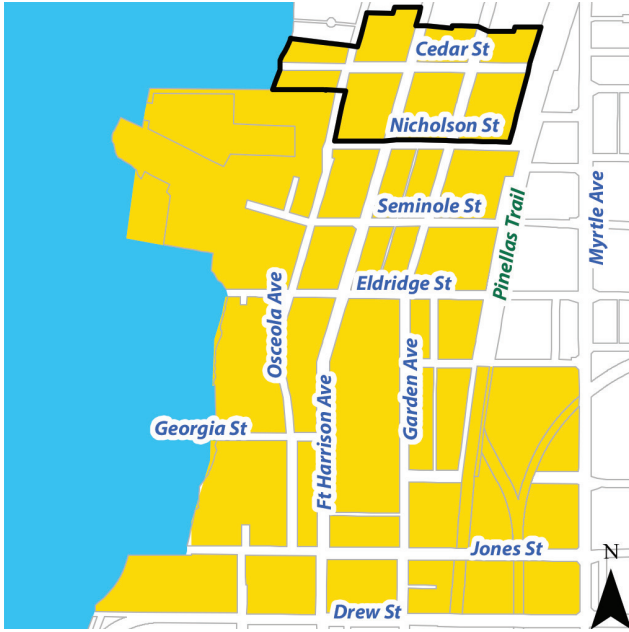
**4.0** acres of  
flexible even use  
*(25% increase)*

**0.3** miles of newly  
pedestrianized  
Intracoastal Edge

**0.4** miles of  
new Bluff Walk



## OLD BAY DISTRICT



The Old Bay District is generally bounded by Blanche B. Littlejohn Trail and Myrtle Avenue on the east, Clearwater Harbor on the west, Drew Street to the south, and Cedar Street to the north as illustrated above. Also illustrated above is the Old Bay expansion area outlined in black. There are 349 parcels totaling 96.6 acres of land within the District representing 17.2 % of the land area within the Downtown Plan Area.

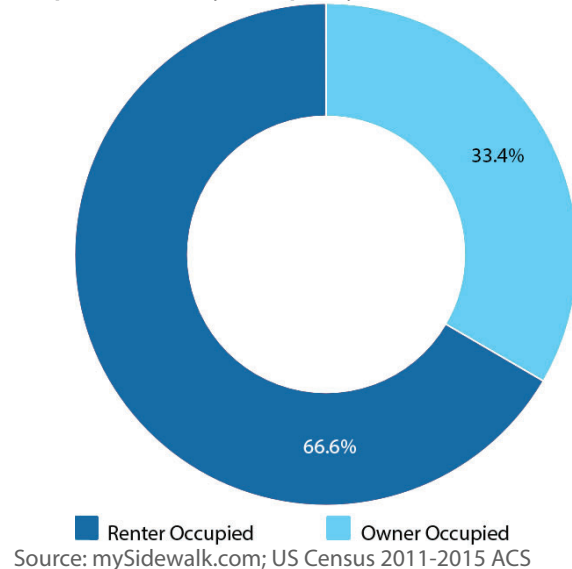
## Existing Character

The Old Bay District is a transitional area between the Downtown Core to the south and the lower density residential areas to the north, outside of the Plan area. North Fort Harrison Avenue is the main commercial corridor in this District, and serves as the northernmost gateway into Downtown.

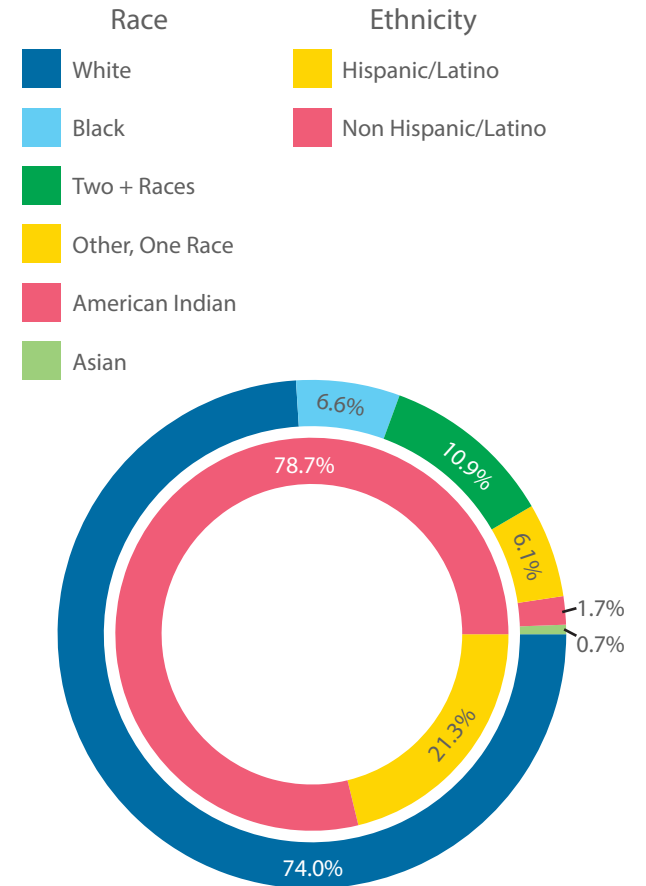
Many of the neighborhood roads are narrow, except for Drew Street which is a four lane undivided road. The Pinellas Trail crosses Drew Street at an unsignalized location. Drew Street also has limited pedestrian crossings from the District into the Downtown Core to the south. North Fort Harrison Avenue has narrow sidewalks and divides the District into two distinct sections

which contributes to the lack of a cohesive identity. Although the most eastern portion of the District does not enjoy close proximity to the waterfront it has the Pinellas Trail connecting it to the Downtown Core.

Graph 3.3. Old Bay Occupancy



Graph 3.4. Old Bay Race/Ethnicity



The Old Bay Character District has several unique demographic and housing statistics. The District has a high median home value at \$217,795, likely due to proximity along Clearwater Harbor, but with one of the oldest housing stocks (mean housing age 1964). This District has among the highest median home rent at \$1,080 which is greater than Downtown, City and County averages.

Old Bay is comprised of a mix of land uses including residential (single-family and attached dwellings), commercial, institutional, governmental, and recreational. This mix gives the District great diversity and contributes to its eclectic character. Many residential parcels are adjacent to non-conforming industrial and vehicle service uses.

The District's unique character is derived from its location on the Bluff and the significant number of older structures (greater than 50 years old). The water (west) side of North Fort Harrison is predominantly residential comprised of a mix of one and two story single family homes and attached dwellings as well as a few taller residential buildings. The majority of housing types are consistent with an urban neighborhood and create inviting streets that are people oriented. The North Ward Elementary School, the City of Clearwater's former Partnership School, is located on the northern edge of the District, but is now closed. A historic survey identified the school as being potentially eligible for the National Register of Historic Places. The District is also home to the Francis Wilson Playhouse, as well as the privately operated Clearwater Basin Marina, and the publicly operated Seminole Boat Ramp, both of which generate boat traffic. Clearwater Gas'

administrative offices and warehouse continue to be located within the District between North Myrtle Avenue and the Pinellas Trail. There are many underutilized and vacant properties scattered throughout the District.

### *District Vision*

The Old Bay District will be a mixed-use neighborhood supporting the Downtown employment base with residential and limited neighborhood commercial and office uses. The District provides additional public waterfront access for boaters and non boaters outside of the Downtown Core. The unique and charming character will be preserved, and the District will be a safe and fun place to live, work, and play, day and night.

A hotel at the Clearwater Basin Marina and a restaurant by the Playhouse would both activate the waterfront area and bring more amenities for the boating community. Redevelopment at or near the Seminole Boat Ramp must balance the needs of the boating community and area residents. Dry boat storage was not found to be an essential commodity to enhance Clearwater as the boating destination of the region, and would not contribute to an active and pedestrian-oriented waterfront.





Reopening the North Ward School as a public school or marine/maritime school or visual and performing arts school is encouraged to enhance the neighborhood and utilize the unique structure. Additionally the North Ward School could be adapted to a community/cultural center, art gallery or museum and improved with publicly accessible amenities like a playground, garden, or space for outdoor events to expand the cultural attractions in the District. Historic designation of the North Ward School to preserve the structure while allowing for adaptive reuse is supported.

Renovations and adaptive reuse of existing older structures are encouraged in the District. Preserving the existing housing stock is essential to maintaining the neighborhood’s character, charm and appeal. Small infill redevelopment such as single family homes, townhomes, bungalow courts and duplexes that are typically found in urban neighborhoods are appropriate for the District as well. Infill developments on existing smaller lots will provide a needed variety of housing while limiting the visual impact of increased density often associated with large residential towers and surface parking. Creative workspaces and community-use facilities with reasonably priced housing will create a catalyst for economic development. Live-work bungalows are supported in the block south of Cedar to Nicholson Street between Fort Harrison and Garden Avenue. The development pattern in the balance of the District is expected to remain urban in character reflecting the low-rise scale (one to three stories) of the existing neighborhood with greater height and intensity along North Fort Harrison Avenue and at the southwestern edge adjacent to the Downtown.

The character of Old Bay should be strengthened through streetscape elements that identify the District as a Downtown neighborhood and promote pedestrian and bicyclist connectivity. Emphasis should be placed on tying the eastern and western areas of the District together by providing linkages between the waterfront and the Pinellas Trail. The City will coordinate with Pinellas County to improve the Pinellas Trail. The City rights-of-way that dead-end at the Harbor will be retained for public access. Public improvements to the Seminole Boat Ramp will enhance waterfront access and appearance and create inviting public access to the waterfront. Current planned improvements include additional parking, a pedestrian promenade through the marina, an elevated observation platform, new greenspace by the Playhouse, landscaping, and public restrooms. Redevelopment should provide opportunities for comfortable walking and access to public areas including the Seminole Boat Ramp and Pinellas Trail. The crossing of the Pinellas Trail on Drew Street will be improved for bicyclist and pedestrian safety. The District will be a place that facilitates a healthy, active, and social lifestyle. Views of and public access to the water offer a unique opportunity to create a special place. View corridors of the water from the bluff and specifically from Nicholson Street and across the School Board property will be required.

*Intensity, Density & Height*

Development potential and maximum permitted heights are shown in Map series 3.2-3.6. The Old Bay development potential is specified in Table 3.2. The Old Bay District is a transitional District and the development potential varies to provide a buffer from the most intense uses to the single family home neighborhoods, outside the District. Additionally the development potential supports a concentration of commercial uses along North Fort Harrison Avenue.

**Table 3.2. Old Bay Development Potential**

FAR	Fronting on N. Ft. Harrison Ave. & westward: 1.5
	Eastward of properties fronting on N. Ft. Harrison Ave.: 0.5
Density	35 dwelling units per acre or 50 dwelling units per acre for mixed use
	West of N. Osceola Ave. & north of Seminole St. & 2 acres or greater, excluding properties fronting on Cedar St.: 50 hotel units per acre
	Bed & Breakfasts: 35 rooms per acre, not to exceed 10 rooms
Height	West of N. Osceola Ave. & between Drew and Georgia Sts. or between N. Osceola & N. Ft. Harrison Aves. & between Jones & Drew Streets: 150 feet
	West of Garden Ave. & south of Nicholson St.: 55 feet
	East of Garden Ave. & south of Nicholson St., or north of Nicholson St. & between N. Ft. Harrison & Garden Aves., or north of Cedar St. & between N. Osceola & N. Ft. Harrison Aves.: 45 feet
	North of Nicholson St. & south of Cedar St. & west of N. Ft. Harrison Ave. & east of N. Osceola Ave, or west of N. Osceola Ave. & fronting on Cedar St., or north of Nicholson St. & east of Garden Ave.: 35 feet

## Development Patterns

Redevelopment in the Old Bay District will provide a variety of housing types and densities, mixed use developments as well as neighborhood-scale retail and office development; however, the retention, renovation, and restoration of existing historic homes throughout the District is strongly encouraged. New development and redevelopment will be oriented towards the street. Wide sidewalks will enhance the walkability of the neighborhood. The development potential and height encourages a form of development that fills out a site and reduces vacant space around buildings. Bed and breakfasts may operate within the District; however hotel development may only occur in the area west of North Osceola Avenue, north of Seminole Street and excluding those properties fronting on Cedar Street. Height of development shall be conscious of the transition from the Downtown Core where height is unlimited to the established single family residential scale in the District.

North Fort Harrison Avenue is the main commercial area providing neighborhood commercial uses on properties on both sides of the street, but existing residential may remain and mixed-use is anticipated. Wide sidewalks with limited curb cuts are desired for a safe and comfortable experience. New development and redevelopment will contribute to an active and friendly place for walking and biking.

The Pinellas Trail is an economic opportunity for residential and commercial investment. The continuation of residential uses along the Trail is encouraged. The properties at the intersection

of the Pinellas Trail and Drew Street are the most appropriate for restaurant, brewpub or cultural uses; however, other sites along the Trail may be considered for compatible trail-oriented uses. While development adjacent to the Pinellas Trail may delineate the boundaries between the public and private realm, access should be provided so residents can enjoy this amenity and business can be supported by Trail users. The City's Gas Department administrative offices and warehouse shall remain at its location between Myrtle Avenue and the Trail.

## Supporting Documents

### North Marina Area Master Plan

The North Marina Area Master Plan was commissioned by the City of Clearwater in response to ULI recommendations which identified a variety of opportunities in the Old Bay District. At the time it was conducted the North Marina Area Master Plan boundary only partially overlapped with the northern area of the Old Bay District. This area of overlap constituted 103 parcels totaling 32 acres. The portion of the North Marina Area Master Plan boundary that extended north beyond the District included an additional 41 parcels totaling 9 acres. The Master Plan recommends the additional area be incorporated into the Old Bay Character District and Downtown Planning Area. The overall goals of the North Marina Area Master Plan are incorporated into the vision and policies of this District and are supported throughout the Downtown Redevelopment Plan.





The goals for the North Marina Area Master Plan are to: 1) balance the needs of the boating community, area residents, and the development community; and 2) provide the greatest value to the residents and the City. The plan also focuses on enhancing the publicly-accessible open space elements at the Seminole Boat Ramp. The Plan builds upon existing assets and establishes a vision that was defined through extensive public engagement to remedy existing deficiencies. Redevelopment in the area should include a connection to the Pinellas Trail, multimodal connections, and improvements to the Seminole Boat Ramp to enhance both waterfront access and appearance.

The Plan identifies North Fort Harrison Avenue as a mixed-use corridor, with mid-rise residential above active uses and parking or single story buildings with parking in rear, and reduced driveways to prevent conflicts with pedestrians. Historic houses along North Fort Harrison Avenue can remain and be compatible with the limited redevelopment anticipated.

Through the planning process the community indicated the greatest support for low-rise development (1 to 3 stories or up to 40 feet tall) on the waterside (west of North Fort Harrison Avenue). The community supported green space as an amenity within the North Marina Area. At the boat ramp the community supported a sit down casual restaurant, waterfront boardwalk and restrooms.

The Plan identifies key catalyst sites and uses for redevelopment including a hotel on the northeast portion of the Clearwater Basin Marina and tourism development along North Osceola Avenue near the boat ramp. The Plan includes

several suggestions for the North Ward School encouraging that it be reopened, and envisions a makers courtyard at the Cedar block with live-work bungalows with “makers” shops, galleries, and kitchen incubators.

### *Old Bay District Policies*

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

**Policy 1:**  
Amend the Future Land Use Map and Zoning Atlas to designate parcels in the Old Bay expansion area Central Business District (CBD) and Downtown (D) District, consistent with the remainder of properties in the Old Bay District.

**Policy 2:**  
Conduct an updated historic survey to identify potential contributing structures to a historic district within the District.

**Policy 3:**  
Pursue historic designation of the North Ward School.

**Policy 4:**  
Establish a building renovation assistance program (e.g., low-interest loans or grants) to revitalize and retain the older housing stock in the District.

**Policy 5:**  
Develop North Fort Harrison Avenue as a pedestrian-oriented gateway into the Downtown.

**Policy 6:**  
Utilize sidewalk easements along North Fort Harrison Avenue to achieve wider sidewalks where existing public right-of-way is inadequate.

**Policy 7:**  
Mixed-use development is encouraged along North Fort Harrison Avenue.

**Policy 8:**  
Improve North Fort Harrison Avenue with streetcaping that incorporates lighting, Low Impact Development, and Green Streets to connect Old Bay to the Downtown Core.

**Policy 9:**  
Connections from the Pinellas Trail to Clearwater Harbor and the Seminole Boat Ramp should be accomplished through signage, lighting, sidewalks and bicycle/pedestrian facilities.

**Policy 10:**  
Limited commercial nodes that are compatible with the neighborhood and supports trail users may be permitted along the Pinellas Trail.

**Policy 11:**  
Activate the Seminole Boat Ramp to be a recreation site and improve it with pedestrian paths, picnic areas, park benches, landscaping, lighting, and Low Impact Development (LID) techniques.

**Policy 12:**  
Support the continuation of the Francis Wilson Playhouse.

Policy 13:  
Protect view corridors from Nicholson Street through design standards, building placement, orientation.

Policy 14:  
Coordinate with Pinellas County Schools to explore options to repurpose the North Ward School.

Policy 15:  
Explore options to facilitate the development of affordable live/work bungalows with maker's shops, galleries, and restaurant startups.

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*The North Marina Area  
is a vibrant waterfront  
community on Clearwater  
Harbor.*

With a variety of uses, it attracts residents, businesses, visitors, and the boating community. It is unique, charming and peaceful, with historic character and culture. It promotes a healthy, active, social, family-friendly, and environmentally-responsible lifestyle. It is a safe and fun place to live, work and play, day and night.

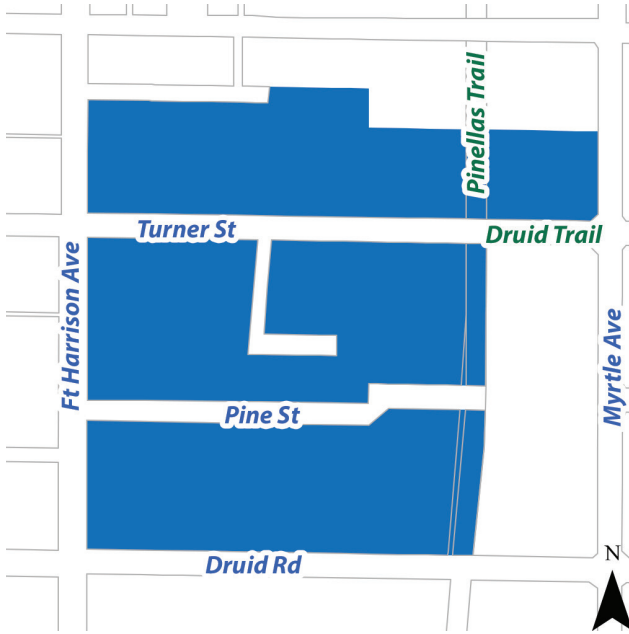








## SOUTH GATEWAY DISTRICT



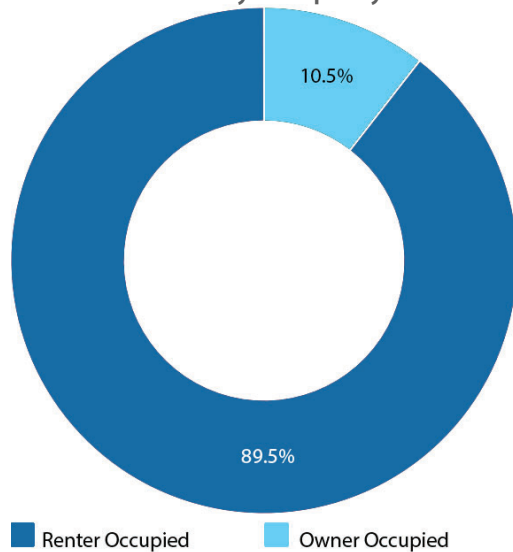
The South Gateway District is generally bounded by parcels fronting on Chestnut Avenue on the north, the Pinellas Trail on the east, South Fort Harrison Avenue on the west and Druid Road on the south as illustrated above. The District is comprised of 61 parcels of land totaling 23.1 acres and represents 4.2% of the total Downtown Plan Area.

### Existing Conditions

The South Gateway is the principal entryway to Downtown from the south. It is also a transition area between the more intensely developed Downtown Core and the Harbor Oaks neighborhood to the southwest and to Morton Plant Hospital further south. Though it is a small area it is largely redeveloped with a mix of townhomes, retail, office, and County buildings, with some remaining vacant/underutilized parcels. The District has one of the three grocery stores serving the Downtown area and a retail center along the heavily-used commuter route of South Fort Harrison Avenue. The single family houses along Turner Street have largely been adapted to neighborhood scale office and residential. Two

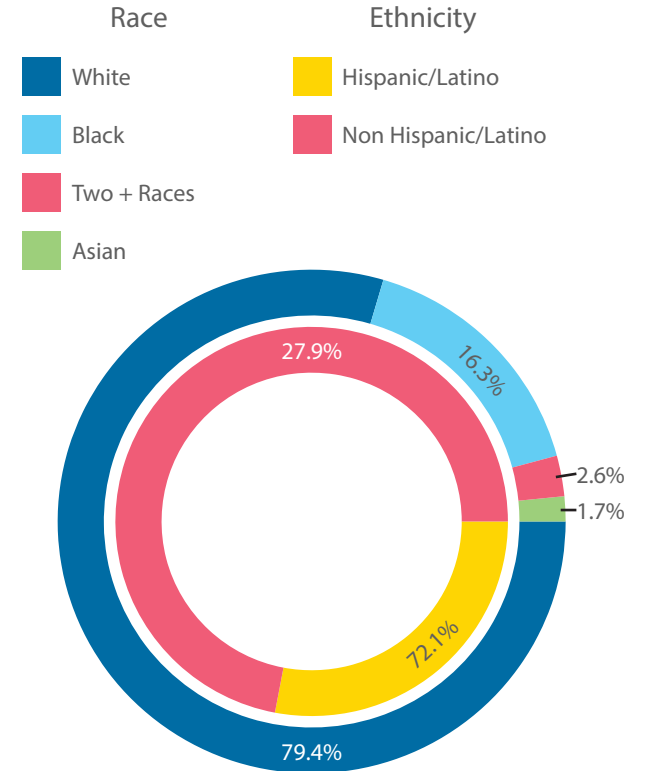
trails cross the District, the Pinellas Trail running north/south and the Druid Trail running east/west. According to the U.S. Census, the South Gateway Character District has the lowest median household income at \$17,167, but residents also have the lowest median home rent at \$562, so few are cost burdened (pay more than 50% of income towards rent). The District also has the highest renter occupancy at 89%. Because there are less

Graph 3.5. South Gateway Occupancy



Source: mySidewalk.com; US Census 2011-2015 ACS

Graph 3.6. South Gateway Race/Ethnicity



Source: mySidewalk.com; US Census 2011-2015 ACS

than 30 residential properties in this District, the majority of which are part of a newer townhouse complex with property values above the City and Downtown median home values and known rental values significantly higher, the apportioning of data for this small geographic area may have skewed the results in this District.

