



BOARD OF COUNTY COMMISSIONERS

DATE: October 7, 2014
AGENDA ITEM NO. 2

Consent Agenda

Regular Agenda

Public Hearing

CW
County Administrator's Signature:

Subject:

Substantive Plan Change to the Madeira Beach Town Center Special Area Plan (SAP)

Department:

Planning and Development Services

Staff Member Responsible:

Jacob Stowers, Interim Executive Director

Recommended Action:

I RECOMMEND THE BOARD OF COUNTY COMMISSIONERS (BOARD), SITTING AS THE COUNTYWIDE PLANNING AUTHORITY (CPA) CONDUCT A PUBLIC HEARING AND APPROVE THE PROPOSED SUBSTANTIVE PLAN CHANGE CASE CW 09-16 (SAP CHANGE NO. 1-2014), SUBMITTED BY THE CITY OF MADEIRA BEACH.

Summary Explanation/Background:

Planning and Development Services Staff recommends approval of this substantive plan change as outlined by the Pinellas Planning Council (PPC).

Fiscal Impact/Cost/Revenue Summary:

N/A

Exhibits/Attachments Attached:

PPC memorandum and attachments



COUNCIL MEMBERS

310 Court Street • Clearwater, Florida 33756-5137
Telephone 727.464.8250 • Fax 727.464.8212
www.pinellasplanningcouncil.org

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TO: The Honorable Chair and Members
of the Board of County Commissioners,
In Your Capacity as the Countywide Planning Authority

THROUGH: Mark Woodard, County Administrator

FROM: Michael C. Crawford, Interim Executive Director
Pinellas Planning Council

DATE: October 7, 2014

Subject: Proposed Regular Amendment to the Countywide Plan Map

Michael C. Crawford, AICP
Interim Executive Director

Recommendation:

THE PINELLAS PLANNING COUNCIL RECOMMENDS THE BOARD OF COUNTY COMMISSIONERS (BOARD), IN YOUR CAPACITY AS THE COUNTYWIDE PLANNING AUTHORITY, CONDUCT A PUBLIC HEARING AND APPROVE SUBSTANTIVE PLAN CHANGE CW 09-16 (SAP CHANGE NO. 1-2014) AS SUBMITTED BY THE CITY OF MADEIRA BEACH.

Summary Explanation/Background:

The Countywide Planning Authority has received one case concerning a Substantive Special Area Plan Change to the Countywide Future Land Use Plan that was reviewed by the Pinellas Planning Council on September 10, 2014.

CW 09-16 (SAP Change No. 1-2014):

The City of Madeira Beach proposes to amend the Madeira Beach Town Center Special Area Plan (SAP) with provisions to further encourage redevelopment. The SAP was intended to promote redevelopment and increase the number of temporary lodging units in the Town Center. The SAP was adopted in 2009 with enumerated conditions, including submitting any amendments to the SAP.

The Council has reviewed the proposed revisions and concluded that, although these changes are substantive relative to the Countywide Rules and the PR-MU plan category, their impacts will be minimal and they are consistent with the Special Area Plan and Countywide Rules. Therefore, it is recommended this request be received and accepted pursuant to the requirements of Section 4.2.7.6.3 of the Countywide Rules.

The PPC, by a vote of 10-0, recommended approval of Case CW 09-16.

Fiscal Impact/Cost/Revenue Summary:

None

Exhibits/Attachments:

Proposed Ordinances
Council Documentation

ORDINANCE NO. 14-_____

AN ORDINANCE APPROVING PROPOSED AMENDMENTS TO THE MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN BY ACTION ON CW 09-16 (SAP CHANGE NO. 1-2014) INITIATED BY THE CITY OF MADEIRA BEACH AND TRANSMITTED TO THE BOARD IN ACCORDANCE WITH THE SPECIAL ACT; PROVIDING FOR SEVERABILITY; PROVIDING FOR FILING OF THE ORDINANCE; PROVIDING FOR OTHER MODIFICATIONS THAT MAY ARISE FROM REVIEW OF THE ORDINANCE AT THE PUBLIC HEARINGS AND WITH RESPONSIBLE AUTHORITIES; AND PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, on July 7, 2009, the Pinellas County Board of County Commissioners, in their role as the Countywide Planning Authority, approved Case No. CW 09-16 amending the Countywide Future Land Use Plan based on the accompanying Madeira Beach Town Center Special Area Plan; and

WHEREAS, proposed amendments to the Madeira Beach Town Center Special Area Plan have been initiated by the City of Madeira Beach; and

WHEREAS, notices of public hearings have been accomplished as required by Chapter 2012-245, Laws of Florida, as amended; and

WHEREAS, procedures of the Special Act and County Charter have been followed concerning the Pinellas Planning Council and the Countywide Planning Authority for proposed amendment to an adopted Special Area Plan; and

WHEREAS, the proposed amendments were considered at a public hearing by the Pinellas Planning Council on September 10, 2014, with recommendations made by the Council that are documented in the Council reports referred to as Exhibit A; and

WHEREAS, the Board has conducted a public hearing and taken action that is documented by ordinance for approvals or partial approvals and partial denials and by resolution for denials, with both documents including the relevant Council reports as attached; and

NOW, THEREFORE, BE IT ORDAINED by the Board of County Commissioners of Pinellas County, Florida, acting as the Countywide Planning Authority in regular meeting duly assembled on October 7, 2014, as follows:

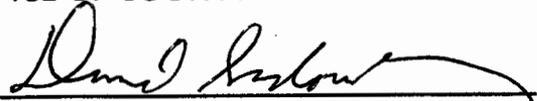
Section 1 – Amendment to the Madeira Beach Town Center Special Area Plan

The proposed amendments to the Madeira Beach Town Center Special Area Plan [#CW 09-16 (SAP Change No. 1-2014)] included in Exhibit A are approved.

