

7-1996

## South Fort Harrison Study Report, July 1996

Florida Center for Community Design + Research

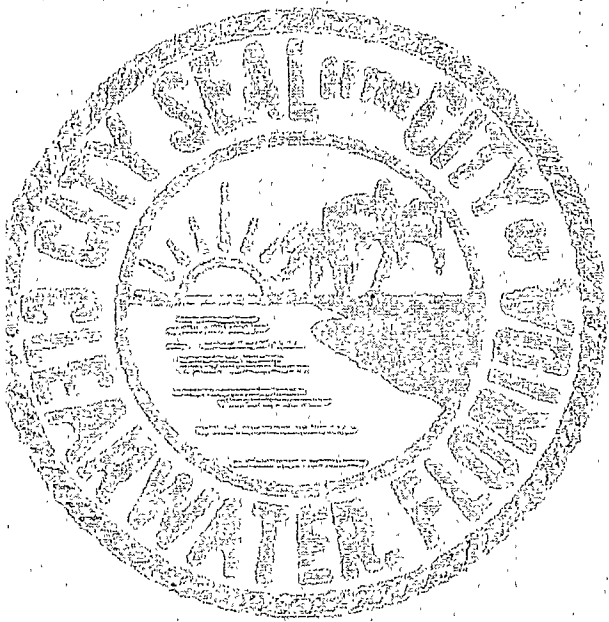
Follow this and additional works at: [https://digitalcommons.usf.edu/fl\\_center\\_community\\_design](https://digitalcommons.usf.edu/fl_center_community_design)

---

### Recommended Citation

Florida Center for Community Design + Research, "South Fort Harrison Study Report, July 1996" (1996).  
*Florida Center for Community Design + Research Collection*. 14.  
[https://digitalcommons.usf.edu/fl\\_center\\_community\\_design/14](https://digitalcommons.usf.edu/fl_center_community_design/14)

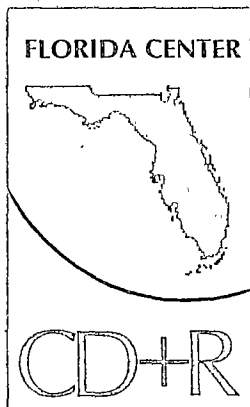
This Article is brought to you for free and open access by the Floridiana - General at Digital Commons @ University of South Florida. It has been accepted for inclusion in Florida Center for Community Design + Research Collection by an authorized administrator of Digital Commons @ University of South Florida. For more information, please contact [digitalcommons@usf.edu](mailto:digitalcommons@usf.edu).



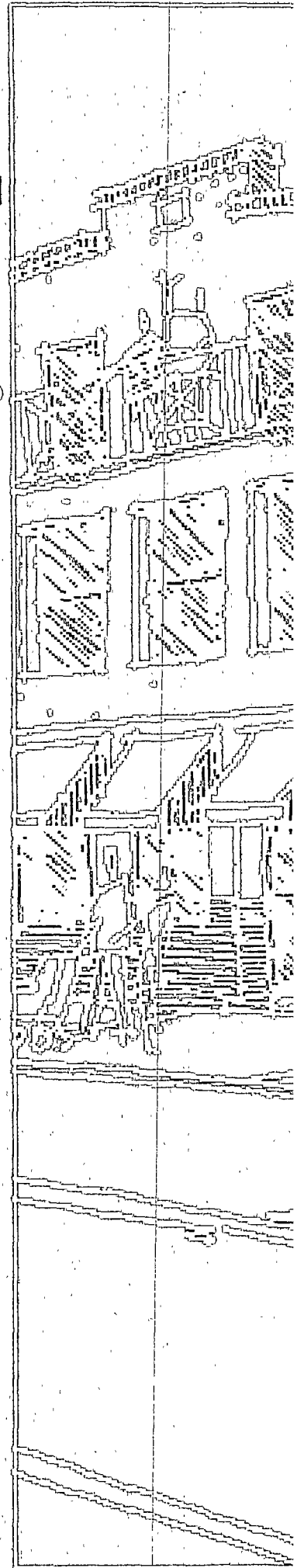
Prepared for:  
The City of Clearwater

Prepared by:  
The Florida Center for Community  
Design + Research

Date:  
July 1996



# South Fort Harrison Study Report



---

## **Executive Summary**

The South Fort Harrison study area has significant potential for redevelopment if certain impediments, primarily rigid zoning laws, are loosened and the natural assets it possess are seized upon and successfully marketed. These assets include its proximity to downtown, surrounding neighborhoods, and the coming Pinellas Trail extension. Though the historic pattern of zoning and land use in Clearwater may have served the city's needs well in the past, it lacks the adaptability needed in the South Fort Harrison area today. The successful rebirth of the South Fort Harrison area hinges on the creation of an identifiable mixed-use, high technology research and development neighborhood that includes flexible zoning, a pedestrian lifestyle, and a variety of housing types.

### **Observations: Disadvantages**

A legacy of antiquated zoning laws has left the South Fort Harrison area with many small discrete specialized zoning districts, incompatible and un-buffered land use adjacencies, a high percent of vacancy in commercial and industrial rental space, and only the remnants of a formerly vibrant residential neighborhood. A conspicuous lack of local shopping opportunities exist along both South Fort Harrison Ave. and the South Myrtle Ave. corridors. The area has a high percentage of low value uses such as storage areas, junk yards, and parking. Some local land owners complain that some area redevelopment options, primarily medical office, have been discouraged by the presence of Morton Plant Hospital. This, the residents claim, is due to the fact that Morton Plant's status as a non-profit institution enables it to produce office and clinic space at a competitive advantage. Many of these disadvantages are temporary--that is they may diminish if the area successfully redevelops. In addition, the disadvantages that are based on land use and zoning decisions have the potential to be reversed by local government. The problems of non-profit competition with private sector development can still be favorably dealt with by accommodation. Head-on competition with Morton Plant can be avoided by exploiting development options other than office and clinic space.

South Fort Harrison Ave., which is part of the State Road Alt. 19 route, currently experiences a very high vehicular traffic load which results in heavy congestion at peak travel times. This traffic congestion is primarily caused by the large volumes generated by Morton Plant, downtown, and the high speed north-south traffic through the area. Traffic congestion, the bane of most mature Tampa Bay communities is unlikely to improve. However, if less automobile dependent development options are pursued, such as improvement and extension of the local sidewalk system and the completion of the planned Pinellas Trail, it is likely that traffic conditions will not significantly worsen.

### **Observations: Advantages**

The South Fort Harrison area contains the largest contiguous Limited Industrial Districts in Clearwater. It is under-populated, well located in Pinellas County, and ripe for redevelopment. The neighboring Morton Plant Hospital campus serves as a magnet to attract small medical technology companies which is a significant benefit for the area. South Fort Harrison enjoys a close proximity to Downtown Clearwater and Clearwater Beach. It is surrounded by stable older neighborhoods and does not suffer from a serious crime problem, a common scourge of urban redevelopment. The Limited Industrial development in the southern portion of the study area is so successfully landscaped and buffered that adjacent residential

## Table of Contents

<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
OBSERVATIONS: DISADVANTAGES .....	1
OBSERVATIONS: ADVANTAGES .....	1
GENERAL CONCLUSIONS .....	2
Scenario One: Commercial Infill and Light Industrial .....	2
Scenario Two: Downtown Mixed Use and Industrial Planned Development .....	2
Scenario Three: Downtown Mixed Use and Site Plan Incentive District .....	3
RECOMMENDATIONS COMMON TO ALL THREE SCENARIOS .....	4
<b>INTRODUCTION .....</b>	<b>5</b>
<b>STUDY OBJECTIVES AND ASSUMPTIONS .....</b>	<b>7</b>
<b>METHODOLOGY AND FINDINGS .....</b>	<b>8</b>
FIELD SURVEYS .....	8
Field Survey Findings.....	9
INTERVIEWS AND DATA COLLECTION.....	16
Interviews and Data Collection Results .....	16
PUBLIC MEETINGS .....	17
Zoning Issues .....	17
Land Use Issues .....	18
Transportation Issues .....	18
<b>STUDY AREA AND VICINITY ISSUES .....</b>	<b>19</b>
MORTON PLANT SUMMARY PROFILE.....	20
CLEARWATER DOWNTOWN REDEVELOPMENT PLAN .....	21
THE PINELLAS TRAIL .....	22
Conduit for Development .....	23
Local Identity.....	23
Internal Pedestrian Connector.....	23
Buffer.....	23
Leisure and Recreation .....	24
HARBOR OAKS.....	25
SOUTH WARD ELEMENTARY .....	26
ROSS NORTON PARK.....	27
<b>ANALYSIS OF TRANSPORTATION .....</b>	<b>28</b>
VEHICULAR TRAFFIC .....	29
PEDESTRIAN TRAFFIC .....	30
TRANSPORTATION PROPOSALS .....	31
<b>GEOGRAPHIC INFORMATION SYSTEM (GIS) ANALYSIS .....</b>	<b>34</b>
DATA COLLECTION.....	34
DATA ANALYSIS .....	35
LAND USE AND ZONING COMPATIBILITY.....	35
DEMOGRAPHICS.....	35
<b>DEMOGRAPHIC AND HOUSING CHARACTERISTICS .....</b>	<b>36</b>
SUMMARY OF DEMOGRAPHICS .....	36
PERSONS .....	36

neighborhoods consider it an asset. This is in contrast to the conventional view in zoning that industrial and residential uses should not coincide and illustrates that the successful implementation of buffers, landscaping, and other design improvements can minimize some conflicts between uses. The advent of the Pinellas Trail, which has stimulated positive micro-economic redevelopment in Dunedin and Largo, provides a unique opportunity for South Fort Harrison to develop a high quality of life marketing strategy. The combination of available land, proximity to amenities, and pedestrian scale development is matched by few districts in the Tampa Bay region.

The district's geographic advantages in proximity are permanent. Other advantages such as Morton Plant Hospital and the stability of surrounding neighborhoods should remain in the mid to long term. The Pinellas Trail is an asset that, along with the right kind of synergistic relationship with Morton Plant Hospital and downtown, should be exploited by the City of Clearwater.

### **General Conclusions**

The Florida Center has generated three scenarios of increasing intensity. These are described in greater detail later in this document but outlined below:

#### *Scenario One: Commercial Infill and Limited Industrial*

In this least intensive of development scenarios, the zoning of the northern half of the South Fort Harrison study district is consolidated from a mix of Commercial Neighborhood (CN), Office Limited (OL), and Commercial General (CG) zoning and converted to a Commercial Infill (CI) zoning category. This allows similar types and intensities of development but with greater land use flexibility. This scenario also allows for the possible absorption of uses that may be displaced by Downtown redevelopment. It is important to note that this zoning plan enlarges the area available for commercial/residential mixed use development, a subject of prime concern of our focus groups. The existing Master Planned Developments (MPD), Commercial Planned Development (CPD), and Public/Semi-Public (P/SP), districts are left unchanged. The Limited Industrial (IL), makes a few minor land area concessions, primarily due to the introduction of a small pedestrian park zoned Open Space/Recreation (OS/R), and some (CI) zoning extended along South Fort Harrison Ave.

#### *Scenario Two: Downtown Mixed Use and Industrial Planned Development*

In this strategy the zoning of the northwestern quadrant of the South Fort Harrison study area is converted from a mix of conditional zoning districts, Office Limited, Commercial Neighborhood and Commercial General zoning to the Downtown Mixed Use (DMU) category. This permits greater intensity of land use development in order to increase taxable property value and to create densities more appropriate for a pedestrian urban village environment. Potential for new commercial/residential mixed use redevelopment is greatly increased and with higher F.A.R. levels. DMU zoning makes for a good neighbor to the adjacent Downtown redevelopment area. This scenario also allows for the possible absorption of many land uses that may be displaced by Downtown redevelopment.

A second major planning strategy is the changing of the Limited Industrial zoning district to the establishment of a totally new zoning category, Limited Industrial, Research and Development (ILRD). This zoning category accommodates the land uses permitted in both the Limited Industrial (IL) and the Research, Development, and Office Park District (RD) zoning classifications. It maintains land use

---

INCOME.....	41
HOUSING UNITS.....	42
<b>EXISTING ZONING AND LAND USE ISSUES .....</b>	<b>45</b>
OVERVIEW OF EXISTING ZONING CONDITIONS .....	45
ANALYSIS OF CURRENT ZONING AND LAND USE.....	46
Commercial General (CG).....	46
Neighborhood Commercial District (CN) .....	46
Limited Office District (OL).....	47
Limited Industrial (IL).....	47
Master Planned Development (MPD).....	48
Commercial Planned Development (CPD).....	48
Public/Semi-Public (P/SP).....	48
SUMMARY OF EXISTING ZONING .....	48
<b>ZONING AND LAND USE ALTERNATIVES .....</b>	<b>54</b>
ZONING PROPOSAL #1.....	54
ZONING PROPOSAL #2.....	57
ZONING PROPOSAL #3.....	60
<b>LAND USE AND DESIGN DEVELOPMENT RECOMMENDATIONS .....</b>	<b>63</b>
SUMMARY OF POTENTIAL IMPROVEMENTS.....	63
Proposal #1 .....	64
Proposal #2 .....	66
Proposal #3 .....	68
Proposal #4 .....	70
Proposal #5 .....	72
Proposal #6 .....	74
Proposal #7 .....	76
<b>PROJECT SUMMARY AND RECOMMENDATIONS .....</b>	<b>78</b>
<b>APPENDIX I DEMOGRAPHICS.....</b>	<b>79</b>
<b>APPENDIX II SURVEY QUESTIONNAIRES .....</b>	<b>83</b>
<b>BIBLIOGRAPHY.....</b>	<b>91</b>

policies specified under the current (IL) zoning while expanding upon the districts capacity to accommodate certain commercial and research and development uses. Expansion and use intensification of the district is made possible due to the flexibility of this proposed zoning scheme. The strategy serves to accommodate the wishes of industrial property owners who want to preserve the redevelopment value of their land as well as create a location for Clearwater to accommodate new small medical and technological business relocations.

The existing Master Planned Developments, (MPD), Commercial Planned Development,(CPD),and Public/Semi-public,(P/SP), districts are left unchanged. A small pedestrian park, zoned Open Space/ Recreation (OS/R) is proposed along South Fort Harrison Ave. with an landscaped allee' extended to the Pinellas Trail.

*Scenario Three: Downtown Mixed Use + Site Plan Incentive District (SPID)*

In this, the most intense scenario, the northwestern quadrant of the South Fort Harrison study area is converted from a mix of conditional zoning districts, Office Limited (OL), Commercial Neighborhood (CN) and Commercial General (CG), to a Downtown Mixed Use category with a Site Plan Incentive District (SPID) overlay. The SPID area is bordered by the Downtown Redevelopment to the north, Magnolia St. on the south, South Fort Harrison Ave. to the west and the proposed Pinellas Trail to the east. The purpose of the Site Plan Incentive District is to encourage property owners to submit mixed use Planned Development projects that offer extra site improvements and urban amenities in exchange for a higher intensity of development. Subject to approval by the City Commission, Site Plans may enjoy certain land use bonuses or greater latitude in dealing with prescribed land use requirements. The land owner may be permitted greater development intensity, increased variety of land use, more relaxed parking, set back, or height requirements. The formulation of said concept plan is more easily accomplished when the property in question is a consolidated ownership of over 10 acres in area.

Among the possible benefits for the City are increased taxable property values, a comprehensively planned multifaceted neighborhood which is inherently more resilient to the vagaries of the market place, the projection of a stronger community identity, and a reservoir for land uses displaced by the anticipated downtown redevelopment. A commercially viable mixed use project close to downtown that features shopping, theaters, restaurants, housing, and possibly a parking garage would become a attractive, exciting destination for the populations of South Fort Harrison, the surrounding neighborhoods, and visiting tourists. The closest local model for such a development would be a scaled down version of the Old Hyde Park Village development in Tampa. The remaining DMU zoning to the south of the SPID district allows for uses and densities necessary to support complimentary types of development close to the Downtown redevelopment area.

The existing Light Industrial zoned area to the south is changed and enlarged into a totally new zoning category, Industrial Limited/Research and Development (IL/RD), which accommodates the land uses permitted in both the Limited Industrial (IL) and the Research, Development, and Office Park District (RD) zoning classifications. This new zoning category retains the higher densities permitted by the IL while expanding the opportunities for hi-tech commercial, industrial and medical research and development projects. This strategy serves to accommodate the wishes of industrial property owners who want to preserve future redevelopment value of their land as well as create a location for Clearwater to absorb new small medical and technological business relocations.

The existing Master Planned Developments, (MPD), Commercial Planned Development,(CPD),and Public/Semi-public,(P/SP), districts are left unchanged. A small pedestrian park, well shaded by a grove of live oak trees, is created on South Fort Harrison Ave. across from the Morton Plant Hospital campus and connected to the Pinellas Trail via a tree lined promenade.

### **Recommendations Common to All Three Scenarios**

The Florida Center recommends that any redevelopment scenario include these additional points:

- The City should pursue private sector development rather than public and non-profit expansion in the South Fort Harrison area to expand Clearwater's property tax base.
- Future land uses and zoning should be outcome rather than process based; i.e.—they should maintain a variety of land use options and promote mixed use development.
- The Pinellas Trail should be exploited as a new means to create a unifying pedestrian link through South Fort Harrison. Whenever possible, redevelopment should attempt to link to the Trail and realize the potential marketing value and as a quality of life asset for both workers and potential residents. The Trail creates opportunities to weave together a diverse mosaic of land uses together without major improvements in automobile infrastructure.
- Landscape buffers and urban design guidelines are essential to reducing conflict and adverse impacts by adjacent land uses. These measures can also serve as a means to promote high quality development as well as the creation of an identifiable community character.
- Future Site Plan Incentive Developments should ensure that neighborhood buffers are enhanced and urban amenities created while awarding property owners greater latitude of land use and higher density incentives.
- Dead-end streets in the district, long severed because of CSX use, should be connected to improve area circulation, increase public safety, promote interior parcel desirability, and eliminate negative aspects such as trash accumulation and public safety hazards. When this is not possible, dead-ends should be redeveloped into attractively landscaped residential cul-de-sac communities.
- Pedestrian use should be promoted by the development of a network of contiguous sidewalks with numerous interconnections to the planned Pinellas Trail. Amenities such as shade tree plantings, increased street lighting and park benches should be increased. All sidewalks should be upgraded to meet ADA requirements.
- Redevelopment should be coordinated as much as is possible with Morton Plant Hospital. Land owners close to Morton Plant may need greater flexibility to respond to further medical office and clinical service expansion.
- Surrounding neighborhoods such as Harbor Oaks and Belleair offer stable, attractive, and conveniently located housing for the new enlarged workforce that a revitalized South Fort Harrison will attract. There is a synergistic and symbiotic relationship between the district and the surrounding neighborhoods. The long term health of each is dependent upon the other. Therefore any redevelopment should consider compatibility of uses, provide adequate buffers, landscaping, pedestrian and vehicular access to ensure unencumbered growth and prosperity for the entire region.



## Introduction

Clearwater is a mature sunbelt city. Most of its available land is already developed. The City's future prosperity, therefore, lies in the wise redevelopment of those areas that can invigorate the local economy and the preservation, restoration, and enhancement of community livability. This is the challenge that the citizens and leaders of Clearwater face in the redevelopment of the South Fort Harrison area.

Redevelopment reduces the negative environmental impact and economic costs associated with urban sprawl through the utilization of existing roads, sewers, and other public infrastructure. Urban redevelopment is encouraged and supported by regional, state, and federal policies. Wise redevelopment of the South Fort Harrison area will not only contribute to the realization these policy objectives, but will also promote higher property values, new employment opportunities for local citizens, and increases to the City's economic base.

In order to ensure an unbiased professional assessment of the redevelopment potential of this area the City of Clearwater obtained the services of the Florida Center for Community Design and Research at a cost of \$18,000. The Florida Center is a research-oriented public service non-profit based at the University of South Florida. The following report contains the collective findings of their investigations.

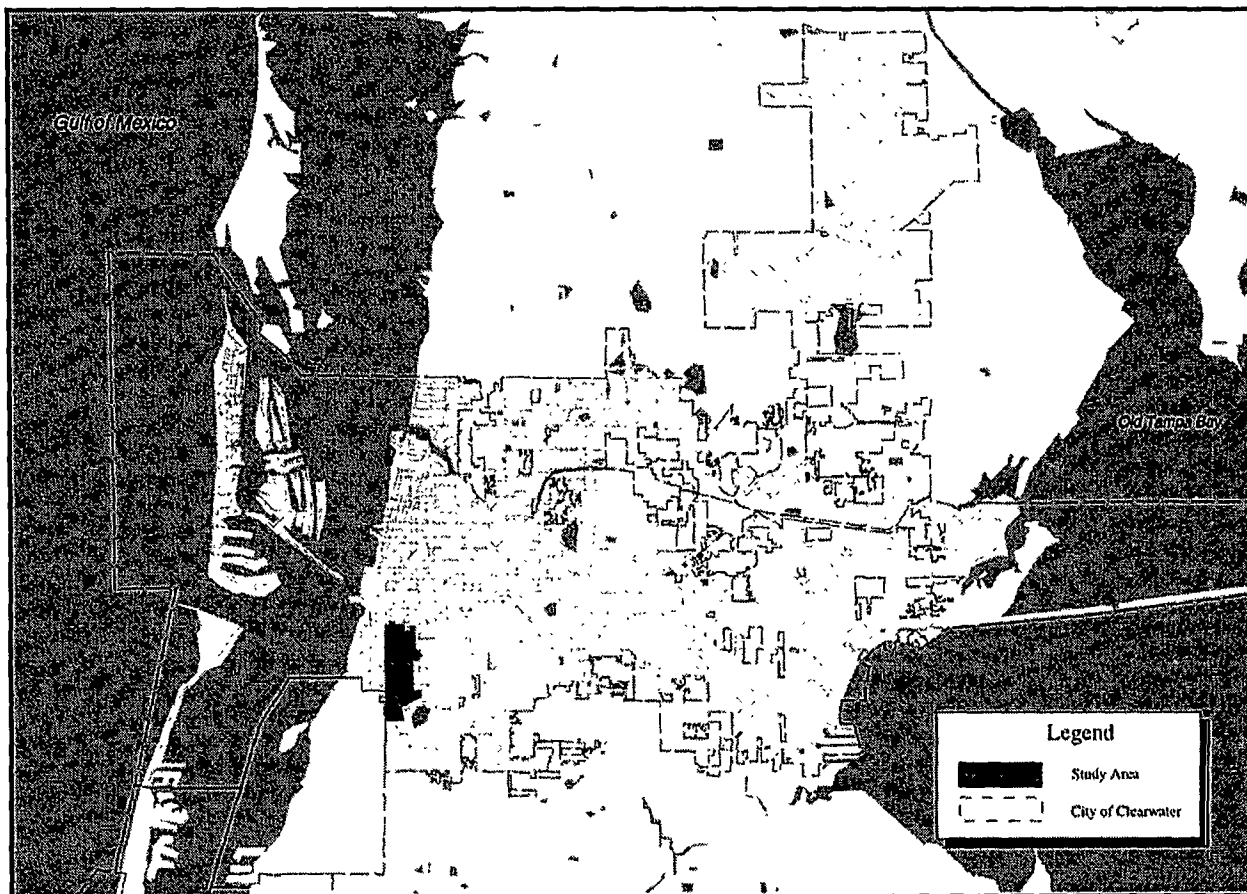


Figure 1. Study Area Location

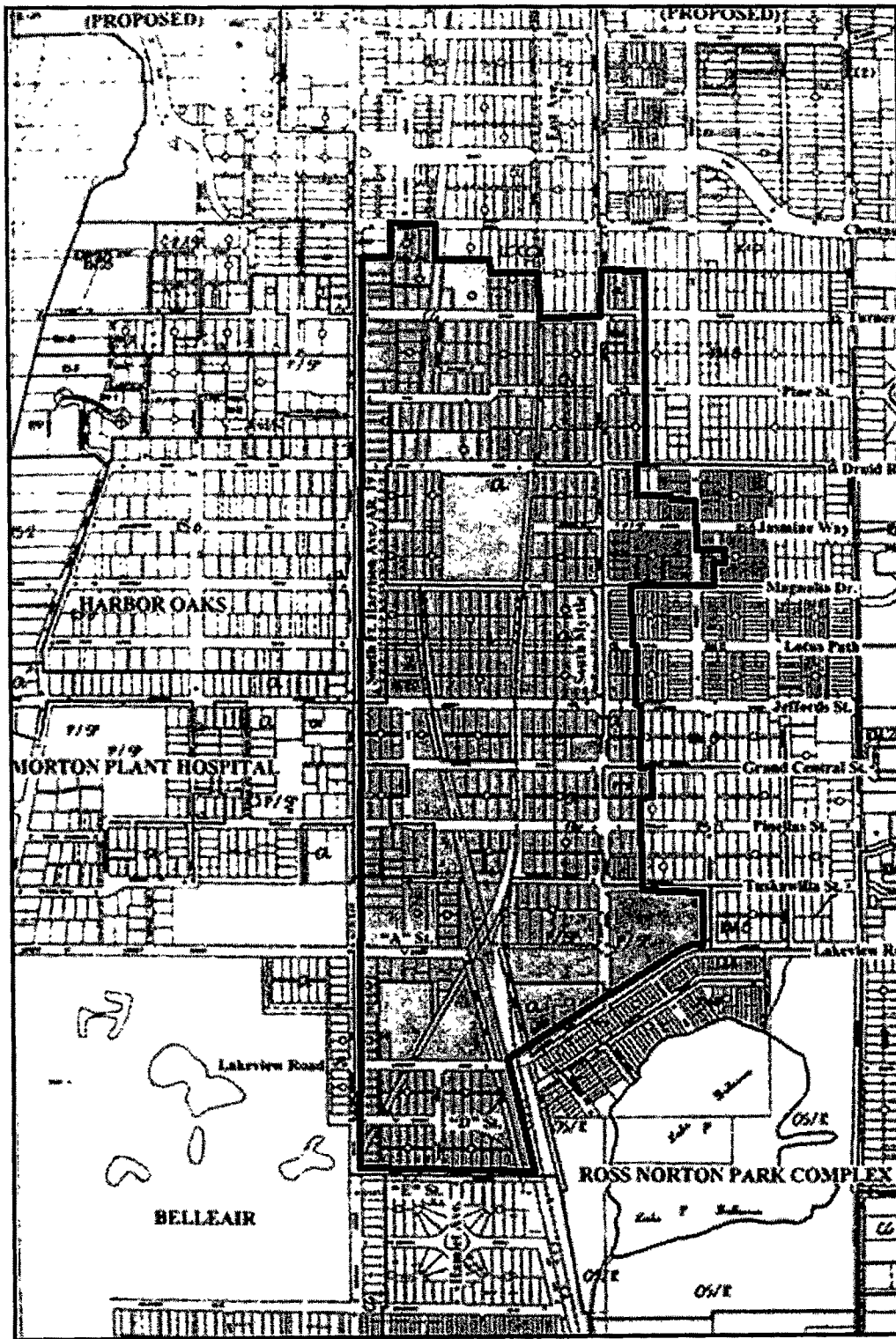


Figure 2. Map of South Fort Harrison Study Area.