### *District Vision*

The South Gateway will continue to provide a transition from the Downtown Core to the single family neighborhoods to the southeast and the Morton Plan Hospital medical area to the south. Adaptive reuse of single family houses into neighborhood scale office will characterize much of Turner Street and is encouraged. Community shopping uses that serve the nearby neighborhoods, employees and commuters and existing offices should remain. South Fort Harrison Avenue will continue to be ideal frontage for commercial, office, and medical uses due to its proximity to the Morton Plant Hospital campus. Curb cuts along South Fort Harrison Avenue are discouraged. The District is also envisioned to redevelop with residential uses such as townhomes and apartments. The South Gateway will be pedestrian friendly and support the multi-modal improvements and connections in Downtown.

### *Intensity, Density & Height*

Development potential and maximum permitted heights are shown in Map series 3.2-3.6. The South Gateway development potential is specified in Table 3.3.

**Table 3.3. South Gateway Development Potential**

FAR	1.5
Density	35 dwelling units per acre or 50 dwelling units per acre for mixed-use
Height	55 feet

### *Development Patterns*

Due to its adjacency with the Downtown Core and established development patterns, the scale and context of buildings are to be urban in nature and promote a pedestrian-friendly environment. Connections within the District to the Pinellas and Druid Trails are encouraged through site design, streetscape improvements and landscaping. While development adjacent to the Pinellas Trail may delineate the boundaries between the public and private realm, access should be provided so residents can enjoy this amenity and business can be supported by Trail users.





### *South Gateway District Policies*

The following policies shall govern development within the South Gateway District, as well as City actions:

**Policy 1:**  
The visual connection between the South Gateway and Harbor Oaks Historic District should be strengthened through streetscaping elements and building design.

**Policy 2:**  
The intersection of the Pinellas Trail and the Druid Trail will be improved with wayfinding to promote the significance of the City's multimodal network. Uses that support the trail and its users are encouraged.

**Policy 3:**  
Improve the identification and wayfinding of the Druid Trail as part of the regional network with signage and trail markings.









## PROSPECT LAKE DISTRICT



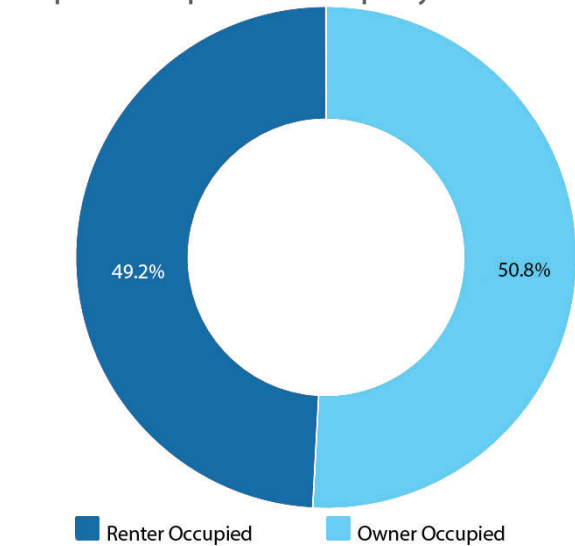
The Prospect Lake Character District is bounded by Drew Street on the north, Missouri Avenue on the east, Myrtle Avenue on the west and on the south by Court Street and parcels fronting on Chestnut Street as illustrated above. There are 440 parcels of land totaling 131.9 acres in this District. The Prospect Lake District represents 23.8% of the land area within the Downtown Plan Area.

### Existing Conditions

This District includes a mix of retail, office, utility/ infrastructure, and residential uses as well as a significant amount of underutilized and vacant property, including the partially constructed 1100 Cleveland building. The Prospect Lake Character District has near even renter and owner occupancy rates and an older housing stock (median housing age 1964). The District has the largest concentration of black residents in the Downtown Planning Area at 23.1%.

Recent developments include Fire Station 45 and the Residence Inn both on Court Street, and the Tampa Bay Times building on Cleveland Street.

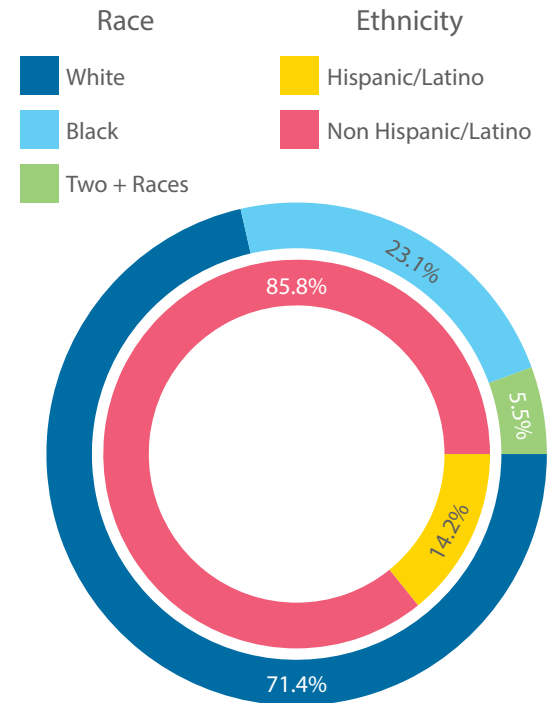
Graph 3.7. Prospect Lake Occupancy



Source: mySidewalk.com; US Census 2011-2015 ACS

There are also non-conforming vehicle service and industrial uses. There is a concentration of residential housing with historic character along Grove Street between Martin Luther King, Jr. Avenue and Cleveland Street. Parcels in the northeast corner of the District are not designated Central Business District future land use or Downtown zoning district, as shown on Maps 2.2 -2.3. Additional single family homes are scattered throughout the area west of Madison Avenue. Northeast Cleveland Street has small office and commercial buildings. Small portions

Graph 3.8. Prospect Lake Race/Ethnicity



Source: mySidewalk.com; US Census 2011-2015 ACS

of the District contain a street grid, but the grid is lacking in other areas of the District. In 2003 the City completed construction of Prospect Lake Park in the vicinity south of Park Street between Prospect and Ewing Avenues which provides an alternative to on-site stormwater retention for properties within the watershed area as shown in Map 14 in Chapter 4. In addition, Prospect Lake Park functions as a passive park with pedestrian pathways surrounding the perimeter of the lake. The Nolen, a mixed use development at the southeast corner of Cleveland Street and South Prospect Avenue and along Prospect Lake Park was mostly completed in 2017. The 1100 Cleveland building is redeveloping as a multi-story apartment building with commercial business on the first floor. The parcels between Myrtle Avenue and Prospect Avenue are underutilized, primarily with one- to two-story buildings, vacant lots, and some of the aforementioned vehicle service uses. At the southwest corner of Cleveland Street and North Missouri Avenue, along the eastern edge of the District, is the corporate headquarters of FrankCrum. This large parcel is suburban in character, whereas the remainder of the District is more urban.

### *District Vision*

The Prospect Lake District is a transitional area between the Downtown Core with the highest intensity of development and Downtown Gateway District which is primarily a mix of low scale housing and commercial development. This District is an emerging residential district, and further growth is anticipated and desired. The significant amount of vacant and nonconforming properties provide opportunity, and the allowable density will facilitate a variety of residential development ranging from large-scale multi-family to smaller infill projects. The addition of new residents in the Prospect Lake District will enliven Downtown and provide a market for new retail developments and food and drink establishments. A variety of office and commercial uses currently exist and are encouraged to continue, and in specific areas more intense commercial and office development is envisioned.

Alternate U.S. Highway 19 (Alt. US-19) has been re-designated from South Fort Harrison Avenue to Myrtle Avenue and functions as the primary north-south through route. Challenges to walkability and crossing due to traffic volume must be mitigated by design to facilitate Myrtle Avenue as a walkable urban street. Additionally, while Myrtle Avenue serves as the dividing line between the Downtown Core and the Prospect Lake District, where a transition in intensity of development is appropriate the area between Myrtle and Prospect Avenues shall support a higher intensity and density than the remainder of the District.





### Intensity, Density & Height

Development potential and maximum permitted heights are shown in Maps 3.2-3.6. Prospect Lake development potential is specified in Table 3.4. Greater development potential along the western edge of the District allows for development of Myrtle Avenue as a cohesive corridor.

**Table 3.4. Prospect Lake Development Potential**

FAR	West of S. Prospect Ave. & Knights Alley: 2.5
	Remainder of District: 1.5
Density	West of S. Prospect Ave. & Knights Alley: 75 dwelling units per acre
	Remainder of District: 50 dwelling units per acre
	Entire District: 40 hotel units per acre, Bed and Breakfasts: 35 rooms per acre, not to exceed 10 rooms
Height	South of Laura St. & fronting on or south of Cleveland St.: 75 feet
	North of Laura St. & west of Martin Luther King, Jr. Ave.: 55 feet
	North of & not fronting on Cleveland St. & east of Martin Luther King, Jr. Ave.: 35 feet

### Development Patterns

Supporting more intense development along the eastern frontage of Myrtle Avenue that is balanced and in character with the Downtown Core is important to bridge the current divide that exists between the east and west sides of the corridor. The blocks east of Myrtle Avenue have the potential to develop at scales that support the eastern edge of the Downtown Core and provide a more active and urban setting around Prospect Lake, which serves as a natural transition to less intensive development to the east. Properties fronting on Cleveland Street and northward will be lower in scale and height to transition to the existing single-family development pattern in the Grove Street neighborhood. Renovation of small historic single-family homes in this area is encouraged while new construction in the vicinity should respect the height and scale of the Grove Street neighborhood. Residential development south of Cleveland Street or along South Prospect Avenue adjacent to Prospect Lake Park should be oriented toward the park and Cleveland Street.

Commercial uses of the type and scale to serve local residential areas are permitted and encouraged along Northeast Cleveland Street, Cleveland, Court and Chestnut Streets and Myrtle and Martin Luther King, Jr. Avenues. However, more intense non-residential development may be considered along Myrtle and Missouri Avenues and Court and Chestnut Streets. Hotels, in particular, are permitted on property fronting Cleveland, Court and Chestnut Streets. Existing residential scale offices along Northeast Cleveland Street and Grove

and Gould Streets are encouraged to remain and improve. Furthermore, adapting these structures into mixed use or live/work arrangements is permitted and encouraged. Generally, live/work arrangements are permitted throughout the District as are bed and breakfasts.

Development throughout the District (residential and nonresidential) shall be designed to create an urban environment that is comfortable and safe for people walking while accommodating vehicles where appropriate.

### Prospect Lake District Policies

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

**Policy 1:**  
Preferred housing styles north of Laura Street are a variety of small scale residential including but not limited to quads, multi-plexes, bungalow courts, townhouses and single family houses of a size and scale consistent with the neighborhood.

**Policy 2:**  
Explore options to centrally locate parking to serve the District's commercial uses as infrastructure.

**Policy 3:**  
Existing neighborhood scale office and commercial uses north of Laura Street are encouraged to remain and be renovated.

Policy 4:

The City will coordinate with FDOT to ensure future designs of Alt. US-19/Myrtle Avenue, will incorporate complete streets design.

Policy 5:

The City will coordinate with FDOT to improve pedestrian and bicyclist crossing north and south of Court and Chestnut Streets.

Policy 6:

Amend the Future Land Use Map and Zoning Atlas to designate all parcels in the Prospect Lake Character District as Central Business District (CBD) and Downtown (D) District, consistent with the remainder of properties in Prospect Lake.

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## DOWNTOWN GATEWAY DISTRICT



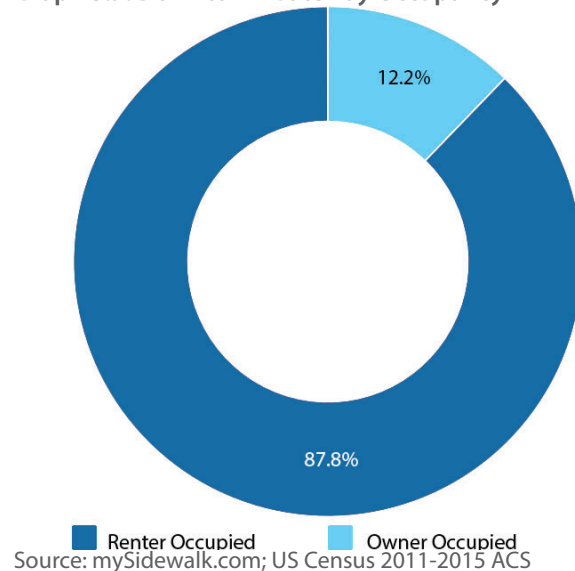
The Downtown Gateway District is generally bounded by Drew Street on the north, Highland Avenue on the east, Missouri Avenue on the west and Court Street on the south as illustrated above. This District is comprised of 914 parcels totaling 175.3 acres and represents 31.6% of the total Downtown Plan Area.

### Existing Conditions

The Downtown Gateway District is a predominantly residential district with limited low scale commercial buildings along Missouri Avenue, Court and Cleveland Streets and Gulf to Bay Boulevard. This area of Clearwater is known for its large Hispanic population, primarily from the Hidalgo region of Mexico, which brings a unique culture and a variety of businesses not found in other areas of the Downtown or City. The Downtown Gateway is the outlier in several demographics categories. It was one of the only Districts to see population growth between 2000 and 2010. The District has 92.8%

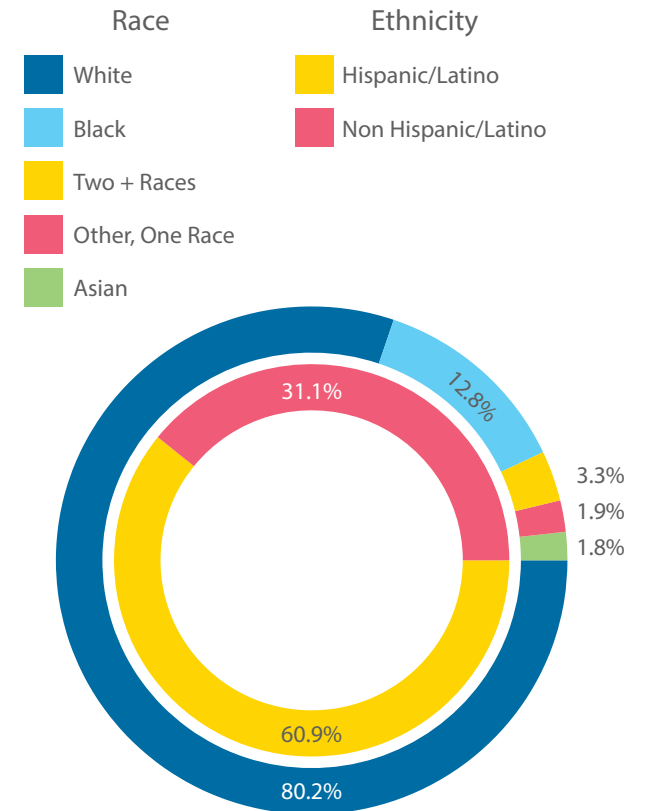
of the Downtown's total Hispanic population, the youngest median age in the Downtown Planning Area at 31.7 years, and the highest average persons per household at 2.7 persons. In addition to having a high percentage of rental units (88% of housing units), this District also has the highest percent of cost burdened persons spending more than 50% of income on rent.

Graph 3.9. Downtown Gateway Occupancy



Source: mySidewalk.com; US Census 2011-2015 ACS

Graph 3.10. Downtown Gateway Race/Ethnicity

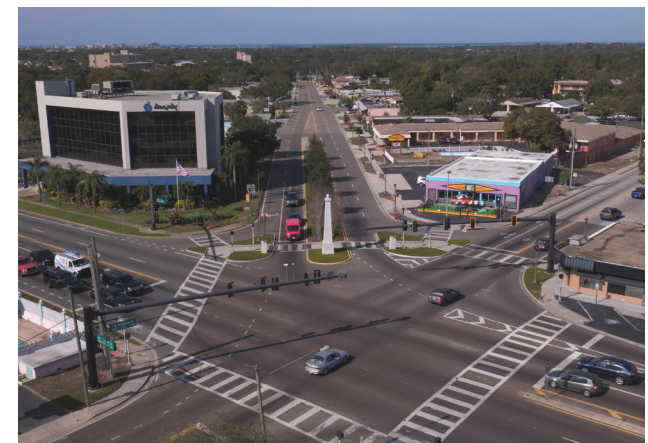


Source: mySidewalk.com; US Census 2011-2015 ACS

The intersection of Missouri Avenue and Cleveland Street is a major entry node, but the main entrance to the District and Downtown is at Five Points, the intersection of Gulf to Bay Boulevard, Court Street, and Highland Avenue. This intersection was enhanced in 2012 with streetscaping and a stone obelisk gateway feature. When the Memorial Bridge Causeway opened in 2005 and routed traffic from Gulf to Bay and Cleveland Street to SR- 60/ Court Street it emphasized the street's wide and underutilized rights-of-way with low traffic counts. Several streets in the District are narrow and have limited space in the right-of-way for sidewalks. Many properties have non-conforming parking in the right-of-way that backs out into the road. Phase III of the Cleveland Streetscaping Project is anticipated to improve the public realm with pavers or painted concrete, lighting, benches, additional shade from trees, on-street parking, expanded outdoor café opportunities and will enhance an already walkable environment with wider sidewalks. The natural amenity of Stevenson Creek runs south-north, entering Clearwater Harbor near Sunset Point Road, and is largely inaccessible as a source of recreation or beauty.

Within the Downtown Gateway there is a mix of businesses and some notable reinvestment in the District. The District contains two of the Downtown's grocery stores, a medical training facility and a community of Hispanic businesses. A large private school is located on Court Street, just west of Five Points. An institutional use on Park Street provides community services including feeding and assistance for the homeless. Notable reinvestment includes the office and retail properties on the east and west side of the obelisk that renovated at a similar time as when the

City improvements were completed. The former Economy Inn site was purchased and demolished by the Community Redevelopment Agency and now a portion of the site is a community garden. The development of 33 affordable townhouses located at the corner of Drew Street and North Betty Lane was completed in 2014.





### District Vision

The Downtown Gateway will be a walkable, vibrant, stable, and diverse neighborhood defined by its unique cultural base and mixed land uses. Cultural events and attractions, festivals, markets, restaurants, and shopping will be integrated into the neighborhood. The function and aesthetics of the gateway to Downtown will be improved with attractive streetscape and landscaping elements with appropriate wayfinding signage that identify the District as a Downtown neighborhood and promote pedestrian and bicyclist connectivity. Phase III of the Cleveland Streetscaping Project is anticipated to provide much of this. A unique sense of place will be created with a destination market place and festival core along Cleveland Street and/or Gulf to Bay Boulevard that will foster multi-cultural community gathering. Stevenson Creek will be improved to connect the District to Glen Oaks Park across Court Street to the south and the Clearwater Country Club across Drew Street to the north. The residential neighborhoods will remain as traditional urban neighborhoods with a mix of low-rise housing types. Small infill redevelopment such as single family homes, townhomes, bungalow courts and duplexes that are compatible with single family neighborhoods and typically found in an urban downtown are appropriate for the neighborhood.

### Intensity, Density & Height

Development potential and maximum permitted heights are shown in Maps 3.2-3.6. Downtown Gateway development potential is specified in Table 3.5. A concentration of commercial uses is supported along Cleveland Street and Gulf to Bay Boulevard.

**Table 3.5. Downtown Gateway Development Potential**

FAR	Fronting on Cleveland St. between Missouri & Hillcrest Aves. or fronting on Gulf to Bay Blvd.: 1.5
	Remainder of District: 0.55
Density	35 dwelling units per acre
	Generally, fronting on Missouri Ave., Cleveland St., Gulf to Bay Blvd. more specifically as shown on Map 3.4, Maximum Hotel Density: 40 hotel units per acre
Height	South of Grove St. & fronting on or south of Cleveland St. between Missouri & N. San Remo Aves., or south of Laura St. between Hillcrest & N. San Remo Aves., & properties eastward of Gulf to Bay Blvd. & south of De Leon St.: 55 feet
	South of Drew St. & between Missouri & Hillcrest Aves.: 45 feet
	South Drew St. between Hillcrest & N. Highland Aves.: 35 feet

### Development Patterns

The existing residential areas should retain their scale and development patterns, with infill developments that gently increase intensity while maintaining the scale and character of the neighborhood. New commercial development is supported along Missouri Avenue, Cleveland Street and Gulf to Bay Boulevard and should provide employment opportunities for the District’s residents as well as serve the daily commercial and service-oriented needs of the neighborhood. The growth and facility needs of medical offices and small businesses that contribute to the local and regional economy and provide a wide range of skilled and professional employment options will be supported. Where commercial and office development abut residential areas, primarily along the northern and eastern edges of the District, redevelopment should be at a scale compatible with those areas. Consolidation of small obsolete development parcels/buildings may be needed for an adequate lot size to accommodate redevelopment. Pedestrian and bicycle access and connectivity will be included in developments and are critical for livable and walkable communities.