Section 2. Severability. If any Section, Subsection, sentence, clause, phrase, or provision of this Ordinance is for any reason held invalid or unconstitutional by a Court of Competent Jurisdiction, such holding shall not be construed to render the remaining provisions of this Ordinance invalid or unconstitutional.

Section 3. Filing of Ordinance; Effective Date. A certified copy of this ordinance shall be filed with the Secretary of State with the Ordinance and Exhibit A to be filed with the Clerk of the Circuit Court. This Ordinance shall take effect upon filing with the Department of State.

APPROVED AS TO FORM
OFFICE OF COUNTY ATTORNEY

By 
Attorney

PUBLIC HEARING ITEM

Case 09-16 (SAP Change No. 1-2014)

City of Madeira Beach

**PINELLAS PLANNING COUNCIL
AGENDA MEMORANDUM**

AGENDA ITEM: IV C.

MEETING DATE: September 10, 2014

SUBJECT: Proposed Amendment to the Madeira Beach Town Center Special Area Plan

CASE #: CW 09-16 (SAP Change No. 1-2014)

JURISDICTION: Madeira Beach

LOCATION: See Attached Map

TYPE: Substantive Special Area Plan Change

RECOMMENDATION: Council, based on accompanying findings (II. A-C), recommend that the proposed amendments to the Madeira Beach Town Center Special Area Plan be approved.

I. BACKGROUND

The City of Madeira Beach proposes to amend the Madeira Beach Town Center Special Area Plan (SAP) with provisions to further encourage redevelopment. The SAP was intended to promote redevelopment and increase the number of temporary lodging units in the Town Center. The SAP was adopted in 2009 with enumerated conditions, including submitting any amendments to the SAP.

Another condition of approval required the City to provide a five-year progress assessment in July 2014. The City notes that in reviewing the SAP's development standards and the progress made to date, amendments are necessary to further the goals of encouraging redevelopment and to increase the volume of temporary lodging units. The PPC staff anticipates the City will comply with the condition and provide a progress assessment in the near future.

The proposed changes include allowing consideration of increased temporary lodging densities/intensities in the Commercial Core and Causeway character districts (see Attachment 3, Map of Town Center Character Districts), subject to a development agreement, and consideration of allowing more intensive mixed-use density/intensity standards in the Causeway character district. Increases to the density/intensity standards in a special area plan are classified by the Countywide Rules as a substantive change,

PINELLAS PLANNING COUNCIL ACTION:

The Council recommended approval of the proposed amendments to CW 09-16 (SAP Change No. 1-2014), Madeira Beach Town Center Special Area Plan (vote 10-0).

COUNTYWIDE PLANNING AUTHORITY ACTION:

subject to recommendation by the PPC and approval by the CPA. The City's Board of Commissioners adopted the changes to the SAP at their first hearing on July 8, 2014.

The City is amending the comprehensive plan and the land development regulations (LDRs), as well as carrying out certain provisions in the existing SAP. The comprehensive plan amendments establish the Resort Facilities High (RFH) plan category and the RFH higher alternative temporary lodging density/intensity standards, allow these higher alternative temporary lodging standards in the Planned Redevelopment – Mixed Use (PR-MU) plan category, as provided for in the SAP, and authorize density/intensity averaging. The LDRs amendments establish the density/intensity averaging provisions and amend the Planned Development (PD) zoning district to specifically allow temporary lodging.

The SAP amendments allow consideration of the RFH higher alternative temporary lodging densities/intensities in the Commercial Core and (specified portions of) the Causeway character districts, in concert with a rezoning to the PD zoning district. Parcels currently designated with C-3 and C-4 zoning in the Causeway character district are eligible for consideration of these higher densities and intensities (see Attachment 3, Map of Town Center Character Districts, and Attachment 4, City of Madeira Beach Existing Zoning Map).

The higher alternative RFH temporary lodging density/intensity standards allow up to 75 units per acre and a 2.0 floor area ratio (FAR) on property smaller than one acre, up to 100 units per acre and a 3.0 FAR on property between one acre and three acres in size, and up to 125 units per acre and a 4.0 FAR on property greater than one acre in size. These alternative standards are consistent with the Countywide Rule amendments adopted to address the need for additional temporary lodging units in the county.

Per Section 110-265(f) of the City's zoning code, the higher densities/intensities for temporary lodging are allowable only when a development agreement is adopted pursuant to the temporary lodging use standards of the Countywide Rules, which require the development agreement to address concurrency management standards, hurricane evacuation plans and procedures, design considerations, and operating characteristics and restrictions.

The SAP amendments also address the mixed-use density/intensity standards. The original SAP approval did not subject mixed-use development in the Commercial Core character district to the standard Countywide Rules limitation, which does not allow density and intensity to exceed, in combination, the respective number of dwelling units per acre and non-residential square footage permitted, when allocated in their respective proportion to the net land area of the property (a.k.a., "proportionate share"). Mixed-use development in the Commercial Core character district is allowed to have both the maximum residential density and the maximum non-residential square footage. The proposed amendments also allow this provision in portions of the Causeway character district (parcels currently designated with C-3 and C-4 zoning). The SAP amendments

establish that any mixed-use project in the Commercial Core or Causeway character districts using this provision will require PD zoning and a development agreement.

The City has provided an updated infrastructure analysis and notes that there are limited opportunities to utilize the higher RFH temporary lodging densities and the additive mixed-use development provisions, so they do not anticipate significant impacts if they are utilized. The analysis also notes that to utilize either of the two proposed provisions would require rezoning to the PD zoning district and a development agreement. Potential infrastructure impacts are not anticipated to exceed the City's infrastructure capacity.