---

## Study Objectives and Assumptions

A primary goal of this study is to objectively determine a comprehensive inventory of options that the City of Clearwater should pursue in the redevelopment of the South Fort Harrison area. The research team operated under the following assumptions:

- Redevelopment should support the best long/mid-term community and economic interests of the local property owners, the surrounding neighborhoods, and the City of Clearwater as a whole.
- Economic activities that reinforce neighboring land uses while causing minimal negative disturbances are preferred because they are sustainable to the community over the long term.
- Because a large percentage of land near downtown is already owned by governments, non-profits, and religious institutions any new redevelopment should increase the City of Clearwater's taxable land value.
- South Fort Harrison redevelopment needs to be complementary to redevelopment of Downtown Clearwater, the Beach area, and the rest of the City.
- The present and future needs of all stakeholders, in particular current residents, property owners, Morton Plant Hospital and the surrounding neighborhoods such as Harbor Oaks, needs to be addressed.

---

## Methodology and Findings

A number of analysis and data collection methods were used in this study. These methods included:

- Field Surveys
- Interviews
- Public Meetings
- GIS Analysis
- Case Study Research
- Demographics (U.S. Census)
- Parcel Data (City, County and field survey sources)

The following discussion briefly summarizes the reasons why the aforementioned methods were used, how these were implemented and what results were obtained by using these methods.

### Field Surveys

The Florida Center employed field survey teams to study the existing conditions of the South Fort Harrison study area. Several field surveys were conducted during the course of investigation. The purpose of the field surveys were to document and evaluate existing land use environment, street and sidewalk conditions, the housing and building quality, traffic circulation, green space resources, and physical infrastructure. The survey process was conducted by teams of 2 to 3 researchers who walked the study area and the immediate vicinity. The teams recorded, mapped, and photographed site features relevant to the purpose of this study. Important survey objectives were as follows:

- Observation and recording of the existing land uses and the compilation of an accurate land use map
- Identification of building ownership and/or occupant when possible
- Analysis of compatibility issues concerning adjacent properties
- Study the efficiency of current land use and the identification of underutilized or neglected properties
- Identification and location of vacant land parcels
- Identification of vacant and dilapidated buildings
- Locate nuisance occurrences (open drainage ditches, vegetation overgrowth, litter and refuse accumulation, etc.)
- Observe vehicular and pedestrian infrastructure quality and use
- Investigate compatibility concerns at vehicular and pedestrian interfaces
- Determine the location of the proposed routing of the Pinellas Trail and assess its potential impact on the study area
- Study the streetscaping, landscaping, and property buffering circumstances of the study area
- Explore architectural issues (general aesthetics, identification of local vernacular, appurtenance of style and form, continuity of community image, issues of adaptive reuse and renovation, historical restoration, etc.)
- Become familiar with the immediate vicinity and identify entities and/or relationships that demonstrate the propensity to significantly impact or be impacted by the activities occurring within the South Fort Harrison study area

## Field Survey Findings

The following is a list of our survey findings in the South Harrison area.

- There are a number of instances where the land use does not conform or is conditional to what is permitted by the designated zoning districts of the study area.
- There exist large tracts of vacant undeveloped land scattered throughout the South Fort Harrison study district.
- Large stretches of underutilized or vacant property exist along South Fort Harrison Ave.
- Many of the vacant buildings, undeveloped or underutilized properties are poorly maintained, inadequately buffered and create an unattractive image for the community. The auto salvage yard on Pine St. is one of the more conspicuous examples of this neglect.
- Residual residential activity is limited to a few isolated parcels in the region.
- A number of residential structures were observed to be in relatively poor physical condition.
- Some residential structures have been successfully renovated and adapted to professional office or commercial use.
- Continuity of architectural style and form is non-existent in the buildings in the South Fort Harrison area. This detracts from any sense of community in the study area.
- There is little evidence of any acknowledgment of the local vernacular architecture. An abundance of good examples are available in Downtown Clearwater and the Harbor Oaks community.
- A streetscaping scheme is indiscernible along both South Fort Harrison Ave. and South Myrtle Ave. A few positive isolated occurrences were found, such as the Morton Plant Hospital frontage on South Fort Harrison Ave. and along the Magnolia Manor property on South Myrtle Ave.
- The Scotty's acreage on South Myrtle Ave. is a particularly bad example of how the total absence of streetscaping, landscaping, and buffering can severely damage a neighborhood's appearance.
- Dead-end street conditions at "A" St., Magnolia Dr., Jasmine Way, and Pine St. are problematic in that they hinder traffic flow and accessibility to large tracts of undeveloped land. Moreover, they are poorly maintained, unsightly nuisances that have a deleterious impact on neighboring development.
- A significant amount of high speed traffic volume and congestion was observed on South Fort Harrison Ave..
- Sidewalks are discontinuous along many of the east-west cross streets between South Fort Harrison Ave., Prospect Ave., and along the extreme northern and southern stretches of South Myrtle Ave. These conditions can interfere with pedestrian access to, and mobility within, the South Fort Harrison community.
- The cemetery at the intersection of Lakeview Rd. and South Myrtle Ave. is in desperate need of a landscape buffer along adjacent properties. Streetscaping, landscaping and sidewalks along South Myrtle Ave. are also needed.
- A large open drainage ditch runs alongside a significant portion of the proposed Pinellas Trail route, from Lakeview Rd. to Magnolia Dr. It was observed to produce stagnant pools, overgrown vegetation, and an accumulation of litter alongside certain segments.



Figure 3. Poorly maintained mixed-use opportunity



Figure 4. Successful conversion from residential to retail use



Figure 5. Inhospitable streetscape along South Fort Harrison Ave.



Figure 6. Pedestrian friendly streetscape on Cleveland St.



Figure 7. Poorly maintained auto salvage lot on Pine St.

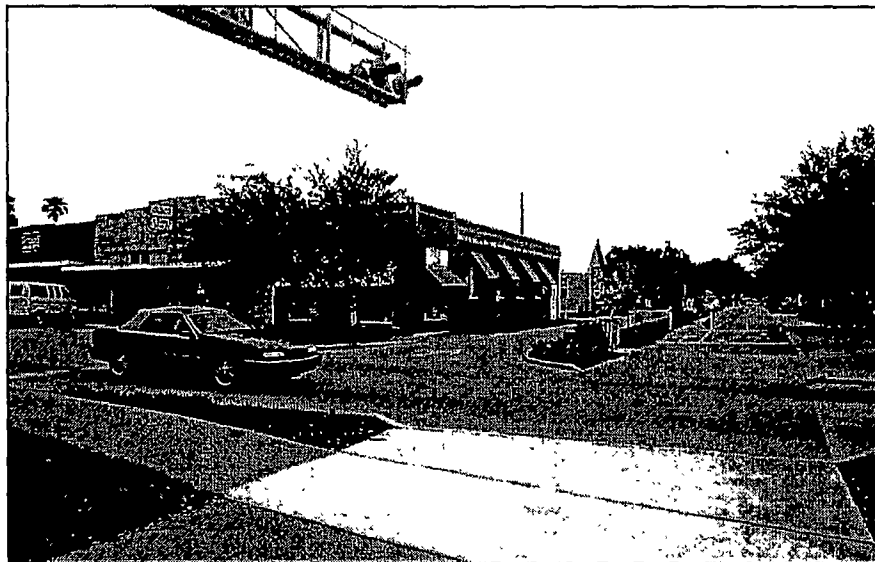


Figure 8. Positive impact of Pinellas Trail in Dunedin





Figure 9. Absence of sidewalk on South Myrtle Ave. and Turner St.



Figure 10. Pedestrian friendly retail frontage on South Fort Harrison Ave.



Figure 11. Underutilized retail opportunity on South Fort Harrison Ave.



Figure 12. Active retail edge along Cleveland St.

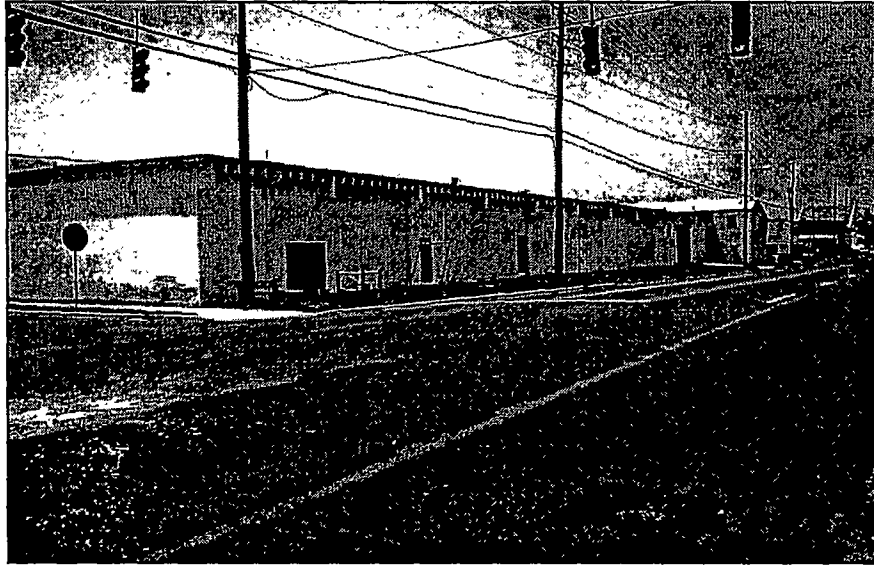


Figure 13. Absence of sidewalk and streetscaping on South Myrtle Ave.



Figure 14. Inviting street edge at Chestnut Street and South Fort Harrison Ave.

## Interviews and Data Collection

The Florida Center conducted numerous interviews with local business and community leaders, representatives of local agencies, and business or property owners within the study area. The purpose of the interviews was to familiarize those interviewed with the mission and scope of the South Fort Harrison Study, ascertain opinions regarding current zoning, land use and physical conditions in the study area, obtain recommendations for improvement and strategies for implementation of these improvements. We also sought to obtain predictions and/or preferences for what might transpire in the community in the coming years.

The interviews were conducted in person, from a prepared list of questions, and at a site and time selected at the convenience of the interviewee. Initially the City of Clearwater furnished the Florida Center with a list of eight candidates recommended as subjects for interview. A large percentage of the subsequent interviews obtained by the Florida Center staff were through referrals or recommendations from these initial interviews. In total, 34 interviews were conducted. In addition to conducting personal interviews, Florida Center researchers gathered pertinent information from the City of Clearwater, Clearwater Chamber of Commerce, Pinellas County Government, the Florida Department of Transportation as well as information provided by the private sector (Tampa Bay Partnership, Morton Plant Hospital, local engineering and architectural firms, real-estate brokerages, etc.).

### *Interviews and Data Collection Results*

The following list summarizes information gathered through the interview and data collection phase of our research for the South Fort Harrison Study.

- The study area is subdivided into an overabundance of small and restrictive or limited zoning districts. These districts encumber property owners in their attempts to meet the changing market demands of the area.
- Much of the zoning in the study area does not adequately address current or projected market demands.
- A need exists for the creation of larger more comprehensive zoning districts that allow for more light manufacturing, medical laboratories and clinics, and research and development.
- There is a need for the creation of mixed use development in which encompasses commercial, office, and residential growth.
- There is a general need to revitalize residential development.
- There is a general need to intensify density of land use (increased F.A.R.).
- The South Fort Harrison area should be zoned to accommodate businesses displaced during the implementation of the Downtown Redevelopment Plan.
- The cost of impact fees is prohibitive and is seen as an impediment to new development, the expansion of existing operations, and the adaptive renovation of existing buildings to accommodate demands of the changing economic marketplace.
- Strategies are needed to relieve the traffic congestion along South Fort Harrison Ave. which has a level of service (LOS) rating of "C". Further widening is not possible. The rerouting of Alt. 19 off of South Fort Harrison is one potential solution.
- South Myrtle Ave. is viewed by some as becoming a major commercial corridor.
- The planned Chestnut St. approach to the new Memorial Causeway Bridge may significantly increase the levels of tourist and local traffic along the northern edge of the study area. The viability of new

commercial investment in this area is further enhanced with the planned conversion of Chestnut St. from a 4-lane one way street to a 4-lane two way street.

- The large Morton Plant Hospital parking lot (located between Jeffords St. and Magnolia Dr. and along the CSX tracks) was considered by law enforcement officials as a potential site of increased criminal activity. This includes auto theft, auto burglary, assaults etc. This is primarily due to its relative isolation, low visibility, and lack of through traffic on Magnolia Dr. (dead-ends into the CSX tracks).
- The extension of the Pinellas Trail through the study area would benefit the community by facilitating pedestrian access to the region, thus increasing local and tourist pedestrian traffic through the core of the district. This new source of pedestrian activity may encourage additional commercial development opportunities for the South Fort Harrison area.

### **Public Meetings**

Two public meetings were held during the preliminary stages of the study. The purpose of the meetings was to:

- Familiarize citizens with the purpose of this study.
- Obtain feedback from the citizens regarding issues of primary concern.
- Incorporating the citizen input when formulating redevelopment proposals.

The first meeting, held at the Commission Chambers of the Clearwater City Hall on Friday, March 29, 7:00 P.M., had 17 people in attendance. The second similarly held meeting took place on Thursday, April 11, had nine people attending.

Illustrated boards were presented to the attendees at both meetings. One board outlined and identified the existing zoning districts within the study area. Another board illustrated the current land use in the study area based on Florida Center surveys. A third board diagrammed the transportation conditions of the study area. Additionally the Florida Center provided each person in attendance with a questionnaire (Appendix I) and map of the study area which depicted the current zoning, land use and property ownership. The information gathered from the participants at the meetings was utilized as part of the formulation of the Florida Center proposals. Unfortunately, the response to the questionnaires was disappointingly low. Only four of the questionnaires were completed and returned. Despite small turnouts, the level of interest and discussion during the meetings was high. Recorded comments from these meetings are as follows:

### *Zoning Issues*

- Office Limited, (OL) zoning in the study area does not permit indoor retail. In addition, the market for office space has topped off, leaving property owners in OL zoning with vacant unmarketable buildings. The shift to a commercial zoning from OL will reduce the number of vacancies in the existing office buildings.
- Commercial Neighborhood (CN) seems to be a much more pragmatic buffer between Industrial Limited (IL) and residential land use than OL zoning.
- Some residents believed that IL zoning is not appropriate for the South Fort Harrison area and that light industrial should be located out on Hercules Ave. where there already exists extensive industrial development.

- It was suggested that IL zoning be changed to a commercial zoning.
- It was suggested to redefine IL to accommodate high tech. research and development, and commercial uses which would reduce vehicular traffic and land use nuisances.
- The Commercial General (CG) zoning on South Fort Harrison Ave. across from South Ward Elementary does not seem to be compatible. Residents would rather see the area converted to residential which would provide economic and social benefits to the community.

#### *Land Use Issues*

- The study area is being encroached upon by Morton Plant Hospital and the City Government. Light industry is being siphoned by unincorporated areas of Pinellas County.
- Residents in attendance felt that the study area needed to stand on its own and not be dependent on the planned downtown redevelopment.
- The elevated office vacancy rates are due to unreasonably high impact fees.
- Concern was expressed that Morton Plant Hospital, a non-profit entity which does not have to pay property taxes, is continuing to expand through “piecemeal land grabbing.” This activity is taking more land off the tax rolls.
- The private sector will not be able to offer competitive office rental rates if Morton Plant Hospital proceeds with its planned medical office building construction.
- Many sections of the community are visually offensive. There is a compelling need for effective buffering of unsightly land uses.
- Concern was expressed over the deteriorating conditions of vacant properties and the increased criminal activity which they may attract.
- The IL properties along “E” St., the southern border of the study area, were cited by neighboring residents as good examples of how industrial operations can make excellent neighbors through conscientious landscaping and streetscaping.

#### *Transportation Issues*

- Traffic congestion and noise on South Fort Harrison was considered an annoyance.
- Many traffic accidents occur at intersections along South Fort Harrison Ave.
- South Fort Harrison is too narrow to handle traffic loads and cannot be widened.
- Suggestions were made to reroute Alt. 19 either to South Myrtle Ave. or Missouri Ave. in order to divert the north/south through traffic.
- The one-way pairing of South Fort Harrison Ave. and South Myrtle Ave. was considered with favor as a possible solution to the traffic flow problems.
- Local public transit was perceived as being adequate.
- Trucking activity at the wholesale fruit and vegetable market on South Fort Harrison Ave. and Turner St. was viewed by some as being an eyesore and an impediment to traffic flow.
- There were conflicting views on the value and impact of the Pinellas Trail extension into in the South Fort Harrison Study Area. Some of those in attendance felt that very few people would use the Pinellas Trail because its planned routing runs through unattractive IL zoned areas. This point was disputed by others in attendance who thought the trail would be very beneficial to the area.
- The method in which the Pinellas Trail would cross Druid Rd. was questioned. The City had performed studies on this matter and discovered that bridging Druid Rd. was not an option because it was much too expensive.

### Study Area and Vicinity Issues

- Morton Plant Hospital
- Downtown Redevelopment Plan
- Pinellas Trail
- Harbor Oaks
- South Ward Elementary
- Ross Norton Park

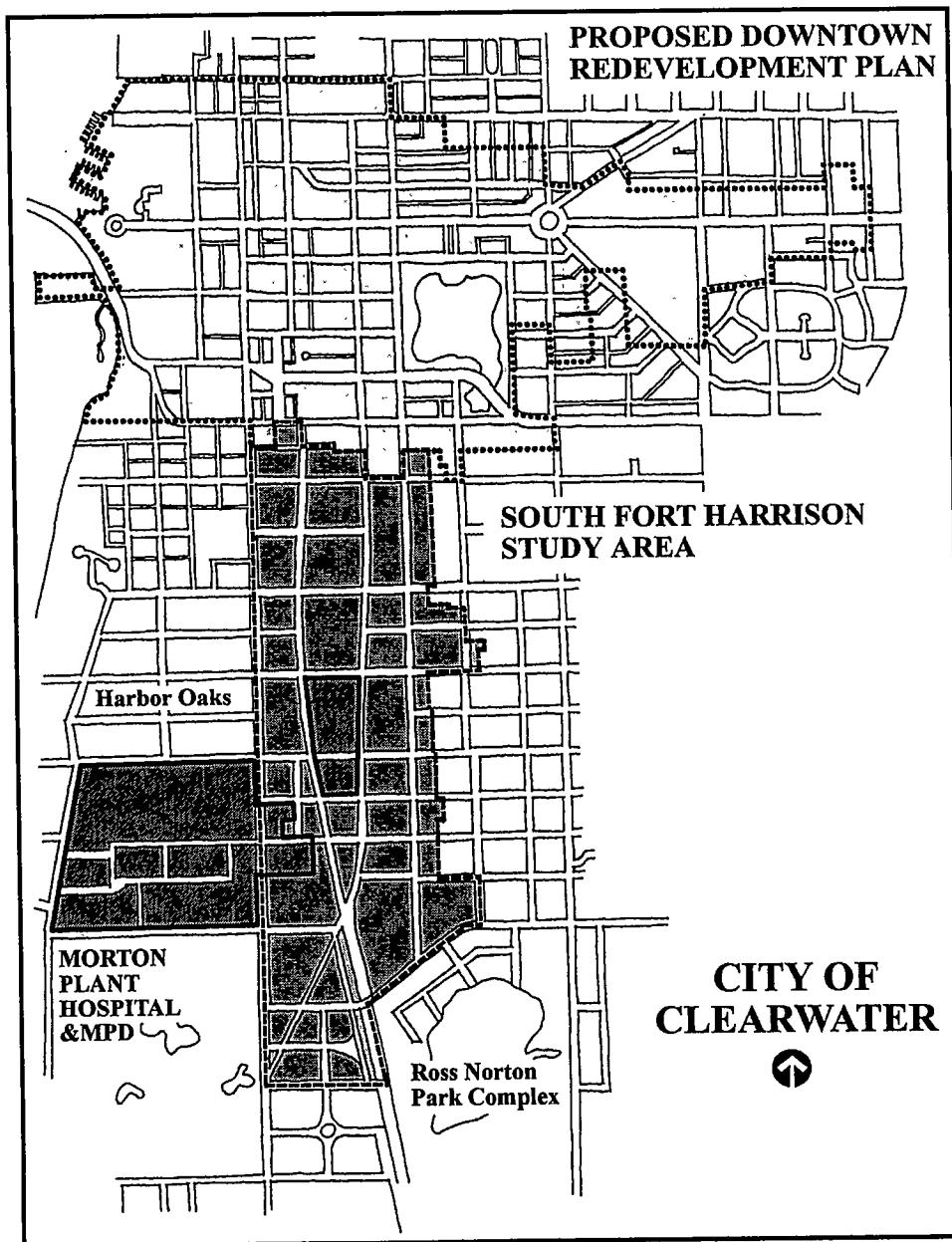


Figure15. Study area and vicinity

## Morton Plant Summary Profile



Figure 16. Morton Plant Hospital

- Major employer in area (est. 3,500 jobs on main campus)
- Extensive land holdings in the study area (38 acres) including a power plant and parking lots.
- Morton Plant has agreed to enhance buffering and landscaping along South Fort Harrison. They will provide a 25' landscape strip along the west side of South Fort Harrison and a 10' strip along the east side by the end of 1996.
- A large amount of planned growth is to occur. Of particular significance is a planned 100,000 sq. ft. doctor's office building which may, upon its completion, significantly impact the market for such land use in the South Fort Harrison study area .
- Morton Plant is viewed as a major catalyst or attraction for the location of medical clinics, laboratories, and related research and development and manufacturing in the South Fort Harrison study area.

	Existing	Proposed
Zoning	MPD	MPD
Lot Area (Gross Sq.Acres)	38.7	44.2
Lot Area (Net Sq. Acres)	37.4	42.7
Gross Floor Area (Sq.Ft)	838,831	1,302,162
F.A.R.	0.497	0.676
Paved Vehicular (Sq.Ft)	56.8	65.5
Parking Spaces	2,464	3,436
Employees	3500*	

\*Approximate number on main campus

Table 1. Morton Plant summary profile



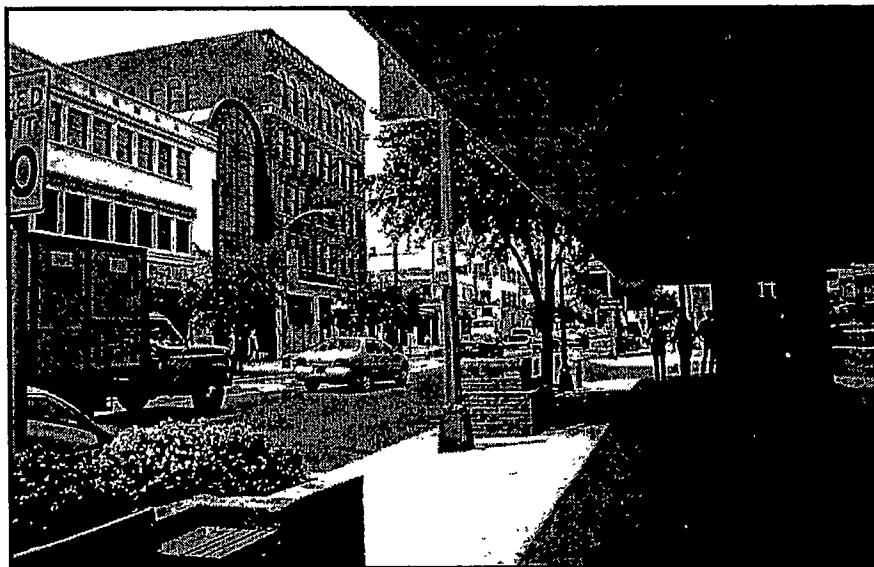
**Clearwater Downtown Redevelopment Plan**

Figure 16. Downtown redevelopment along Cleveland St.

- Park Lake Project
- Memorial Parkway
- Residential Infill and Neighborhoods
- County Complex
- Myrtle Street Downtown Connector
- Court and Chestnut Streets become two-way

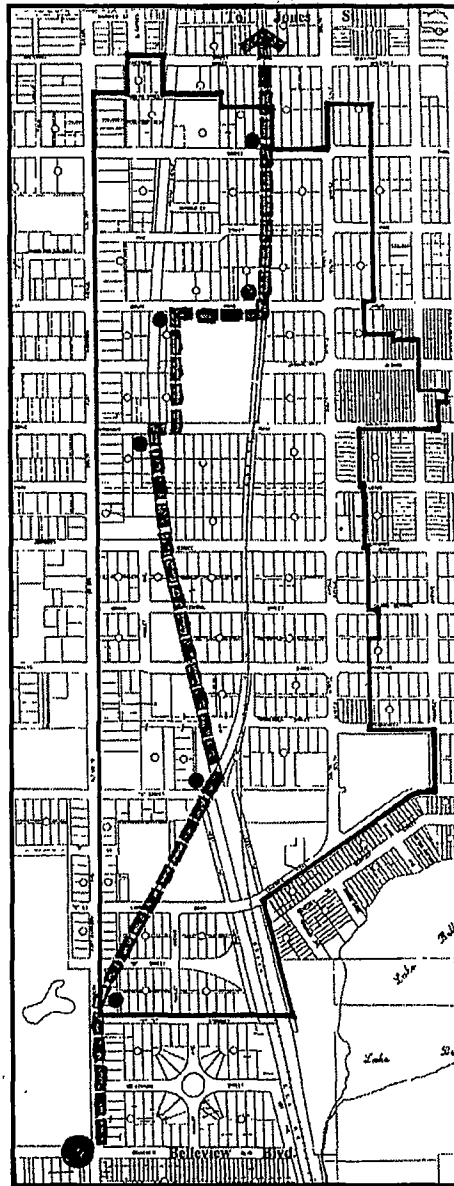
**The Pinellas Trail**

Figure 17. Pinellas Trail route through South Fort Harrison Area

- Length: 1.54 Miles (trail & sidewalk)
- Starts at Bellevue Street
- Ends at Jones Street
- Focal Point for Corridor
- Internal Pedestrian Connector
- Leisure Recreation
- Conduit for Development
- Buffers Adjacent Properties
- Greenway Benefits

The as-planned completion of the Pinellas Trail, running through the South Fort Harrison area is a critically important and under-appreciated asset for local redevelopment. The 1.54 mile length of this stretch of the trail enters the district at Belleview Street and exits at Jones Street. The trail confers several redevelopment advantages to the immediate area:

#### *Conduit for Development*

In the last 10 years there has been a growing trend for land development in sunbelt states such as North and South Carolina, Georgia, Alabama, Colorado, and California to be based around Greenway and Trail corridors. A primary reason is that a long linear trail distributes its amenity benefits along a maximum number of properties and far more efficiently than a large park. Secondly, developments marketed toward upper middle class markets have found that potential home buyers and employers are willing to pay a premium for lots along a well maintained trail. These types of developments should exploit the advantages associated with an adjoining trail. This includes pedestrian and bicycle connections to nearby buildings, thoughtful site improvements that include pedestrian amenities such as trail lighting, park benches, pavillions, and landscaping. Building fronts and open spaces should be oriented toward the trail. This is particularly necessary for establishments which desire to attract a young upwardly mobile clientele. The employment of this strategy for the Pinellas Trail should succeed in redeveloping an urban area such as South Fort Harrison.