## Supporting Documents

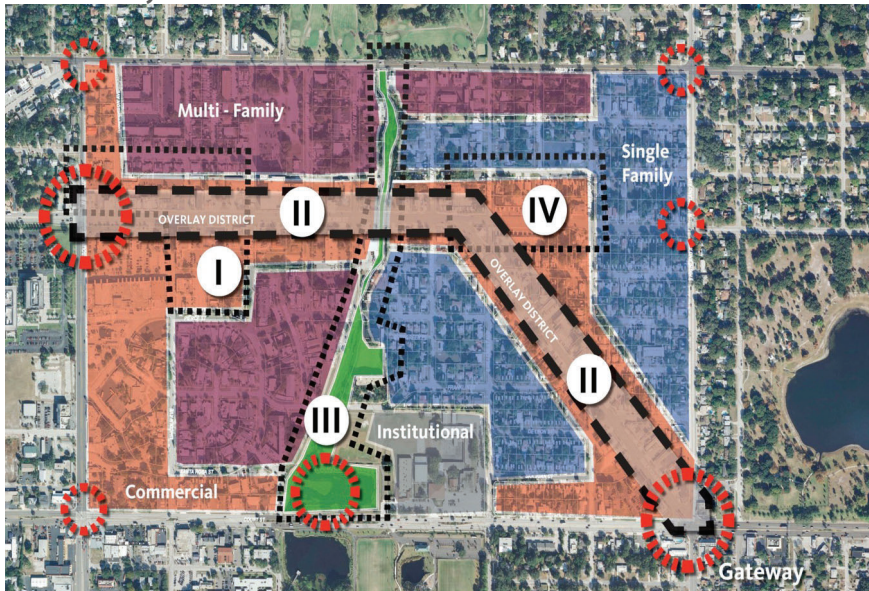
### East Gateway District Vision Plan

In January 2012 the City engaged the residents, business and property owners in the District and surrounding neighborhoods to develop the East Gateway District Vision Plan. The Vision Plan recognized that the District has all the offerings of a traditional neighborhood development: live, work, play and educate, and is uniquely located on the urban edge of the world class destination beaches of Clearwater. The Vision Plan focuses on the creation of a “place” centered on a walkable destination corridor and recognizes four zones to achieve these goals (shown on the inset map below).

Zone I West Commercial Anchor is the major entry node at the intersection of Missouri Avenue and Cleveland Street. It is anticipated that this area will serve as an “attractor” from the region for a variety of commercial activities.

Zone II Corridor Development identifies the opportunity to re-create Cleveland Street and Gulf to Bay Boulevard as a destination marketplace. This opportunity was created by the re-routing of beach traffic onto Court Street with the opening of the Memorial Causeway Bridge. The Cleveland Streetscape Phase III is a crucial component of the revitalization process and will accelerate neighborhood improvements.

East Gateway Vision Plan Zones



Source: Gensler & Social Compact, 2012





Zone III Open Space is defined as the natural amenity of Stevenson Creek running through the center of the community. The Vision Plan identifies the creek as a connector to the peripheral community park amenities of Glen Oaks Park and the Clearwater Country Club, and envisions the Creek's transformation into a community amenity through simple trail/boardwalk and pavilion offerings, and community gardens. A children's playground in this area would minimize the need to cross Court Street. As a community on the "urban edge", the offering of open space not only makes it an attractive alternative to the "urban core", but becomes the differentiator that can distinguish the community.

Zone IV Festival Core relies upon the establishment of a core gathering place to foster community identity, pride and ownership. The Vision Plan identifies the intersection of Gulf to Bay Boulevard, Hillcrest Avenue and Cleveland Street as the District's "Main and Main" as an appropriate location for a Festival Core.

The community vision, organized around the four development zones, supports the Downtown Gateway vision, development patterns and District policies contained within.

### *Downtown Gateway District Policies*

Policy 1:

Encourage a mix of affordable and market-rate housing options.

Policy 2:

Prohibit the rehabilitation of existing motels into residential apartments.

Policy 3:

Support the assembly of vacant and underutilized properties, as well as the demolition of deteriorated buildings to accommodate redevelopment projects.

Policy 4:

Encourage the adaptive re-use of underutilized buildings.

Policy 5:

Transform Stevenson Creek drainage canal into a north-south linear greenway trail.

Policy 6:

Create a Market/Mercado and/or Festival Core.

Policy 7:

Encourage community-led public art.

Policy 8:

Amend the Future Land Use Map and Zoning Atlas to designate all parcels in the Downtown Gateway Character District as Central Business District (CBD) and Downtown (D) District, consistent with the remainder of properties in the Downtown Gateway.

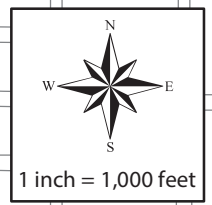
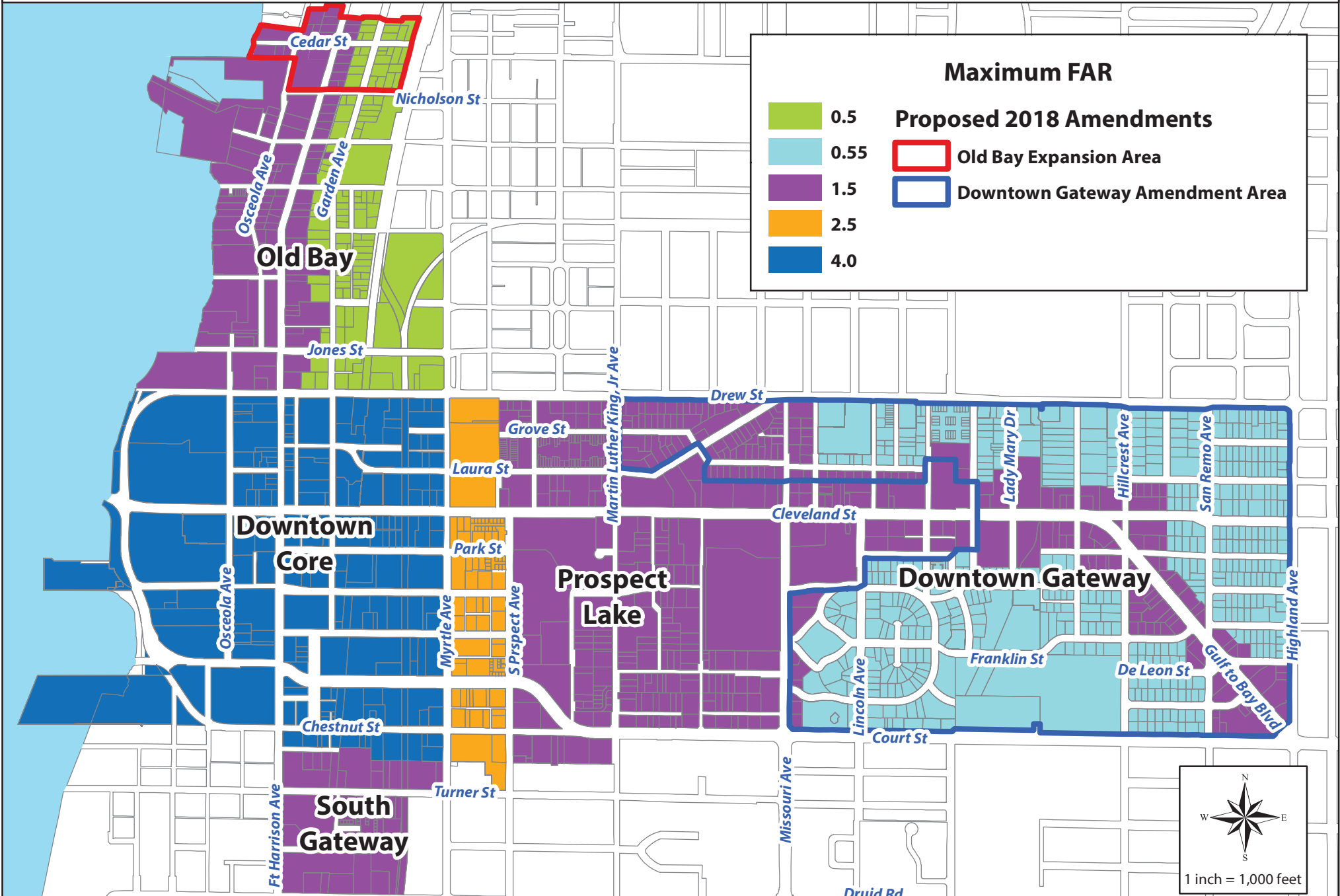
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# Map 3.2 Maximum FAR

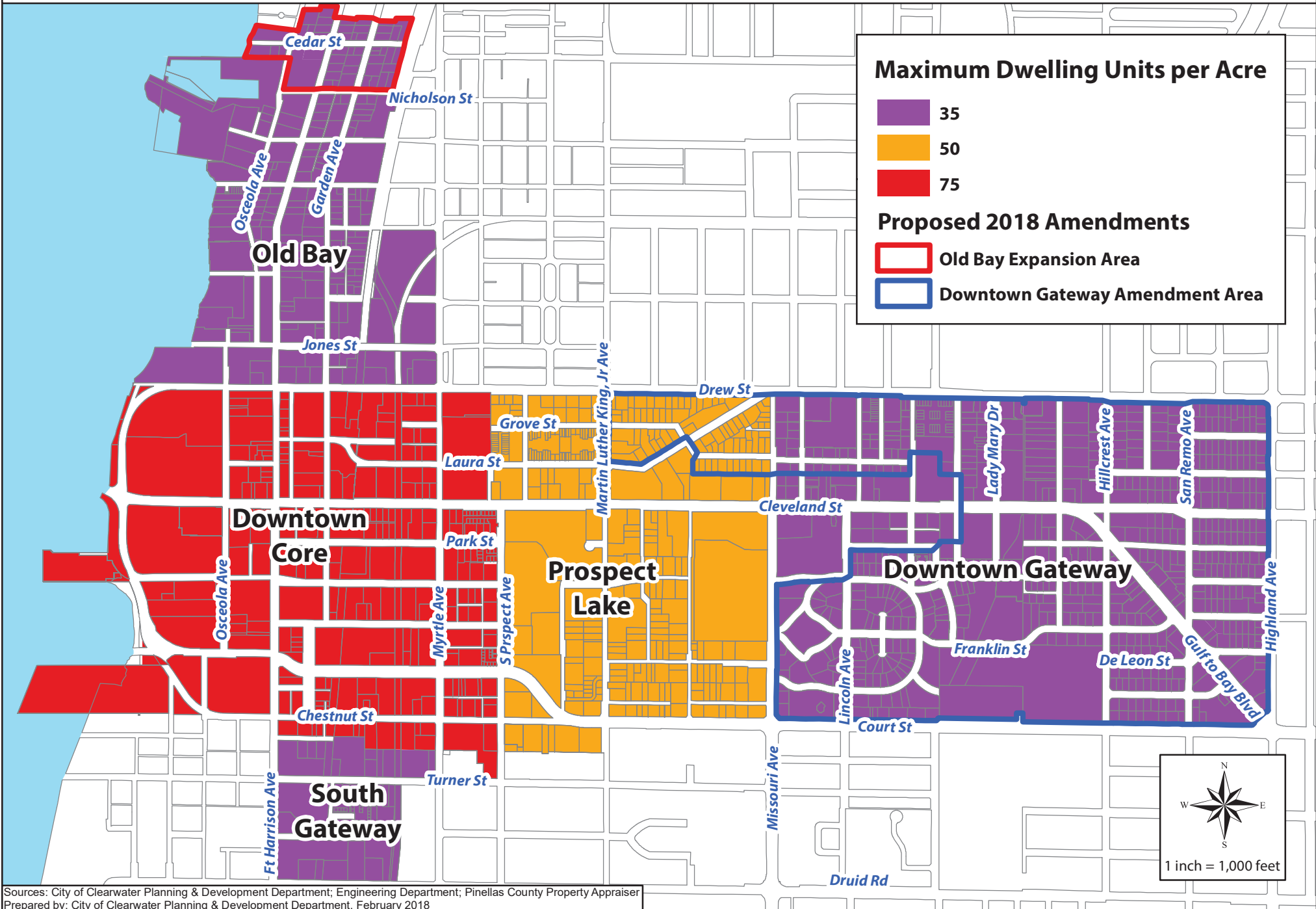
## Clearwater Downtown Redevelopment Plan



Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018

# Map 3.3 Maximum Density

## Clearwater Downtown Redevelopment Plan

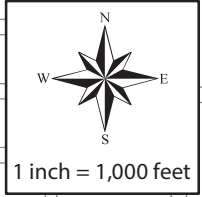
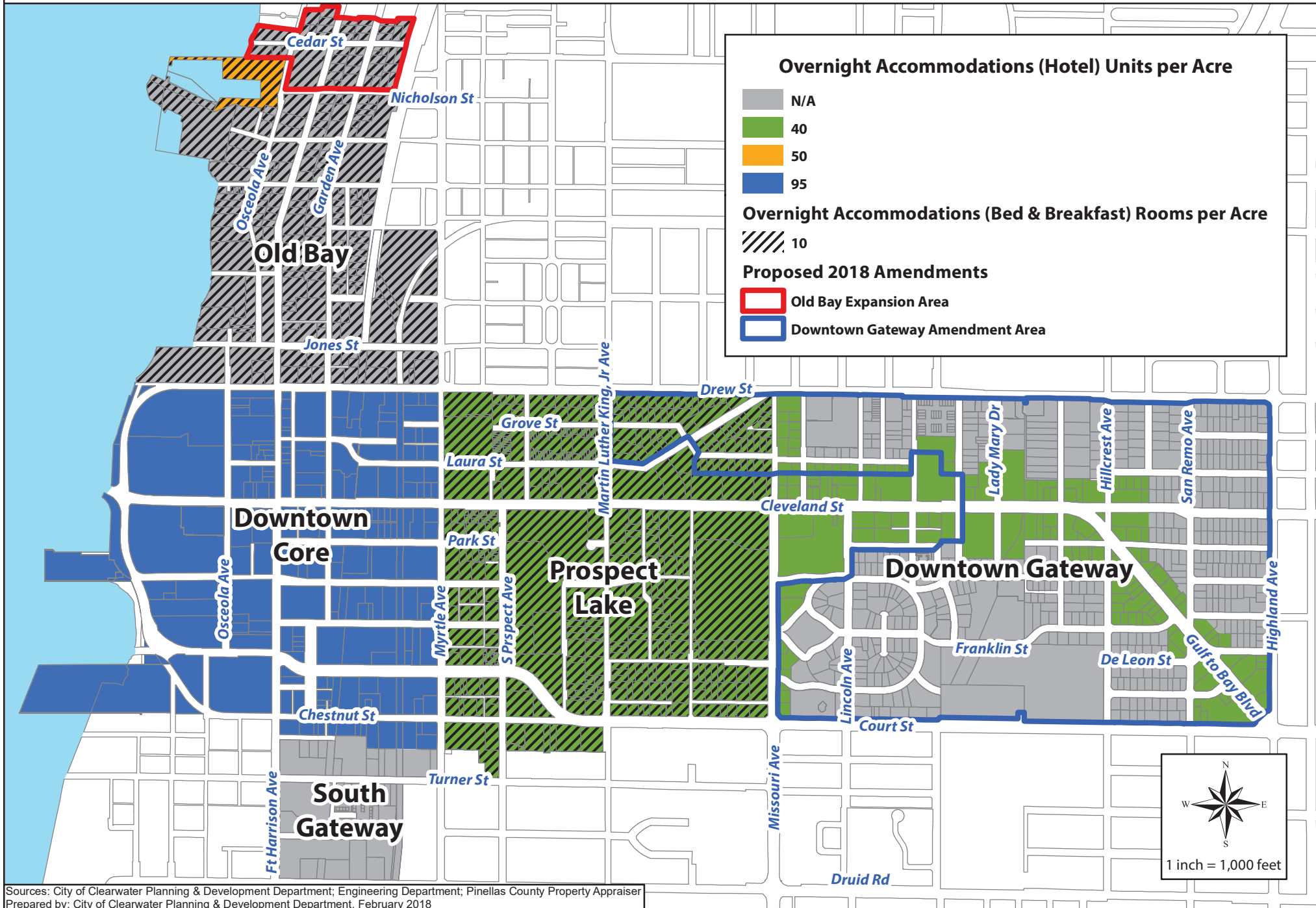


Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018



# Map 3.4 Maximum Hotel Density

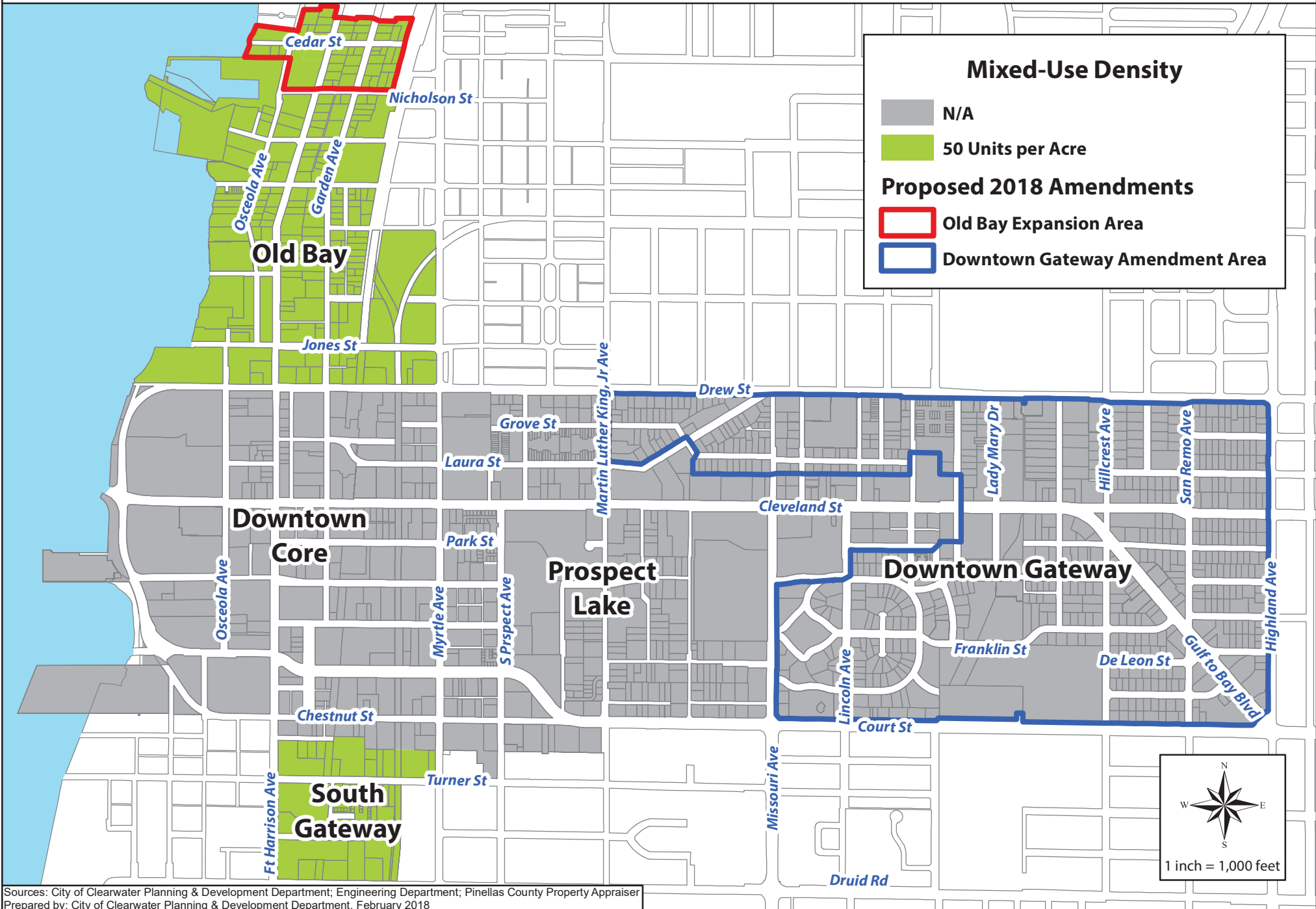
## Clearwater Downtown Redevelopment Plan



Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018

# Map 3.5 Maximum Mixed-Use Density

## Clearwater Downtown Redevelopment Plan

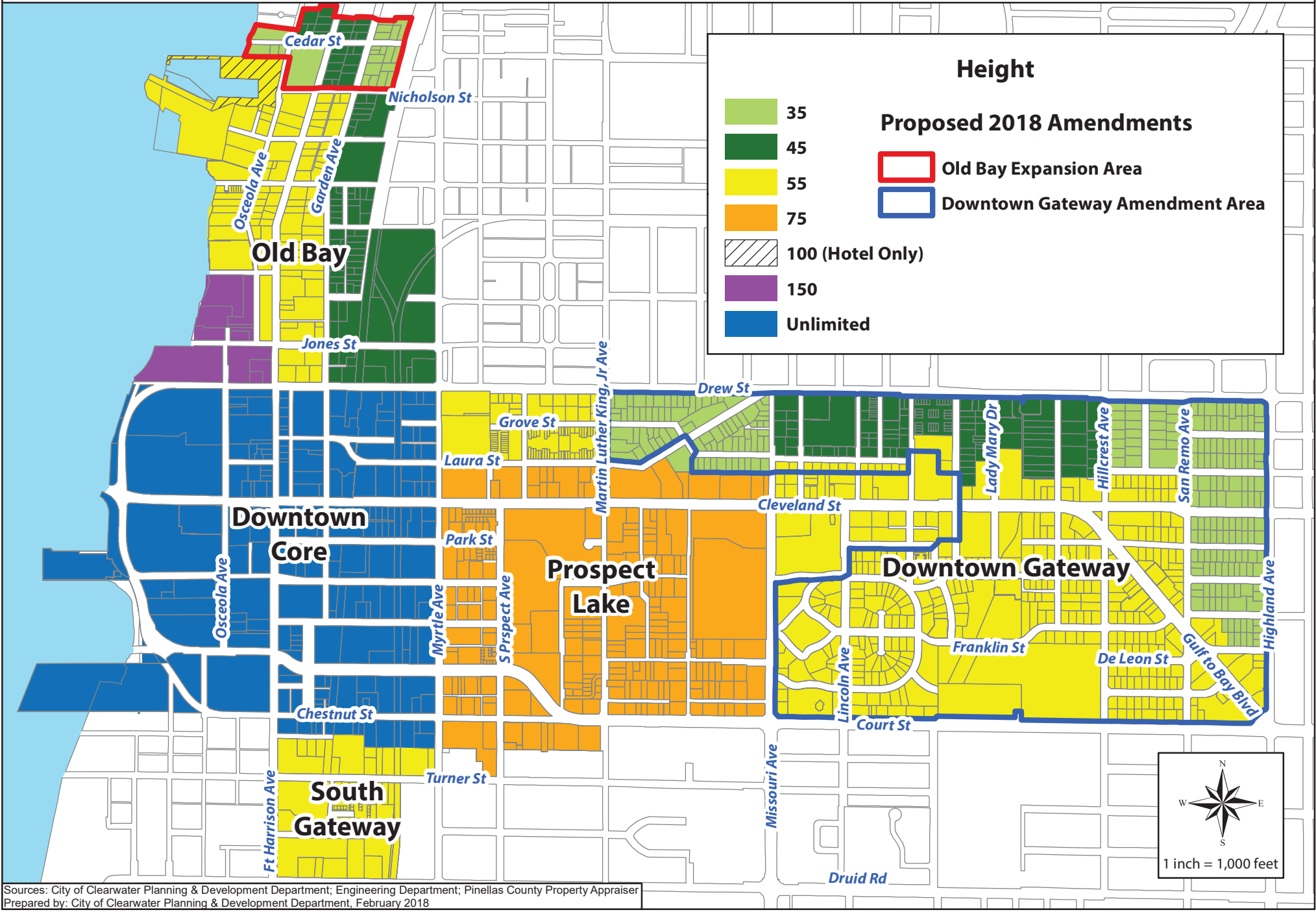


Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018



# Map 3.6 Maximum Height

## Clearwater Downtown Redevelopment Plan



Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018



WELCOME BACK  
Phillies

BOILED PEANUTS

El Matipoc

STAY  
PLAY

LUCK



## HOUSING & NEIGHBORHOOD ELEMENT

### *Residential Use*

The following analysis utilizes data from the 2000 and 2010 U.S. Censuses and the 2011-2015 American Community Survey (ACS) to track growth and changes. Due to the ACS being an on-going, but randomly selected analysis, residential units that were constructed after 2010 are not included in this review. Character District boundaries do not always follow Census Tract boundaries; therefore data available at the Census Tract level was apportioned using MySidewalk.