II. FINDINGS

Staff submits the following findings in support of the recommendation for approval of the amendment to the Madeira Beach Town Center Special Area Plan:

- A. The proposed changes are consistent with the overall objectives of the Madeira Beach Town Center Special Area Plan.
- B. The changes are consistent with the Countywide Rules and will maintain consistency with the Updated Countywide Plan for Pinellas County (The Countywide Plan).
- C. The submittal satisfies a condition placed on the original approval of the Madeira Beach Town Center Special Area Plan, which required the City to submit any amendment to the special area plan to the Pinellas Planning Council (PPC) and the Countywide Planning Authority (CPA) for consideration.

In summary, Council staff has reviewed the above proposed revisions to the Special Area Plan and has concluded that, although these changes are substantive relative to the Countywide Rules and the PR-MU plan category, their impacts will be minimal and they are consistent with the Special Area Plan and Countywide Rules. Therefore, it is recommended this request be recommended for approval by the PPC and approved by the CPA, pursuant to the requirements of Section 4.2.7.6.3 of the Countywide Rules.

III. PLANNERS ADVISORY COMMITTEE (PAC)

At their September 2, 2014 meeting, the PAC members discussed and recommended approval of staff recommendation (vote 10-0).

IV. LIST OF ATTACHMENTS

Attachment 1	City of Madeira Beach Ordinance No. 2014-07
Attachment 2	Map of Madeira Beach Town Center Special Area Plan Area
Attachment 3	Map of Town Center Character Districts
Attachment 4	City of Madeira Beach Existing Zoning Map
Attachment 5	Draft PAC Summary Actions Sheet

Town Center Plan Amendment
First Reading and Public Hearing – July 8, 2014

ORDINANCE 2014-07

AN ORDINANCE OF CITY OF MADEIRA BEACH, FLORIDA, PROVIDING FOR AMENDMENT OF THE MADEIRA BEACH TOWN CENTER - SPECIAL AREA PLAN; PROVIDING FOR THE REVISION OF CHAPTER 2 - REGULATORY PLAN AND GUIDELINES WITH RESPECT TO THE DEVELOPMENT STANDARDS GOVERNING THE DENSITY/INTENSITY CALCULATIONS FOR TEMPORARY LODGING AND MIXED USES; PROVIDING FOR THE REVISION OF CHAPTER 3 - IMPLEMENTATION WITH RESPECT TO THE STRATEGIES TO PROMOTE REDEVELOPMENT; PROVIDING FOR THE REVISION OF APPENDIX B - INFRASTRUCTURE ANALYSIS TO UPDATE AND REVISE THE INFRASTRUCTURE IMPACTS CORRESPONDENT WITH CURRENT DATA AND THE PROPOSED REVISIONS TO CHAPTERS 2 AND 3 REFERENCED ABOVE; PROVIDING FOR TRANSMITTAL OF THE MADEIRA BEACH TOWN CENTER - SPECIAL AREA PLAN, AS AMENDED, FOR REVIEW PURSUANT TO THE COUNTYWIDE PLAN AND RULES; PROVIDING FOR READING BY TITLE ONLY; PROVIDING FOR SEVERABILITY; PROVIDING FOR REPEAL OF ORDINANCES OR PARTS OF ORDINANCES IN CONFLICT HERewith; AND PROVIDING FOR AN EFFECTIVE DATE THEREOF.

WHEREAS, The City amended its comprehensive plan in 2007 to include provision for the Planned Redevelopment - Mixed Use (PR-MU) land use plan category in the text of the Future Land Use Element of the Comprehensive Plan; and

WHEREAS, The Madeira Beach Town Center Special Area Plan was adopted pursuant to Ordinance 1151 on September 21, 2009 which plan placed the PR-MU plan category on the Future Land Use Map; and established plan objectives, regulatory provisions and recommendations for implementation; and

WHEREAS, The objective of the Town Center Plan is to encourage the improvement and revitalization of this important business, residential, tourist and public focal point within the City; and

WHEREAS, The Town Center Special Area Plan is divided into five sub-districts, including Beachfront, Causeway, Commercial Core, Peninsula, and Transition districts, comprising a total of approximately 80 acres; and

WHEREAS, The Town Center Special Area Plan sets forth specific development standards governing density and intensity for each sub-district within the Town Center Plan; and

WHEREAS, The Town Center Special Area Plan calls for a progress assessment five years from the effective date of approval of the Countywide Plan Map amendment, which five year period has now transpired; and

WHEREAS, The City has reviewed those standards in consideration of the objectives of the plan, the progress that has been made to date in the implementation of the plan, and the need and opportunity to address redevelopment in certain portions of the plan area; and

WHEREAS, Based on that review, the City has determined that it is necessary and appropriate to revise and refine the application of certain of the standards as they apply to the Commercial Core and a portion of the Causeway districts of the plan area; and

WHEREAS, The Town Center Plan, Chapter 3 - Implementation, identifies the intent to create a new zoning district designed to be used within the Causeway and Commercial Core districts that would require mixed use development and allow greater temporary lodging densities and intensities than any current zoning districts, and

WHEREAS, The amendment to the Town Center Plan is designed specifically to address the objective of accommodating additional temporary lodging use in the Commercial Core and portions of the Causeway districts; and

WHEREAS, Chapter 3, Implementation further expresses the intent that the PD planned development zoning district and review process should be required for all proposed development and redevelopment within the Town Center Area; and

WHEREAS, An assessment of the potential additional impact of development resulting from this amendment has determined that the City's infrastructure capacity is adequate to accommodate such impact.

NOW, THEREFORE, be it ordained by the Board of Commissioners of the City of Madeira Beach, Florida:

SECTION 1. That the City of Madeira Beach does hereby amend the Madeira Beach Town Center Special Area Plan, Chapter 2, Development Standards, pg. 32, Table 1 - Development Standards, to add the following footnote number 1.