#### *Local Identity*

The Pinellas Trail can serve as a focal point for the South Fort Harrison Area. By marketing the area as a distinct and unique community (i.e. "technology trail") in Pinellas County, smaller scale office and more pedestrian oriented developments (similar to Old Hyde Park Village in Tampa) may be convinced to relocate. A trail-oriented development corridor offers a great diversity of land use types to residents and enterprises wishing to relocate to the City of Clearwater. Such a development district may also cause those planning to leave the City for more bucolic areas of North Pinellas, Hillsborough, and Pasco counties to reconsider the wisdom of emigration.

#### *Internal Pedestrian Connector*

The Pinellas Trail can serve as an internal pedestrian transportation corridor in a part of the City plagued by traffic congestion. If nearby residential areas, schools, day care, restaurants, and employers are tied into the corridor with a district wide web of pathways it will encourage a greater number of non - automotive trips. Furthermore, the resulting interconnection may result in some individuals who work in the district electing to also reside in or near South Fort Harrison. This will result in greater revenue for the City of Clearwater.

#### *Buffer*

A well landscaped Pinellas Trail can serve as an effective buffer between different and potentially non-compatible land uses. This is important for attracting residential investment to the district, especially in

those areas neighboring industrial and large office developments. In addition, property along the trail should see crime decrease as the increase in pedestrian traffic will discourage criminal activity.

*Leisure and Recreation*

New leisure and recreational activities spawned by the Pinellas Trail will increase the allure of the South Fort Harrison area to younger professionals, singles, early retirees and tourists. Much of this recreational activity will occur after office hours and on weekends. This will result in an additional boost to the region's economy that goes beyond that created by office, industrial and commercial redevelopment. The recreational amenities of the Pinellas Trail may also stimulate residential relocation to the area.

Greenway trails benefit redevelopment by increasing land use efficiency, reducing dependency on the automobile for transportation, decreasing the area of impervious surfaces, and curtailing urban sprawl in the Tampa Bay region. These benefits are in keeping with the intent of the State Comprehensive Plan and environmental policies as well as possessing a real and quantifiable environmental benefit for the people, flora, and fauna of the City of Clearwater.

**Harbor Oaks**



Figure 18. Harbor Oaks

- National Historic Register
- Stable Property Value
- High-End Residential
- Stable Population

**South Ward Elementary**

Figure 19. South Ward Elementary School

- Enrollment K-5
- Increasing Enrollment (1985: 265...1996: 308)
- Enrollment Capacity = 350 pupils
- Morton Plant Contract (K-2)

## Ross Norton Park



Figure 20. Ross Norton Park

- Community Center
- Olympic Pool
- Lake Bellevue
- Sports Facilities
- Police Substation

## Analysis of Transportation

Existing vehicular and pedestrian transportation conditions in the South Fort Harrison study area were examined using information gathered from street surveys, public opinion polls, public transportation maps, and Level of Service data. Specifically, the analysis included:

- Identification of streets and street conditions
- Traffic counts
- Mass transit evaluation
- Public opinion survey of service quality
- Examination of Level of Service data

A number of transportation infrastructure elements were surveyed including the locations of dead-end streets, traffic lights, and rail and recreational corridors. In addition, the directional flow and lane designation of vehicular traffic was recorded and summarized (Figure 21).

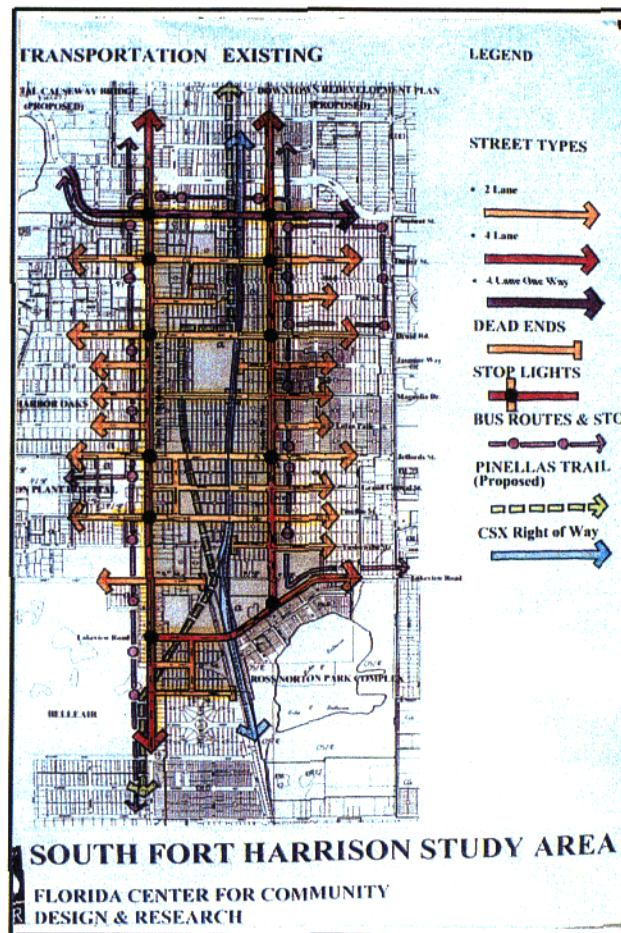


Figure 21. Existing Transportation Map for the South Fort Harrison Area



## Vehicular Traffic

Generally, traffic conditions in the South Fort Harrison study area need improvement. Public opinion of vehicular conditions (noted at the public meetings) suggested that vehicular traffic flow was generally better in the southern portion of the study area than that of the northern half of the study area. Morton Plant Hospital generates a substantial amount of vehicular traffic on South Fort Harrison Ave. South Fort Harison Ave. also serves as the route for State Rd. Alt. 19. This translates into a considerable amount of high speed north-south through traffic for the corridor. A number of east-west streets in the study area , Magnolia Dr. in particular, are interrupted by dead-end conditions. This hinders the mitigation of traffic congestion on South Fort Harrison Ave. by limiting the availability of South Myrtle Ave. as an alternative north-south conduit for the region. One chronic complaint voiced by residents of the Harbor Oaks community concerned the difficulty of accessing South Fort Harrison Ave. from their neighborhood.

Level of Service (LOS) data was obtained from the Pinellas County Metropolitan Planning Organization (MPO). This data summarizes average daily traffic (ADT) counts for selected road segments in Pinellas County and ranks the counts alphabetically from A through F (A = free-flowing segments, F = very serious traffic congestion). Table 2. summarizes the LOS segments that fall within the study area. In general, the most serious congestion problems are located just outside the northern study area boundary. The segments that fall within the study area are almost entirely C and E. Notably, South Fort Harrison Avenue (LOS "C") is the only north-south corridor that runs the entire length of the study area and for which LOS data was available.

Street	From	To	Lanes	Speed Limit	LOS
S. Ft. Harrison	Court St.	Chestnut St.	4	35	F
S. Ft. Harrison	Chestnut St.	Druid Rd.	4	45	C
S. Ft. Harrison	Druid Rd	Lakeview Rd.	4	45	C
S. Ft. Harrison	Lakeview Rd.	Belleview Blvd.	4	45	C
Chestnut St.	Myrtle Ave.	Ft. Harrison	4	45	E
Chestnut St.	Court St.	Myrtle Ave.	3	35	E
Chestnut St.	Greenwood Ave.	Court St.	4	45	E
Court St.	Chestnut St..	Myrtle Ave.	4	45	E
Court St.	Myrtle Ave.	S. Ft. Harrison	4	45	E
Druid Rd	N. Greenwood	Myrtle Ave.	2	45	D
Druid Rd	Myrtle Ave.	S. Fort Harrison	2	45	C
Lakeview Rd	N. Greenwood	Myrtle Ave.	2	30	C
Lakeview Rd	Myrtle Ave.	S. Ft. Harrison	2	30	C

Table 2. Level of Service Data for Street Segments in South Fort Harrison Study Area (Source: Pinellas County MPO, 1996)

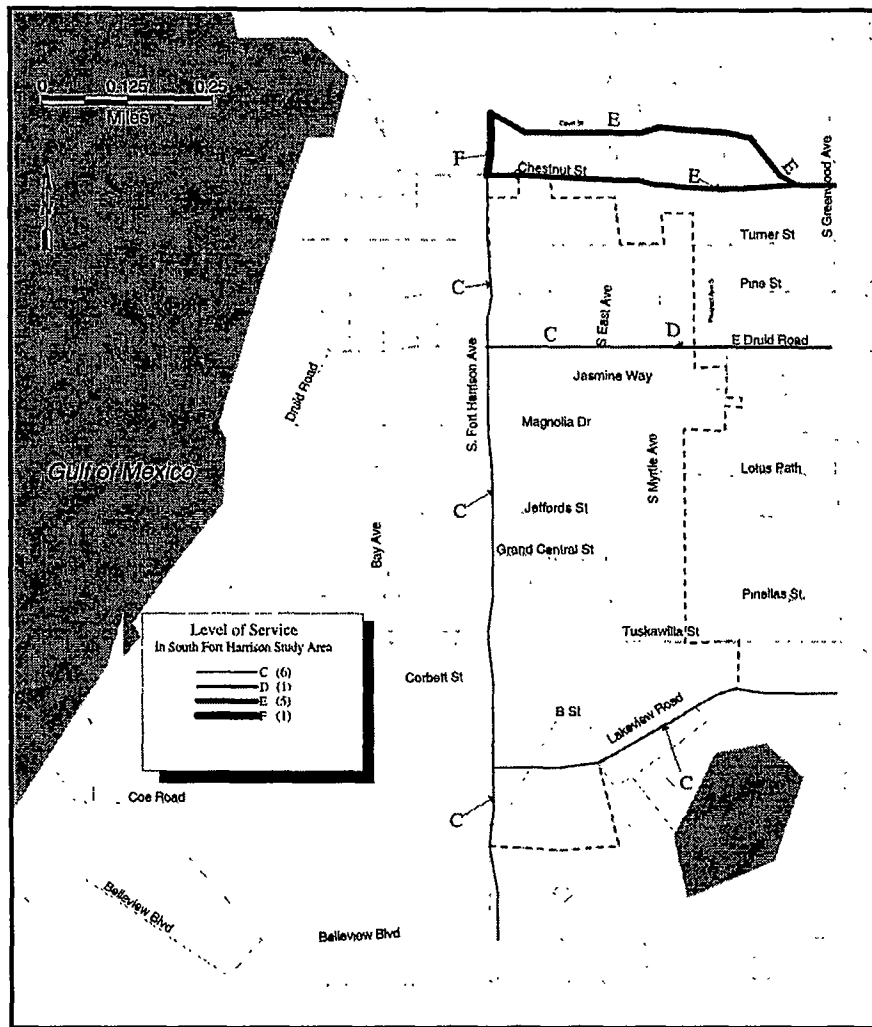


Figure 22. Level of Service In South Fort Harrison Study Area

**Pedestrian Traffic**

A sidewalk survey was conducted to assess the status of pedestrian accessibility in the study area. A number of issues were examined including the continuity of the sidewalk network in the region, the physical condition of the sidewalks, and street/sidewalk interfaces. Additionally, the degree of compliance with the American with Disabilities Act (ADA) standards was examined. Negative sidewalk conditions were documented with photographs.

Generally, the survey results indicated inconsistencies in sidewalk conditions. This included a number of examples of discontinuous sidewalks along east-west streets. Specifically, a northern stretch of South Myrtle Ave. near the Scotty’s hardware store did not have a sidewalk. This condition was repeated along the southern stretch of South Myrtle Ave. approaching Lakeview Road near the cemetery. Public opinion of sidewalk conditions were consistent with survey results.

In summary, the existing transportation conditions in the South Fort Harrison study area exhibited the following characteristics:

- High congestion on South Fort Harrison during peak hours
- Poor access from Harbor Oaks onto South Fort Harrison
- Numerous dead end conditions on east-west streets
- Morton Plant Hospital significant trip generator
- Inconsistent sidewalk conditions
- Limited sidewalk availability on east-west streets

### **Transportation Proposals**

Currently, the South Fort Harrison Ave. primarily serves as a conduit linking the central business district with areas to the south of the study area. Significant potential exists for improving traffic flow within the study area and opening it up to new development. Several transportation changes are proposed which will have a positive impact on the study area. (see fig. 23 ) These include:

1. The re-routing of Alternate 19 off of South Fort Harrison Ave.
2. South Myrtle Ave. becomes a major downtown connector (Downtown Redevelopment Plan)
3. Construction of Chestnut as a major approach to the Memorial Causeway. Court and Chestnut will become two-way, 4-lane streets.
4. The elimination of the dead-end situation on Magnolia Dr.
5. Creation of internal connector streets to eliminate dead-ends at Pine Street, Jasmine Way, and A” Street
6. Creation of 4-lane extension of Lakeview Road to Missouri Avenue
7. Extend bus route on Druid Road

Other improvements which are necessary for making the pedestrian environment more palatable are:

- Sidewalk extensions and improvements (improved pedestrian accessibility)
- Establishment of streetscape guidelines for South Fort Harrison Ave., S. Myrtle Ave. and other streets in the South Fort Harrison region. ( see fig. 24 )
- Establish guidelines for the landscaping and buffering of the proposed Pinellas Trail. (see fig. 25 )
- Pinellas Trail extension offers potential pedestrian corridor and focus for development

The proposed Pinellas Trail extension runs north-south through the study area. The trail will function as an internal pedestrian corridor and is seen as a possible focal point for development within the study area. It has the potential to improve pedestrian mobility in the district by providing a linkage system between east-west streets. If mixed use redevelopment occurs in the study area, improved pedestrian accessibility will reduce the necessity for auto-modal trips. An enhanced sidewalk system networked with the Pinellas Trail extension and pedestrian friendly redevelopment may entice new residential settlement and business relocation to occur in or near the South Fort Harrison area.

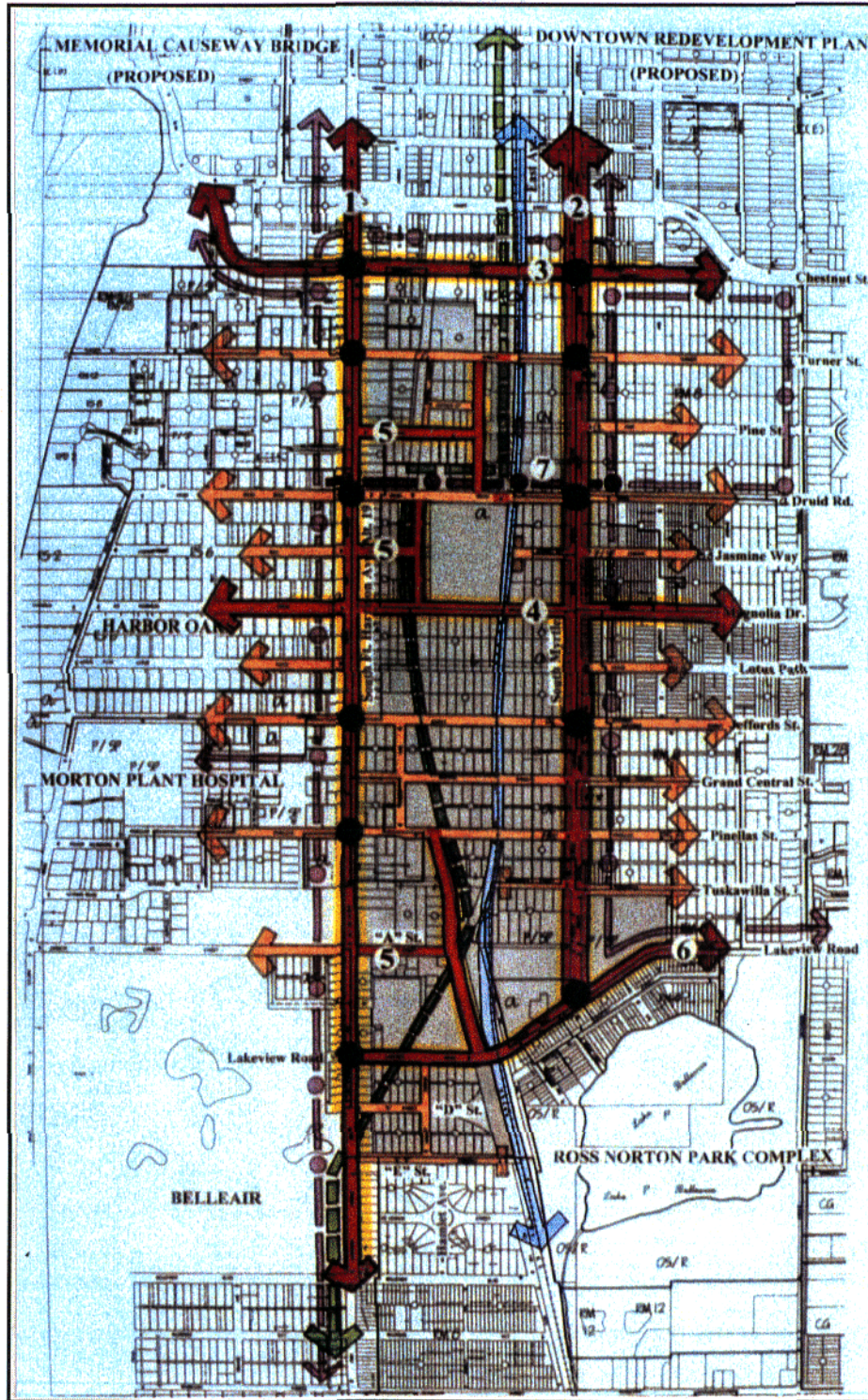


Figure 23. Map of Proposed Transportation Changes for the South Fort Harrison Study Area

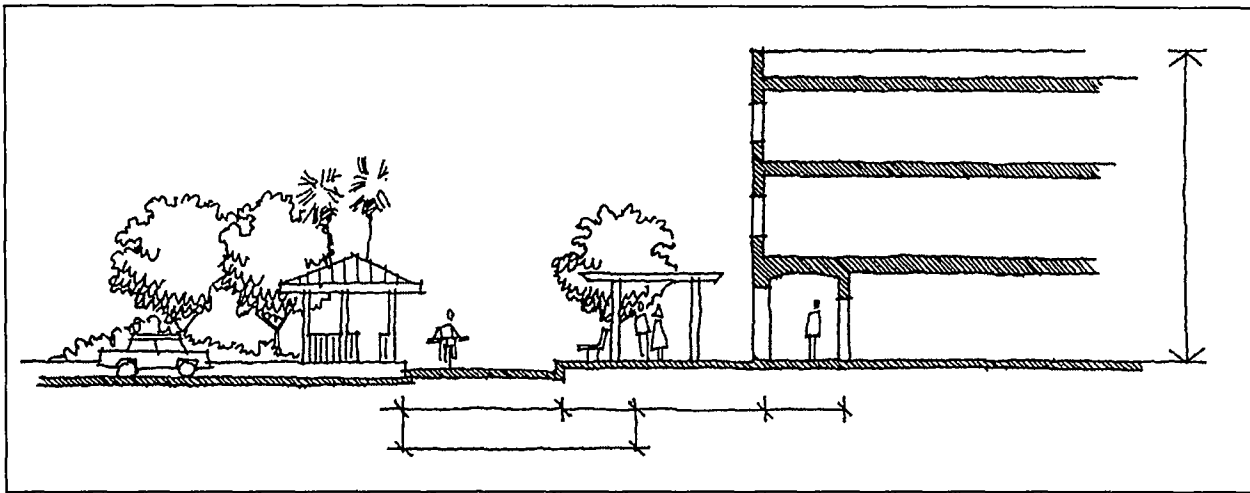


Figure 24. Typical section through development along the Pinellas Trail

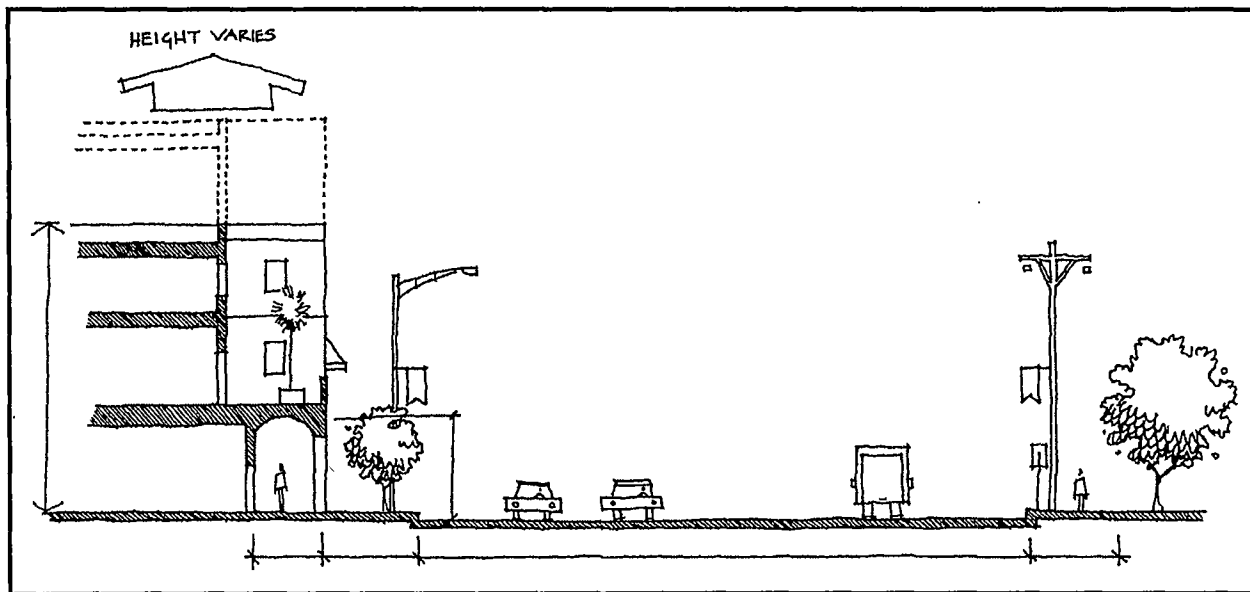


Figure 25. Typical section through mixed-use development along South Fort Harrison

## Geographic Information System (GIS) Analysis

A desktop Geographic Information System (GIS), Mapinfo 4.0 (Mapinfo Corporation, Troy, New York), was used to examine a variety of factors that influence the character of the South Fort Harrison study area. The GIS analysis was used to:

- analyze and map demographic variables
- calculate existing zoning and land use area
- calculate land area for proposed zoning changes
- analyze zoning and land use compatibility
- summarize and map property value data
- examine relationships among the aforementioned variables

### Data Collection

Digital data sources for the GIS analysis included the Pinellas County Property Appraiser, the Pinellas County Planning Department, the Pinellas County Metropolitan Planning Organization, the City of Clearwater Central Permitting department, the 1990 U.S. Census of Population and Housing, and databases generated from field surveys

A digital base map of the study area was obtained from the City of Clearwater Central Permitting department. This base map was used as a template by which land use and zoning polygons were digitized and coded by type. Land use polygon boundaries were determined by conducting several field surveys and compiling the information on a paper map. The completed digitized map provided a base table by which to add additional information for the purpose of identifying non-conforming uses, calculating land area ratios, calculating vacancy percentages, and analyzing property value distribution.

Demographic data was collected for the study area, the surrounding blocks, and the city of Clearwater from the 1990 U.S. Census of Population and Housing STF1B and STF3A.. Comparisons were made of these three areas for a variety of demographic variables including population, income, occupied housing units, and renter/owner occupied housing units. Boundaries were drawn delineating the South Fort Harrison study area and surrounding blocks using Mapinfo software and TIGER/Line™ (U.S. Department of Commerce, 1992) files.

Property value data was obtained from the Pinellas County Property Appraiser. The Property Appraiser provided the Florida Center with a database that contained all properties within the study area and several attributes for each property. These attributes included SOH limited value, land use, property use, street address, township, section, range, and block number. SOH limited value was chosen because this value represents revenue collection value. The records were then imported into Mapinfo and geocoded to the appropriate parcel and within the appropriate land use polygon.

## **Data Analysis**

Following the completion of data acquisition, a GIS database was built. To begin the process, each land use polygon was coded with its land use code and a number of fields. These fields included existing zoning, square acres, conforming/non-conforming land use, proposed zoning 1, proposed zoning 2, proposed zoning 3, and SOH limited value. Land area was calculated for existing land use, existing zoning, and all three zoning proposals. Finally, the total value and percent vacancy for each land use was calculated.

As previously discussed, property value data was geocoded by parcel. The parcel-level property value data was then aggregated for each land use type. Using the land area information derived from the GIS, a thematic map was generated displaying land value per square acre.

## **Land Use and Zoning Compatibility**

A cross-tabulation analysis was completed to assess the levels of non-conforming land uses in the study area. As previously mentioned, each land use polygon was coded for both land use and zoning. A table was created that included all land use polygons where the land use code did not match the zoning code (i.e. IL and Vacant Land). Each non-matching polygon was then re-coded as either conforming or non-conforming. This was accomplished by examining the Land Development Code and Building Development Regulations as well as identifying grandfathered land uses.

## **Demographics**

Demographic variables were also thematically mapped using Mapinfo. This permitted visualization of population, housing, and income distribution trends. Land area for the study area, the surrounding blocks, and the city of Clearwater was calculated. This information was entered into a spreadsheet and used to compare population and housing densities for the three aforementioned areas.