### *Existing Residential Conditions*

The Clearwater Downtown Redevelopment Plan currently governs 545 acres comprised of 2,374 parcels; however the proposed Old Bay Expansion area was included in the following analysis, bringing the total to 555 acres. Of the 555 acres, approximately 28% or 148.8 acres are devoted to residential land uses as follows: 13% multi-family; 5% two-family or duplex; and 9% single-family dwellings. In 2010 there were a total of 2,864 housing units in Downtown, a 9% increase since 2000. During this same period, Downtown's population increased almost 34%, from 3,718 people in 2000 to 4,974 persons in 2010. Although the median age of the housing units in Downtown is 1974, 47% were constructed pre-1969. Renters primarily occupy housing in Downtown. According to the 2011-2015 ACS, approximately 77% of the total housing stock was renter-occupied whereas the rental rate for the City as a whole was only

41.7%. This is quite similar to the rental rates in 2000, which were 75% and 38% respectively. The median home value in Downtown has risen significantly since 2000, from \$48,154 to \$203,325 (+322%). Downtown housing values are higher than the City's median home value of \$175,272, which also saw increases (+84%). For a better understanding of the location and types of housing located in Downtown, a detailed review of each Character District follows.

### *Downtown Core District*

In the Downtown Core only 8.8% of the land area is developed as residential, there are two parcels of single-family dwellings and there are no duplexes. There are several large multi-family developments, some of which are age-restricted to 55 and above including the Oaks of Clearwater and Prospect Towers of Clearwater. Nine percent (9%) of the housing units were built prior to 1969, while the majority of housing units (45%) were constructed between 2000 and 2009. The large multi-family projects are either located on Clearwater Harbor, directly across the street from it or along Cleveland Street. According to the 2011-2015 ACS, only 20% of housing is owner-occupied, a number that has declined since 2000 when 33% of units were owner-occupied. As of the 2011 – 2015 ACS, the median home value is \$316,163, which is 43% greater than the Downtown Plan Area's median value and 57% than the City's overall median housing value.

### *Old Bay District*

Approximately 23.5% of the land area in the Old Bay District is used for residential purposes. The majority of these properties are located west of Osceola Avenue and between Garden Avenue and Blanche B. Littlejohn Trail. Old Bay is characterized by a variety of housing types ranging from small older single-family homes to newer multi-family housing located along Clearwater Harbor, but on average the housing stock is 10 years older (median age 1964) than in Downtown generally. Seventeen percent (17%) of the housing units were constructed before 1940 and another 25% were constructed between 1940 and 1959. The home ownership rate in Old Bay is 33%, which is greater than in the Downtown as a whole (23%). Home values are slightly higher with the median home value at \$240,644 compared to \$203,325 in the entire Downtown. The majority of higher home values are concentrated west of North Fort Harrison Avenue along the waterfront and the remainder of the District has more modest housing values. Garden Trail Apartments, a new affordable housing development was recently completed and is not included the 2010 U.S.Census data used above.

### *South Gateway District*

Although there are still very few housing units (39) in South Gateway occupying only 14.8% of the District's land area, this is an increase in 22 units since 2003. The Harold Court 24-unit townhome development was constructed in 2006 and is the District's largest residential development. Over the years some of the District's housing stock, mainly along Turner Street, has been converted to office

uses. According to the 2011-2015 ACS, only 11% of the housing in South Gateway is owner-occupied and has a median value of \$280,371, which is 32% more than the Downtown median housing value.

### Prospect Lake District

Most of the residential uses located in the Prospect Lake Character District are located in the vicinity of Drew and Grove Streets with some additional units scattered throughout the area between Court and Pierce Streets, Martin Luther King, Jr. and Madison Avenues. Single-family and multi-family dwellings comprise the majority of housing in this District and 49% are renter-occupied. The median home value is \$151,600, which is less than the median value of the Downtown Plan Area. Housing stock in the District is older (median age 1964), with the largest percentage of residential units built before 1939 (31.8%). The Nolen, a recently completed large mixed use development, represents some of the newer housing construction. Additionally the long delayed Strand development at 1100 Cleveland Street is now under permitting review for mixed use.

### Downtown Gateway District

The majority of land (53.8%) in the Downtown Gateway District is devoted to residential uses. Twenty-one percent of the area is occupied by multi-family uses, while two-family dwellings occupy almost 15% and single-family dwellings occupy just over 18%. Cleveland Street and Gulf to Bay Boulevard are primarily commercial corridors, while the remainder of the District is residential. The housing in Downtown Gateway is similar in age to that found in other Character Districts.

Almost 66% was constructed before 1969. Like the majority of Downtown, this District has a high percentage of rental units approaching 88% of the total. The median home value is \$147,626 which is almost 32% less than the median for the Downtown Plan area.

### Existing Income Conditions

In addition to the high renter-occupancy rate and an aging housing stock, an important factor affecting housing in Downtown is low income levels. The median household income in Downtown is \$43,259, which represents a 64% increase since 2000 but still remains less than the current estimates for the City as a whole (\$49,749 median). Large concentrations of low- and moderate-income persons are found in all Character Districts, with the exception of the Downtown Core. In fact, all but two Census block groups located in Downtown have been classified by the Department of Housing and Urban Development (HUD) as low and moderate income.

**Table 3.6. Median Household Income**

Character District	Median Income
Downtown Core	\$56,426
Old Bay	\$35,606
South Gateway	\$17,167
Prospect Lake	no data
Downtown Gateway	\$31,382
Downtown	\$35,427
City of Clearwater	\$44,198

Source: mySidewalk.com; US Census 2011-2015 ACS





This means that at least 51% of the household incomes are less than 80% of the median income for the City. Following is a breakdown of median income by each Character District.

### Existing Housing Programs

The City of Clearwater Economic Development and Housing Department provides a variety of housing programs to assist very low- to moderate-income residents. These programs are funded by two federal, one state and one county program. From the federal government, the City receives Community Development Block Grant (CDBG) and Home Investment Partnership (HOME) funds. From the state, the City receives State Housing Initiatives Partnership (SHIP) funds and from the County, the City utilizes Program Income from the Pinellas County Housing Trust Fund (PCHTF). These programs are made available to Clearwater residents directly from the City or through community non-profit partners, to which the City provides funds for specific projects. Loans are provided to homeowners for rehabilitation and down payment and closing cost assistance. Loans are also provided to developers, community housing development organizations and non-profit organizations for land acquisition, new construction and rehabilitation of affordable housing. Grants are available to social service agencies that provide services to the homeless and other low- to moderate-income individuals and families.

### “Missing Middle” Infill Housing Options

There is a large portion of the housing spectrum that is traditionally found in downtowns, but less prevalent in the existing Downtown Clearwater districts. With single-family detached dwelling units on one end of this range and large-scale apartment complexes on the other, the types of “missing” housing in the middle of this spectrum include multiplexes, courtyard apartments, townhouses, live/work units, and other variations of clustered single- and multi-family units, which are typically compatible in scale with single-family homes. Providing these housing options throughout the Downtown area will generate a gentle increase in density without altering the character of a neighborhood by utilizing underused spaces. “Missing middle” homes are an ideal redevelopment strategy to address changing demographics which include increasing numbers or households led by single persons, those without children and empty nesters.

Because Clearwater has an assortment of family and income types, the City wants to ensure everyone has access to an array of quality housing they can afford, while maintaining neighborhood character and improving community relations. “Missing middle” homes create more diverse communities with a stronger sense of place, help meet the growing demand for walkable urban living and can help restore living standards for all family types.



## Homeless Issues

Like many downtowns, especially those located in warmer climates, the City of Clearwater faces an ongoing challenge with homeless persons. There are several thousand homeless persons in Pinellas County and the City relies on the results of an annual Point in Time count. In 2017, 20% of the 2,831 individuals self reported Clearwater as the place where they stayed. Agencies providing temporary shelter for this population, however, indicate there are not enough beds to accommodate the need. It is evident that the City's responsibilities for the homeless will continue to grow. In 2017, the City received increasing complaints of aggressive homeless individuals in downtown. The Clearwater Police Department (CPD) identified a high concentration of Spice (a dangerous synthetic drug) users among the homeless community. The CPD was able to target these offenders and eliminate the Spice problem in a matter of weeks. Also in 2017, the City hired a consultant to evaluate homelessness in Clearwater and to provide direction for staff.

There are several components of the homeless population. There are those homeless persons seeking to improve their status and seek assistance. These persons work every day but still need a place to live. There are also those homeless persons who elect not to seek public assistance and choose to live on the street. This group may include the mentally ill, addicted individuals or those who prefer no structured environment or those who may use feeding programs or no assistance at all. It is this latter group of homeless that is particularly visible in Downtown and surrounding areas creating concerns for those working, living and

patronizing the area. Issues associated with this homeless group include intimidation, panhandling, crime, use of outdoor spaces for personal hygiene, and others. This homeless group is attracted to Downtown for many reasons including the location of the PSTA bus terminal, the Post Office, access to social services, day labor establishments, bars and inexpensive motels.

Through the City Manager's Homeless Initiative the City provides funding to the Homeless Leadership Board (HLB) and five Continuum of Care providers: Homeless Empowerment Program (HEP), Pinellas Hope, Pinellas Safe Harbor, Religious Community Services (RCS) and the Salvation Army of Upper Pinellas County.

Other agencies and religious organizations located in Clearwater also provide assistance to the homeless: Pinellas County Social Services, St. Vincent de Paul soup kitchen, Peace Memorial Presbyterian Church, and The Refuge Outreach Church.

The City of Clearwater in partnership with Directions for Living and with the assistance of the Clearwater Police Department Downtown Bike Team provides outreach and referral services to homeless individuals and families.





## Housing Policies

As described above, Downtown does not lack land devoted to residential purposes nor does the area have a housing shortage for existing residents. However, there are issues affecting Downtown's desirability as a place to live including significantly high rental occupancies, absentee landlords, overcrowding in certain areas, a relatively old housing stock, deferred housing maintenance, and a disproportionate number of low- to moderate-income residents. Left in its current state, it is likely that the existing housing in Downtown will only continue to attract those who do not have other housing choices and these conditions continue to intensify. While the general economy has improved and market rate housing is strong, conditions for low- to moderate-income households have worsened.

An important aspect of the People Goal established for Downtown (see Goals, Objectives, and Policies in Chapter 3) is to make Downtown a place that attracts people to live. In order to reach this goal, the Objectives support encouraging residential uses with a variety of densities, housing types and costs and making available incentives to gain more residential uses Downtown. Due to its location as the employment and government center, its base of potential redevelopment infill parcels, its views of Clearwater Harbor and close proximity to Clearwater Beach, and lack of significant crime, Downtown is an excellent location for new and rehabilitated housing.

The following policies support improving the condition of the existing Downtown housing stock, construction of new housing and strategies for improving the situation for the homeless.

### Policy 1:

Support increased home ownership and improved housing maintenance by targeting low- to moderate-income areas including Downtown for the use of CDBG, HOME, SHIP and PCHTF programs.

### Policy 2:

Continue and expand housing rehabilitation programs for very low- to moderate-income persons with relaxed underwriting guidelines to facilitate a comprehensive impact.

### Policy 3:

Continue to increase down payment and closing cost assistance for very low- to moderate-income persons to encourage potential homeowners to purchase in Downtown.

### Policy 4:

Provide assistance for the acquisition, development and rehabilitation of affordable and mixed-income multi-family properties.

### Policy 5:

Target the Downtown Gateway and Old Bay Districts for housing rehabilitation, down payment assistance and new infill construction benefitting income qualifying homeowners. The desired outcome of this strategy is to create mixed-income neighborhoods.

### Policy 6:

Provide funds to for-profit and non-profit housing developers to acquire vacant lots and/or construct single-family dwellings in the Old Bay and Downtown Gateway Districts.

### Policy 7:

Target the existing single-family and two-family areas in the Prospect Lake District for housing rehabilitation and increased home ownership.

### Policy 8:

Target the Downtown Core, South Gateway and Prospect Lake District for new multi-family owner and renter-occupied development.

### Policy 9:

Encourage additional non-profit agencies to work in Downtown to provide additional housing.

### Policy 10:

Support non-profit agencies that assist the Hispanic population, especially in the Downtown Gateway Character District.

### Policy 11:

Support neighborhood outreach activities that teach property owners housing maintenance skills.

### Policy 12:

Continue to support Paint Your Heart Out program and inclusion of properties in the Downtown.

### Policy 13:

Continue to work with the Homeless Leadership Board, Continuum of Care providers and other coordinating organizations to address the root causes of homelessness.

**Policy 14:**

Continue to support the Homeless Leadership Board, Continuum of Care providers and the City Manager's Homeless Initiative to identify and implement short and long term solutions to the homeless issues.

**Policy 15:**

Increase lobbying efforts to obtain more appropriations for housing programs and to secure new sources of funding.

### *Housing Strategies*

In order to implement the above policies, the following strategies should be pursued.

**Strategy 1:**

Continue to provide a "local contribution" to developers who are applying for low-income housing tax credits (LIHTC) and/or state or local multi-family bonds for projects in Downtown.

**Strategy 2:**

Continue to work with Community Housing Development Organizations to identify properties suitable for acquisition, construction, or rehabilitation of affordable housing.

**Strategy 3:**

Evaluate the feasibility of assisting potential low- to moderate-income homebuyers to purchase two-family dwellings so that they can occupy one unit and rent the other to assist in the mortgage payment.

**Strategy 4:**

Evaluate amending the Comprehensive Plan and Community Development Code to allow accessory dwelling units as well as specifically encouraging them for affordable housing.

**Strategy 5:**

Evaluate impediments to developing missing middle housing such as parking requirements, and develop necessary amendments to the Community Development Code.

### *Neighborhood Impact Assessment*

According to Florida's Community Redevelopment Act, Florida Statutes Chapter 163, Part III, a neighborhood impact assessment is required for a Redevelopment Plan if the Redevelopment Area contains low- and moderate-income housing. Clearwater's original Community Redevelopment Area and Plan were approved in 1981; the statutory regulations at the time required a "neighborhood impact element" only if a project of the redevelopment plan contained and would affect low or moderate-income housing. Amendments to the Community Redevelopment Act in 1983 and again in 1984 revised the neighborhood impact element to be required if a redevelopment area contained low- or moderate-income housing and if the redevelopment would affect the residents in the redevelopment area.





The eastern portion of the Community Redevelopment Area, as expanded in 2004, does contain low- to moderate-income housing or residents. The following neighborhood impact assessment was conducted for the expansion area only, and has been updated to address current (2017) conditions and planned improvements. The statute establishes six elements that should be reviewed as part of the neighborhood impact assessment:

- Relocation
- Traffic circulation
- Environmental quality
- Availability of community facilities and services
- Effect on school population
- Other matters affecting the physical and social quality of the neighborhood.

### *Relocation*

In the event that relocation of existing residents is proposed to implement this Plan, the City of Clearwater Community Redevelopment Agency (CRA) will comply with the Tenant Relocation Plan provisions of Pinellas County Code (Sec. 38 - 81 through 38 - 86, as amended). In accordance with Pinellas County regulations, the CRA will provide relocation assistance if the CRA sponsors or assists redevelopment involving the acquisition of land. The CRA staff will ensure consistency with the relocation and compensation program. At a minimum, the relocation assistance will include advance written notice to tenants, advisory services to assist tenants in finding appropriate replacement housing, and payment of relocation expenses.

Although not contemplated by the Plan, should relocation of existing residents be proposed using federal funds, the project shall comply with the federal Uniform Relocation Act of 1970, (Public Law 91 - 646).

### *Traffic Circulation*

Since the incorporation of the Downtown Gateway (2004 expansion area) into the Community Redevelopment Area, one significant change in the traffic circulation pattern within the Downtown has occurred. The City and FDOT constructed a fixed-span bridge replacing the drawbridge that previously connected the mainland with the Beach. As part of the bridge replacement, access to and from the bridge was moved to Court and Chestnut Streets which are a one-way pair and are designated as State Road 60. Gulf to Bay Boulevard from Highland Street to Cleveland Street and the entire length of Cleveland Street have been reclaimed as local streets. The primary entry to Downtown from the eastern sections of the City is now Gulf to Bay Boulevard and Cleveland Street at their intersection with Highland Street (Five Points).

The Master Streetscape Plan, incorporated into the Downtown Redevelopment Plan in 2004, envisioned improving the transition of Gulf to Bay Boulevard, Highland Avenue and Court Street as well as the length of Cleveland Street through Downtown. These improvements, several of which have been constructed, recognize the importance of the eastern gateway into Downtown. Gulf to Bay Boulevard and Cleveland Street serve as local streets for the adjacent residential neighborhoods incorporated into Downtown with the 2004 expansion as well as the neighborhood commercial

focus for those neighborhoods.

Construction will begin in 2018 on the last phase of the Cleveland Streetscape project (Phase III) within the Downtown Gateway, from Missouri Avenue on the west to just west of San Remo Avenue on the east, in addition to Gulf to Bay Boulevard from Cleveland Street/Evergreen Avenue on the north to Court Street on the south. City plans call for a festival zone and/or Mercado to be incorporated at the intersection of Cleveland Street, Gulf to Bay Boulevard, and Evergreen Avenue, which will require a reconfiguring of the intersection. This will complete the transition of these roadways after the shift in Beach related traffic to Court and Chestnut Streets from former State roads with excess capacity to local roads that provide improved areas for people walking and biking east-west within Downtown. No changes in the secondary street pattern are planned and those streets will continue to serve as local streets for the Downtown Gateway.

The planned traffic circulation changes described above will not negatively impact the Downtown Gateway (2004 expansion area).

### *Environmental Quality*

This impact assessment evaluated three areas of environmental quality: potable water, wastewater and stormwater management. The entirety of the Downtown Gateway has access to the City's potable water system and is served by the City's wastewater system. Capacity is available for each of these utilities to meet the anticipated redevelopment needs. Therefore, there is no expected negative impact to the 2004 expansion area with regard to potable water and wastewater

services.

With regard to the stormwater management, several major projects have been completed that address stormwater within the 2004 expansion area and in the areas west and south. In 2003 the City constructed Prospect Lake Park, a regional stormwater management retention area located south of Cleveland Street and between Prospect and Ewing Avenues in the Prospect Lake District. For development within selected stormwater basins, stormwater is directed to Prospect Lake Park and treated in a wet retention pond. New development within the service area has the option of discharging their stormwater into this system rather than constructing an on-site stormwater retention pond. This regional stormwater pond is intended to improve water quality system-wide as well as reduce the number of unsightly and poorly maintained individual stormwater facilities. Map 14 in Chapter 4 identifies the Prospect Lake Regional Stormwater District.

The 2006 Glen Oaks Stormwater project reduced flooding along Stevenson Creek while improving stormwater quality. Additionally, the City is currently upgrading stormwater, sanitary sewer, and potable water lines near the end of their design life within the Downtown Gateway District. The East Gateway Stormwater and Sanitary Sewer Capital Improvement Project provides water quality benefits of removal of over 7,200 pounds per year of suspended solids, 26 pounds per year of total phosphorus, and 69 pounds per year of total nitrogen. Water quantity benefits include reductions in flood depths at several locations. The project will be completed by late 2018.

### *Availability of Community Facilities and Services*

Within the greater Downtown, there are a variety of community facilities and services available to residents. Existing community facilities include a variety of parks and recreational facilities, governmental offices, social service agencies, churches and community clubs. The Plan recognizes the importance of these facilities in the life of residents and the Plan supports the retention of these facilities in the area.

### *Effect on School Population*

There are no public schools located in the 2004 expansion area. However, there are several elementary schools in close proximity to serve the existing and new school age children. St. Cecilia School is located on Court Street at Hillcrest Avenue and is the sole private, parochial school in the expansion area drawing students from throughout the City. The redevelopment plan will not have a detrimental effect on providing school facilities to the anticipated new students in the area.





### *Other Matters Affecting the Physical and Social Quality of the Neighborhood*

The proposed redevelopment activities are intended to provide stability to both the residential area as well as the commercial uses within the expansion area. The planned infrastructure projects will enhance the image of the neighborhood and serve to attract new businesses including retail and office development. The improved maintenance of streets, sidewalks, and landscaping as well as housing rehabilitation will improve the quality of the neighborhood. Overall, the proposed redevelopment strategies will serve to increase the quality of life for all expansion area residents.

In summary, the proposed strategies in this Community Redevelopment Plan are not expected to negatively impact the expanded Community Redevelopment Area.