¹The development standards for a Temporary Lodging Use in the Commercial Core and C-3 and C-4 zoning districts of the Causeway districts may be increased consistent with the standards set forth in the Resort Facilities High (RFH) plan category when part of a zoning amendment utilizing the Planned Development (PD) zoning district.

SECTION 2. That the City of Madeira Beach does hereby amend the Madeira Beach Town Center Special Area Plan, Chapter 2, Development Standards, pgs. 32 and 33, Calculating Proportionate Share and Mixed Uses, as follows:

Within the Beachfront, Causeway, Peninsula, and Transitions districts, and any portion of the Causeway district other than that zoned C-3 and C-4, when mixed uses are proposed on one parcel or within one building, the combined uses shall not exceed the number of units per acre or floor area ratio (FAR) in proportion to the development site. The proposed development must identify the specific uses proposed, the maximum density or intensity of each specific use, and the proportion of the development site to be devoted to that use. The proposed development shall demonstrate that the combined uses do not exceed the units or FAR in proportion to the development site. The City will implement this requirement through existing land development regulations to ensure that mixed uses comply with the Pinellas Planning Council Countywide Plan rules as well as any new mixed use zoning districts that may be created to implement the Town Center Special Area Plan.

This requirement does not apply to proposed mixed uses within the Commercial Core district or the portions of the Causeway district zoned C-3 and C-4. Within the Commercial Core district and the portion of the Causeway district zoned C-3 and C-4, development is not ~~necessarily~~ limited to the density or FAR in proportion to the development site, provided that the development includes two of the three types of development: permanent residential, temporary lodging, or commercial development. That is, when mixed use development is proposed as follows, the requirement to calculate the maximum density and intensity proportional to the development site is not applied:

- Permanent residential and temporary lodging, or
- Permanent residential and commercial, or
- Temporary lodging and commercial.

This provision for additive density/intensity, whereby the proportionate share formula does not apply in the Commercial Core and the C-3 and C-4 portions of the Causeway districts, shall further require rezoning through the Planned Development process and the approval of a Development Agreement pursuant to the City's process therefor.

SECTION 3. That the City of Madeira Beach does hereby amend the Madeira Beach Town Center Special Area Plan, Chapter 3, Implementation, Strategies to Promote Development, pg. 58, second paragraph, as follows:

The ability to mix uses within the Commercial Core and the C-3 and C-4 zoning districts of the Causeway districts without being limited by the proportional calculation of maximum density and intensity for each individual use is another important strategy. This allows a proposed development to be responsive to the market and provide the mix that is most feasible without being limited by a rule. At the same time, the City is ensured that development will not overwhelm the capacity of facilities and services, both through implementation of concurrency requirements in the comprehensive plan, but also through encouraging this particular mixed use approach in a limited portion of the Town Center. Combined with the parking strategy and the public investment in streetscape improvements, the City believes redevelopment will be encouraged by the revamped approach to the Commercial Core and designated portions of the Causeway districts.

SECTION 4. That the City of Madeira Beach does hereby amend the Madeira Beach Town Center Special Plan, Appendix B, Infrastructure Analysis, as set forth in Exhibit A, attached hereto.

SECTION 5. That the City of Madeira Beach does hereby transmit these amendments to the Madeira Beach Town Center - Special Area Plan to the Pinellas Planning Council for review pursuant to the Countywide Plan Rules.

SECTION 6. **Severability.** That the provisions of this Ordinance shall be deemed severable. If any part of the Ordinance is deemed unconstitutional, it shall not affect the constitutionality of other portions of the Ordinance.

SECTION 7. **Repealer.** That all Ordinances or parts of Ordinances in conflict with the provisions of this Ordinance be hereby repealed insofar as the same affect this Ordinance.

SECTION 8. **Effective Date.** That this ordinance shall become effective in the manner provided by law.

PASSED AND ADOPTED BY THE BOARD OF COMMISSIONERS OF THE
CITY OF MADEIRA BEACH, FLORIDA, THIS _____ day of _____, 2014.

PUBLISHED:

PASSED ON FIRST READING:

PASSED ON SECOND READING:

APPROVED AS TO FORM

Thomas J. Trask
City Attorney

Travis Palladeno
Mayor

ATTEST:

Aimee Servedio
City Clerk

Ordinance 2014-07



Appendix B – Infrastructure Analysis – Updated 6/13/2014

Impact of Town Center Redevelopment on Public Facilities and Facility Capacities

The primary means of ensuring that public facilities are available with the capacity needed to serve the development is the concurrency management provisions in the Madeira Beach Comprehensive Plan and land development regulations. However, an analysis is provided herein to demonstrate that the proposed and recommended redevelopment consistent with this Special Area Plan will not create impacts beyond the availability and capacity of required public facilities. Also, any amendments to this Special Area Plan must address any potential increases in impacts on public facilities as compared to the City's adopted level of service standard and the available capacity of the affected facilities.

The analysis includes examining the proposed distribution of land uses and their build-out intensities. The current land use categories on the Future Land Use Map for the Town Center include:



Comparison of Current and Proposed Land Use
Densities and Intensities

Current Future Land Use Category	Acres	Standards ¹		FAR ³
		Density ² (Perm.)	Density (Temp.)	
Recreation / Open Space	16.6	0	0	0.25
Institutional	6.6	0-10	0	0.65
Resort Facilities Medium	22.9	0-18	Varies 0-75	Varies 0.55 – 0.65
Commercial General	30.0	0-15	0-60	.055
Residential/Office/Retail	0.8	0-18	0-45	0.40
Transportation/Utility	3.2	0	0	0.7
TOTAL	80.1			
PR-MU Land Use Category Districts				
Beachfront	8.4	0-15	0-30	0.55
Causeway	23.3	0-15	0-60 ⁴	0.55
Commercial Core	20.0	0-15	0-60 ⁴	1.2
Peninsula	25.2	0-15	0-15	0.30
Transition	3.1	0-15	0-60	0.55
TOTAL	80.0			

As described earlier in this Special Area Plan, in the calculation of mixed uses in the Beachfront, Causeway, Peninsula, and Transition districts, the combined uses cannot exceed the number of units per acre or FAR in proportion to the development site. This provision does not apply in Commercial Core or areas zoned C-3 or C-4 within the Causeway District.