---

## Demographic and Housing Characteristics

### Summary of Demographics

- Population and HU densities are low in comparison to those of surrounding blocks and the City as a whole.
- Those that do live in study area are mostly renters of labor force age (18-65) and reside in the northern half of the study area
- The Harbor Oaks is primarily an owner-occupied, mid to high income neighborhood to the west of study area
- Mixed renter/owner occupied, low to middle income housing communities lie to the east of study area

### Persons

Population density in the South Fort Harrison study area is relatively low when compared to that of the surrounding blocks and the City of Clearwater. Most of the 270 persons that live in the South Fort Harrison Study area are located in the northern half, and live primarily in multi-family dwellings (U.S. Census of Population and Housing, 1990).

The study area, however, is flanked by areas of moderate to high density housing units to the east, west and south. Persons living to the west of the study area primarily live in the Harbor Oaks subdivision, located just northwest of the study area. The profile of this area is defined as middle to high income residents, owner-occupied housing units, set in a community of moderate density. Persons to the east and south of the study area live primarily in higher density, mixed renter/owner occupied housing units, and have a median household income significantly lower than the Harbor Oaks residents.



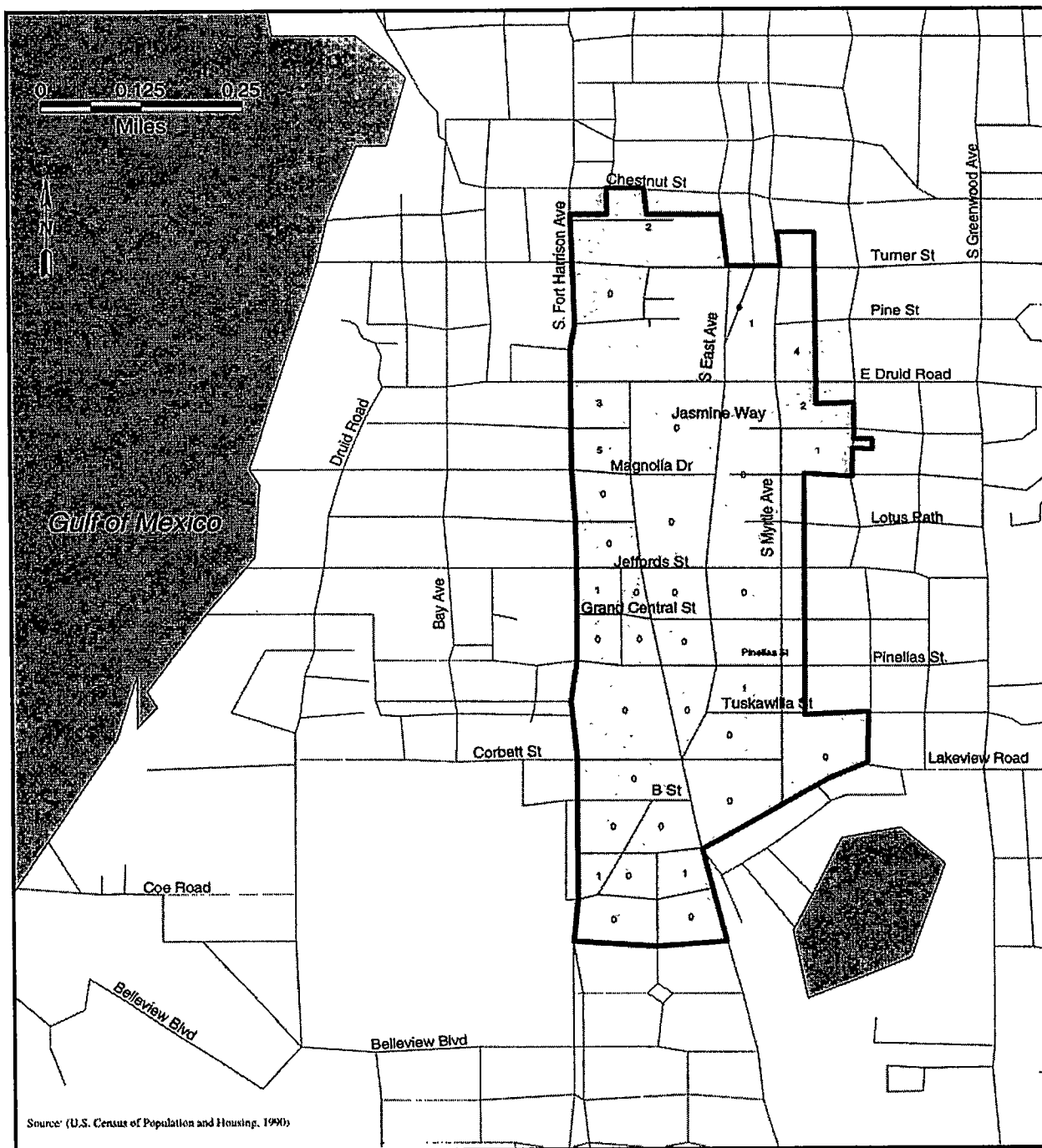


Figure 26. Persons per Block in South Fort Harrison Study Area (U.S. Census of Population and Housing, 1990).

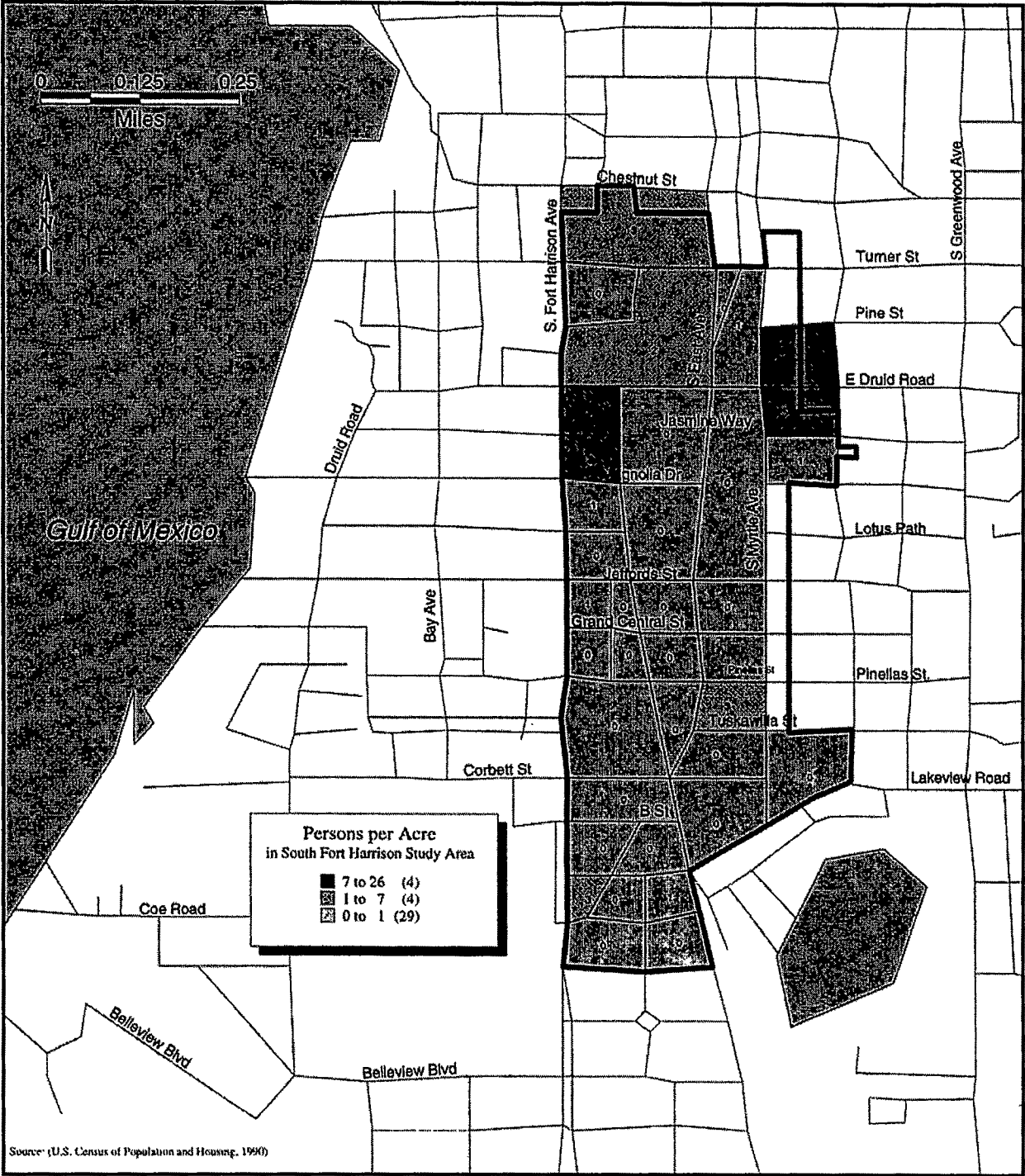


Figure 27. Persons per Acre by Block in South Fort Harrison Study Area (U.S.Census of Population and Housing, 1990).

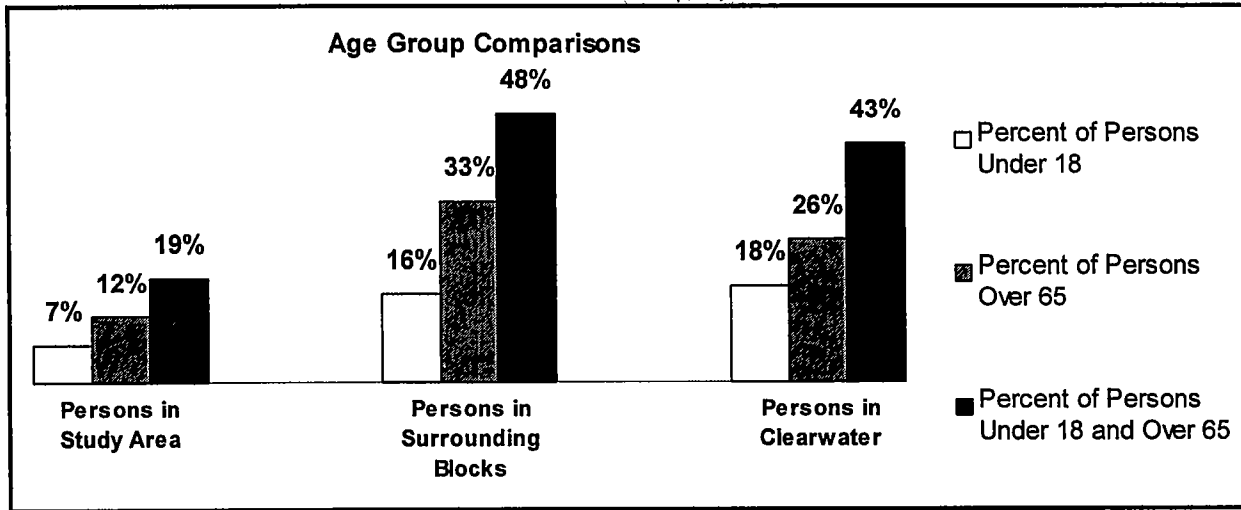


Table 3. Population and Age Comparisons of the South Fort Harrison Study Area to Surrounding Blocks and City of Clearwater (Source: U.S. Census of Population and Housing , 1990).

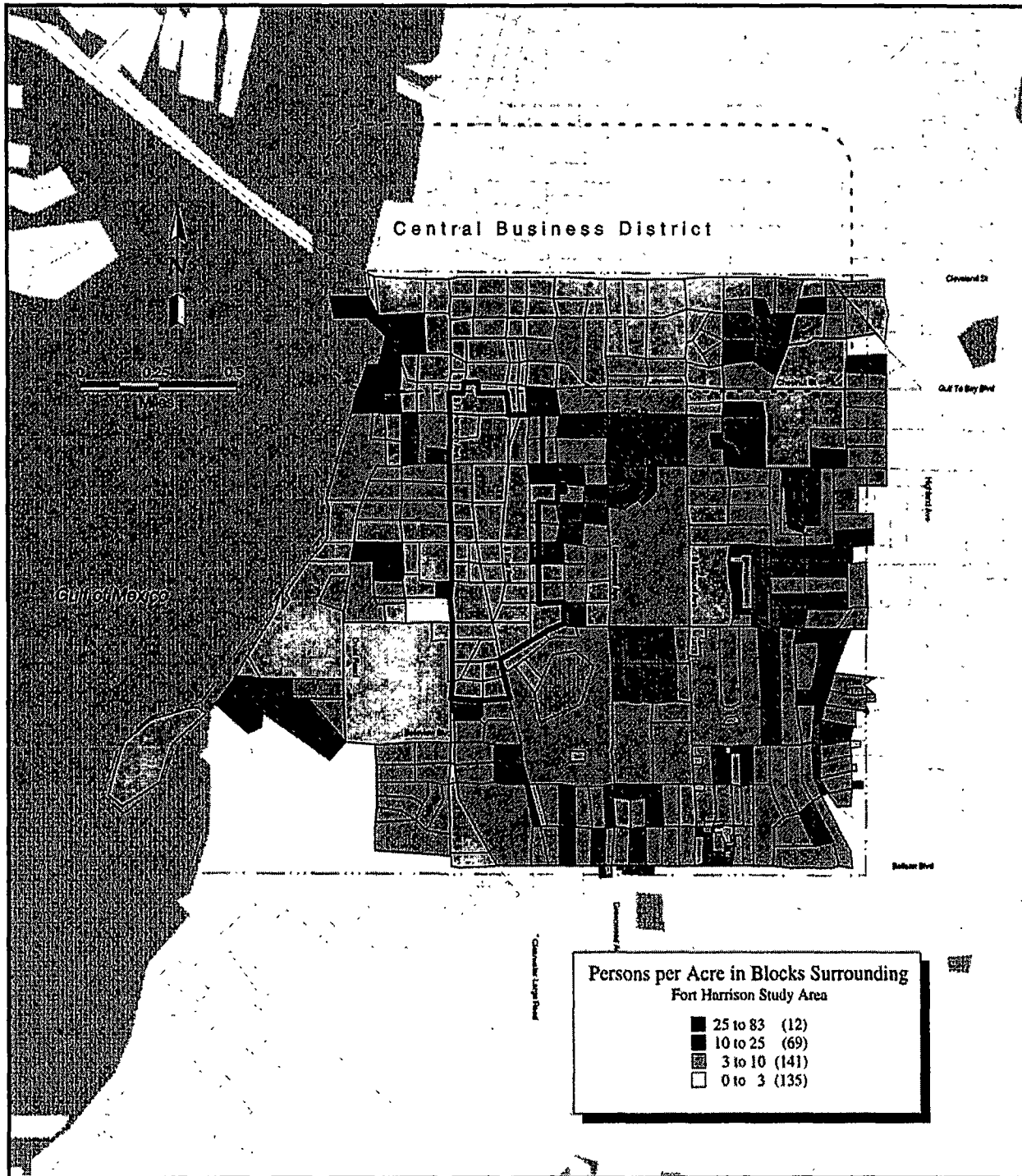


Figure 27. Population Density in Blocks Surrounding South Fort Harrison Study Area (Source: U.S.

**Income**

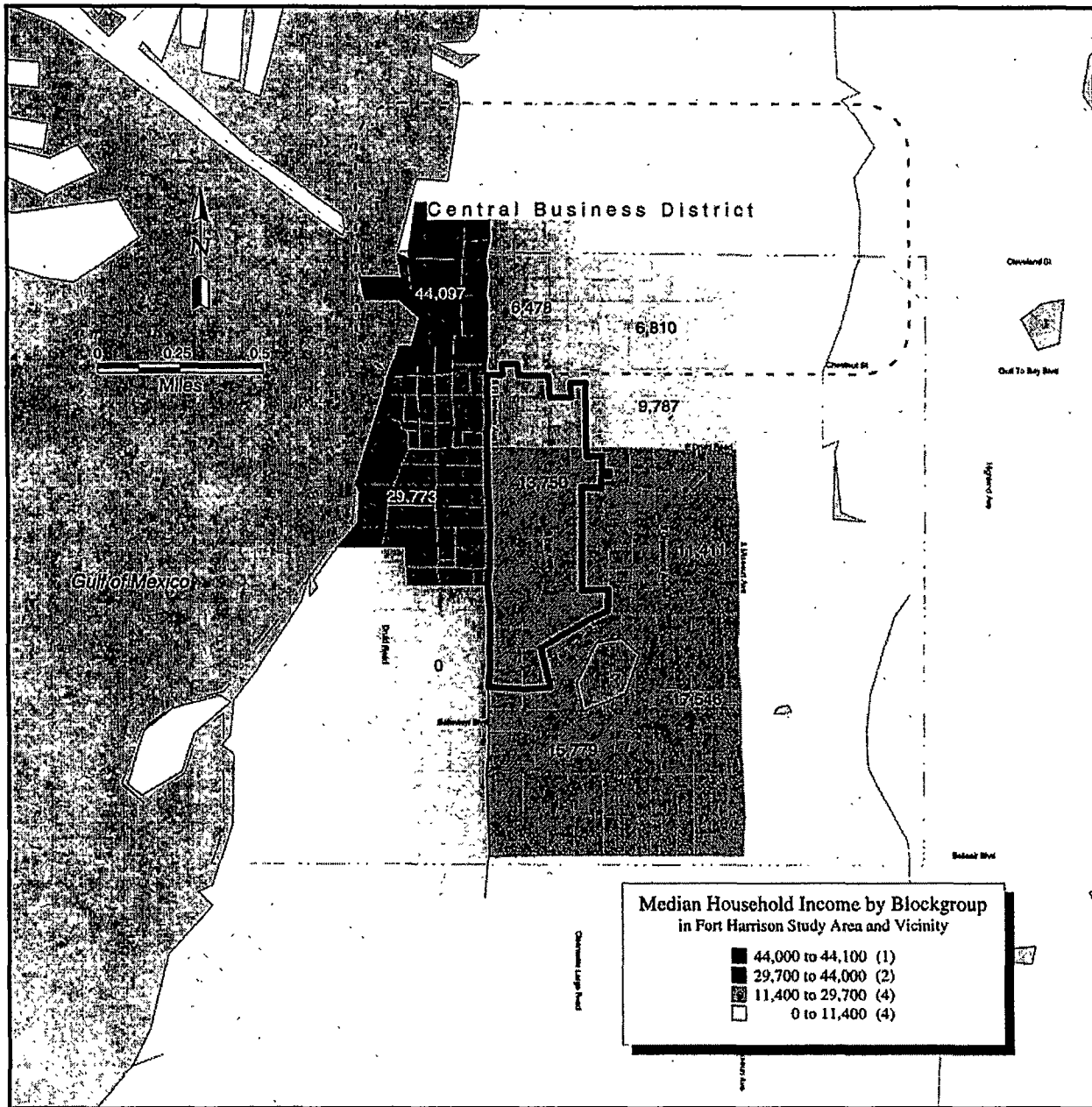


Figure 28. Median Income by Blockgroup for South Fort Harrison Study Area  
(Source: U.S. Census of Population and Housing, 1990).

**Housing Units**

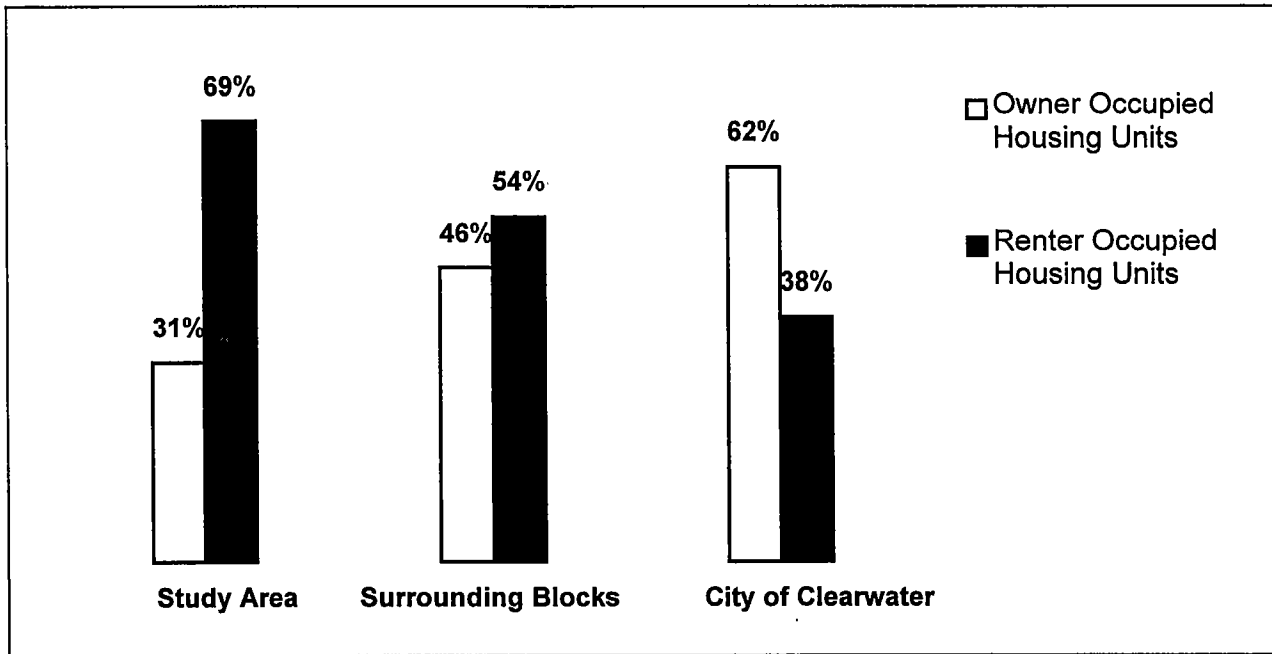


Table 4. Housing Unit Comparisons of the South Fort Harrison Study Area to Surrounding Blocks and City of Clearwater (Source: U.S. Census of Population and Housing, 1990).

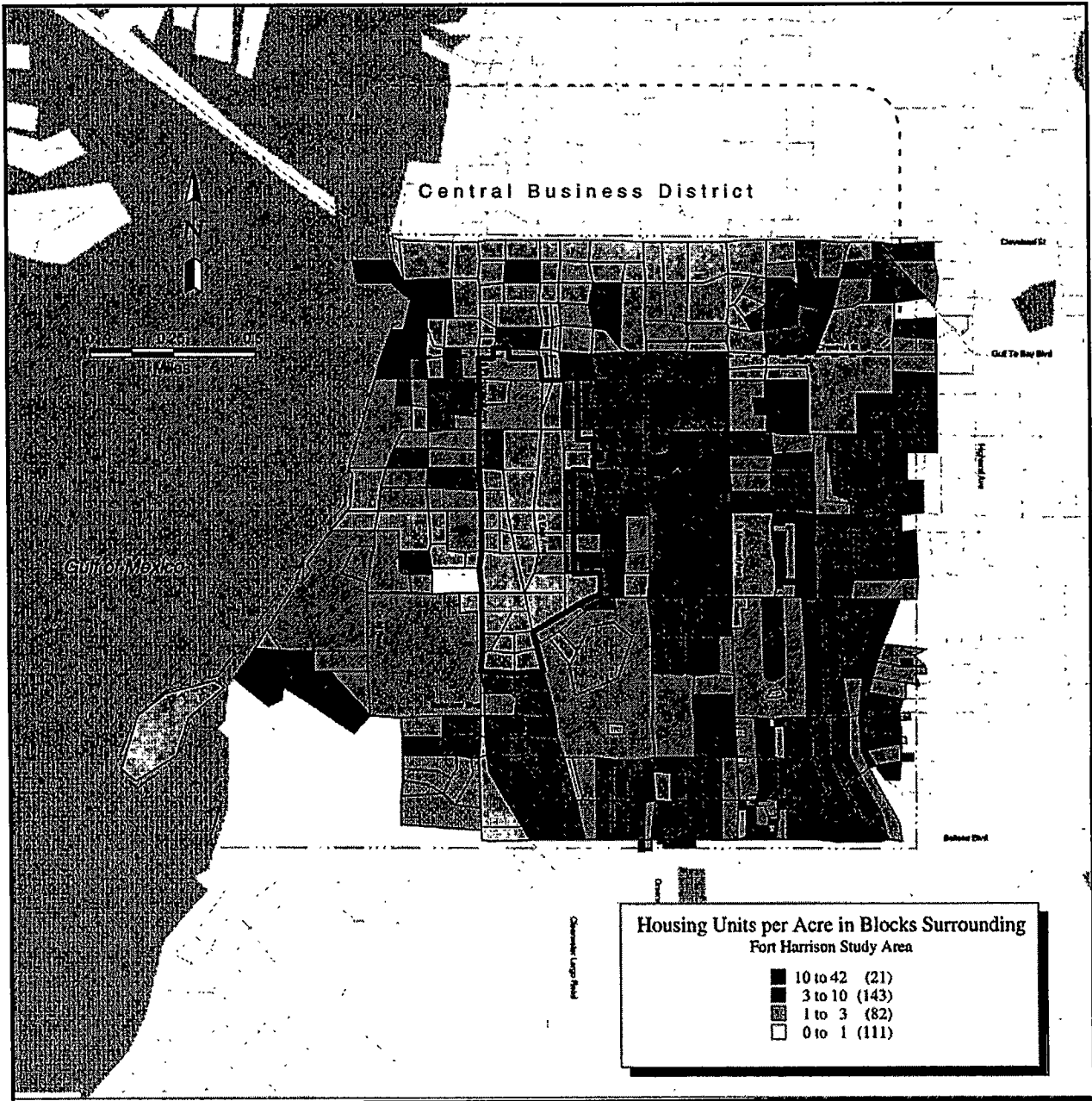


Figure 29. Housing Unit Density in Blocks Surrounding South Fort Harrison Study Area (Source: U.S. Census of Population and Housing, 1990).