## FUTURE PUBLIC RECREATION FACILITIES & OPEN SPACE

The Downtown park system and location of the heart of Downtown overlooking Clearwater Harbor are major assets to Downtown Clearwater. Many of the previously identified enhancements are complete; however, continuing to enhance the park system elevates the quality of these facilities and contributes to making Downtown a destination attracting both residents and visitors. Additional projects are planned within Downtown and these improvements are described below and illustrated on Map 3.7. In addition to constructing physical improvements, programming and events are important for activation of public park space.

### *Downtown Waterfront Park*

Currently the Downtown waterfront park is comprised of multiple parks, open spaces and recreation amenities. An enlarged and redesigned Downtown waterfront park will be comprised of five distinct areas - the Civic Gateway, Bluff Walk, the Green, Coachman Garden, and the Estuary - which, when complete, will increase the park and open space to 19 acres. These areas will provide a variety of spatial experiences with opportunities for active and passive use. This variety, along with additional programming, is intended to accommodate people of all ages and interests, which will help draw people to the park.

The distinct zones are designed to provide more human scale and a variety of open space experiences. The Estuary will be a functional and aesthetic highlight of Florida's coastal ecology with boardwalks and stormwater improvements,

and the Coachman Garden will increase day-to-day activities with a state-of-the-art playground, children's water feature, slides in the natural slope and access to the water. The Green will be a central gathering space offering a variety of passive and active uses, including a four-acre lawn designed to be flexible for a variety of activities, and a new bandshell. The Civic Gateway will connect the Downtown to Coachman Park at the corner of Osceola Avenue and Cleveland Street and is envisioned to include features like a shaded rain catcher pavilion and fountain, splash pad, and upper and lower plazas.

Improved connectivity and access to the waterfront through a variety of modes is also central to the success of the Downtown waterfront/bluff area; therefore, the new park design also includes a variety of pedestrian routes and shared bicycle lanes, some of which are part of the Bluff Walk. South of Cleveland Street, the pedestrian and bicycle trails will traverse a more natural landscape, with scenic overlooks and a spiral access ramp connecting to the east-bound Memorial Causeway Bridge sidewalk. Headed north, a pedestrian bridge over Cleveland Street will connect to a more urban section of the park while still providing outlook opportunities and access to Drew Street.

### *Clearwater Harbor Marina*

Future areas of improvement for the Clearwater Harbor Marina include construction of public restrooms, a new dock master building, and a Ferry Landing alongside the promenade and lighting of the bridge and enhanced security.

### *Seminole Boat Ramp*

The existing Seminole Boat Ramp has eight boat ramps and a small picnic area, and several improvements are planned to enhance this public amenity. In 2017 the City initiated design and permitting work for certain improvements, including reconfigured paved parking, additional overflow parking, and additional stormwater management utilizing low impact development methods. A pedestrian promenade, an elevated observation platform and new greenspace by the Francis Wilson Playhouse are also part of the design. Additionally a multi-use path providing connections between the surrounding neighborhood and the waterfront is also included and detailed below under Trails subsection.

### *Stevenson Creek Linear Greenway*

The utilitarian and currently underutilized Stevenson Creek drainage canal that runs north/south through the center of the Downtown Gateway is proposed to be turned into a natural amenity for Gateway residents. Many residents use this area as a path on a regular basis and establishing a linear greenway will formalize those connections in a safe and responsive way. Additionally, the creation of a pedestrian trail and linear greenspace between Court Street and Pierce Street will provide needed open space in the District.

## Mercado

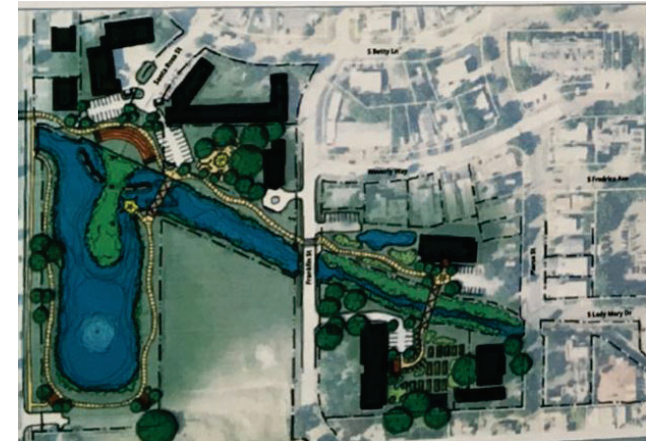
A Mercado, a multi-cultural Market inspired by the Hispanic heritage of the community will create a “place” for community gathering and cultural significance, and will be constructed in the vicinity of Downtown Gateway’s (formerly East Gateway) “main & main” which occurs at the intersection of Cleveland Street and Gulf to Bay Boulevard. The Mercado will be a multi-use space suitable for open space with a runnel (channeled water feature), as well as events and markets with pop-up tents and also permanent building structures for small retail or restaurant. The final design and construction of the Mercado is anticipated to start in 2018.

## Trails

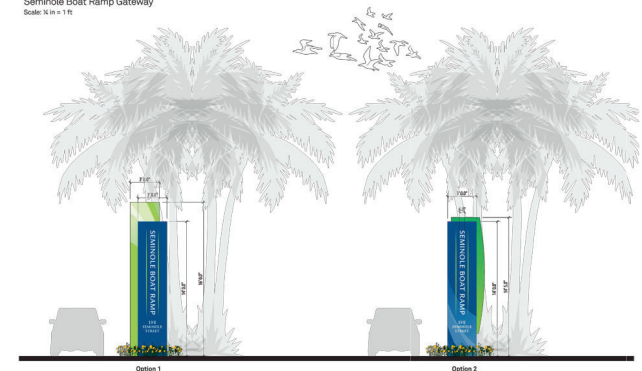
An extension of the Fred E. Marquis Pinellas Trail is proposed through the redesigned Downtown waterfront park that will connect the Pinellas Trail with the waterfront and park. The additional route may include a pedestrian bridge over Cleveland Street and a spiral ramp onto the Memorial Causeway Bridge. Additional improvements to Pinellas Trail crossings could make the Trail more pedestrian/bicycle friendly and safe. The Trail crosses several high-volume roadways where people walking and biking the Trail do not have the support of lights to stop traffic for safe passage and must use their judgment to safely cross. Continuation of the City and Pinellas County partnership for Trail maintenance and improvements will enhance the Pinellas Trail.

The recently completed Beach Connector portion of the Druid Trail provides a critical route for users traveling to the Beach. Additionally the east-west Druid Trail connects to the north-south Pinellas Trail in the South Gateway Character District. The remaining phases of the Druid Trail will connect to the Duke Energy Trail near US Highway 19. Though the final phases are outside of the Downtown Planning Area, by connecting these two important north-south Trails, the Druid Trail substantially increases the Trail network’s usefulness and enhances Trails within the Downtown. The Druid Trail is anticipated to be complete in 2018/19.

Additional multi-use paths and the City’s first cycle tracks will enhance biking connectivity to neighborhoods and area attractions in the Downtown Planning Area. Multiuse paths are proposed on portions of Nicholson Street and North Osceola Avenue in the Old Bay Character District to connect the Pinellas Trail, the waterfront and neighborhoods. Two cycle tracks, which are wide bike lanes physically separated from traffic by a buffer of landscaping, are proposed on each side of the Cleveland Street from Missouri Avenue to Five Points.



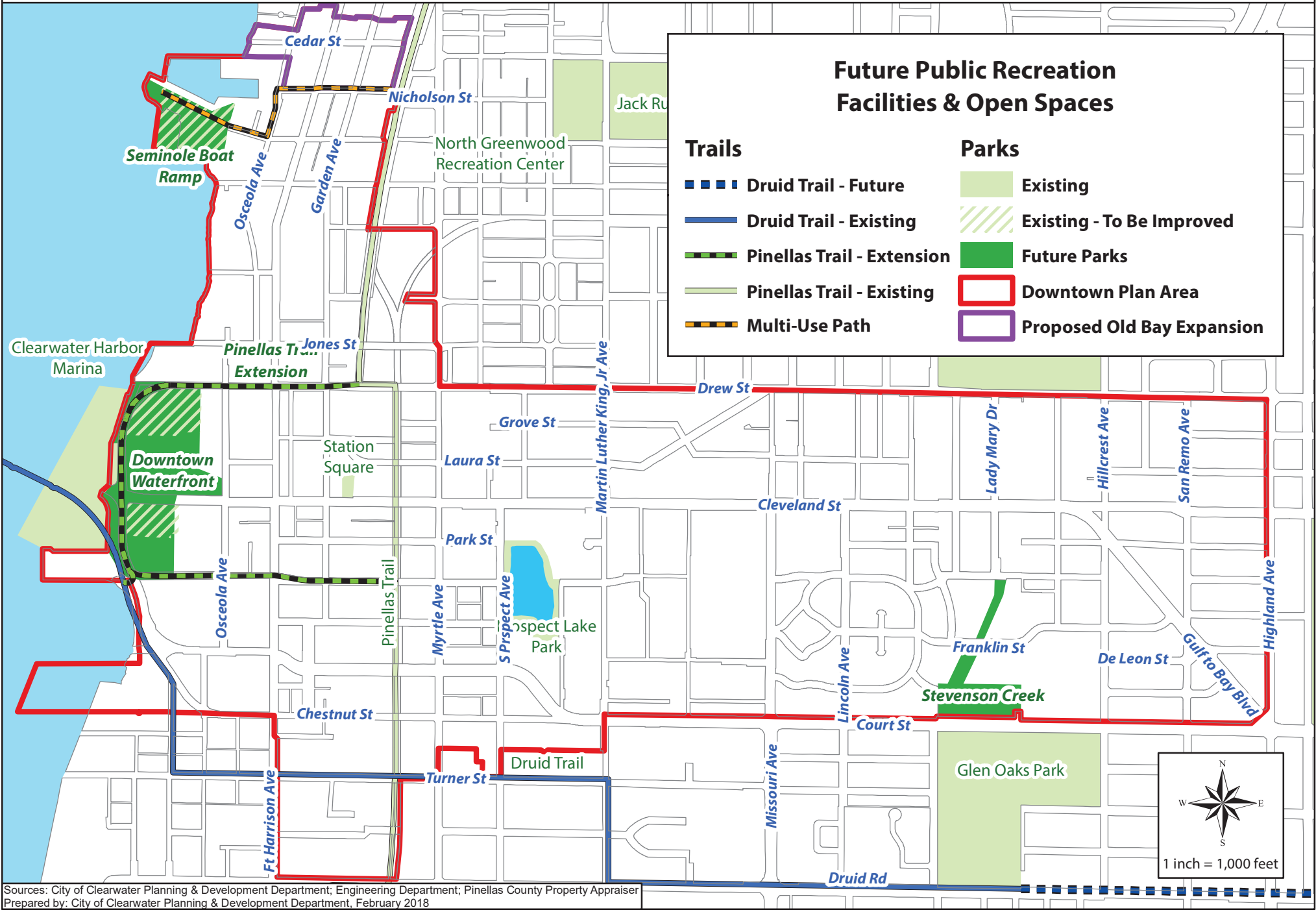
Seminole Boat Ramp Gateway  
Scale: 1/8" = 1' 0"





# Map 3.7 Future Public Recreation Facilities & Open Spaces

## Clearwater Downtown Redevelopment Plan



Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018



**The Estuary:** A lush respite for visitors in search of a quiet waterfront experience a short walk from the rest of downtown, the Estuary will also provide a safe and convenient natural experience for Clearwater's young people to enjoy and study for generations to come. The Estuary will replace the previous stormwater pond in Coachman Park and serve as a water quality control device for stormwater runoff.

**The Green:** Proceeding down an iconic staircase, visitors will be greeted by the sweeping Green, lined with native shade trees and anchored by a state-of-the-art new bandshell that will dramatically improve the event-going experience at the park.

**Coachman Garden:** Featuring a modern new playground, with play equipment designed in collaboration with local artists, Coachman Garden will be located steps from the Main Library, providing families with another reason to visit and spend time downtown.

**The Civic Gateway:** A grand entry gateway at the site of the existing Harborview Center will invite pedestrians into the waterfront from Cleveland Street - downtown's 'main street.'

**The Bluff Walk:** Tying these sets of diverse experiences together will be the park's Bluff Walk, an active linear promenade that utilizes Clearwater's unique topography, provides unparalleled views, and stitches together the waterfront and downtown.



## FUTURE TRANSPORTATION & PARKING

As discussed in Chapter 2, there are many users of the Downtown roadway network, all competing for a limited amount of right-of-way. Previous plans and infrastructure projects have concentrated on improving efficiencies for vehicles while starting to enhance the sidewalk system through streetscape projects and completing sidewalk networks. Future projects will continue “completing” the City’s streets for all modes and users, including transit, people riding bikes and walking.

Several plans have been prepared by the City of Clearwater, Florida Department of Transportation (FDOT), and Forward Pinellas analyzing various aspects of the Downtown roadway system and making recommendations for mid-term and long-term roadway improvements to the existing roadway network to promote safe and sustainable pedestrian and bicycle mobility within the Downtown area. These studies include:

- Imagine Clearwater (City of Clearwater, 2017)
- North Marina Area Master Plan (City of Clearwater, 2016)
- SR 60 Preliminary Screening Corridor Study (FDOT, 2017)
- SR 60 Corridor Multimodal Implementation Strategies (Forward Pinellas, 2017)
- Intelligent Transportation Systems Advanced Traffic Management Systems (ITS ATMS) Master Plan (Pinellas County, 2009) and Improvements

The following projects’ support the Guiding Principle of being “primarily pedestrian” and address many of the Plan’s accessibility objectives.

### *Pedestrian & Bicycle System*

Providing a network of safe and comfortable bicycle facilities for people of all ages and abilities is the first step toward encouraging people to walk and bike in Downtown. The future bicycle and pedestrian plan for the Downtown area focuses on two major principles: utilizing the existing facilities and removing barriers in the existing bicycle network system. There are opportunities to improve the bicycle and pedestrian system through other design features and non-capital improvement projects in addition to more substantial projects.

#### Waterfront & Beach Connections

An additional extension of the Pinellas Trail would connect the Trail to the waterfront via Drew Street. This extension would also provide a direct connection to the Clearwater Beach Connector Trail on the Memorial Causeway Bridge by providing paths through the waterfront park. The Druid Trail is part of the Clearwater Beach Connector Trail and connects to the Memorial Causeway Bridge from Court Street and will connect to the Progress Energy Trail when completed.

#### Bikeway Connections

A number of local on-street bike facilities that would significantly increase bike accessibility are in the planning stages. Bike lanes, sharrows, and buffered bikeways would function to complete the system and provide even more options for connectivity.

#### Sidewalk Network Improvements

While Downtown’s sidewalk network is thorough, a few areas still lack consistent sidewalks. The construction of sidewalks in these remaining areas would complete the City’s network and provide continuous pedestrian access.

#### Streetscape Projects

Several corridors through the Downtown area are identified for potential streetscape and landscape projects. While the primary benefit of streetscapes may be beyond the scope of conventional transportation projects, these projects do have an important role in public works improvements for maturing neighborhoods, especially neighborhood commercial areas with a need for revitalization, and provide opportunities to improve the environment for pedestrians and bicyclists. See Streetscapes in Chapter 3 for more detail.

#### Bike Parking

The provision of secure bicycle parking facilities is a needed amenity which will support bicycling to and among Downtown businesses, employment, destinations, entertainment, and recreational areas.

#### Urban Design Features

Bicycle lanes should have unique signage and uniform striping throughout the City to signalize the alternative use of these pathways and the presence of non-vehicular traffic. This will also help to create a safe system for people biking within the Downtown area.

### Integration of Bicycling with Transit Services

Bicycles can increase the effective service area of transit; similarly, transit with bicycle access can increase bicycles activities. There are various interventions that could contribute to greater integration of walking and cycling with public transport, including:

- Improve bicycle facilities at Park Street Terminal and bus stops
- Provide bicycle parking facilities at bus stops
- Provision for secure bicycle parking at public transit nodes (e.g., bike racks, covered bike parking, and bike lockers)
- Provide bicycle rental systems at the vicinity of transit centers

### Bicycle Sharing Program

Bicycle sharing programs allow someone wanting to ride a bike to pick up a bicycle at one hub station or public bike rack and drop it off at another for a small fee. The objective of such programs is to provide an affordable and convenient alternative to the motor vehicle for short trips. The improvement of Downtown's bike facilities especially the Memorial Causeway Trail connection would facilitate the implementation of a successful bike share program.

### Jurisdictional Coordination

Because of the multijurisdictional nature of the Downtown area street network, expansion of the on-street bike facility network will require coordination with FDOT and Pinellas County. On-street bicycle facilities such as bicycle lanes, sharrows and buffered bike ways that originate on a road segment under one jurisdiction should connect and be continued on road segments

under other jurisdictions.

### Pedestrian Safety

Visual features to signify drivers of pedestrian activity should be implemented within the City. Options include special crosswalk treatments (e.g., special markings, alternative paving, raised crosswalks/speed tables), subtle flashing lights at key intersections that lack other traffic calming devices, pedestrian refuge islands in the median of wide intersections, and curb bump-outs on local streets. Several areas in Downtown would require pedestrian safety improvements including the Drew Street section between Myrtle Avenue and the waterfront. In this section traffic calming measures are recommended as traffic speed changes just before the Pinellas Trail intersection.

### Green Colored Pavement

In 2011 Federal Highway Administration (FHWA) approved the use of green-colored pavement in bike lanes and in extensions of bike lanes through intersections to make bike lanes or potential bicycle/motor vehicle crossing points more visible. The green-colored pavement could be applied to entire segments of bike lanes or only to potential conflict areas such as intersections or the beginning of right-turn lanes. The use of this technique within Downtown roadway segments with high bicycle conflict is recommended (i.e., Pinellas and Druid Trails intersections).





## Public Transportation System

PSTA has several capital and transit service projects that will significantly impact the accessibility and mobility in the Downtown area.

### Clearwater Intermodal Center

The Clearwater Intermodal Center will replace the currently over capacity Park Street Terminal in Downtown to accommodate local and regional bus services, trolleys, premium transit, and complementary transportation modes. PSTA has identified a preferred site on the northwest corner of Court Street and Myrtle Avenue. PSTA developed a scope of work in partnership with City of Clearwater staff to complete preliminary engineering. The site selection process will be followed by environmental analysis and design.

### Clearwater Beach to Tampa International Airport Express

The Clearwater Beach to Tampa International Airport (TIA) Express bus service would provide regional connectivity between Pinellas County beaches and TIA, with stops in Downtown Clearwater, the Clearwater Mall area, and Rocky Point (Tampa), supporting both tourism and regional economic development. This express bus service will complement local service provided by the existing and highly successful Route 60, the most productive local route in the PSTA system. The Clearwater Beach to TIA Express is expected to attract new ridership with expedited, limited stop service seven days a week. Currently, the TIA Express project is on the PSTA legislative priority list to secure an ongoing source of funds.

### Trolley Services

Since 2010, PSTA has partnered with the Jolley Trolley Group and local jurisdictions to provide trolley services between Clearwater Beach, Downtown Clearwater, and north coastal communities including Dunedin, Palm Harbor, and Tarpon Springs. Imagine Clearwater recommended an extension of the existing Jolley Trolley service to connect the waterfront and downtown destinations along Cleveland Street and Pierce Street. The plan also recommended improving coordination between trolley, ferry, and PSTA operators to synchronize service (i.e., minimize transfer time and integrate fare payment) and enhance coordination with parking facilities during events.

### Waterborne Transportation

The City of Clearwater provides waterborne transportation service to residents, tourists, and employees through Clearwater Ferry Service, Inc. which connects the Downtown Harbor Marina, Clearwater Beach Marina, North Beach and Island Estates. Ferry service currently operates on one hour frequency. The Ferry's ridership records for 2017 shows more than 70,000 riders from Downtown Clearwater to Clearwater Beach. This number is expected to grow in the coming years. Forward Pinellas has identified "Waterborne Transportation Priority Projects" on its Multimodal Priority List (2016/2017) and is currently evaluating waterborne operations to help facilitate a countywide framework to guide local governments in planning suitable waterborne facilities and aligning transportation networks. Clearwater has been a leader in this area.

### Special Events Park-and-Ride Program

The City partnered with PSTA and other community partners to implement a temporary Park-and-Ride program for the 2017 Spring Break season. The program provided free rides to/from Clearwater Beach from three locations in Downtown Clearwater. Based upon the success of the 2017 Park-and-Ride program, the City will continue supporting the program in future years.

### Future Regional Transit System

The Tampa Bay Regional Transit Feasibility Plan is an effort to evaluate opportunities for premium transit within the urbanized areas of Pinellas, Hillsborough, and Pasco Counties and will identify projects that have the greatest potential to be funded by federal grants. The study has identified the Gulf to Bay/SR 60 transit corridor as one of the major corridors in the regional network. The final plan will also identify the best premium transit system to efficiently serve this corridor.

## Parking & Traffic Management System

### Parking Management

Imagine Clearwater recommended a parking strategy that focuses on providing sufficient onsite parking distributed in several locations to meet the daily needs of waterfront users (i.e., Marina, ferry, playground, Library, etc.). Because there is plentiful and underutilized parking offsite, Imagine Clearwater supports the use of offsite parking in Downtown to accommodate increases in parking caused by the park's expansion and programming. The strategy would encourage visitors of large events to park their cars away from the waterfront and walk to their destinations. Park-and-walk signage should be implemented to lead visitors to

the most appropriate parking facilities depending on their entry routes. Single-use parking lots and reserved spaces should be discouraged in the core area. Public and shared parking should be encouraged.

#### Downtown Special Events Management Plan

A traffic plan for special events should be developed to manage the distribution of inbound and outbound events' traffic based on the available Downtown roadway network, access points, and parking facilities. The plan would focus on minimizing travel delays and detrimental impacts of traffic flows on pedestrian movements by applying the following:

- Managing pedestrian and bicycle movements in traffic control, when possible;
- Optimizing parking garages and lots entry and exit time delays;
- Minimizing impacts to businesses and residents;
- Maintaining a positive experience for event goers; and
- Utilizing available technologies to enhance plan efficiency (e.g., signs, information regarding events parking and routing during roadways closure).

Additionally, as part of the process, impacts to PSTA service should be considered and evaluated as well as opportunities to support economic activities around the major venues.