It is important to note that the maximum allowable development in any category – residential, temporary lodging, or nonresidential – has not typically occurred. Past development has not resulted in the maximum number of residential dwellings that was possible according to the land use category and zoning district for a site. The same is true of nonresidential



MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN

development. Fewer total square feet of development have been built than the maximum number of square feet of development possible according to the land use category and zoning district for a site.

Two things are expected to change this situation. A recent rule change in the *Countywide Rules* establishes densities for temporary lodging units. Along with the adoption of the Special Area Plan, the ability to mix uses within the Commercial Core and areas zoned C-3 or C-4 within the Causeway District without applying the calculation regarding proportion to the amount of the site in each use will encourage development and redevelopment. While such a change could have the potential for significant increases in development, other factors will continue to limit the amount of development. For example, height limits and impervious surface coverage standards both serve to place a limit on the amount of development possible on a site. What does change as a result of removing the requirement for proportional development is that mixed uses are much more likely in combinations that are responsive to market demands. Further, the evaluation of development for compliance with concurrency management requirements may limit total development, depending on the impacts expected and the operating levels of service at the time of development review.

The Comprehensive Plan as a whole has been based on maximum potential impacts from allowable development. When the maximum allowable development does not occur, there is available capacity for such facilities as services as water, sewer, and roads, as discussed above. Further, there is no net increase in development in the Town Center.

However, to further explain the likely impacts, a comparison of allowable development is provided.



Development Potential from Current Future Land Use Plan Categories.⁵

Current Land Use Category on the FLUM	Acres	Permanent Residential (units)	Temp. Lodging (units)	Non-residential (square feet)
Recreation / Open Space	17.5	0	0	0
Institutional	6.6	66	0	186,872
Resort Facilities Medium	22.9	412	1,718	648,391
Commercial General	30.0	450	1,800	718,740
Residential/Office/Retail	0.6	14	36	13,949
Transportation/Utility	3.2	0	0	0
TOTAL	80.1	943	3,554	1,567,942

The development potential is for either permanent residential units, or temporary lodging units, or commercial/office development. If a combination of uses is developed, each use is allowed in proportion to the portion of the development site devoted to that use. The above description of maximum development potential has not been adjusted for the potential reductions in development due to provision of parking, stormwater facilities, site amenities, or response to market demands, all of which reduce the potential maximum. The trend in development has been to develop approximately 75% of the maximum possible. This is an average across all land uses and does not necessarily apply to an individual site.



Development Potential from Proposed Town Center Plan⁶

Town Center Districts	Acres	Permanent Residential (units)	Temp. Lodging (units)	Non-residential (square feet)
Beachfront	8.4	126	252	201,247
Causeway	23.3	350	1,398 ⁶	558,221
Commercial Core	20.0	300	1,200 ⁶	1,045,440
Peninsula	25.2	378	378	329,314
Transition	3.1	47	186	74,270
TOTAL	80.0	1,200	3,414⁶	2,208,492

Development Potential Differences⁶

Current Land Use Category On the FLUM	Permanent Residential (units)	Temp. Lodging (units)	Non-residential (square feet)
Current Land Use Category On the FLUM	943	3,554	1,567,942
Town Center Districts	1,200	3,414 ⁶	2,208,495
TOTAL DIFFERENCE	257	-140⁶	640,550

The difference in maximum development potential in the Town Center planning area is a 27% increase in permanent residential units, a 4% decrease in temporary lodging units, and a 41% increase in non-residential square footage.

To better understand the actual impact of the plan amendment, the current use of the land and the probability of redevelopment must be further examined.

Approximately 3.68 acres of the Beachfront District is a park which was deeded to the City by the National Park Service. The City of Madeira



MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN

Beach Charter, Section 1.7 "Limitation on exercise of powers" requires a referendum vote of the electors of the City prior to the sale or any real property possessed by the City. Due to public ownership of 3.68 acres of land, there are approximately 55 permanent residential units and 110 temporary lodging units which will not be developed as a result of this future land use map amendment.

Looking at the Peninsula District, 19.78 acres of public property provides facilities for the Gulf Beaches Public Library, City Hall, Madeira Beach Fire and Recreation Department. These facilities total 23,761 square feet of development. The Trustees of the Internal Improvement Fund of the State of Florida (Instrument No. 22473 (617-52) granted this parcel of land to the City in 1960. Under this agreement, the City cannot sell or lease any part of the property for any private use or purpose. The land can only be used for public purposes. There is redevelopment potential in the Peninsula District for additional public facilities and services. The area however will not be converted to any other use. This 19.78 acre site will not realize any loss of temporary lodging units or gain of permanent residential units as a result of this plan amendment. Due to public ownership of 19.78 acres of land, there are approximately 296 permanent residential units and 296 temporary lodging units which will not be developed as a result of the future land use map amendment.

There are two publicly owned parcels of land in the Causeway District. The Madeira Beach Causeway Park is 1.53 acres in size. The land was acquired through the Florida Communities Trust Fund. There is a recorded deed-restriction on the property permitting only public passive recreational use.

The public works / municipal marina complex is approximately 5.74 acres. The structures on the City's property total 9452 square feet. As established in the City of Madeira Beach Charter a referendum vote of the electors is required prior to the sale of any real property possessed by the City. Plans are underway to redevelopment the property for use of the municipal marina. There will be no opportunity for the development of temporary lodging or permanent dwelling units on this site.