Average Persons per Acre

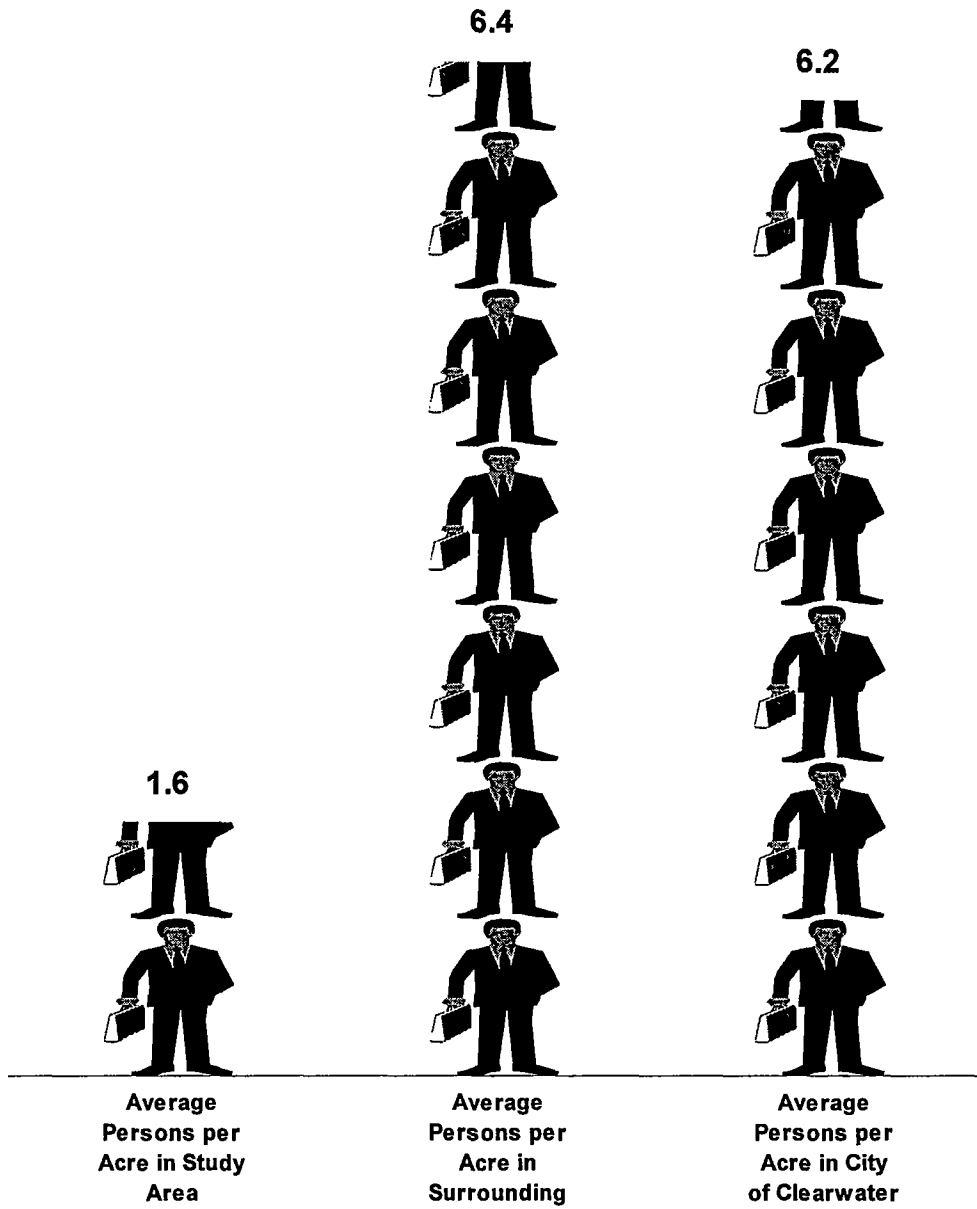


Figure 30. Population Density Comparisons (Source: U.S. Census of Population and Housing, 1990).



## Existing Zoning and Land Use Issues

### Overview of Existing Zoning Conditions

The South Fort Harrison study district is comprised of 139.2 acres of urban real estate located in the southern downtown area of the City of Clearwater. It is bounded to the north by Chestnut St. and the Clearwater Downtown Redevelopment District, to the west by South Fort Harrison Ave., to the east by properties adjoining both sides of South Myrtle Ave., and to the south by “E” St. (see fig. 31). The estimated value of its properties is \$43,829,600 (see table 5).

The study area is subdivided into fourteen separate zoning parcels of various shapes and sizes. Seven different zoning classifications are contained within the study area: Industrial Limited (IL), Office Limited (OL), Commercial General (CG), Commercial Neighborhood (CN), Public/ Semi-Public, (P/SP), Master Planned Development (MPD), and Commercial Planned Development (CPD). The following discussion will examine each of the different zoning categories in terms of how their permitted land uses, developmental provisions, and requirements impact the current economic performance, growth potential, and general quality of life within the study area. This section will also explore these issues as they relate to its adjacent regions.

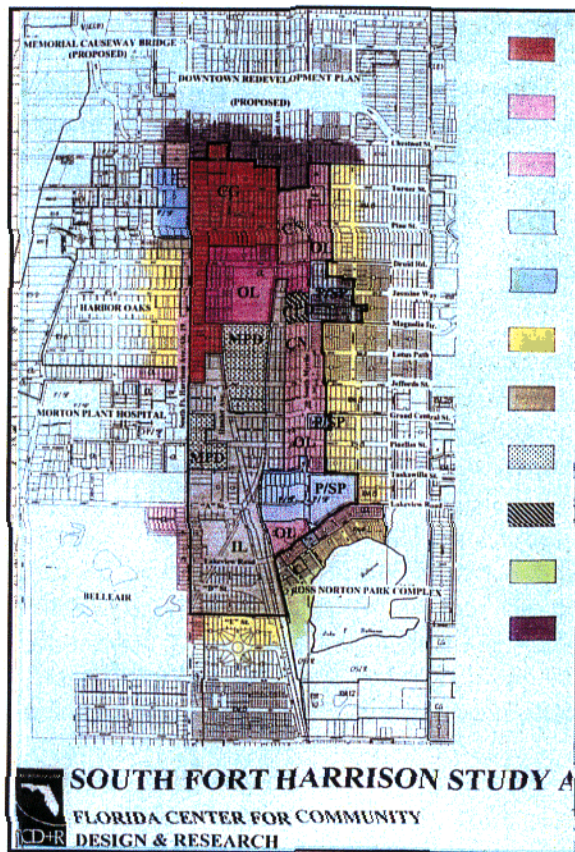


Figure 31. Map of Existing Zoning in the South Fort Harrison Study Area

## Analysis of Current Zoning and Land Use

### *Commercial General (CG)*

Commercial General is designed for community-oriented commercial and business functions. The 24 acres of Commercial General (CG) zoning have an estimated total value of \$6,751,100 (see table 5). CG zoned properties in South Fort Harrison are located in the northwest quadrant and run south along South Fort Harrison Ave., concluding at Jeffords St. (see fig. 31). The southern truncated arm, which extends from Druid St. to Jeffords St. is narrow, only a single lot parcel deep for the majority of its length. This lack of depth may prove to be a deterrent to new commercial development requiring larger property requirements. CG zoning contains no provisions for residential as a permitted land use. The revitalization of residential in the study area is perceived as highly desirable by our research target groups. Ironically the majority of South Fort. Harrison's remaining residential is located in this zoning district.

Another type of land use not permitted under CG but highly valued by the City of Clearwater is hi-tech research and development. Other CG zoning requirements that hinder South Fort Harrison's ability to accommodate the level of urban density and economic growth sought by the City of Clearwater include a low F.A.R. of .4, deep set back requirements, and wide building separation requirements. These factors contribute to the present conditions of low building density, inefficient property utilization and the lack of an urban character for the region. Currently, property zoned as CG has the highest percentage of vacant land in the South Fort Harrison Study area (see table 5.). Derelict and neglected properties are prevalent throughout the area zoned CG. There are numerous instances of non-conforming and conditional land uses such as auto salvage yards, vehicle restoration facilities, and wholesale produce distribution operations. The combination of all these factors has produced nuisance conditions within the community and also become a source of irritation to the adjacent neighborhoods. The CG zoning has created an extremely unattractive image along South Fort Harrison Ave. This visual austerity not only causes community identity and morale to suffer but may also serve to deter potential developers from investing in the region.

### *Neighborhood Commercial District (CN)*

The Neighborhood Commercial District (CN) classification was created to accommodate single and multiple-family residential, neighborhood retail, service and professional activities that are compatible with residential neighborhoods. In the South Fort Harrison Study area there are 24 acres of land designated for CN zoning. The CN zoned land is divided into two distinct districts along the west side of South Myrtle Ave. (see fig. 31). Both districts contain a total of only one residential property and neither are adjoined to any residentially zoned land. The southern CN district is bordered by Limited Industrial zoned land and the northern CN district is bounded to the west by the CSX tracks and CG zoning beyond (see fig. 31). Commercial Neighborhood zoning requires a low F.A.R. of .3, deep setbacks, and a maximum building height of 25 feet. There is a 13% land and/or building vacancy rate in the CN zoned areas. Vacant properties found in this zoning generally are in distressed conditions.

In the northern CN district, the presence of Scotty's hardware store, with its outdoor storage yards and warehouse structures, does not seem to be in compliance with any of the permitted or conditional uses as defined in the appropriate sections of the Commercial Neighborhood zoning code (Chapter 40. Zoning, Div. 17, Sec.40.323 and Sec.40.324 of the Clearwater Code). This property lacks sidewalks and any semblance of street or landscaping that would mitigate the visual offensiveness of its property. In summary, there is little evidence that current land use found in the CN districts is in accord with the

definition or original intent of Commercial Neighborhood zoning as it is stated in the Clearwater Zoning Codes. CN zoning may no longer be relevant to this area of South Fort Harrison.

#### *Limited Office District (OL)*

The Limited Office (OL) zoning classification was formed to establish professional office developments which are compatible with surrounding residential neighborhoods. Limited Office zoning controls the second greatest amount of property (30 acres) in the South Fort Harrison Study area. OL zoning yields the highest land value per acre (\$396,817/acre) of all the zoning types in the study area. (see table 5 ). There is a relatively high (20% ) vacancy rate in OL zoning. The majority of the office activity occurring in the OL districts is medical professional. The OL zoning of South Fort Harrison is subdivided into four separate districts. The largest, located between Druid Rd. and Magnolia Dr., contains a large office park, the Druhill Professional Center. The remaining OL districts are found along stretches of South Myrtle and Lakeview Rd. (see fig.31). Some of the best examples of landscaping, streetscaping, and buffering in the study area occur on professional office properties. Many of the office facilities on South Myrtle Ave. are attractively renovated adaptive conversions of residential structures.

Research reveals that owners of OL zoned property feel threatened that Morton Plant Hospital's planned 100,000 sq.ft. medical professional office structure will drastically reduce the market demand for their office space. Furthermore, these land owners are of the opinion that OL zoning is too limited in its permitted uses, leaving them with few viable options to fall back on if the market for professional office space collapses. A primary concern expressed by property owners was the absence of commercial retail as a permitted land use option in OL zoning. Many of the residential structures currently being used as professional office space can be adapted for reuse as retail and/or business services. Another important concern was that zoning provide for commercial retail land use in order to accommodate the businesses displaced by the proposed Clearwater Downtown Redevelopment Plan. The planned conversion of South Myrtle Ave. into a major commercial corridor also requires retail-friendly zoning, currently not available in Office Limited.

#### *Limited Industrial (IL)*

The Limited Industrial (IL) zoning category was designed to contain light manufacturing and related uses. IL zoning is the most flexible zoning classification in the study area. Other permitted uses include research and development, business services, business/professional offices, and indoor retail sales (Chapter 40. Zoning, Div. 27, Sec.40.503 and Sec.40.504 of the Clearwater Code). IL zoning also provides for the highest F.A.R. rating in the study area( .75). South Fort Harrison has 43.5 acres or 31% of its total acreage zoned as IL. This is the largest contiguous parcel of IL zoned property in the City of Clearwater.

Research reveals that it would be advantageous to the City to preserve the integrity of the IL zoned land area in order to accommodate valuable light industrial activity at a scale unparalleled within the Clearwater city limits. The average land value of IL zoned property is \$325,951/acre. The 12.5 acres of vacant property translates to a vacancy rate of 29%, second highest in the South Fort Harrison region. This relatively high vacancy rate can be attributed to the expense of renovating property to adapt to new uses, high impact fees imposed by the city, and the incompatibility of adjacent zoning. In addition, the convoluted shape of the district creates awkwardly sized, narrow parcels, which may be difficult to develop (see fig. 31).

*Master Planned Development (MPD)*

There are two Master Planned Development districts in the study area, both owned by Morton Plant Hospital. The larger of the two districts is located in the heart of the South Fort Harrison study area (see fig.31). Bounded to the north by Magnolia Dr., to the south by Grand Central Ave., to the east by the CSX tracks, and to the west by the proposed routing of the Pinellas Trail, the district is being utilized as a large parking lot with a capacity of 734 cars. The second, smaller district is located on South Fort Harrison Ave., south of Grand Central Ave. and contains Morton Plant's central utility plant and parking for an additional 207 automobiles. The South Fort Harrison site is furnished with a 10 ft. planted buffer. The large parking lot has a 5 ft. planted buffer along the Pinellas Trail route. The total of 13.4 acres of MPD property (estimated value \$2,771,700) is not on the city tax rolls because of Morton Plant Hospital's non-profit status.

*Commercial Planned Development (CPD)*

Located at 926 South Myrtle Ave., this small 1.48 acre parcel is zoned CPD to allow for a newly constructed 64 bed adult congregate living facility, Magnolia Manor (see fig. 31). The property is well landscaped and buffered from the adjacent material storage facility to its west.

*Public / Semi-Public (P/SP)*

There are 17.25 acres of land designated as P/SP zoning in the South Fort Harrison region. The zoning is subdivided into three different sites: the cemetery at the intersection of South Myrtle Ave. and Lakeview Road, St. Cecelia Catholic Church on South Myrtle Ave., and Lion of Judah Church, also on South Myrtle Ave. (see fig. 31).

The property value of the three parcels combined is an estimated \$4,132,600. The cemetery, located at the southern entrance or gateway to South Myrtle Ave., is in desperate need of roadside landscaping and buffering from adjoining properties. Attention to this matter is especially important when one takes into account that South Myrtle Ave. is projected to become a major downtown connector corridor in the Clearwater Downtown Redevelopment Plan. In the interest of establishing a positive community image at this highly visible intersection, embellishment of this area should receive high priority. The total amount of land utilized as P/SP ( 32.3 acres) far exceeds that which is zoned as such. A significant land portion of the study area (23%), valued at \$9,372,500, is not part of the City of Clearwater's tax rolls. This includes the Morton Plant holdings, the cemetery, local churches, and city properties.

### Summary of Existing Zoning and Land Use

The following is a brief summary of the major conditions and issues that characterize the existing land use and zoning of the South Fort Harrison area.

- Small Specialized Districts
- Limited Use Flexibility
- Incompatible Adjacencies
- Poor Accommodation of Market Demands
- High Percent Vacancy
- Neglected properties
- Very Limited Residential
- Low Density
- High Percent of Conditional Uses
- Lack of urban community character

Zoning Description	Acres	Percent of Total	Value*	Value* per Acre	Acres Vacant	Percent of Vacancy
Light Industrial	43.44	31%	14,159,300	325,951	12.5	29%
Office Limited	29.75	21%	11,805,300	396,817	6.07	20%
Commercial General	23.9	17%	6,751,100	282,473	8.19	34%
Public / Semi-Public	17.25	12%	4,132,600	239,571	0	0%
Master Planned Development	13.38	10%	2,771,700	207,152	0.68	5%
Commercial Neighborhood	10	7%	3,749,900	374,990	1.27	13%
Commercial Planned Development	1.48	1%	459,700	310,608	0	0%
<b>Total</b>	<b>139.2</b>	<b>100%</b>	<b>43,829,600</b>		<b>28.71</b>	<b>21%</b>

\*SOH Limited Value in Dollars

Table 5. Land Area and Percentages of Zoning Types in Study Area

Existing Zoning							
	F.A.R.	Min. Lot Size (Acres/Sq.Ft.)	Max. Height (Ft.)	Max. Lot Coverage	Street Setbacks (Ft.)	Area (Sq. Acres)	Percent of Total Land Area
Neighborhood Commercial (CN)	0.3	6,000 Sq.Ft.	25	30%	25	10	7%
Commercial General (CG)	0.4	10,000 Sq.Ft.	50	40%	Ht <20' 25 Ht.>20' 25 + (H-20)x25%	23.9	17%
Limited Office (OL)	0.3	2,600 Sq. Ft.	30	30%	25	29.75	21%
Limited Industrial (IL)	0.75	4 Acres	50	60%	20	43.44	31%
Public/Semi-Public (P/SP)	0.7 w/ transportation 0.65 w/institution except hospital 1.0 w/ hospital	1 Acre	50	45%	Ht.<20' 35 Ht.>20' 35	17.25	12%
Master Planned Development (MPD1)		Morton Plant Parking Lot (734 Parking Spaces)				9.46	7%
Master Planned Development (MPD2)		Morton Plant Utility Plant and Parking Lot (207 Parking Spaces)				3.92	3%
Commercial Planned Development (CPD)		Magnolia ACLF (64 Bed Capacity)				1.48	1%
<b>Total</b>						<b>139.2</b>	<b>100%</b>

Table 6. Existing Zoning Requirements

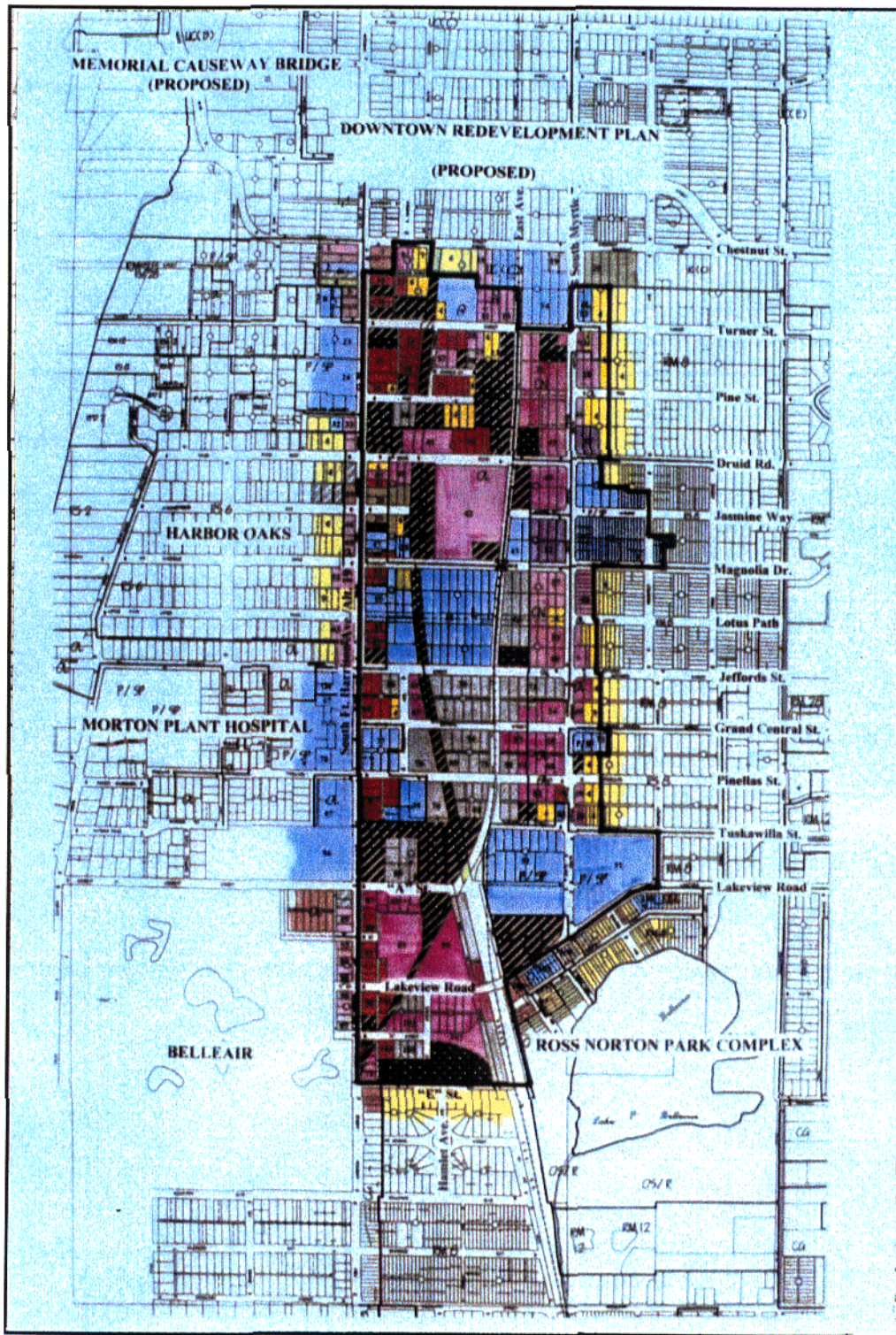


Figure 32. Map of Existing Land Use in the South Fort Harrison Area

Land Use Description	Acres	Percent of Total	Total Value*	Value* per Acre	Ranked Value
Public Semi-Public	32.3	23%	9,372,500	290,170	4
Office	31.86	23%	13,681,800	429,435	1
Vacant Land	24.44	18%	4,301,300	175,994	8
Commercial	18.82	14%	7,641,200	406,015	2
Light Industrial	16.92	12%	4,958,600	293,061	3
Residential Single-Family	8.78	6%	2,257,000	257,062	7
Vacant Building	4.91	4%	1,290,700	262,872	6
Residential Multi-Family	1.18	1%	326,500	276,695	5
<b>Total</b>	<b>139.2</b>	<b>100%</b>	<b>43,829,600</b>		

Table 7. Land Area Statistics by Land Use in Study Area

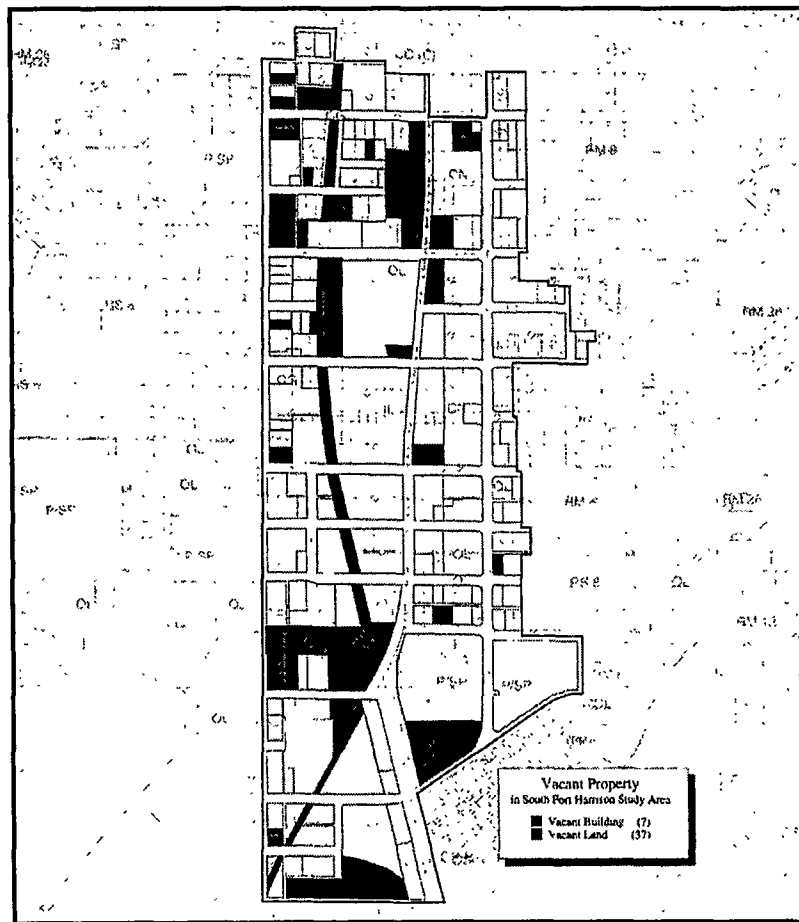


Figure 33. Vacant Properties in South Fort Harrison Study Area



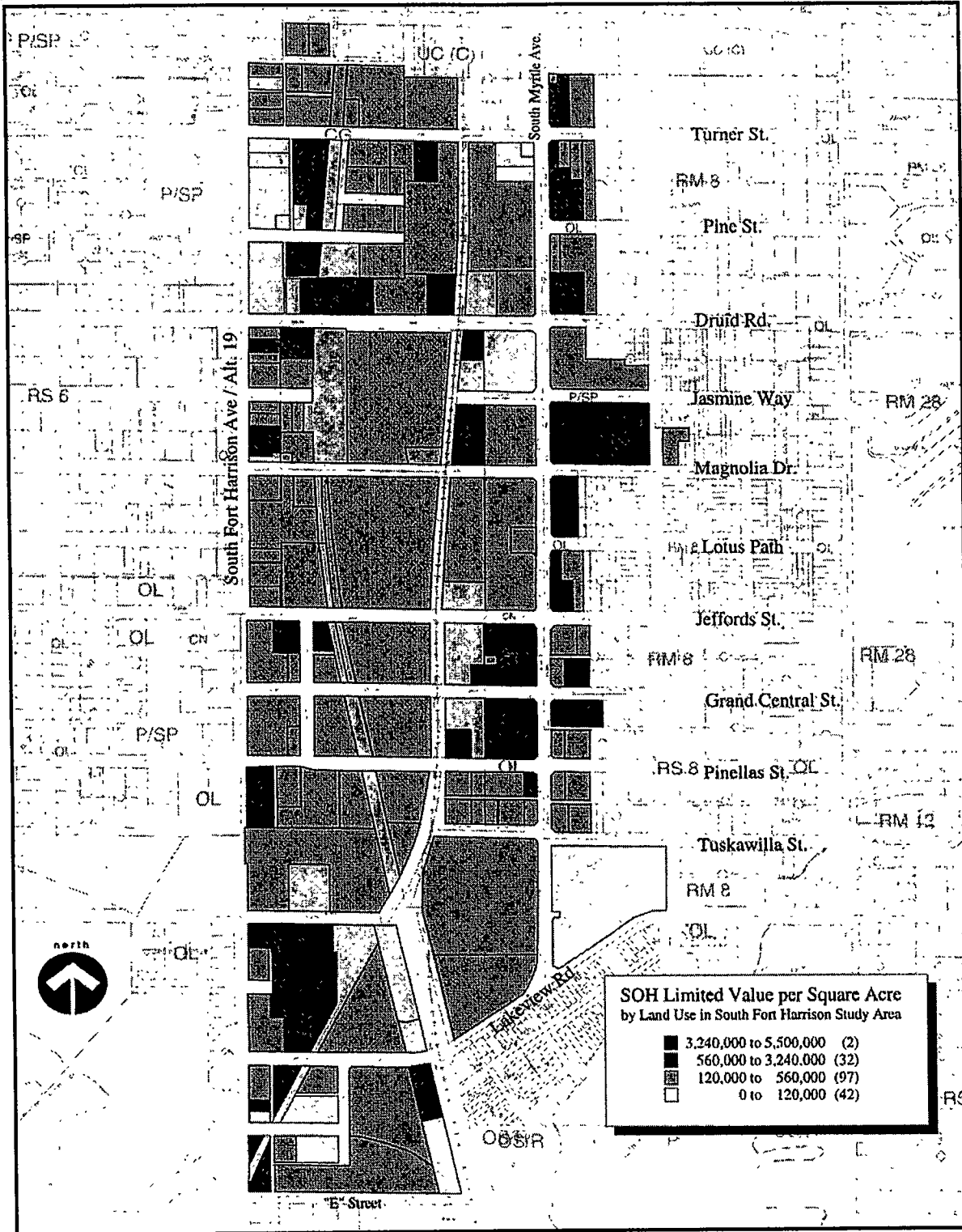


Figure 34. Value per Acre by Land Use in the South Fort Harrison Study Area

## Zoning and Land Use Alternatives

This section contains three alternative zoning strategies for the South Fort Harrison study area. The Florida Center has based these proposals on the cumulative results of our field investigations, the interview process, data collection, public meeting input, and case study research. The proposals may differ in the zoning types and quantities recommended. However, all three proposals emphasize increased growth and prosperity for the South Fort Harrison area. This prosperity may be realized through:

- Attraction of high-tech medical related development
- Encouragement of flexible efficient mixed-use projects
- Increases in land utilization through high density design
- Fostering strong awareness of important vicinity issues, actors, and events
- Developing the ability to capitalize on these relationships
- Exploitation of opportunities created by the proposed Pinellas Trail
- Creation of a strong positive urban identity for the South Fort Harrison community

### Zoning Proposal #1

- Commercial Infill replaces Commercial General -- Provides for Residential Development
- Commercial Infill replaces Office Limited and Commercial Neighborhood Districts on South Myrtle
- Commercial Infill provides greater land use flexibility
- Commercial Infill better equipped to accommodate Morton Plant and downtown redevelopment
- Industrial Limited core remains unchanged
- Small pedestrian park (OS/R) on South Fort Harrison
- Land Use F.A.R. essentially unchanged

In Zoning Proposal #1, the emphasis is on promoting redevelopment of the area through the conversion of CG and several CN and OL zoning districts into a larger consolidated and more adaptable zoning district. Commercial Infill (CI) zoning was selected for this purpose, and was chosen primarily for its flexibility of permitted land use. CI zoning permits virtually all of the land uses currently allowed in the study area, namely the uses permitted by the separate CG, CN, and OL districts. In addition, research facilities and laboratories, prohibited in CG, CN, and OL, are permitted in the proposed CI zoning. These uses are also permitted in the existing IL zoning. The combination of these two zoning districts provides for a total of 106 acres available for research and development, medical clinics/laboratories, business/professional, and commercial type uses. This flexibility would be advantageous in enabling the study area to effectively respond to the evolving market demands imposed by such major external actors as Morton Plant Hospital, the proposed Clearwater Downtown Redevelopment Plan, and the economic development goals of local government. Furthermore, the reclassification to CI zoning enhances the City's ability to attract research and development to the study area. The South Fort Harrison community would be zoned to accommodate the growth of medical related industries associated with the Morton Plant Hospital complex, while simultaneously being prepared to absorb any business displacement caused by the implementation of the planned downtown redevelopment.