#### Railways Network

The railway's "Quiet Zone" policy is expected to be implemented once two crossings are closed (i.e., Hendricks Street/Grove Street) according to Supplementary Safety Measures (SSM) recommendations. A quiet zone is a Federal Railroad Administration exemption to the rule requiring trains to sound their horns when approaching public crossings. The closure of these two road segments at East Avenue will result in two dead-end streets; however it was determined to be the most efficient way to achieve the desired "Quiet Zone" through Downtown.

#### Capital Needs

A number of the recommendations outlined would require local capital project funding sources in order to be implemented, including the connection or expansion of bicycle and pedestrian networks, roadway improvements, and the Clearwater Intermodal Center. Some recommendations could be potentially funded with state or federal money, but others, specifically related to City-owned streets, would require City funding. The City should prioritize capital needs specified in this section and integrate them into the next Capital Improvement Plan. The City should also seek other funding resources to actively advance the City projects into MPO's (Forward Pinellas) priority list for State and Federal funds.





## MASTER STREETSCAPE PLAN

Streets comprise a large portion of land dedicated for public use. Streetscapes constitute the public realm everyone sees, shares and uses daily. The best streetscapes put people first, because people are key to a vibrant economy. Through great design, streets can meet the needs of people while also considering landscaping, stormwater management, utilities, vehicular circulation and parking. Beautiful streetscapes create places where people want to be and attract private investment, and are an essential part of the City's revitalization strategy.

The Master Streetscape Plan provides guidance for improvements within rights-of-way and sets standards for the quality of the public realm which also establishes a standard for private development.

### *Objectives & Street Types*

Through continued investment in streetscapes in the Downtown Plan Area, the City will:

- Strengthen the identity of Downtown through a visually attractive environment
- Make Downtown streets comfortable public spaces for social interaction and community life
- Create memorable places that also reflect local context and character
- Support local businesses by providing outdoor seating and spaces for dining
- Improve pedestrian connections and linkages throughout Downtown

- Create a street environment that supports a high level of pedestrian safety and security
- Integrate human scale, pedestrian, bicycle, and transit-oriented features into the Downtown
- Promote healthy lifestyles by encouraging walking and biking to destinations
- Enhance people's connections to the natural environment through landscaping and street trees
- Design neighborhood streets to provide opportunities for interactions with neighbors
- Ensure Downtown is accessible for all populations

The City has classified certain Downtown streets according to the following street types to provide additional guidance regarding their general function and preferred character within the Downtown network as shown on Map 3.8.

#### *Downtown Corridor*

This street type is applied to Cleveland Street, Fort Harrison Avenue, and portions of Osceola Avenue. The Plan specifies a significantly high level of streetscape treatment for these streets because of their function as the major pedestrian streets within the Downtown Plan Area. Improvements include a variety of paving materials, medians, palm and oak trees, decorative lighting fixtures that can support banners and hanging plants, a fountain plaza and street furnishings.

#### *Beach Access Corridor*

This street type addresses the Court and Chestnut Streets one-way pair between Martin Luther King, Jr. Avenue and the Memorial Causeway Bridge. These highly visible corridors are the major link between the mainland and the Beach.

The streetscape treatment along these streets will consist of sidewalks, palm trees, decorative lighting, benches and painted intersections.

#### *Commercial A*

This street type includes the remainder of Court Street, and Drew Street, and Myrtle and Missouri Avenues. Although these streets carry significant thru traffic, they also serve as key connectors to Downtown from the rest of the County. They are also critical for pedestrian linkages and crossings as they bifurcate the Downtown Planning Area. The Streetscape Plan specifies that date palms will line the streets with oaks located in landscape islands in the center of the street where right-of-way widths permit. Street furnishings, decorative lights and pavers are also included in this design.

#### *Commercial B*

This street type is comprised of the secondary streets within the plan area including Prospect Avenue, South Garden Avenue, Laura Street, Pierce Street, etc. Design elements for this street type include large canopy trees with palms located at intersections, decorative lighting, sidewalks and benches.

The City has completed additional work identifying several streetscape improvements to be completed on certain street or trail segments within the Old Bay Character District:

### North Fort Harrison Avenue

The wider sidewalks of South Fort Harrison Avenue should be continued along North Fort Harrison Avenue to accommodate the various streetscape amenities and people walking. Both a “road diet” where lanes are narrowed and a five-foot easement from properties on the east side of North Fort Harrison Avenue are needed to implement this. Additionally on-street parking, street trees and “sharrow” markings are recommended.

### Pinellas Trail

Conditions of the trail segment within the Old Bay Character District connecting south to the Downtown Core should be improved with curbs, landscaping, and other aesthetic improvements in lieu of the existing guardrails which are in place to prevent entry from side streets. A gateway at Nicholson Street will create a “place” and provide connection from the Trail to the waterfront.

### Nicholson Street

This street is identified to be a connector from the Pinellas Trail to the waterfront. To accomplish this a reduction in travel lane width and reconstruction of the curb is envisioned to provide for a multiuse path on the north side of the street and additional street trees and lighting added on the south side.

### North Osceola Avenue

To better facilitate pedestrians and bicyclists, reduced travel lanes and constructed curbs for a multi-use path on the west side of the street is recommended. Additionally, on street parking south of the multi-use path is also encouraged.

Gateways into Downtown will have a specialized treatment that includes a historic pillar that is rooted in similar pillars once located on Cleveland Street just west of Osceola Avenue. Additionally, gateways will include enhanced levels of landscaping and identification signage.

Streetscape treatments are illustrated at the end of this section.





## *Evolution of Street Types*

Historically, the City's Downtown Redevelopment Plan has established street typologies and included conceptual streetscape plans (e.g., cross sections, site furnishing details) for prototypical Downtown streets. Prior to 2004, the Downtown Redevelopment Plan included a street regulating plan with seven defined street typologies, from regional serving to alleyways. The 2004 Downtown Redevelopment Plan incorporated an updated Master Streetscape Plan, prepared by Bellomo-Herbert and Shaughnessy Hart, which reduced the hierarchy of streets to four types within Downtown. The City has completed additional plans for areas outside of the CRA which also include cross sections for certain streetscape improvements (i.e., North Marina Area Master Plan), which have not been otherwise integrated into the Master Streetscape Plan.

## *Future Refinement*

Since 2004, several streetscape projects have been constructed - most notably Phases I and II of the Cleveland Streetscape. Changes in community preferences and a desire to achieve more within the City's limited rights-of-way, including supporting multimodal travel, providing shade for people through additional street trees, and capturing and treating stormwater using green streets techniques, have already resulted in streets being designed and constructed which differ from the original concepts in the 2004 Master Streetscape Plan (e.g., Cleveland Street Phase III, Gulf to Bay Boulevard to the Court Street/Highland Avenue intersection and the Five Points Gateway).

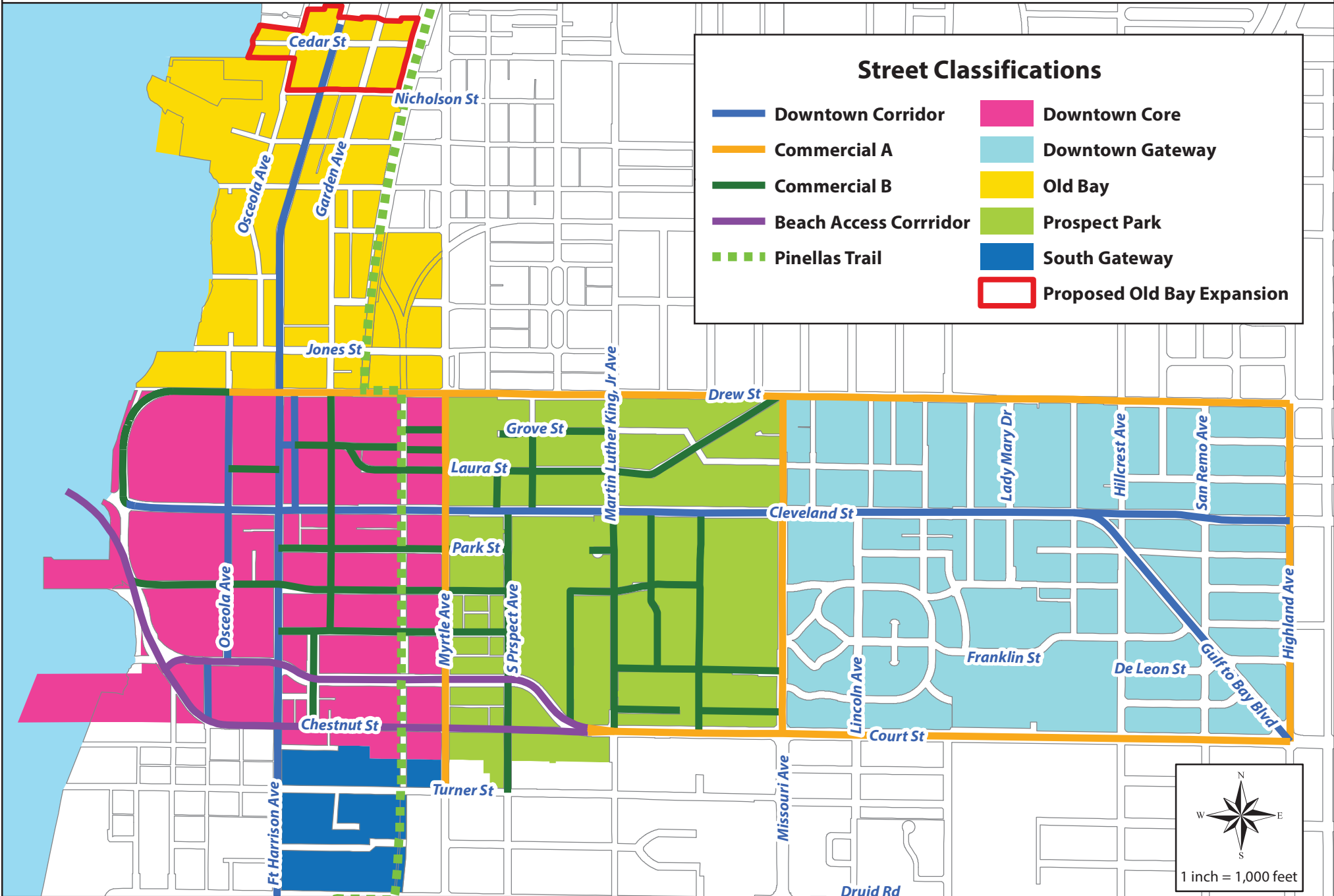
Additionally, this update to the Plan sets forth the transition from design guidelines incorporated in the Plan to a form-based zoning code. As part of that process there is a need to consider rights-of-way typologies and future improvements throughout all of Downtown. For example, currently there is no street type established for streets within the Downtown's residential neighborhoods, nor are street types assigned for more significant roads within the Old Bay and South Gateway Districts.

To update and consolidate the various completed streetscapes and identify prototypical street types for the remaining streets throughout the Downtown Plan Area will be a significant project. Revised designs and drawings will be needed for any substantial update of this section.

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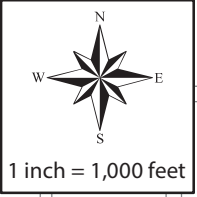
# Map 3.8 Street Classifications

## Clearwater Downtown Redevelopment Plan



### Street Classifications

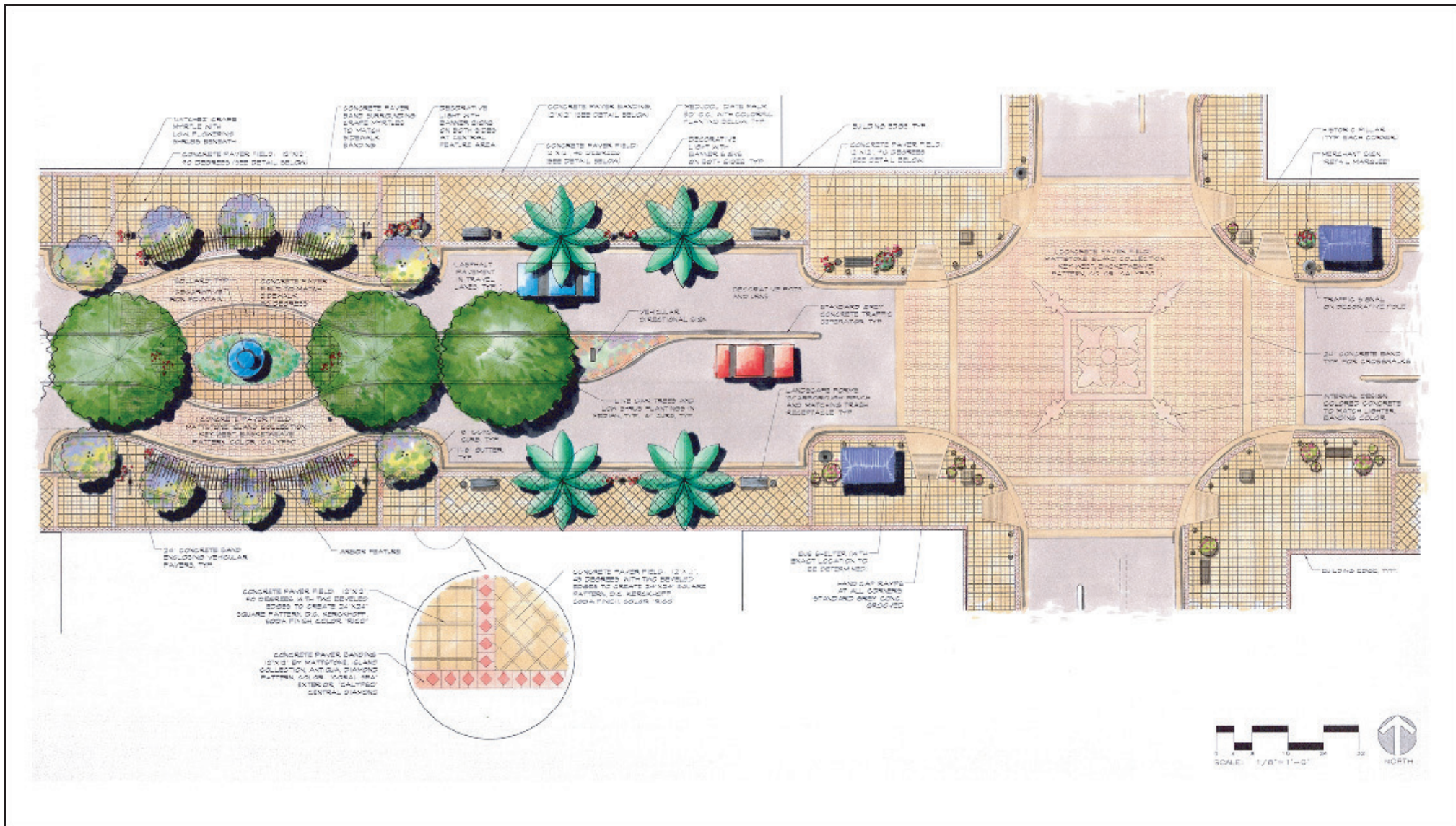
	Downtown Corridor		Downtown Core
	Commercial A		Downtown Gateway
	Commercial B		Old Bay
	Beach Access Corridor		Prospect Park
	Pinellas Trail		South Gateway
	Proposed Old Bay Expansion		



Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018



Downtown Corridor (Implemented)

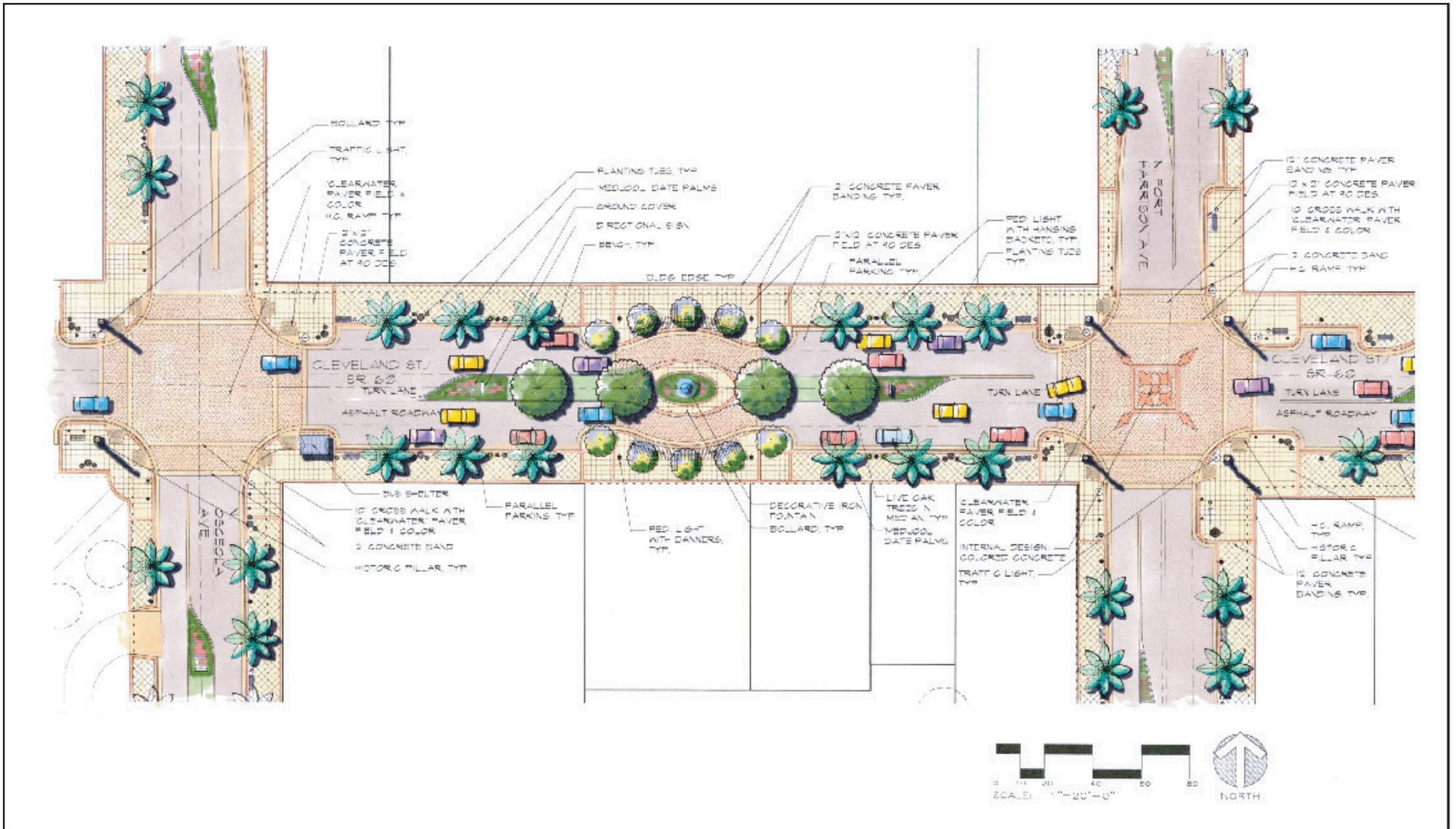


**CITY OF CLEARWATER**  
**DOWNTOWN CORRIDOR** ■  
**CLEVELAND STREET**  
**TYPICAL PAVING DETAILS**

**BERRY HUNTER**  
 AN COMPANY, INC.  
 LANDSCAPE



Downtown Corridor (Implemented)

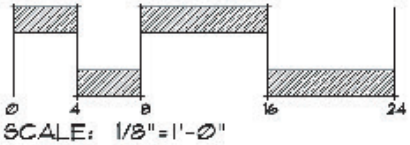
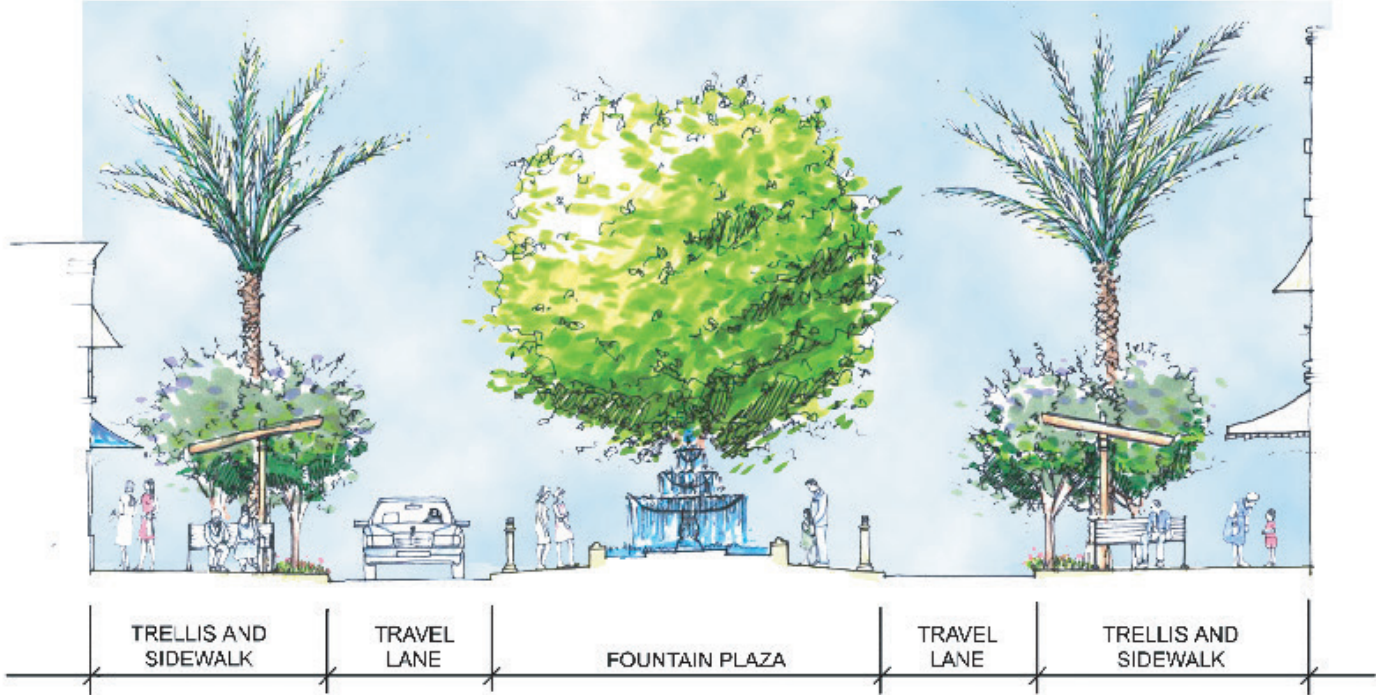