Due to public ownership of 7.27 acres of land in the Causeway District, there are approximately 115 permanent residential units and 436 temporary lodging units which will not be developed in the future.



In summary, the public ownership of property in Town Center will eliminate up to 466 permanent residential units from development or redevelopment in the future.

The current future land use map anticipated the development of 3554 temporary lodging units. Looking at the Beachfront District, there are a total of 204 residential condominium units, 160 units in Ocean Sands and 44 units in the Sereno. In other words, 4.72 acres were built as permanent residential units rather than 354 temporary lodging units. Similarly in the Peninsula District, the Madeira Beach Yacht Club was built as 284 permanent units on 5.42 acres rather than 406 temporary lodging units. Each of these condominium developments are owned by individual unit owners. The only way to redevelop or change the use of the development is to gain agreement from all owners or for one entity to purchase all units to control the entire project. Although the "Development Potential Differences" from current to proposed shows a loss of temporary lodging units, in actuality the current future land use map overstated the development potential of temporary lodging units by at least 760 units.

Potable Water

The projections for potable water use indicate a continued decrease in water use within the next years. Data from Pinellas County Comprehensive Plan, Potable Water Supply, Wastewater, and Reuse Element, January 2013, the provider of potable water service to the City of Madeira Beach, shows that the level of service for potable water continues to decline. In 2012, it was estimated to be 119 gallons per capita per day (gpcpd), and is forecast to be 115 gpcpd in 2025. This is due in part to use of reclaimed water, conservation efforts, and restrictions from the Southwest Florida Water Management District. In a recent amendment to the Madeira Beach Comprehensive Plan additional policies were adopted to ensure coordination between the City and Pinellas County Utilities regarding availability of potable water. However, it is further estimated that redevelopment within the Town Center will result in an increased demand for water over the planning period. Water demand is expected to be an additional 217,054 gallons per day.



MADEIRA BEACH TOWN CENTER
SPECIAL AREA PLAN

Unit quantity and type		2012 Level-of-service	Potable water demand
257 permanent dwelling units	2.64 Persons / household ⁸	119 gpcpd	80,739 gallons/day
640,550 non-residential sq. footage		0.23 gal/sq ft	147,327 gals/day
-140 temporary lodging units (342 sq ft / unit) ⁶		0.23 gal/sq ft	-11,012 gals/day ⁶
		TOTAL POTABLE WATER DEMAND	217,054 gals/day

The City of Madeira Beach receives all potable water supplies, treatment, and distribution from Pinellas County Utilities. Through an interlocal agreement and master water supply contract, Tampa Bay Water, the regional water supply authority, provides all the potable water needed by its six member governments, including Pinellas County Utilities as an operational entity within Pinellas County. Through the agreement and contract, "Tampa Bay Water is obligated to meet the current and future water needs of its member governments". In order to meet these needs, Tampa Bay Water owns and operates water supply facilities including wellfields, surface water withdrawals, a seawater desalination facility, treatment facilities, storage facilities such as the off-stream reservoir, pumping stations, and transmission mains." (*Regional Water Supply Plan*, page 8)

No proportional capacities are calculated for individual retail water customers by either Tampa Bay Water, the Southwest Florida Water Management District (SWFWMD), or Pinellas County Utilities. As a result, projection of demand is not made separately for Madeira Beach. Madeira Beach's potable water demand is included in the aggregate demand data and projections for Pinellas County Utilities, the potable water service provider. The water demand data provided in the SWFWMD *Regional Water Supply Plan* is the best available data. The population projections used by the SWFWMD are essentially the same as the county projections that include seasonal and tourist data.



As discussed earlier, the public ownership of property in Town Center will eliminate up to 466 permanent residential units from development or redevelopment in the future. For purposes of calculating impact, the number of permanent dwelling units is reduced from +257 to -209. The potable water demand is -50,966 gallons per day for permanent dwelling units thus lessening the demand to 166,088 gallons per day. This should be considered a worst case scenario.

This Special Area Plan serves as a long range redevelopment plan for Town Center. The redevelopment projects may take 10 years or more to complete. The trend is toward reduced water use. Over time, the use of reclaimed water, conservation efforts, and restrictions from the Southwest Florida Water Management District may further reduce the potable water demand.

Wastewater Treatment

The City receives wastewater collection and treatment services from Pinellas County Utilities. The Pinellas County Comprehensive Plan contains information to show that total plan capacity is determined to be adequate for build out conditions throughout the county. However, it is further estimated that redevelopment within the Town Center will result in an increased generation of sewerage over the planning period. Sewerage generated is expected to be 90% of potable water demand equating to an additional 149,479 gallons per day. The existing South Cross Bayou Wastewater Treatment Plant has a design capacity of 33 million gallons. It is operating at approximately 65% of capacity or 21.42 million gallons per day⁹. The potential increase of 149,479 gallons per day from this future land use map amendment represents an increase of 0.45 percent, well within the capacity of the treatment plant.

Transportation

The Town Center Special Area Plan is designed to increase pedestrian and bicycle connections, safety, and use. By increasing the mix of uses to include temporary lodging units, residential, and commercial within the Town Center, there is expected to be some reduction in the dependence on vehicle trips. This is often referred to as a "capture" of vehicle trips from within a mixed-use area. The result is less vehicle trips than from other less compact areas with stand-alone uses that must each be accessed from a personal vehicle over greater distances.