We also recommend that CI zoning be extended to both the east and west sides of South Myrtle Ave. light of South Myrtle's anticipated conversion to a major north/south downtown connector as proposed

by the Clearwater Downtown Redevelopment Plan. This strategy enables property owners a greater latitude of response to changing market demands along the South Myrtle Ave. corridor.

Information collected in the interviews and public meetings indicated a desire for the expansion of multi-family residential properties in the study area. Residential use is currently limited to 40 acres of CN and OL zoning located primarily along South Myrtle Ave.. Zoning Proposal #1 permits multi-family residential in the 67 acres of CI zoning. This would make the 24 acres of CG zoning in the northeast corner of the study area available for residential development, much of which is currently vacant or underutilized.

The core area of the Limited Industrial zoning remains virtually intact in this proposal, losing only 5 acres to proposed CI zoning along South Fort Harrison Ave. This rezoning is designed in order to better exploit the infill opportunities occurring along this corridor.

Zoning for a small park is also proposed along South Fort Harrison Ave. on a vacant parcel in front of the AMP manufacturing facility. This site was selected because it is well shaded by a number of large live oak trees and is located directly across from the Morton Plant Hospital campus.

The areas zoned as MPD, CPD, and P/SP remain unchanged.

Zoning Proposal 1						
	F.A.R.	Max. Height (FL)	Max. Lot Coverage	Street Setback (FL)	Area (Sq.Acres)	Percent of Total Land Area
Commercial Infill (CI)	0.4	35 - 50	30%	15 <	67.56	49%
Industrial Limited (IL)	0.75	50	60%	20	38.67	28%
Public / Semi-Public (P/SP)	.7 - .65	50	45%	35	17.25	12%
Open Space / Recreation (OS/R)	0.25	25	N/A	35	0.88	1%
Master Plan Development (MPD1)	Morton Plant Parking Lot (734 Parking Spaces)				9.46	7%
Master Plan Development (MPD2)	Morton Plant Utility Plant and Parking Lot (207 Parking Spaces)				3.92	3%
Commercial Plan Development (CPD)	Magnolia ACLF (64 Bed Capacity)				1.48	1%
<b>Total</b>					<b>139.22</b>	<b>100%</b>

Table 8. Zoning Proposal #1

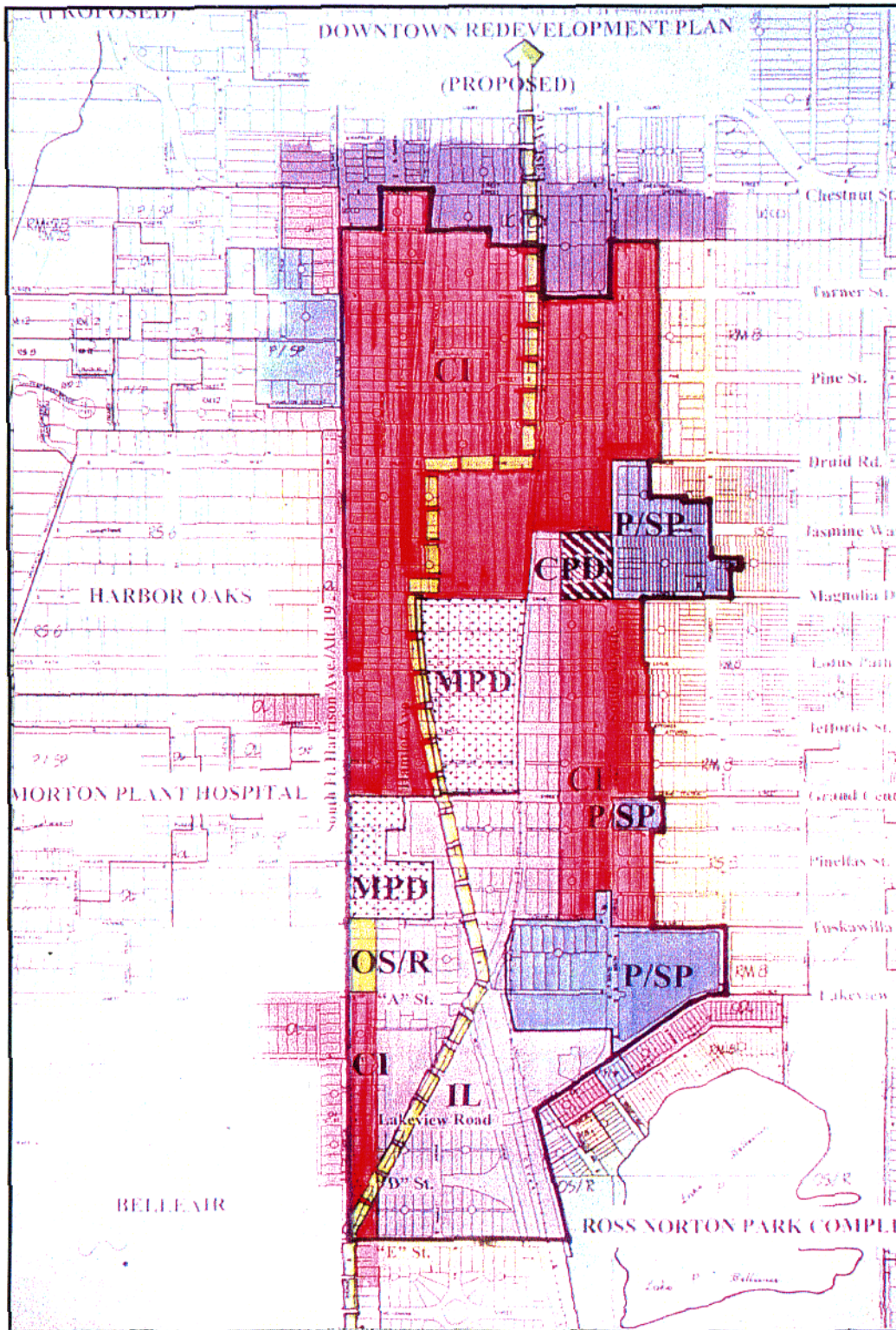


Figure 35. Map of South Fort Harrison Area Showing Zoning Proposal #1

## Zoning Proposal #2

- Downtown Mixed Use (D/MU) provides for increased land use intensity (F.A.R. 1)
- D/MU adjacent to downtown redevelopment
- D/MU borders and encompasses proposed Pinellas Trail route
- D/MU increases Residential/Commercial Mixed-Use Development
- ILRD replaces Industrial Limited -- Accommodates Light Industrial, Commercial, and R&D uses (F.A.R. .75)
- ILRD area increased
- ILRD runs full length of CSX route
- Small pedestrian park (OS/R) extended to Pinellas Trail
- Commercial Infill buffer provided on east side of South Myrtle
- Residential capacity increased

Zoning Proposal #2 promotes redevelopment of the study area primarily through the employment of two principle zoning strategies. The first strategy involves the conversion of the CG and OL zoning west of the CSX right-of-way into a Downtown/Mixed Use (D/MU) zoning district. This measure is viewed as an appropriate response, considering the proximity to Clearwater's Central Business District. D/MU increases the F.A.R. level from the current levels of .4 (CG) and .3 (OL) to an F.A.R. level of 1.0. The emphasis on residential-commercial mixed use is in response to the interview, research, and public meeting data, which demonstrated support for such development. Much of the northern portion of the proposed Pinellas Trail route is embraced by the D/MU district. This relationship should effect an attractive inducement for creative development in this area.. The D/MU designation also accommodates the need for medical clinics, laboratories, and office space resulting from the anticipated continued growth of Morton Plant Hospital. We recommend that the D/MU minimum height requirement be increased from the 35ft. maximum for non-residential, to the 50ft. required in CG zoning. The relaxation of this height restriction will open the area to a greater intensity and variety of building than is available under current height guidelines.

The second major strategy of Zoning Proposal #2 is the transformation and enlargement of the Industrial Limited zoning district into an entirely new zoning classification: Limited Industrial/Research and Development (IL/RD). This zoning category would permit all the land uses included in the Limited Industrial (IL) and the Research, Development, and Office Park (RD) zoning types. A key feature of this plan is that the ILRD district maintains constant contact with the CSX rail lines, which run the entire length of the South Fort Harrison region. This is done to facilitate rail availability in this zoning district which may possibly serve to attract new industries which require rail access. The total acreage of this proposed new zoning district is increased to 62.28 acres from the 44 acres of the previous IL zoning. The new zoning district would retain the higher .75 F.A.R. of the IL zoning, as opposed to the lower .4 F.A.R. required by RD zoning. It is our belief that this zoning strategy will best enable the City of Clearwater to attract the much coveted high-tech, medical research and development type industries to the South Fort Harrison area.

We also recommend that CI zoning be extended to run along the east side of South Myrtle Ave. in anticipation of South Myrtle Ave. becoming a major north/south downtown connector and consequently a major commercial corridor. This strategy enables property owners greater response flexibility to the changing market demands imposed by the new South Myrtle corridor.

Zoning for a small park is also proposed along South Fort Harrison Ave. on a vacant parcel in front of the AMP building. This site was selected because it is well shaded by a number of large live oak trees and is

located directly across from the Morton Plant Hospital campus. The park reaches out to the proposed Pinellas Trail route by way of an attractively landscaped esplanade. This is done with the intent to make the proposed trail more easily accessible to the thousands of Morton Plant employees.

The areas zoned as MPD, CPD, and P/SP remain unchanged.

Zoning Proposal 2						
	F.A.R.	Max. Height (Ft.)	Max. Lot Coverage	Street Setback (Ft.)	Area (Sq.Acres)	Percent of Total Land Area
Downtown Mixed Use (DMU)	1	35 - 120	50%	10 <	34.94	25%
Commercial Infill (CI)	0.4	35 - 50	30%	15 <	9	6%
Industrial Limited Research Development (ILRD)	0.75	50	60%	20	62.28	45%
Public / Semi-Public (P/SP)	.7 - .65	50	45%	35	17.25	12%
Open Space / Recreation (OS/R)	0.25	25	N/A	35	0.88	1%
Master Plan Development (MPD1)	Morton Plant Parking Lot (734 Parking Spaces)				9.46	7%
Master Plan Development (MPD2)	Morton Plant Utility Plant and Parking Lot (207 Parking Spaces)				3.92	3%
Commercial Plan Development (CPD)	Magnolia ACLF (64 Bed Capacity)				1.48	1%
<b>Total</b>					<b>139.2</b>	<b>100%</b>

Table 9. Zoning Proposal #2

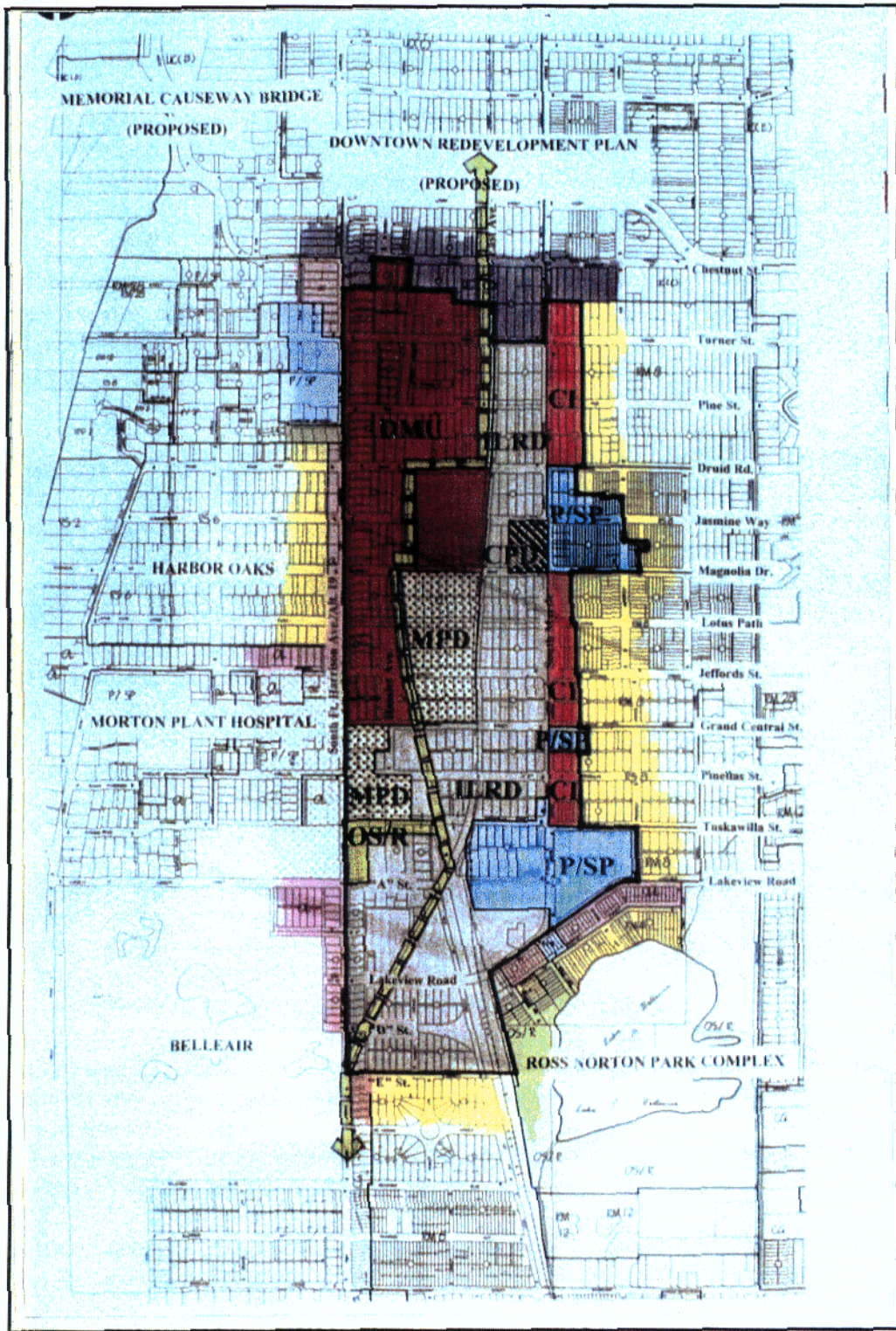


Figure 36. Map of South Fort Harrison area showing Zoning Proposal #2

### Zoning Proposal #3

- Downtown /Mixed Use (D/MU) provides for increased land use intensity (F.A.R. 1)
- Creation of a Site Plan Incentive District overlay
- D/MU adjacent to downtown redevelopment
- D/MU borders and encompasses proposed Pinellas Trail route
- D/MU increases Residential/Commercial Mixed-Use Development
- ILRD replaces Industrial Limited -- Accommodates Light Industrial, Commercial, and R&D uses (F.A.R. .75)
- ILRD area increased
- ILRD runs full length of CSX route
- Small pedestrian park (OS/R) extended to Pinellas Trail
- Commercial Infill buffer provided on east side of South Myrtle
- Residential capacity increased

The final zoning alternative proposal creates the opportunity for intense and diverse development in the South Fort Harrison district. The northwestern quadrant of the South Fort Harrison Study area is converted from a collection of Commercial General and Office Limited zoning districts into a single large Downtown/ Mixed Use zoning category. This district has a total area of is 35 acres and is bounded by the proposed Clearwater Downtown Redevelopment Plan on the north, South Fort Harrison Ave. to the west, Grand Central St. to the south, and the projected route of the Pinellas Trail to the east. This district also contains a Site Plan Incentive District (SPID) overlay which covers the D/MU district north of Magnolia Dr. (see fig. 37.) The purpose of creating a Site Plan Incentive District overlay is to encourage property owners to submit mixed-use Planned Development (PD) project proposals. Planned Development projects offer comprehensively designed land use recommendations which may include extra site improvements and urban amenities for the City. Subject to approval by the City Commission, Planned Developments may earn certain land use bonuses or greater latitude in dealing with prescribed land use restrictions and/or requirements.

As in Zoning Proposal #2, this alternative enlarges the area of Industrial Limited zoning and redefines it as an entirely new zoning classification, Limited Industrial/Research and Development (IL/RD). This new zoning classification would allow for all the permitted land uses of the Limited Industrial (IL) and the Research, Development, and Office Park (RD) zoning types. The total acreage of this proposed new zoning district is increased to 62.28 acres from the 44 acres of the antecedent IL zoning. The new zoning district would retain the higher .75 F.A.R. of the IL zoning as opposed to the lower .4 F.A.R. required by RD zoning. A key feature of this plan is that the ILRD district maintains constant contact with the CSX rail lines which run the entire length of the South Fort Harrison region. This is done to facilitate rail availability in this zoning district and possibly serve to attract new industries which require rail access. It is our belief that this zoning strategy will best facilitate the City of Clearwater's ability to attract the high tech, medical research type of industry that it desires.

CI zoning is extended to run along the east side of South Myrtle Ave. in anticipation of it becoming a major north/south downtown connector and commercial corridor as proposed by the Clearwater Downtown Redevelopment Plan. This strategy gives property owners along South Myrtle Ave. a greater latitude of response to the possibility of rapidly changing market demands.

Zoning for a small park is proposed along South Fort Harrison Ave. on a vacant parcel in front of the AMP building. This site was selected because it is well shaded by a number of large live oak trees and is



located directly across from the Morton Plant Hospital campus. It is connected to the proposed Pinellas Trail by a tree lined promenade. This provides easy access to the Pinellas Trail for Morton Plant employees as well as for others walking along South Fort Harrison Ave. We believe the convenience of this arrangement; park, promenade and trail, will encourage Morton Plant employees to avail themselves to the many possible amenities offered by the proposed Pinellas Trail extension.

The areas zoned as MPD, CPD, and P/SP remain unchanged.

Zoning Proposal 3						
	F.A.R.	Max. Height (Ft.)	Max. Lot Coverage	Street Setback (Ft.)	Area (Sq.Acres)	Percent of Total Land Area
Downtown Mixed Use (DMU)	1	35 - 120	50%	10 <	34.94	25%
Commercial Infill (CI)	0.4	35 - 50	30%	15 <	9	6%
Industrial Limited Research Development (ILRD)	0.75	50	60%	20	62.28	45%
Public / Semi-Public (P/SP)	.7 - .85	50	45%	35	17.25	12%
Open Space / Recreation (OS/R)	0.25	25	N / A	35	0.88	1%
Master Plan Development (MPD1)	Morton Plant Parking Lot (734 Parking Spaces)				9.46	7%
Master Plan Development (MPD2)	Morton Plant Utility Plant and Parking Lot (207 Parking Spaces)				3.92	3%
Commercial Plan Development (CPD)	Magnolia ACLF (64 Bed Capacity)				1.48	1%
<b>Total</b>					<b>139.2</b>	<b>100%</b>

Table 9. Zoning Proposal #3

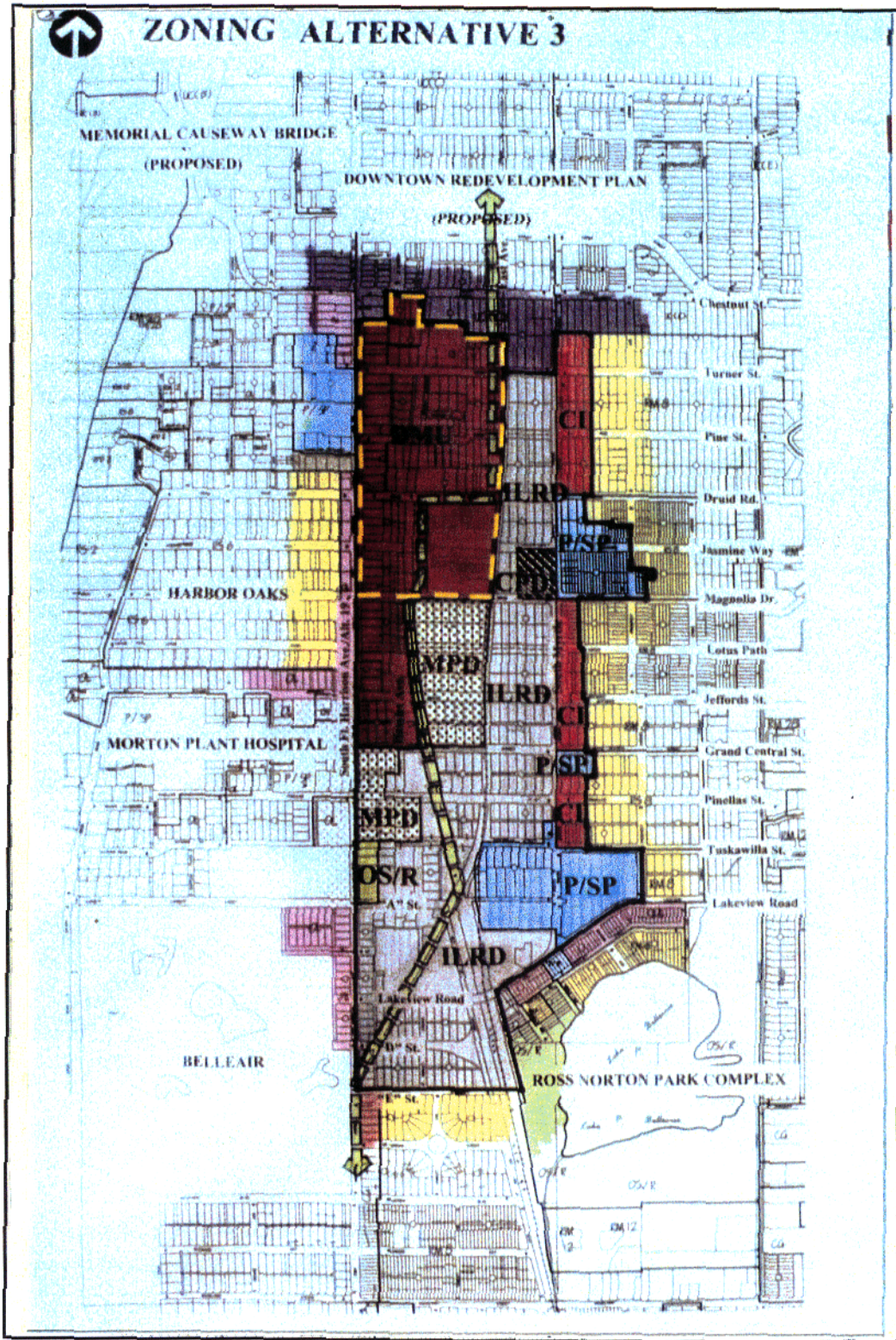


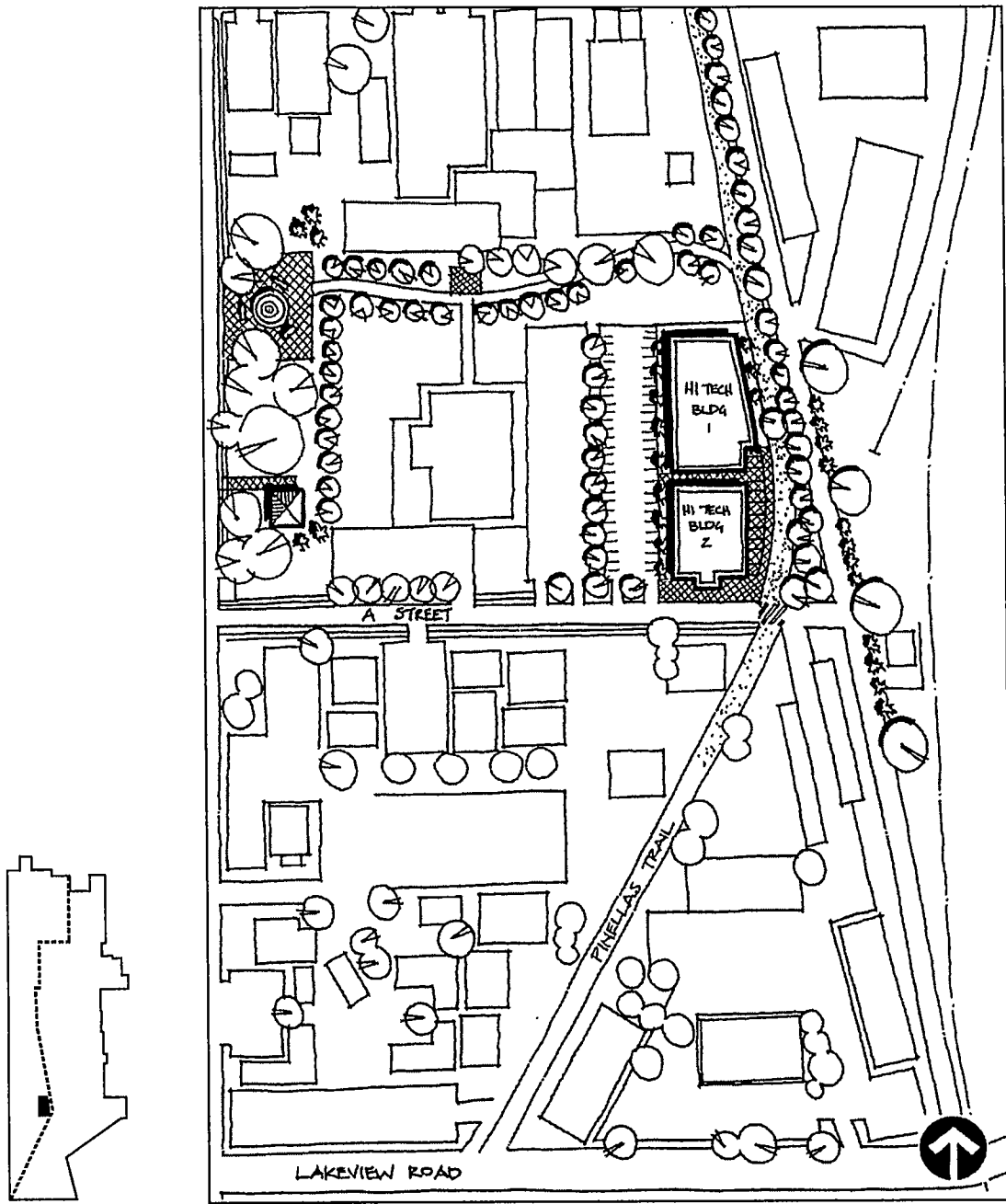
Figure 37. Map of South Fort Harrison area showing Zoning Proposal #3