**CITY OF CLEARWATER**  
**DOWNTOWN CORRIDOR** ■  
**CLEVELAND STREET**  
 TYPICAL STREETSCAPE

**Becken & Eckert**  
 AN ARCHITECTURAL FIRM  
 3300 W. GULF BLVD. SUITE 200  
 CLEARWATER, FL 34615



Downtown Corridor (Implemented)

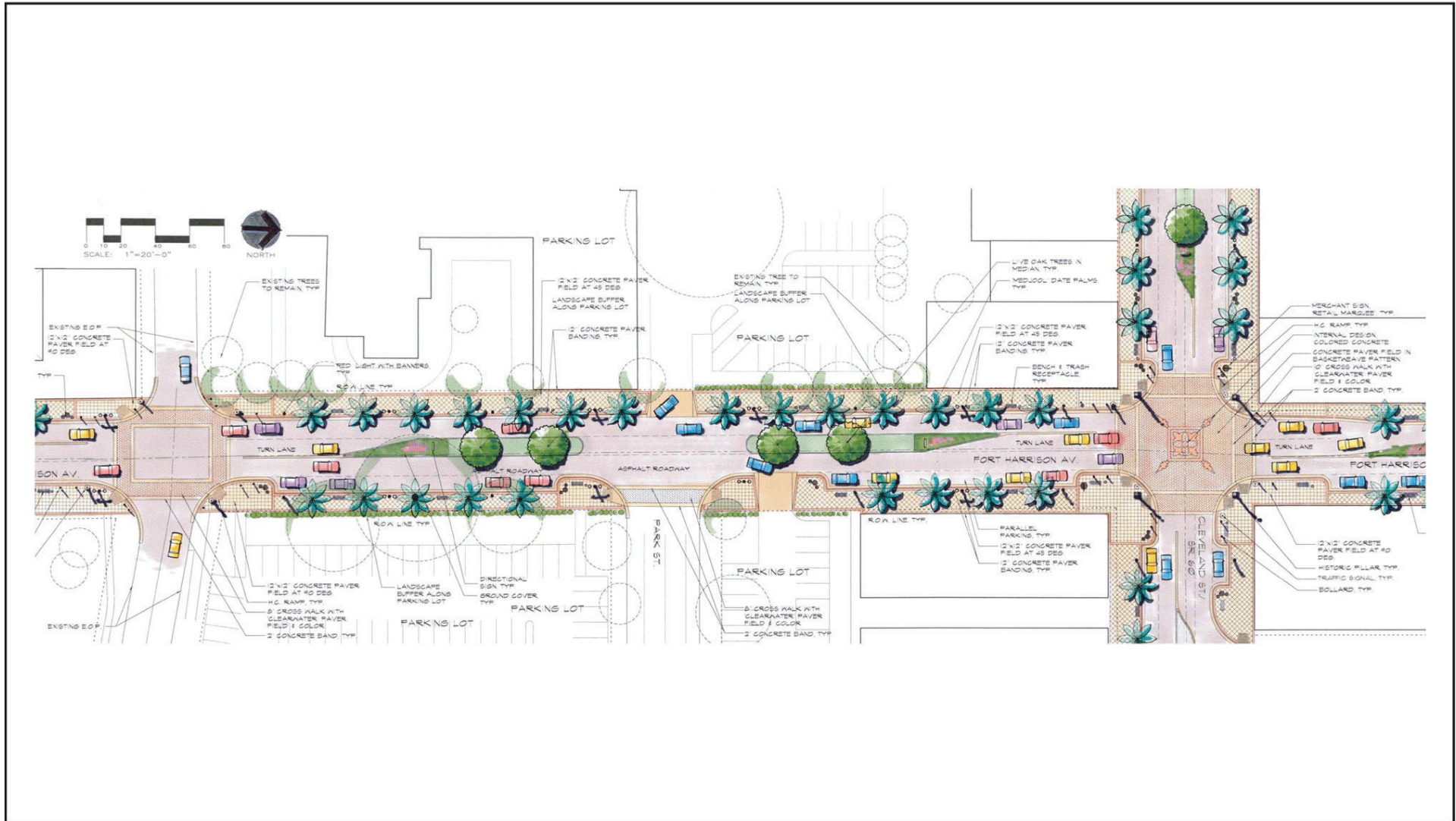


**CITY OF CLEARWATER**  
 CLEVELAND STREET

PROPOSED STREETScape SECTION

**BEYOND HERRICK**  
 ARCHITECTS, INC.  
 1000 10th Street, Suite 100  
 Clearwater, FL 34617

Downtown Corridor

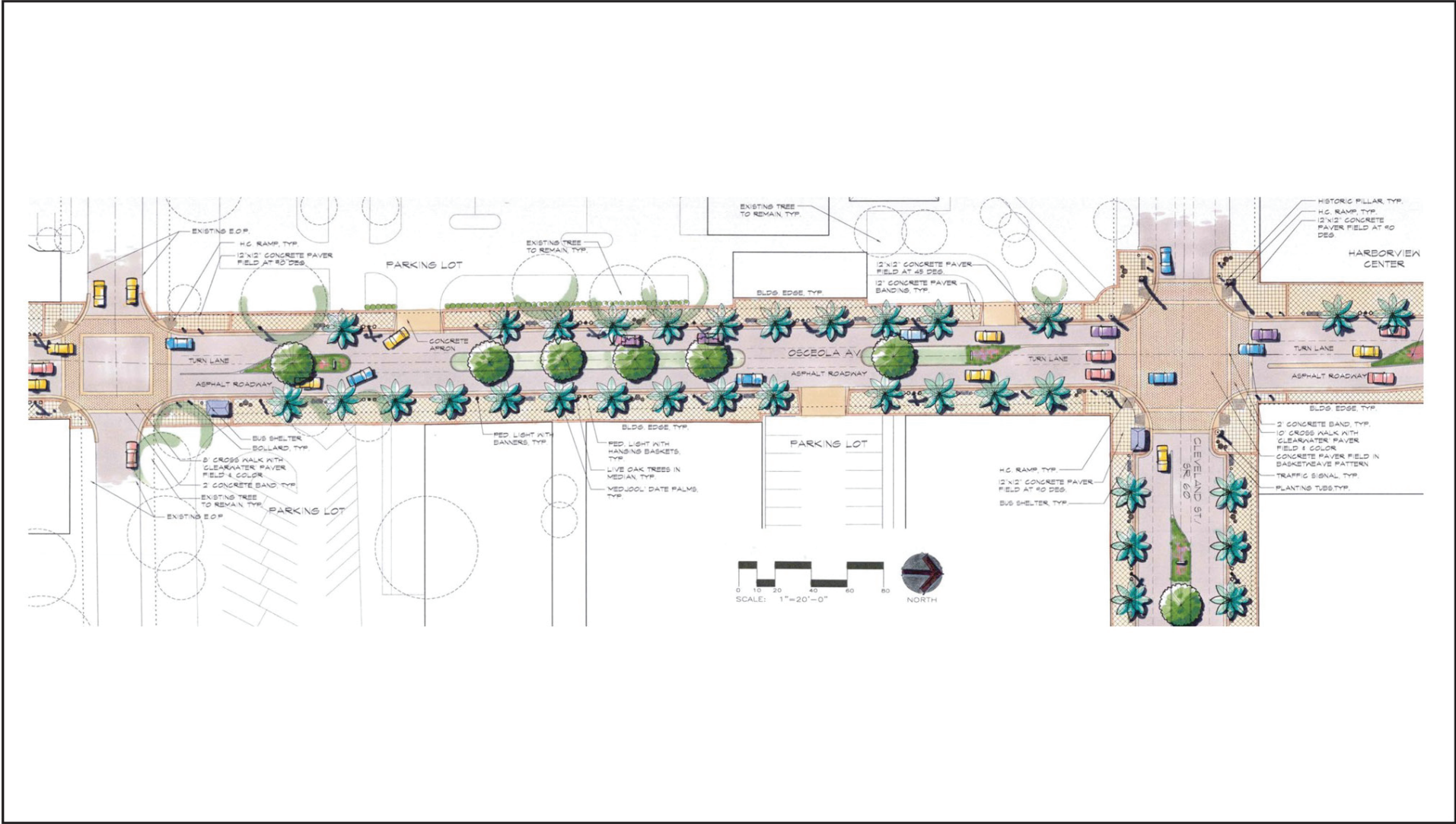


**CITY OF CLEARWATER**  
**DOWNTOWN CORRIDOR** ■  
**FT. HARRISON AVENUE**  
 TYPICAL STREETSCAPE

BELLOMO • HERBERT  
 AND COMPANY, INC.  
 LANDSCAPE ARCHITECTS



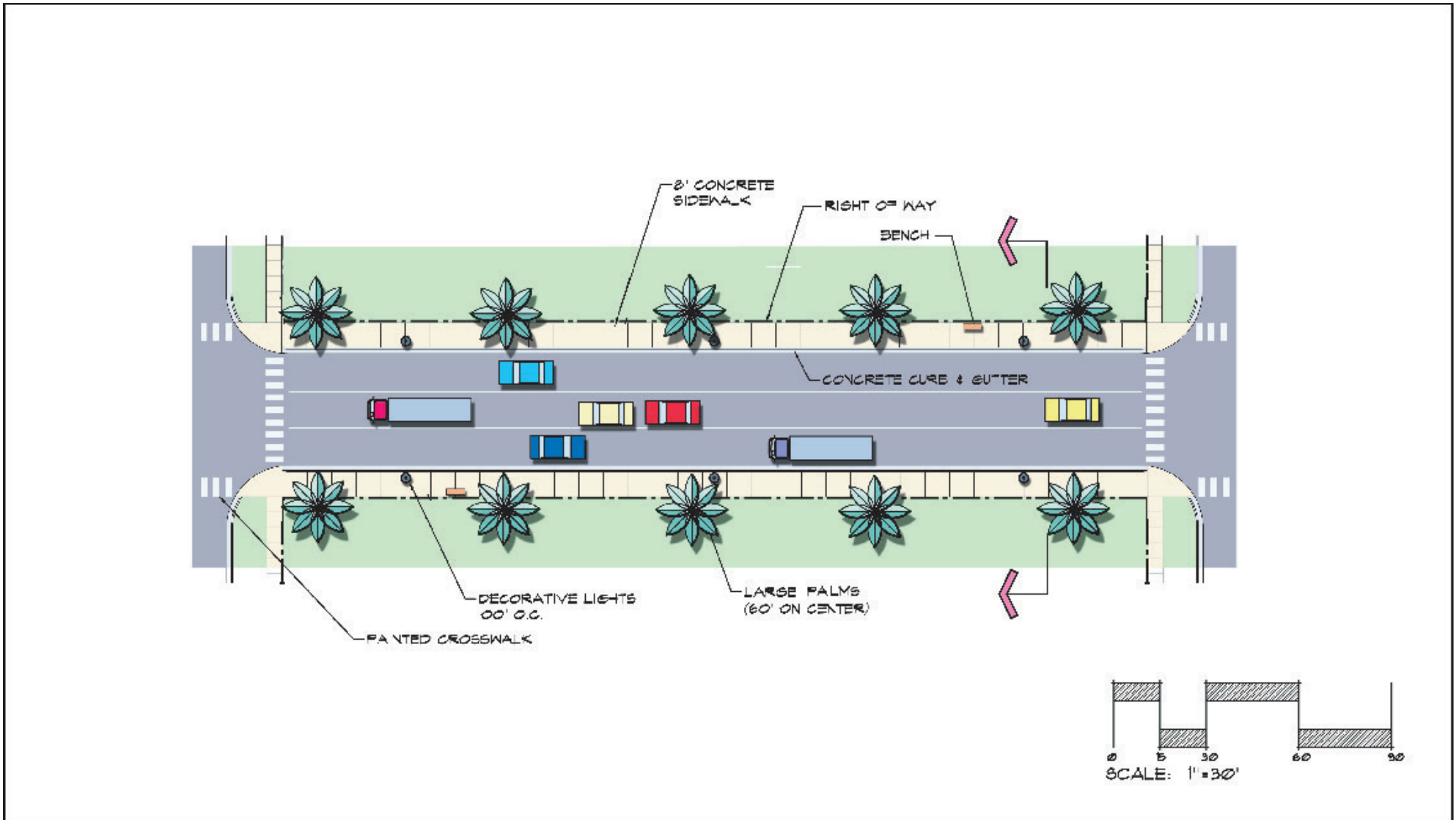
Downtown Corridor



**CITY OF CLEARWATER**  
**DOWNTOWN CORRIDOR** ■  
**OSCEOLA AVENUE**  
 TYPICAL STREETSCAPE

**BELLOMO • HERBERT**  
 AND COMPANY, INC.  
 LANDSCAPE ARCHITECTS

Beach Access Corridor



 **CITY OF CLEARWATER**  
**BEACH ACCESS CORRIDOR** ■  
 PROPOSED STREETScape

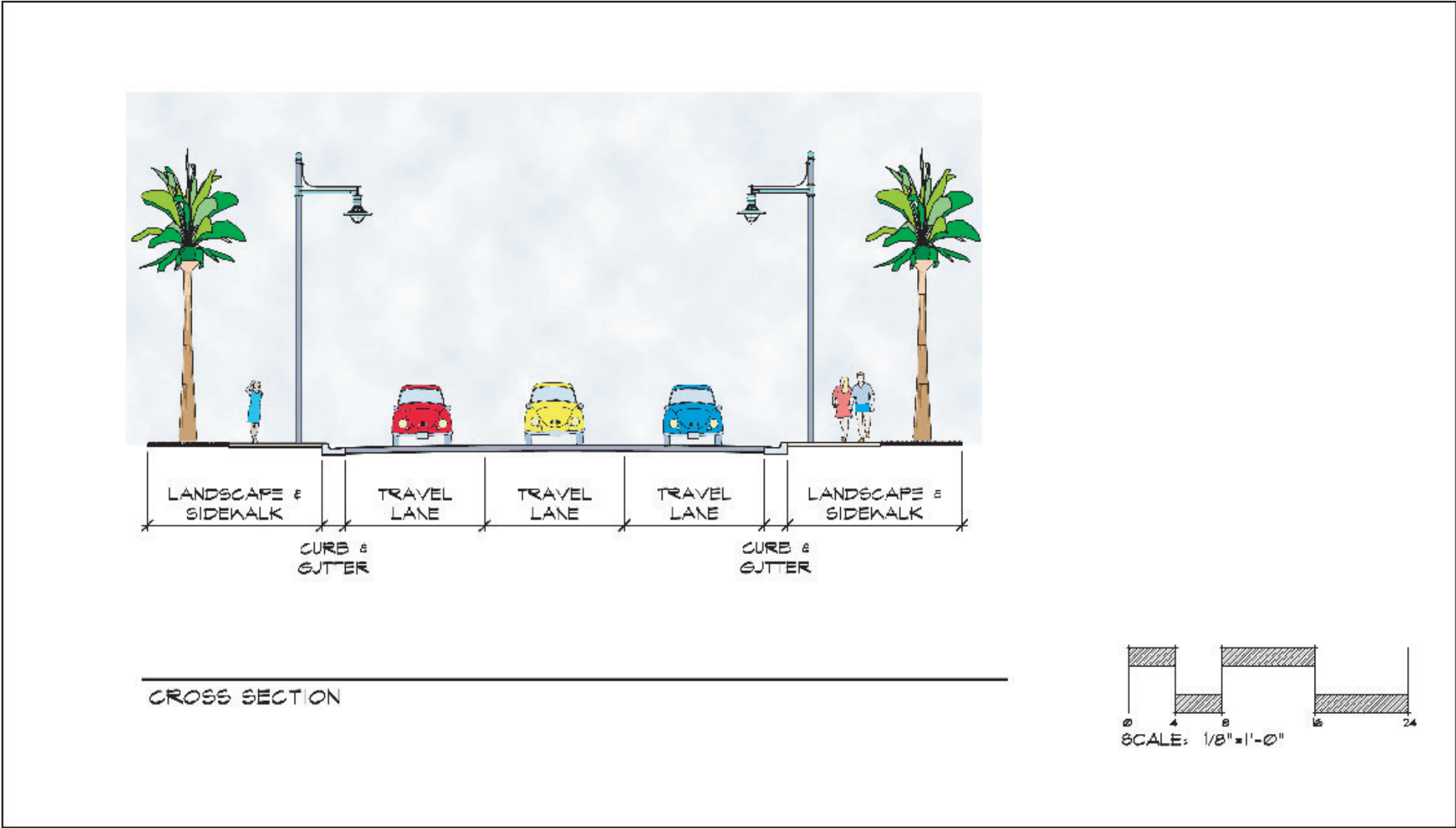
**DESIGN OBJECTIVES**

- To create a corridor which provides for the safety of motorists and pedestrians alike.
- To create a sense of place with the use of lighting, banners, and landscape.

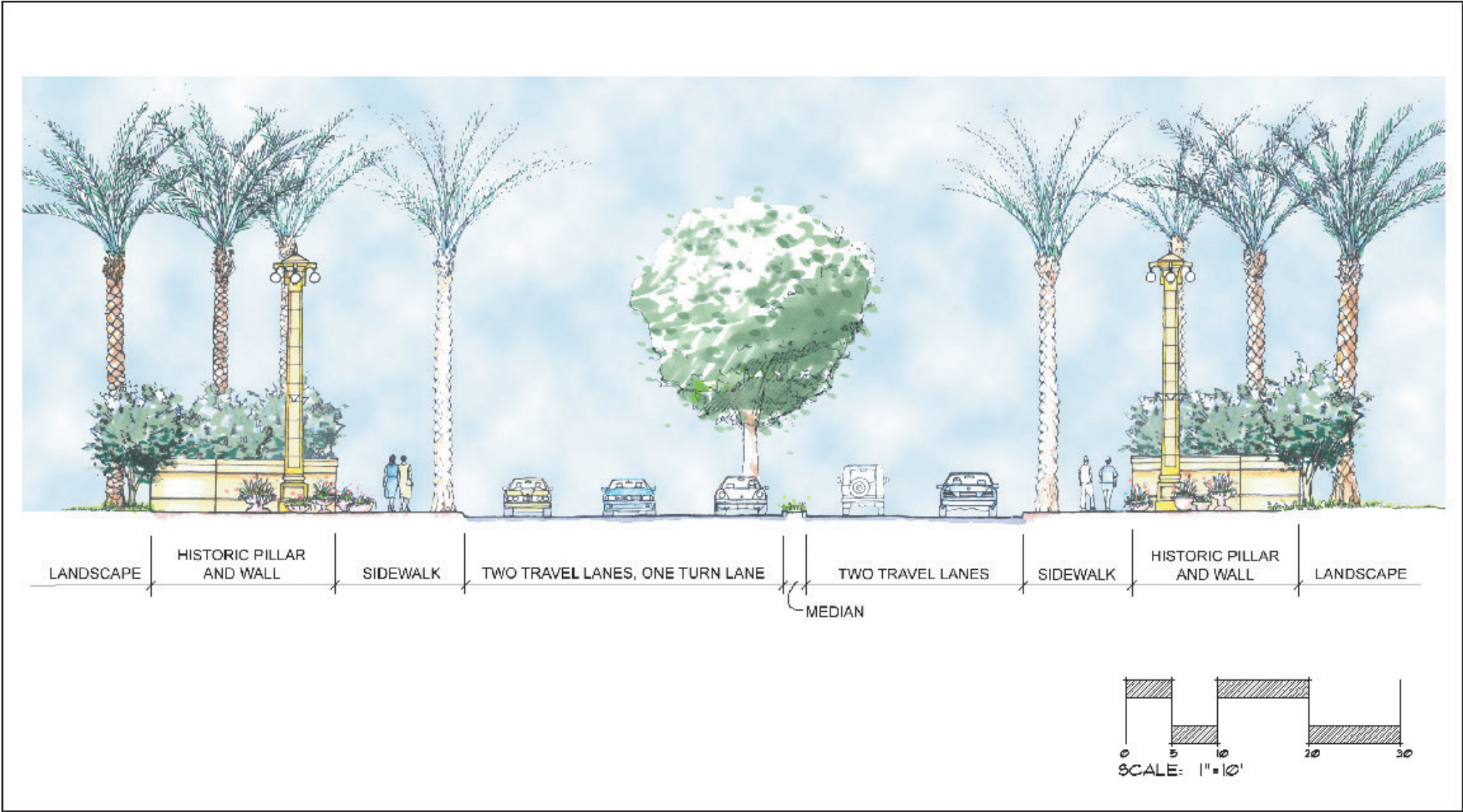
**BEVERLY HERBERT**  
 ARCHITECT & PLANNING, INC.  
 1000 1<sup>ST</sup> AVENUE, SUITE 200  
 CLEARWATER, FL 34615