Transportation Comparison

Current Future Land Use Category	Acres	Vehicle Trips Trip Rate /Acre ¹⁰	Trips
Recreation / Open Space	16.6	4.3	71
Institutional	6.6	192	1,267
Resort Facilities Medium	22.9	178	4,076
Commercial General	30.0	487	14,610
Residential/Office/Retail	0.8	339	271
Transportation/Utility	3.2	18	58
TOTAL	80.1		20,354
Proposed PR-MU Land Use Category Districts			
Beachfront	8.4	331	2,780
Causeway	23.3	178	4,147 ⁶
Commercial Core	20.0	487	9,740 ⁶
Peninsula	25.2	192	4,838
Transition	3.1	487	1,510
TOTAL	80.0		23,015

Differences in Trips Per Day Per Acre

	Total Number of Vehicle Trips
Current Land Use Category on the FLUM	20,354
Town Center Districts	23,015 ⁶
TOTAL DIFFERENCE (expected new daily vehicle trips)	2,661⁶

The difference in the expected number of trips shown in this table is insignificant. However, it is not possible to forecast the specific mix of uses, timing of redevelopment and the change in the distribution of traffic among transit, vehicle trips, pedestrian, and bicycle use during this comprehensive planning stage. Even though this analysis indicates that the expected impacts will be insignificant, the City will continue to rely on



provisions in its comprehensive plan and land development regulations to ensure maintenance of the adopted level of service.

Further, the comprehensive plan requires a transportation analysis where access by development is requested to a road that is the jurisdiction of the State of Florida and there can be no issuance of development orders until the FDOT has completed a review. Additionally, the City will continue to rely on traffic analysis and concurrency management provisions contained in the comprehensive plan and land development regulations to evaluate potential impacts during redevelopment. This will ensure that an individual development or redevelopment proposal does not reduce the required level of service for the facilities subject to concurrency.

Recreation

The 21% increase in the number of residential units expected as a result of the adoption of this Special Area Plan is not expected to lower the existing recreation level of service. The level of service standard for the City is 6.5 acres of recreation and open space per 1000 residents. There are 29.6 acres of land comprised of several parks with beach access to the Gulf of Mexico, Rex Place and Madeira Beach Causeway Park. Additionally, there is 22.4 acres of land designated Preservation. This is the City's beach, specifically the area west of the coastal construction line. In total, the open space and preservation areas of the community can accommodate a population of 8000, according to the current level of service standard.

Stormwater Management

The City requires compliance with the adopted stormwater management level of service and will implement the limitations on impervious surfaces according to the standards included in this Special Area Plan and administered by the land development regulations. Through redevelopment as outlined in this Plan, drainage on sites developed prior to the current standards will be improved, as much of the current development in the Town Square exceeds the current and proposed standards. This will include the reduction of impervious surfaces, an increase in landscaping to retain and filter stormwater, and the inclusion of stormwater detention and retention facilities that area designed to remove the pollutants found in stormwater and to reduce potential flooding in the area through the reduction of the volume of stormwater leaving the site during heavy storm events.

Coastal High Hazard Area

The 257 permanent residential dwelling units cited as the "Development Potential Differences" from current to proposed will not become a reality due to the amount of land under public ownership and the specific conditions established for each of those parcels of land. There are 38 acres of land under public ownership which will not be developed with permanent residential uses. This will eliminate up to 466 permanent residential units from development or redevelopment in the future.

ADDENDUM TO APPENDIX B - INFRASTRUCTURE ANALYSIS

Introduction

This Addendum to Appendix B is prepared in concert with and support of Ordinance 2014-07.

Background

Appendix B was prepared and included as part of the Town Center Special Area Plan adopted by Ordinance 1151 in 2009. Its basic purpose and approach was to compare the hypothetical maximum development potential under the then current Future Land Use Plan categories with the proposed Planned Redevelopment-Mixed Use (PR-MU) plan category and its five character sub-districts. Based on this comparison of maximum potential development, the impacts on and capacity of the City's infrastructure - including water, waste water, transportation, recreation, stormwater management, and the considerations related to the coastal high hazard area - were evaluated.

While this provided a useful foundation for attempting to understand how the proposed Town Center Special Area Plan differed from the plan in place in 2009, the issue to be addressed in this Addendum is how the amendments proposed in Ordinance 2014-07 change the development potential from what was approved and has been in place for the last five years..

Summary Description of Proposed Changes

There are two proposed changes to the Town Center Special Area Plan as follows:

1. To allow for consideration of the higher density/intensity standards for temporary lodging use consistent with the standards for Resort Facilities

High (RFH), subject to rezoning using the PD, Planned Development zoning district, in the Commercial Core and enumerated portions of the Causeway districts only.

2. To allow for "additive" density/intensity; i.e., to allow a combination of residential, temporary lodging and commercial use without requiring each separate use to be calculated in proportion to the percentage of parcel area it occupies for the purpose of determining permitted density/intensity, subject again to such property being rezoned under the PD, Planned Development zoning district, which provision is a change only in the enumerated portions of the Causeway District.

Summary Assessment of Proposed Changes

Based on the amendments to the Town Center Special Area Plan in Ordinance 2014-07, changes to the estimated maximum overall development potential and their relationship to the identified infrastructure facilities are not significant.

Specifically, the small amount of privately owned acreage in the C-3 and C-4 zoning districts of the Causeway District (approximately 6.02 acres) to which the "additive" density/intensity applies; and the limited number of parcels in either the Commercial Core or Causeway districts that have the potential to be redeveloped at the higher density/intensity for temporary lodging use (both because of their current use and their size), is very limited; and any corresponding increase to the impact on the City's infrastructure would be correspondingly small.