## Land Use and Design Development Recommendations

### Summary of Potential Improvements

Seven different conceptual urban design proposals generated by the Florida Center are illustrated in the following pages. The intent of this exercise is to demonstrate that attractive, feasible, and marketable redevelopment can occur in the South Fort Harrison area when the right zoning and land use strategies are employed. The sites selected were either distressed properties, vacant land or infill conditions. The proposed design concepts focus on issues such as:

- More Efficient Land Use
- Reduction of Vacant Land
- Streets / Streetscape (poor sidewalk and dead-end conditions)
- Landscape / Buffering conditions
- Architectural Design (continuity)
- The Pinellas Trail as community amenity and catalyst
- The revival of residential neighborhoods
- The introduction of mixed- use developments
- Commercial infill
- High tech and/or light industrial facilities as good neighbors



Key Map

Figure 38. Site plan of Hi-Tech development proposal along Pinellas Trail

*Proposal # 1*

Two sites are considered here. A 2.75 acre vacant land parcel located behind the AMP facility along “A” St. and a 1.1 acre tree covered site on S. Ft. Harrison Ave. Proposed are the creation of a public park on S. Ft. Harrison Ave. and a high tech research facility on the vacant land behind AMP. The high tech facility will embrace the Pinellas Trail which is routed along the sites eastern edge. The dead end condition of “A” St. will be alleviated by opening a connector street Lakeview Rd. The Pinellas Trail is connected to the park on S. Ft. Harrison Ave. by a tree lined esplanade.



Figure 39. Existing site of proposed Hi-Tech development

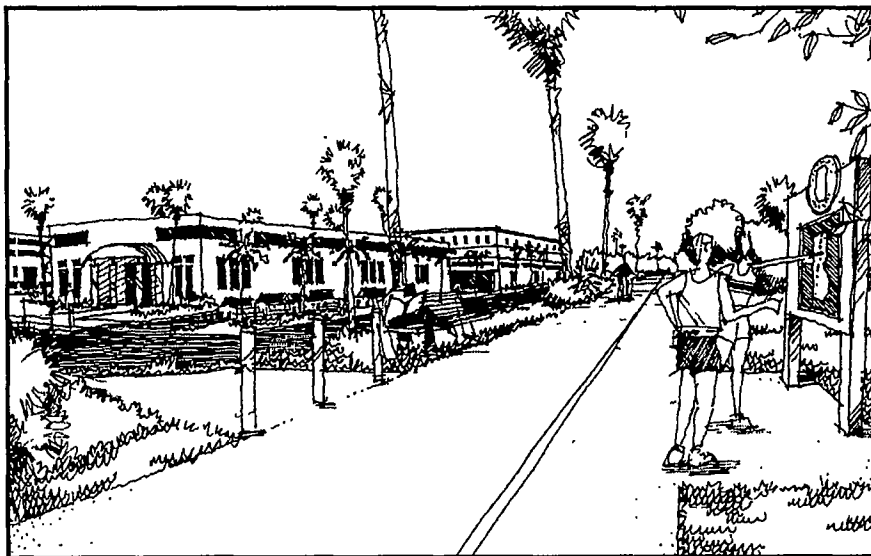
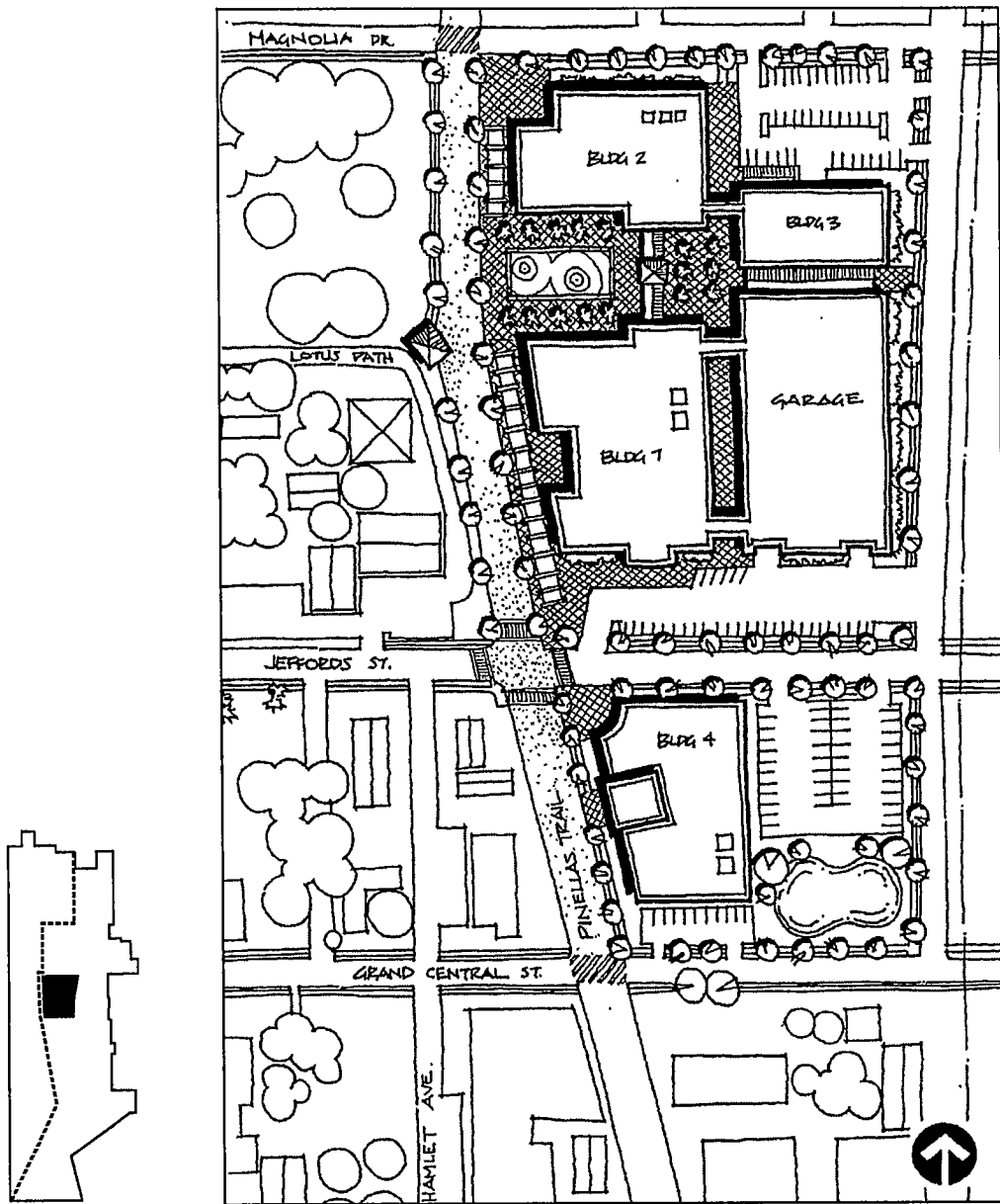


Figure 40. High Tech Industrial Development along Pinellas Trail



Key Map

Figure 41. Site plan of Morton Plant - USF teaching facility proposal

*Proposal # 2*

The site selected is the 9.46 acre parking lot owned by Morton Plant Hospital. This site is currently zoned MPD. Our proposal consists of the construction of the planned 20,000 sq. ft. medical teaching facility and a parking garage facility to absorb the 734 displaced parking spaces. The proposed project will engage the Pinellas Trail which runs along its western edge. Increased vehicular access to the project site is accomplished by creation of a connector street that stretches along the eastern border from Grand Central St. to Magnolia Dr. and the elimination of the dead-end condition on Magnolia Dr.

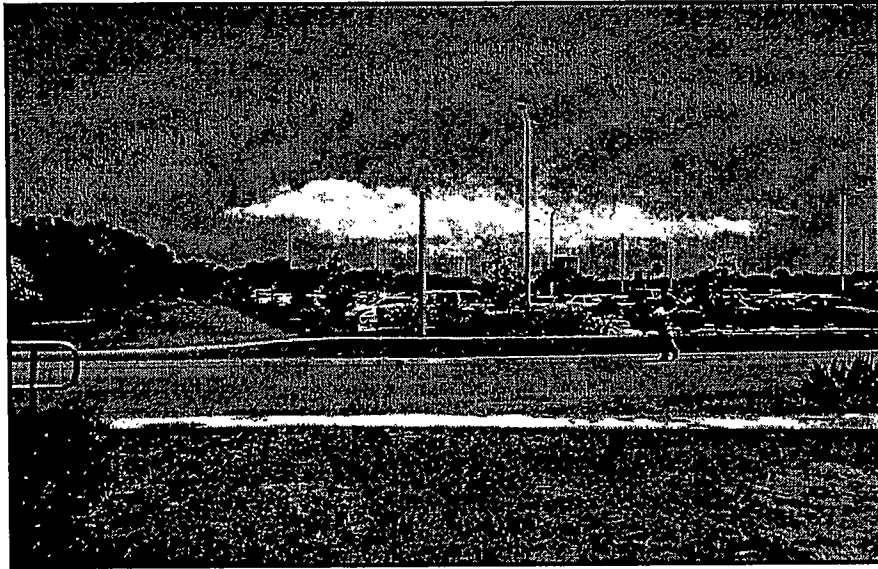


Figure 42. Existing site of Morton Plant Hospital parking lot

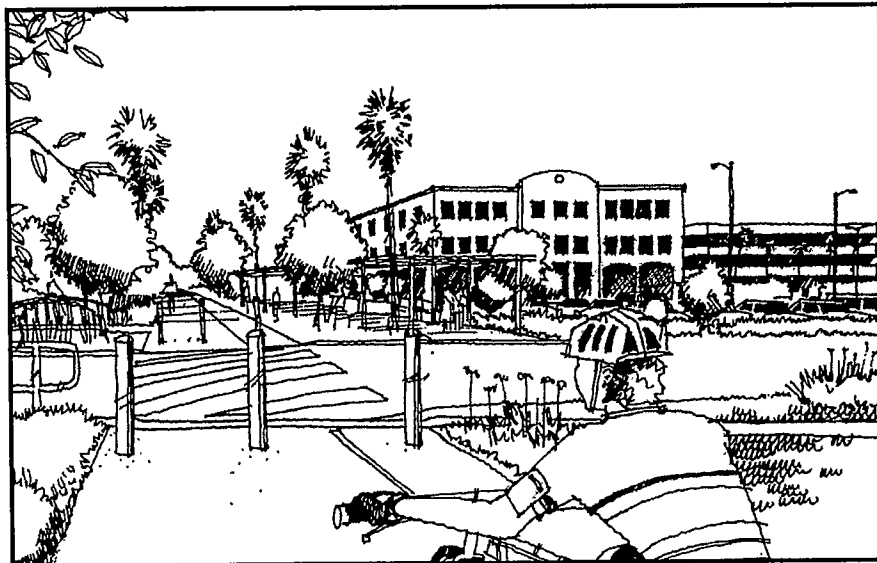
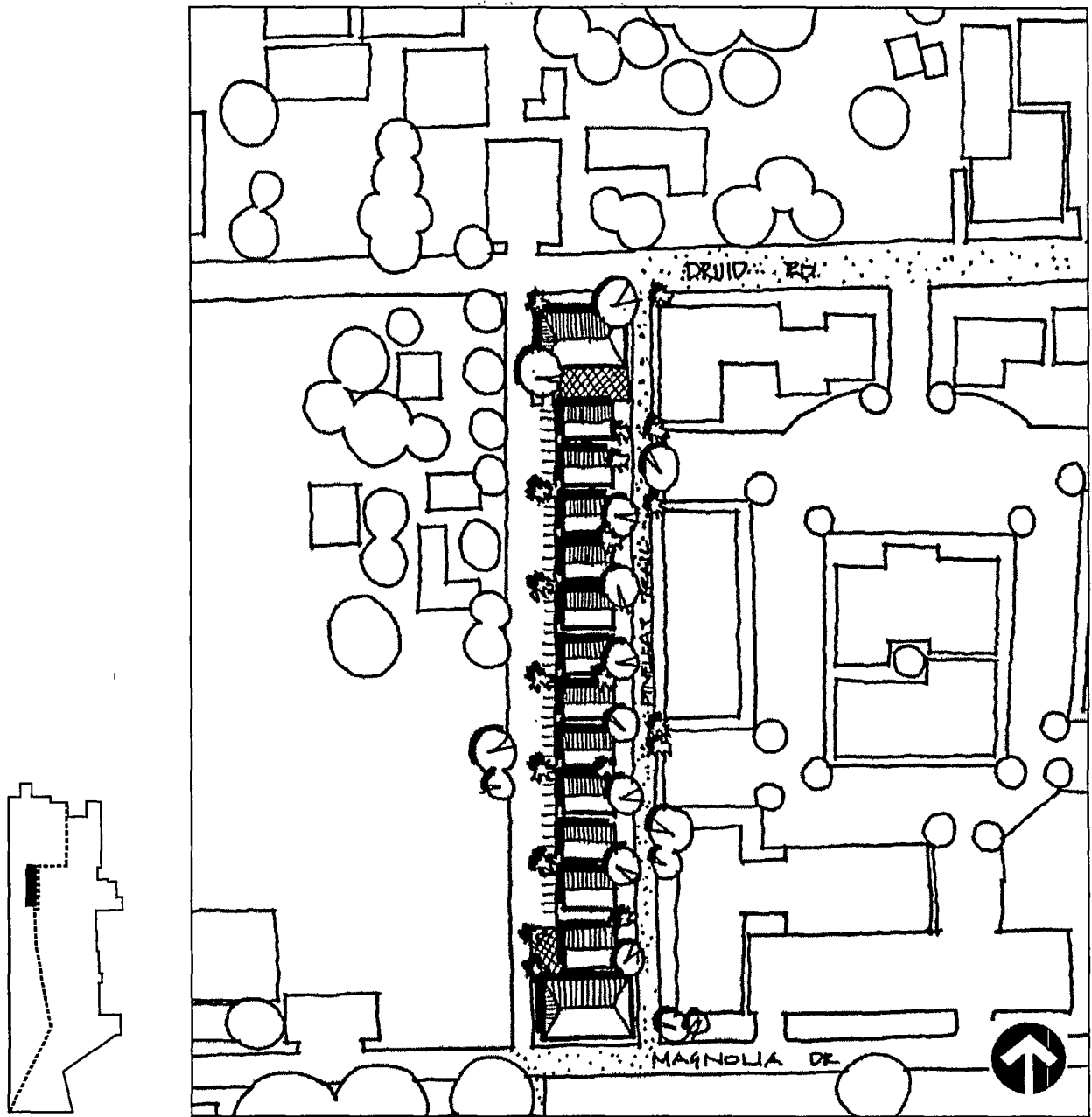


Figure 43. Morton Plant Master Plan Development along Pinellas Trail



Key Map

Figure 44. Site plan for townhouse development with mixed-use as anchors

*Proposal # 3*

The site is a 2.1 acre strip of land that runs from Magnolia Dr. to Druid Rd. Proposed is the creation of a townhouse community which is anchored at both ends by mixed-use projects. The Pinellas Trail parallels the development, affording residents a pedestrian convenience as well as a buffer from the office park complex to the east.

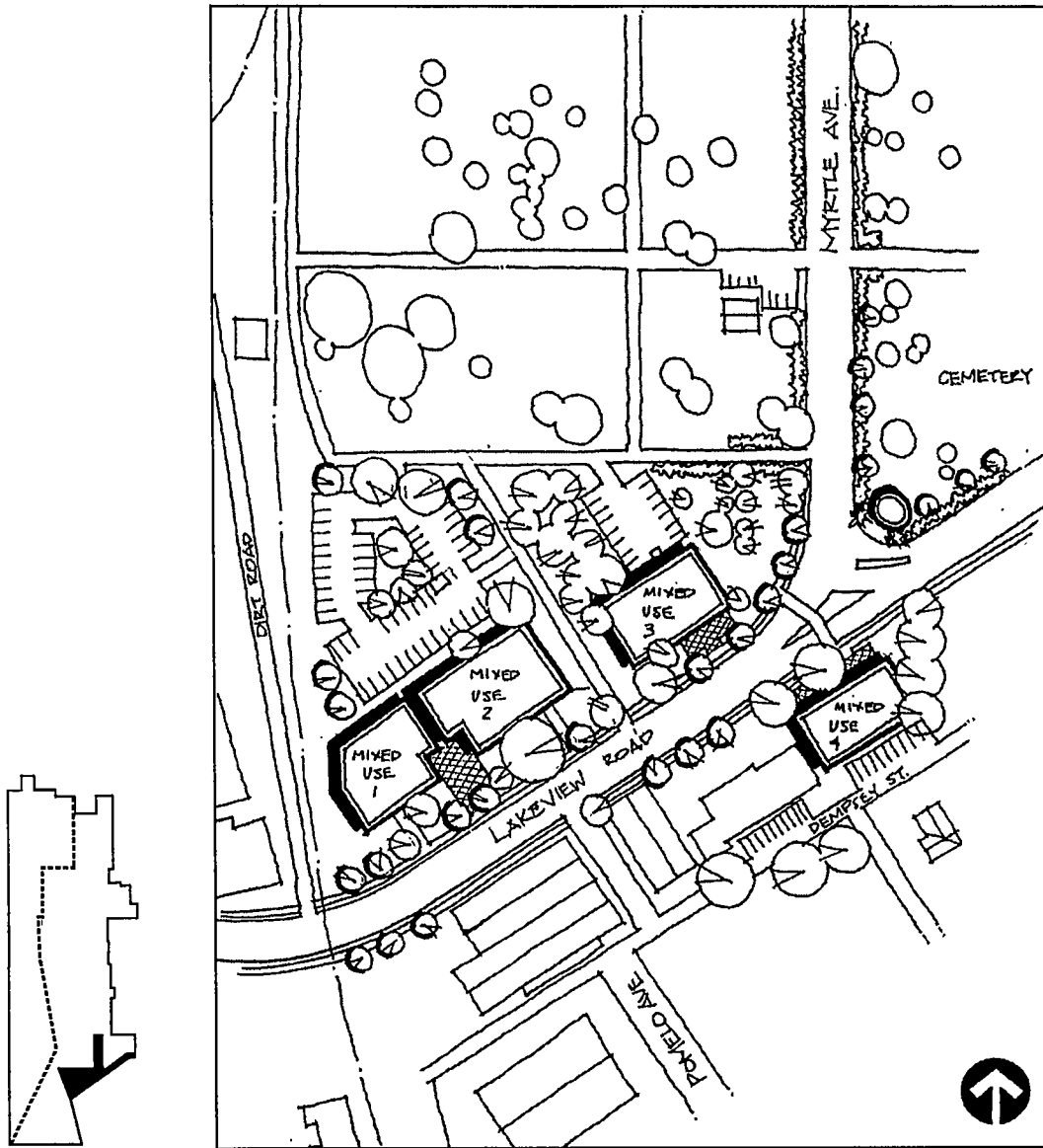




Figure 45. Site of proposed townhouse and mixed-use development



Figure 46. Mixed-use anchor of townhouse development along Pinellas Trail



Key Map

Figure 47. Site plan for South Myrtle Ave. and Lakeview Rd. landscape and mixed-use project

*Proposal # 4*

This proposal occurs at intersection of S. Myrtle Ave. and Lakeview Rd. and its immediate vicinity. The cemetery receives some badly needed roadside landscaping and buffering from neighboring land uses. A well landscaped mixed-use complex is designed for the vacant property which runs along the northern edge of Lakeview Rd. The result of these improvements is the creation of an inviting gateway into the S. Myrtle Ave. commercial corridor.



Figure 48. Intersection of Lakeview Rd. and S. Myrtle Ave.

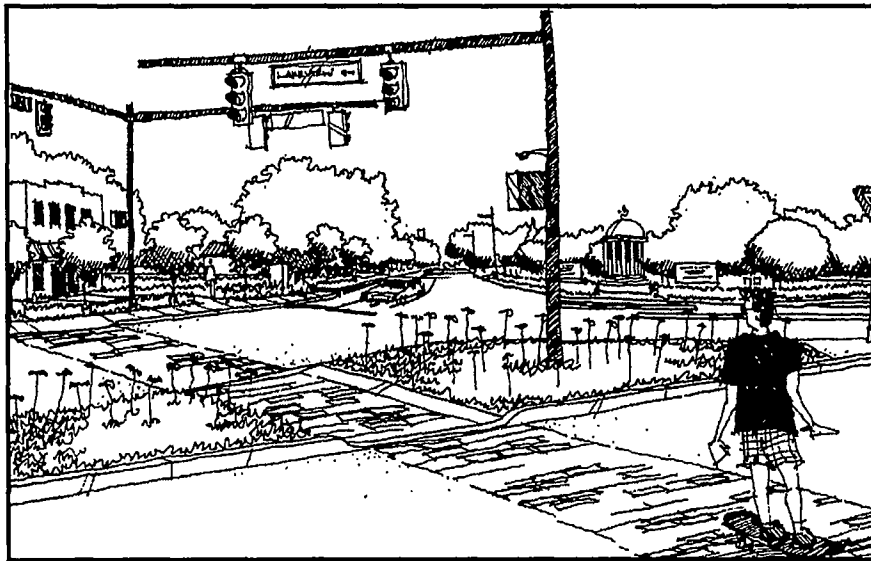
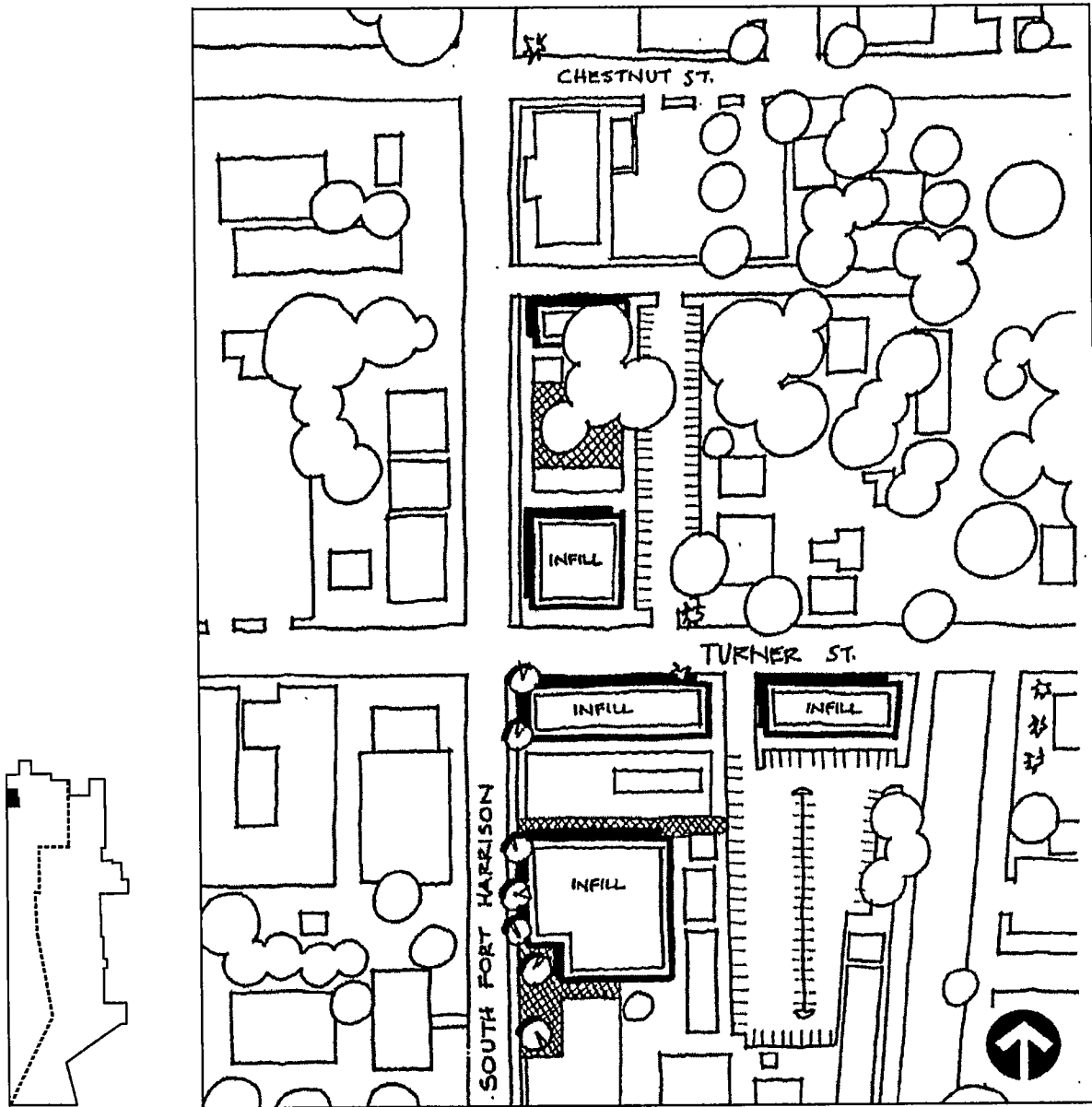


Figure 49: Landscape improvements at the intersection of Lakeview Rd. and S. Myrtle Ave. intersection



Key Map

Figure 50. Site plan of potential infill developments at intersection Turner St. and South Fort Harrison Ave.