Beach Access Corridor



Commercial A



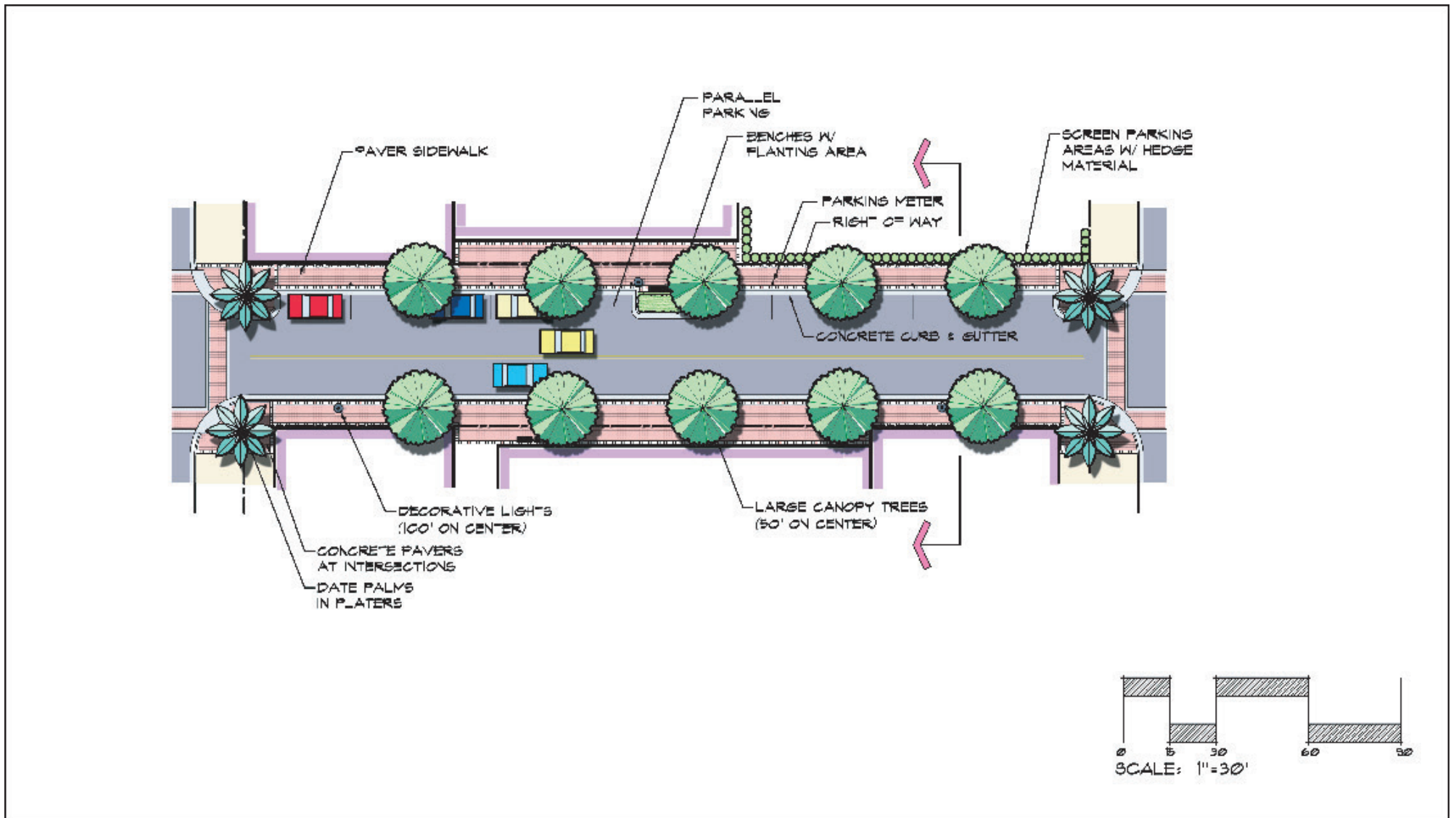
CITY OF CLEARWATER  
COMMERCIAL A

PROPOSED GATEWAY SECTION

BLOOMSBERRY  
LANDSCAPE ARCHITECTURE



Commercial B



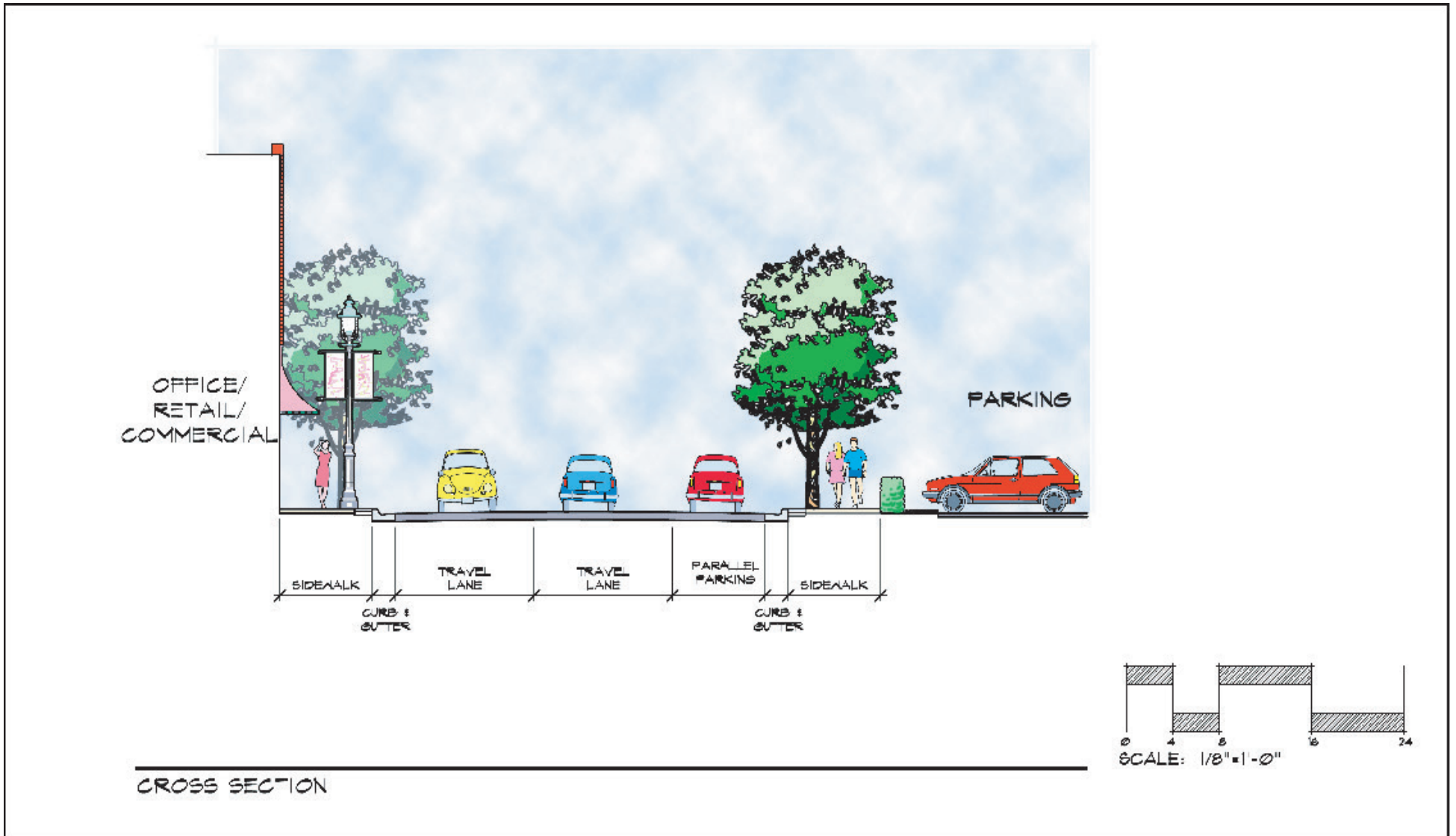
**CITY OF CLEARWATER**  
**COMMERCIAL B** ■  
 PROPOSED STREETScape

**DESIGN OBJECTIVES**

Provide similar design elements to unify these Commercial B streets with the Downtown Core streets. Install pavement, lighting, street furniture, and plantings as well as implement traffic calming techniques, where possible, to enhance the streets' pedestrian spaces.

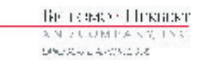
**BECKETT HERBERT**  
 AND COMPANY, INC.  
 LANDSCAPE ARCHITECTS

Commercial B



CITY OF CLEARWATER  
COMMERCIAL B

PROPOSED STREETScape





Standard Details



Scarborough Bench  
by Landscape Forms  
Horizontal Strap Seat w/ Center Arm  
Black Powder Coat  
72"



Old Hyde Park Fountain  
by Robinson Iron  
Ht. 9'-6",  
B.D. 9'-6", 5'-0", 1'-6"



Decorative  
Info Kiosk  
by Spencer  
Fabrications



Scarborough  
Litter Receptacle  
by Landscape Forms  
Strap Panel  
Grotto Powder Coat  
30 Gallon



Gramercy Bike Rack  
by Madrax  
up to 9 Bikes



Decorative Newspaper Rack  
by Spencer Fabrications



CITY OF CLEARWATER

SITE FURNISHINGS



Standard Details



Live Oak



'Medjool' Date Palm



Crape Myrtle  
'Natchez'



Steel Bar  
Landscape Fence  
by A&T Ironworks, Inc.



CITY OF CLEARWATER

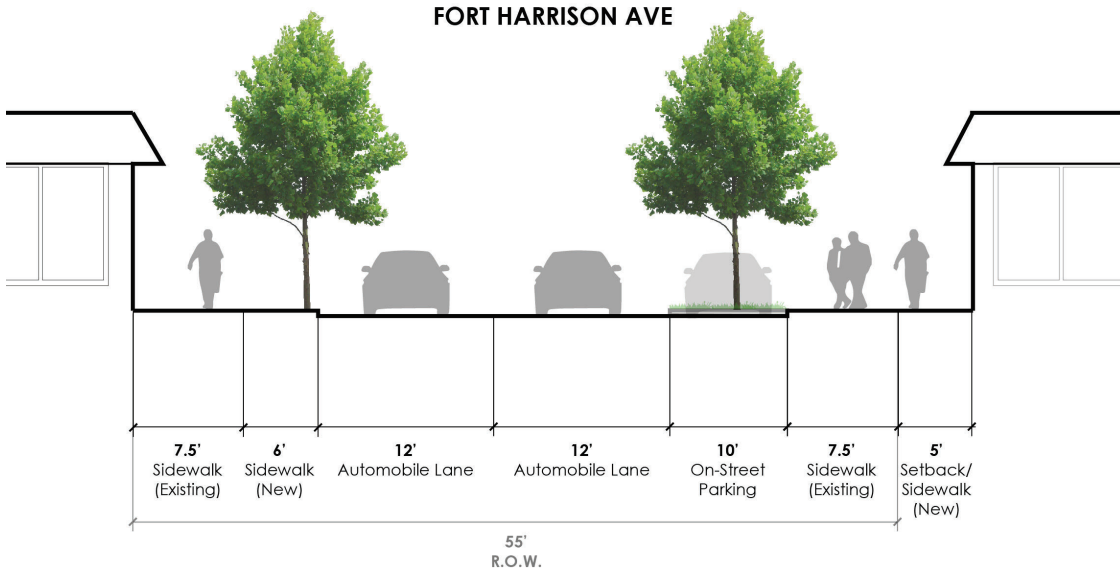
LANDSCAPE



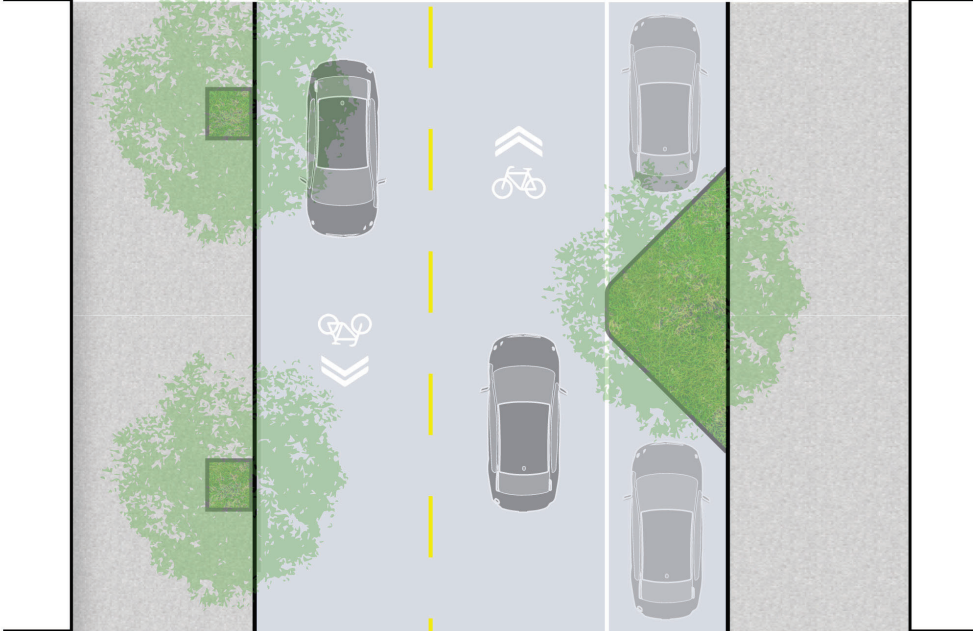


# North Marina Area Master Plan

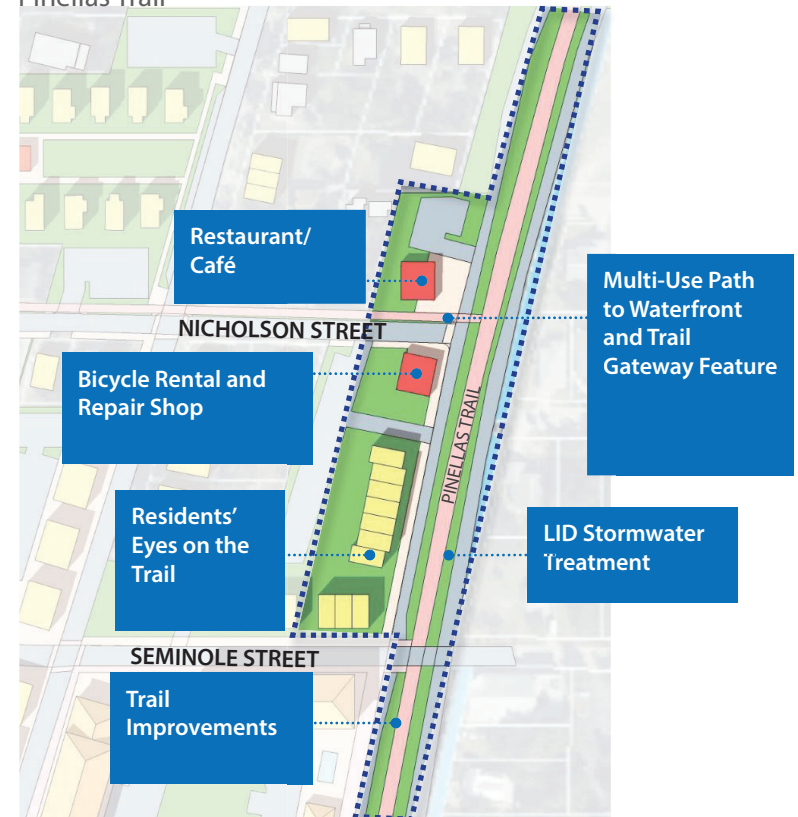
## Cross-Section



## Plan View



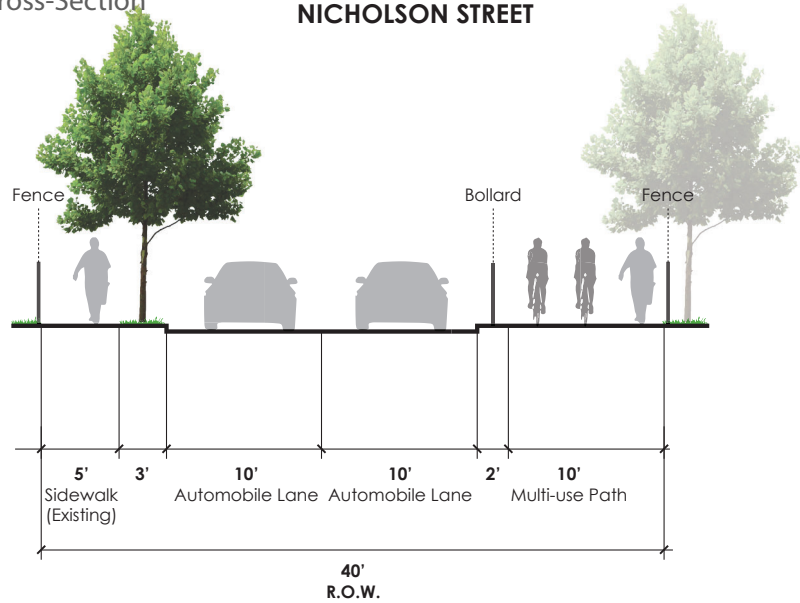
## Pinellas Trail



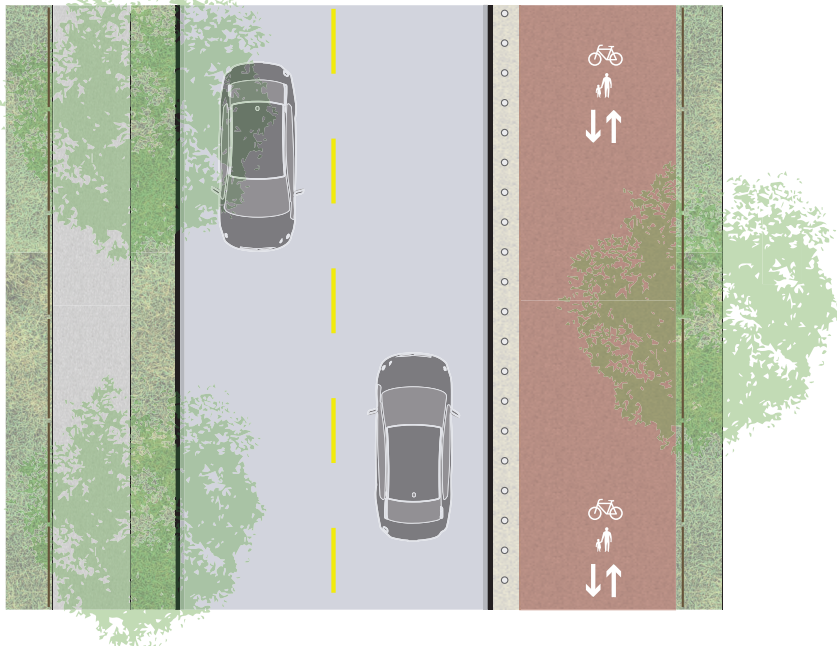
*North Marina Area Master Plan*

Cross-Section

**NICHOLSON STREET**



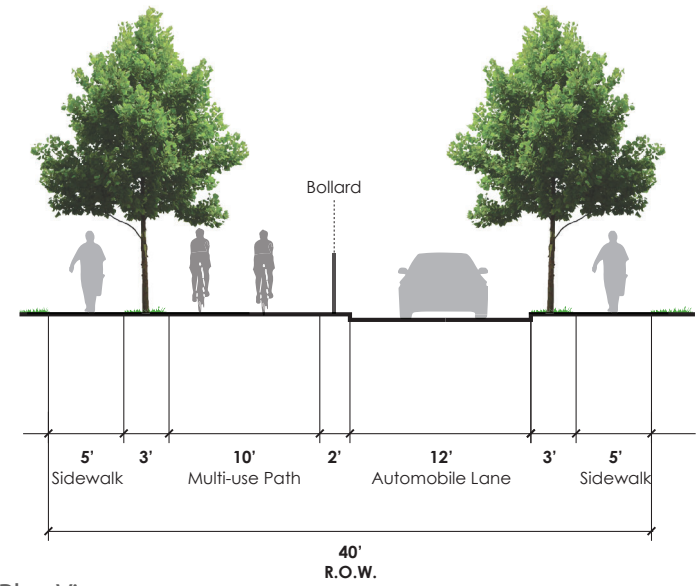
Plan View



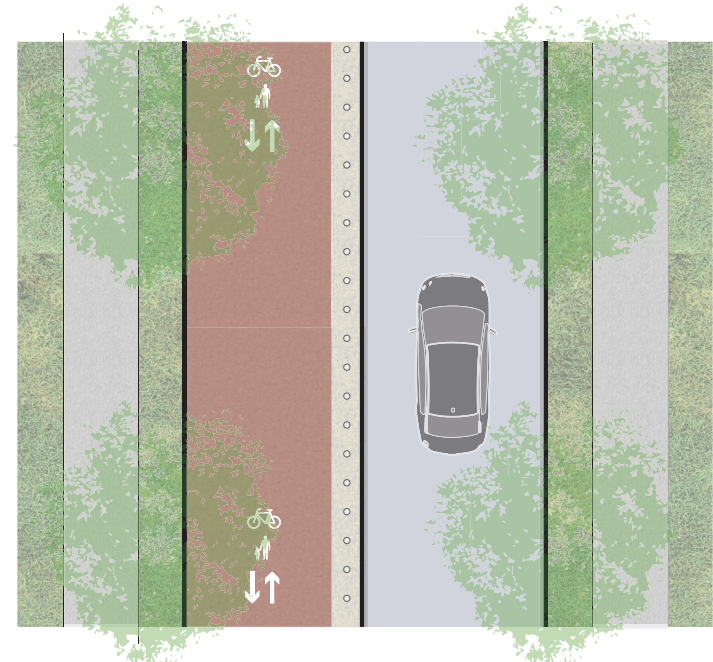
Cross-Section

**OSCEOLA AVENUE**

BETWEEN NICHOLSON STREET AND SEMINOLE STREET



Plan View





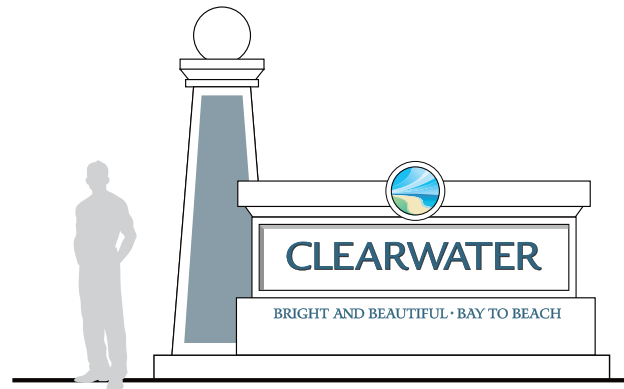
## MASTER WAYFINDING PLAN

Wayfinding is a wholistic system that helps people navigate the built environment. While most people associate wayfinding with signs, it also employs a variety of elements such as gateway features, banners, and public art, and technology such as interactive maps, website, mobile apps and visitor guides. A wayfinding system promotes an area's identity and is also an invaluable tool for marketing, tourism and economic development efforts.

The City adopted a new brand in 2015. In order to present an image more consistent with that brand, a new logo was developed for Downtown in 2016 that incorporates colors and the shape used in the new brand. During this same time a citywide wayfinding system was being developed to create a seamless system that would communicate a consistent identity throughout the city, while allowing for unique elements for the various identified districts in the City. Wayfinding for Downtown will reflect the design of the broader citywide system and incorporate the new Downtown logo.

The following signs and streetscape features comprise the Downtown wayfinding system.

- City Gateways (Secondary Entry Points) (existing obelisks will remain)
- Vehicular Directional Signs
- District Identification / Landmark Pylons
- District Identification / Banners
- Pedestrian Directional
- Kiosks
- Orientation Maps (for use on kiosk)



Gateway Monument