*Proposal # 5*

This proposal focuses on the redevelopment of several isolated vacant lots on S. Ft. Harrison. The infill projects are designed as mixed-use structures with commercial retail or office on the ground floor and residential apartments above. The establishment of continuity in architectural character and uniform streetscaping aids in the creation of a readily identifiable community image.



Figure 51. Existing conditions on South Fort Harrison Avenue

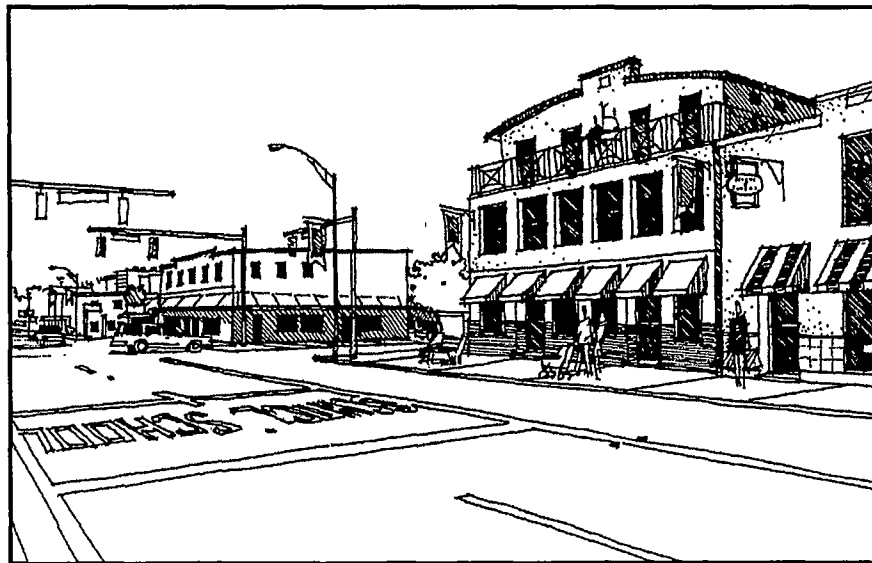
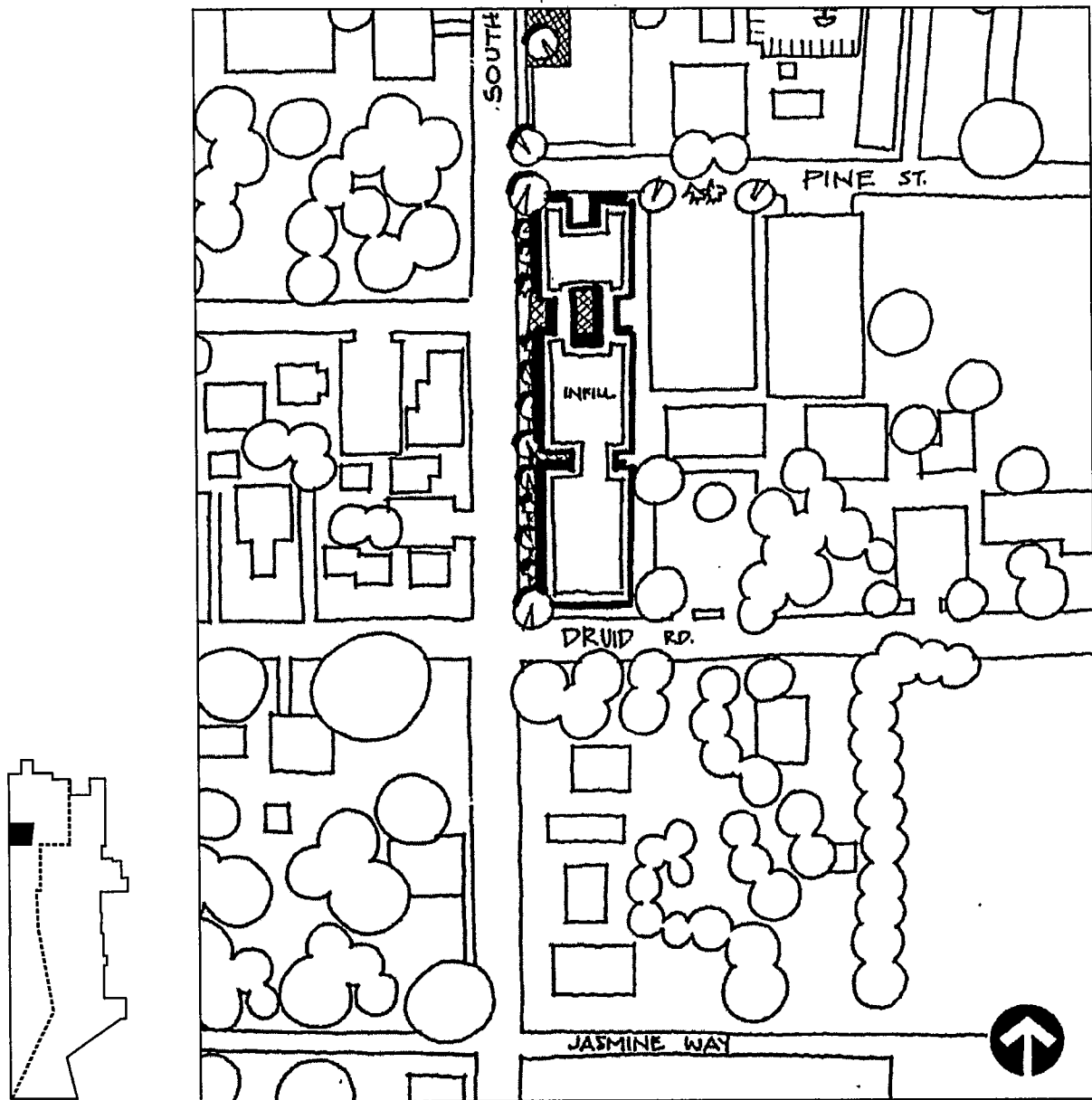


Figure 52. South Fort Harrison Ave. mixed-use infill developments



Key Map      Figure 53. Site plan of large mixed-use development on South Fort Harrison

*Proposal # 6*

The site for this proposal is an 1.5 acre vacant block between Pine St. and Druid Rd. The mixed-use project features high end retail, a street side cafe, and a fine restaurant with interior courtyard at street level with large spacious residential units at the subsequent levels. Wrapped by a continuous arcade and overlooking balconies this multi-faceted complex is notable for its pronounced architectural style which beckons the local vernacular. It establishes a strong design precedent for future development to emulate.



Figure 54. Existing vacant site for proposed mixed-use development on S. Ft. Harrison Ave.

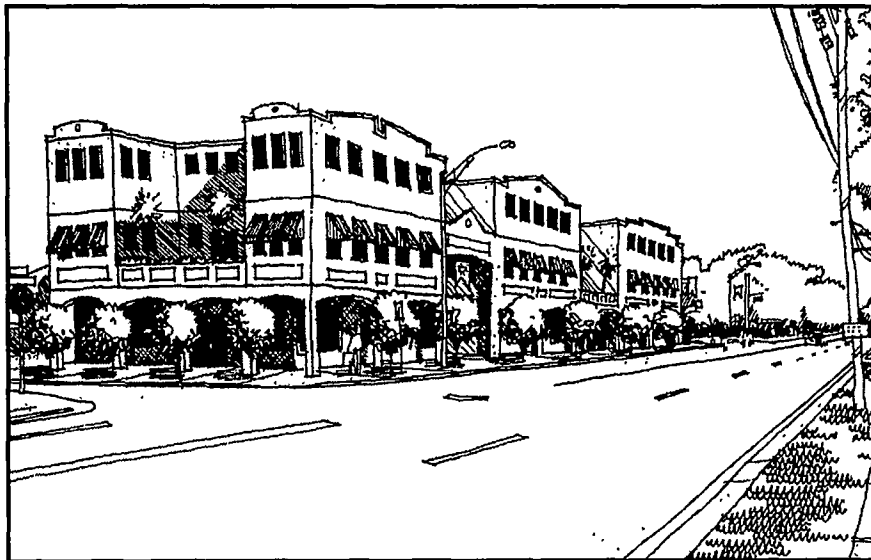


Figure 55. Mixed-use development complex on South Fort Harrison Ave.



Key Map

Figure 56. Site plan for rowhouse development proposed for Pine Street

*Proposal # 7*

This proposal places a much needed rowhouse community on a 3.5 acre vacant land parcel located at the dead end of Pine St. The community is connected by a through street to Druid St. and Turner St. The Pinellas Trail runs parallel to the proposed neighborhood providing a local pedestrian amenity as well as a buffer to the CSX tracks to the east.





Figure 57. Dead-end condition at Pine Street



Figure 58. Pine Street rowhouse neighborhood development

## **Project Summary and Recommendations**

- Study area zoning proposals designed to respond to future market and land use demands imposed by evolving neighboring districts (Morton Plant Hospital and Clearwater Downtown Redevelopment Plan)
- Compatibility of mixed uses in proposed flexible zoning districts ensured through enforced conformity to design specifications (architectural streetscaping, landscaping, buffering, etc.)
- Enhance community attractiveness to high quality growth (industrial, high tech, commercial, residential)
- Increased pedestrian and vehicular accessibility through improved surface infrastructure (Pinellas Trail, improved sidewalk network, elimination of dead end streets, address drainage issues, etc.)
- Revival of residential development
- Pinellas Trail functions as community focal point and catalyst for development
- Land use intensity increased (tax revenue benefits)
- Emphasis placed on developing community character and identity
- Good neighbor to surrounding communities

**Appendix I. Demographics**

**PERSONS**

Study Area Characteristics		Surrounding Blocks Characteristics		City of Clearwater Characteristics	
Persons in Study Area		Persons in Surrounding Blocks		Persons in Clearwater	
270		13,101		98,602	
Persons Under 18 in Study Area	Percent of Persons Under 18 in Study Area	Persons Under 18 in Surrounding Blocks	Percent of Persons Under 18 in Surrounding Blocks	Persons Under 18 in Clearwater	Percent of Persons Under 18 in Clearwater
19	7%	2,077	16%	17,287	18%
Persons Over 65 in Study Area	Percent of Persons Over 65 in Study Area	Persons Over 65 in Surrounding Blocks	Percent of Persons Over 65 in Surrounding Blocks	Persons over 65 in Clearwater	Percent of Persons over 65 in Clearwater
32	12%	4,262	33%	25,257	26%
Total Persons Under 18 and Over 65 in Study Area	Total Percent of Persons Under 18 and Over 65 in Study Area	Total Persons Under 18 and Over 65 in Surrounding Blocks	Percent of Persons Under 18 and Over 65 in Surrounding Blocks	Total Persons Under 18 and Over 65 in Clearwater	Percent of Persons Under 18 and over 65 in Clearwater
51	19%	6,339	48%	42,544	43%

Source: 1990 Census of Population and Housing

**HOUSING UNITS**

Study Area Characteristics		Surrounding Blocks Characteristics		City of Clearwater Characteristics	
Housing Units in Study Area		Housing Units in Surrounding Blocks		Housing Units in Clearwater	
104		6,937		53,768	
Total One Unit Detached or Attached Structures in Study Area	Percent of One Unit Detached or Attached Structures in Study Area	Total One Unit Detached or Attached Structures in Surrounding Blocks	Percent of One Unit Detached or Attached Structures in Surrounding Blocks	One Unit Detached or Attached Structures in Clearwater	Percent of One Unit Detached or Attached Structures in Clearwater
60	58%	3,004	43%	24,571	46%
Total Housing Units with 10 or more Units in Structure in Study Area	Percent of Housing Units with 10 or more Units in Structure in Study Area	Total Housing Units with 10 or more Units in Structure in Surrounding Blocks	Percent of Housing Units with 10 or more Units in Structure in Surrounding Blocks	Total Structures with 10 or more Units in Structure in Clearwater	Percent of Housing Units with 10 or more Units in Structure in Clearwater
0	0%	2,332	34%	14,971	28%

**OCCUPIED HOUSING UNITS**

Study Area Characteristics		Surrounding Blocks Characteristics		City of Clearwater Characteristics	
Total Occupied Housing Units in Study Area	Percent of Housing Units Occupied in Study Area	Total Occupied Housing Units in Surrounding Blocks	Percent of Housing Units Occupied in Surrounding Blocks	Total Occupied Housing Units in City of Clearwater	Percent of Housing Units Occupied in City of Clearwater
93	89%	5,992	86%	44,075	82%
Total Owner Occupied Housing Units in Study Area	Percent of Owner Occupied Housing Units in Study Area	Total Owner Occupied Housing Units in Surrounding Blocks	Percent of Owner Occupied Housing Units in Surrounding Blocks	Total Owner Occupied Housing Units in Clearwater	Percent of Owner Occupied Housing Units in Clearwater
29	31%	2,758	46%	27,210	62%
Total Renter Occupied Housing Units in Study Area	Percent of Renter Occupied Housing Units in Study Area	Total Renter Occupied Housing Units in Surrounding Blocks	Percent of Renter Occupied Housing Units in Surrounding Blocks	Total Renter Occupied Housing Units in Clearwater	Percent of Renter Occupied Housing Units in Clearwater
64	69%	3,234	54%	16,865	38%
Persons in Occupied Housing Units in Study Area	Percent of Persons in Occupied Housing Units in Study Area	Persons in Occupied Housing Units in Surrounding Blocks	Percent of Persons in Occupied Housing Units in Surrounding Blocks	Persons in Occupied Housing Units in City of Clearwater	Percent of Persons in Occupied Housing Units in City of Clearwater
183	68%	11,824	90%	95,446	97%

Density Comparisons

Study Area	Surrounding Blocks	City of Clearwater
<p>Total Acres in Study Area</p> <hr/> <p>168</p>	<p>Total Acres of Surrounding Blocks</p> <hr/> <p>2,038</p>	<p>Total Acres of Blocks in City of Clearwater</p> <hr/> <p>15,317</p>
<p>Average Persons per Acre in Study Area</p> <hr/> <p>116</p>	<p>Average Persons per Acre in Surrounding Blocks</p> <hr/> <p>64</p>	<p>Average Persons per Acre in City of Clearwater</p> <hr/> <p>62</p>
<p>Average Housing Units Per Acre in Study Area</p> <hr/> <p>0.6</p>	<p>Average Housing Units per Acre in Surrounding Blocks</p> <hr/> <p>3.4</p>	<p>Average Housing Units per Acre in City of Clearwater</p> <hr/> <p>3.4</p>
<p>Average Occupied Housing Units Per Acre in Study Area</p> <hr/> <p>0.6</p>	<p>Average Occupied Housing Units per Acre in Surrounding Blocks</p> <hr/> <p>2.9</p>	<p>Average Occupied Housing Units per Acre in City of Clearwater</p> <hr/> <p>2.8</p>

**Appendix II. Survey Questionnaires**

Background Information

1) Do you live in or near the study area?    Y    N    (Circle one)

If so, for how long? \_\_\_\_\_ Years? \_\_\_\_\_ Months? \_\_\_\_\_

Where? \_\_\_\_\_

Own?      Rent?      (Circle one)

2) How many people in each age group live in your home?

18 and under \_\_\_\_\_ 18-30 \_\_\_\_\_ 31-44 \_\_\_\_\_ 45-64 \_\_\_\_\_ 65 and above \_\_\_\_\_

3) Do you work in the study area?      Y    N    (Circle one)

Where? \_\_\_\_\_

Employer? \_\_\_\_\_

How long employed? \_\_\_\_\_ Years? \_\_\_\_\_ Months \_\_\_\_\_

4) Do you own property in the study area?    Y    N    (Circle one)

Where? \_\_\_\_\_

Use? \_\_\_\_\_

How many years owned? \_\_\_\_\_

5) Do you own a business in the study area?    Y    N

Where? \_\_\_\_\_

Type? \_\_\_\_\_

How many years owned? \_\_\_\_\_

Zoning and Land Use

6) Looking at the accompanying zoning map, where do you feel the current zoning appropriately responds to land use needs for the South Fort Harrison area? Please explain your answer.

---

---

---

---

7) In what areas of the South Fort Harrison area do you feel that existing zoning is not appropriate? Why or why not?

---

---

---

8) What adjustments to the current zoning plan would you recommend for the South Fort Harrison area?

---

---

---

---

9) What is your opinion of the current land use occurring in the South Fort Harrison area?

---

---

---

10) Which land use types do you perceive to be the most beneficial (economically, socially, aesthetically) to the area of study? Please explain.



---

---

---

---

11) Which land use is least beneficial to the area? Explain.

---

---

---

---

12) How do you perceive the evolution of the South Fort Harrison area over time?

---

---

---

---

13) What changes concerning zoning and/or land use would you like to see in order to achieve the best use of the South Fort Harrison area in the future?

---

---

---

---

14) What activities or conditions occurring in the adjacent areas do you feel has the potential to significantly affect the South Fort Harrison area?

---

---

---

15) In your opinion, will these events have a positive or negative affect on the study area?  
Please explain.

---

---

---

---

**Vehicular and Pedestrian Traffic**

16) If you work in the study area, how long is your commute in minutes? \_\_\_\_\_

17) What mode of transportation do you primarily utilize?

---

---

18) Generally, what is your opinion of the traffic conditions in the study area?

---

---

---

---

19) More specifically, how do you rate the following streets?

South Fort Harrison Ave. (Alt 19) \_\_\_\_\_

Chestnut/Court St. \_\_\_\_\_

South Myrtle Ave. \_\_\_\_\_

Lakeview Rd. \_\_\_\_\_

Other specific streets or intersections? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

20) What recommendations do you have for improving traffic conditions in the study area?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

21) The Pinellas Trail will be extended through the study area (see map) and has the potential to function not only as a recreational amenity, but also as a neighborhood link. Are you in favor of the Pinellas Trail coming through this district? Y N

Why or why not?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

22) What types of features or activities would you like to see along the Pinellas Trail in the South Fort Harrison area?

\_\_\_\_\_

---

---

---

23) Where along the Trail is a likely place to locate these activities?

---

---

---

24) Do you see a need for additional open green space in the study area? If so, where?

---

---

---

25) Are there places in the study area that would benefit from improved streetscaping or landscape buffers?    Y    N

If so, where are they located? \_\_\_\_\_

---

---

26) Are current sidewalk conditions adequate?    Y    N

Where are conditions inadequate?

---

---

---

27) Do you use the public transit system? Y N

How often? \_\_\_\_\_

28) Are transit stops and routes convenient and/or appropriately placed? Y N

If not, what changes would you recommend?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Crime

29) Are there any specific troubled crime areas in or near the study area?

If so, where are they located? \_\_\_\_\_

What types of crimes dominate these areas? \_\_\_\_\_

\_\_\_\_\_

30) What factors contribute to these troubled areas?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

31) What influence have Neighborhood Crime Watch groups had on crime in the South Fort Harrison area?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

31) What influence have Neighborhood Crime Watch groups had on crime in the South Fort Harrison area?

---

---

---

---

32) What physical improvements would be desirable to assist in discouraging criminal behavior (i.e. improved lighting, landscaping, sidewalks, elimination of dead-end streets, etc.)?

---

---

---

---

## Bibliography

- Agency, C. C. R. (1995). Clearwater Downtown Redevelopment Plan (Report ). Clearwater.
- Andrew, C. I., & Merriam, D. H. (1988). Defensible Linkage. Journal of the American Planning Association(Spring), 199-205.
- Audirac, I., Shermeyen, A. H., & Smith, M. T. (1990). Ideal Urban Form and Visions of the Good Life: Florida's Growth Management Dilemma. Journal of the American Planning Association(Autumn), 470-491.
- Barnett, J. (1995). The Fractured Metropolis: Improving the New City, Restoring the Old City, Reshaping the Region. (1 ed.). New York, N.Y.: HarperCollins.
- Bollens, S. A. (1990). Constituencies for Limitation and Regionalism: Approaches to Growth Management. Urban Affairs Quarterly, 26(1), 46-47.
- Brower, D. J., & Carol, D. S. (Eds.). (1987). Managing Land Use Conflicts: Case Studies in Special Area Management. Durham, N.C.: Duke University Press.
- Chapman, J. I. (1988). Land Use Planning and the Local Budget: A Model of their Interrelationships. Public Administration Review(July/August), 800-806.
- City of Clearwater, F. (1992). Land Development and Building and Development Regulations . Tallahassee: Municipal Code Corporation.
- Clearwater, C. o. (1994). Zoning Atlas: City of Clearwater . Clearwater, Florida: City of Clearwater.
- Cooper, F. (1990). A Community Problem Solving Toolbox: Seven Principles and Some Examples. Public Management(October), 20-22.
- Department, P. C. E. (1995). Plans of Proposed Pinellas Recreational Trail from Belleview Boulevard to Jones Street (pp. 28). Clearwater, Florida: Pinellas County Engineering Department.
- Department, P. C. P. (1995). 1995 Guide to the Pinellas Trail (6 ed., pp. 37). Clearwater, Florida: Pinellas County Planning Department.
- Development, C. o. C. D. o. P. a. (1989). City of Clearwater Comprehensive Plan: Goals, Objectives and Policies . Clearwater.
- Deyo, T. (1991). Employer-Assisted Housing: Strategies for Revitalizing Communities. Journal of Housing(September/October), 227-236.
- Diamond, H. L., & Noonan, P. F. (1996). Land Use in America: The Report of the Sustainable Land Use Project. Washington, D.C.: Island Press.

- Fainstein, S. S., Fainstein, N. I., Hill, R. C., Judd, D. R., & Smith, M. P. (1986). Restructuring the City: The Political Economy of Urban Redevelopment. (Revised ed.). White Plains, N.Y.: Longman, Inc.
- Gakenheimer, R. (1993). Land Use/Transportation Planning: New Possibilities for Developing and Developed Countries. Transportation Quarterly, 47(2), 311-322.
- Gore, T., & Nicholson, D. (1991). Models of the Land Development Process: A Critical Review. Environment and Planning, 23, 705-730.
- Langdon, P. (1995). The Urbanist's Reward. Professional Architecture(August), 82-89.
- Lenz, T. J. (1988). Neighborhood Development: Issues and Models. Social Policy(Spring), 24-30.
- Leven, C. (1991). Distance, Space and the Organization of Urban Life. Urban Studies, 28(3), 319-325.
- Nebraska, C. o. L. (1995). Comprehensive Development Plan 1995 . Bennett, Nebraska.
- Nelson, A. C. (1992). Elements of Effective State Land Use Planning Policy. Journal of Urban Planning and Development, 118(3), 97-105.
- Nelson, A. C. (1992). Estimating Functional Population for Facility Planning. Journal of Urban Planning and Development, 118(2), 45-64.
- Nickel, D. R. (1995). The Progressive City? Urban Redevelopment in Minneapolis. Urban Affairs Review, 30(3), 355-377.
- Opalski, D. V. (1992). Jobs, Housing, Transportation: A Balance Through Mediated Fair Shares. Journal of Housing(November/December), 290-300.
- Peirce, N. R. (1994). A New Way to Bring Home the Bacon. National Journal(October), 2359.
- Pisano, M. (1995). Federal Policy and Community Involvement: Responding to National Economic and Social Trends. National Civic Review(Winter), 30-36.
- Research, F. C. f. C. D. (1995). North/South Greenwood Residential Infill Study . Clearwater: University of South Florida.
- Robertson, K. A. (1995). Downtown Redevelopment Strategies in the United States: An End-of-the-Century Assessment. Journal of the American Planning Association.
- Sawicki, D. S., & Patrice, F. (1996). Neighborhood Indicators: A Review of the Literature and an Assessment of Conceptual and Methodological Issues. Journal of the American Planning Association, 62(2), 165-183.
- Smallwood, C. (1993). A Matter of Pride. American City and County (February), 47-51.
- Smart, E. (1985). Making Infill Projects Work. Washington, D.C.: Urban Land Institute.



- 
- Transportation, F. D. (1995). Tentative Five-Year Work Program: Working Together for Transportation (Report ). Tallahassee, Florida: Florida Department of Transportation.
- Wegener, M. (1994). Operational Urban Models: State of the Art. Journal of the American Planning Association, 60(1), 17-21.
- Whelan, J. (1994). Assessing Urban Planning Schemes by means of Multi-criteria Evaluation Techniques: The Case of Pedestrianisation. Urban Studies, 31(2), 309-328.
- Widner, R. C. (1994). Planning Law Primer: Understanding Spot Zoning. Planing Commissioners Journal(13).
- Wyatt, M. (1993). A Critical View of Land Value Taxation as a Progressive Strategy for Urban Revitalization, Rational Land Use, and Tax Relief. Review of Radical Political Economics, 26(1), 1-25.



Florida Center for Community Design + Research

## South Fort Harrison

### Credits

<b>Principal Researcher:</b>	J. Texada
<b>Research Assistants:</b>	Greg Ferrara Amy Joiner Phyllis Lewis Maria Pellot Renae Tvedt Haiqun Wang Jason Westrope
<b>Technical Assistants:</b>	Kyle Campbell Shawn Landry Catherine Stolba
<b>Office Manager:</b>	Barbara Leidy
<b>Director:</b>	John Marsh