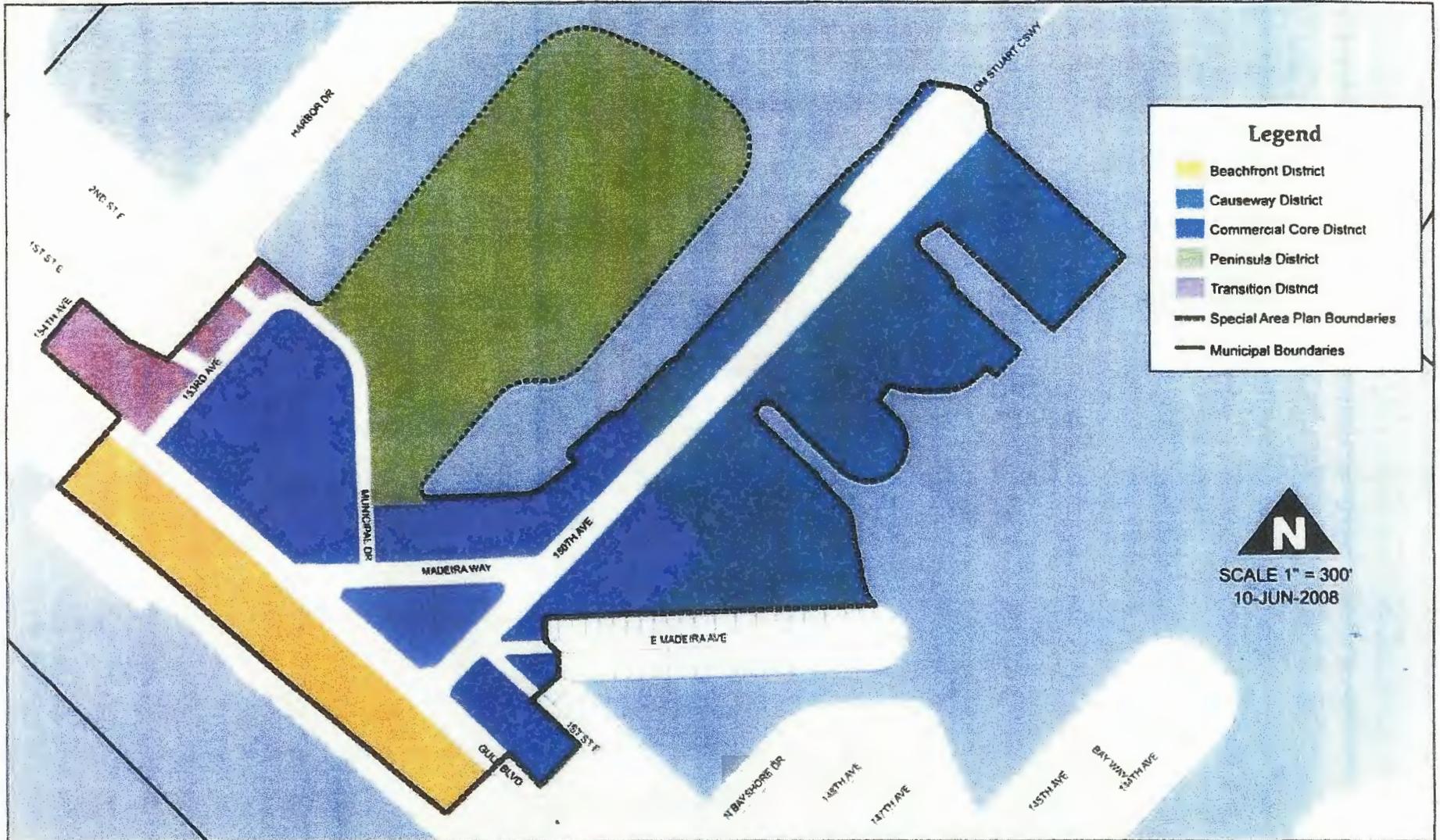
In addition, it is important to note that either of the two types of amendment to the Town Center Special Area Plan provided for in Ordinance 2014-07 would require public hearings, rezoning using the PD, Planned Development process, and a Development Agreement, providing ample opportunity to assess and limit each project relative to its infrastructure impacts and assuring that the City's required level of service be maintained consistent with the concurrency management requirements of the Plan and Code.

In brief, while there is no absolute means of projecting and quantifying the specific impacts that the changes provided for in Ordinance 2014-07 may yield, it is reasonable to conclude they will not exceed the capacity of the City's infrastructure, based on the previous assessment of maximum development potential, and that there is a definitive process in place to assure that they cannot and will not be allowed to do so.

Endnotes:

1. Madeira Beach Comprehensive Plan, May 2008.
2. Densities are expressed as units per acre.
3. FAR means floor area ratio.
4. The amendments to the Commercial Core and the C-3 and C-4 zoning districts of the Causeway districts in Ordinance 2014-07 will permit consideration of the higher density/intensity standards for temporary lodging use as provided for in the Resort Facilities High (RFH) plan category of the Comprehensive Plan.
5. The information in this table represents the adopted Future Land Use Map categories and acreage in place prior to the adoption of the Town Center Plan.
6. The information in these tables represent the Planned Redevelopment-Mixed Use Future Land Category and associated Districts, and acreage in place as originally adopted in the Town Center Plan; except where noted in relationship to the number of temporary lodging units. The number so noted could increase, based on the number of temporary lodging units and their corresponding impacts, as a function of the provision for increased density/intensity for temporary lodging use in the Commercial Core and enumerated portion of the Causeway districts pursuant to Ordinance 2014-07.
- ~~7. These numbers have the potential to increase the number of temporary lodging units based on the provision for increased density/intensity for temporary lodging use in the Commercial Core and a portion of the Causeway districts pursuant to Ordinance 2014-07.~~
8. U.S. Census Bureau, American Community Survey, 5-Year Estimates, March 2014.
9. Pinellas County Ordinance No 13-36, Section 134-258. Level of Service Conditions – for Utilities, Recreation/Open Space, Stormwater, Roadways and Mass Transit, December 2013.
10. Countywide Plan Rules, Pinellas Planning Council, February 3, 2014.

City of Madeira Beach Special Area Plan Town Center Character Districts



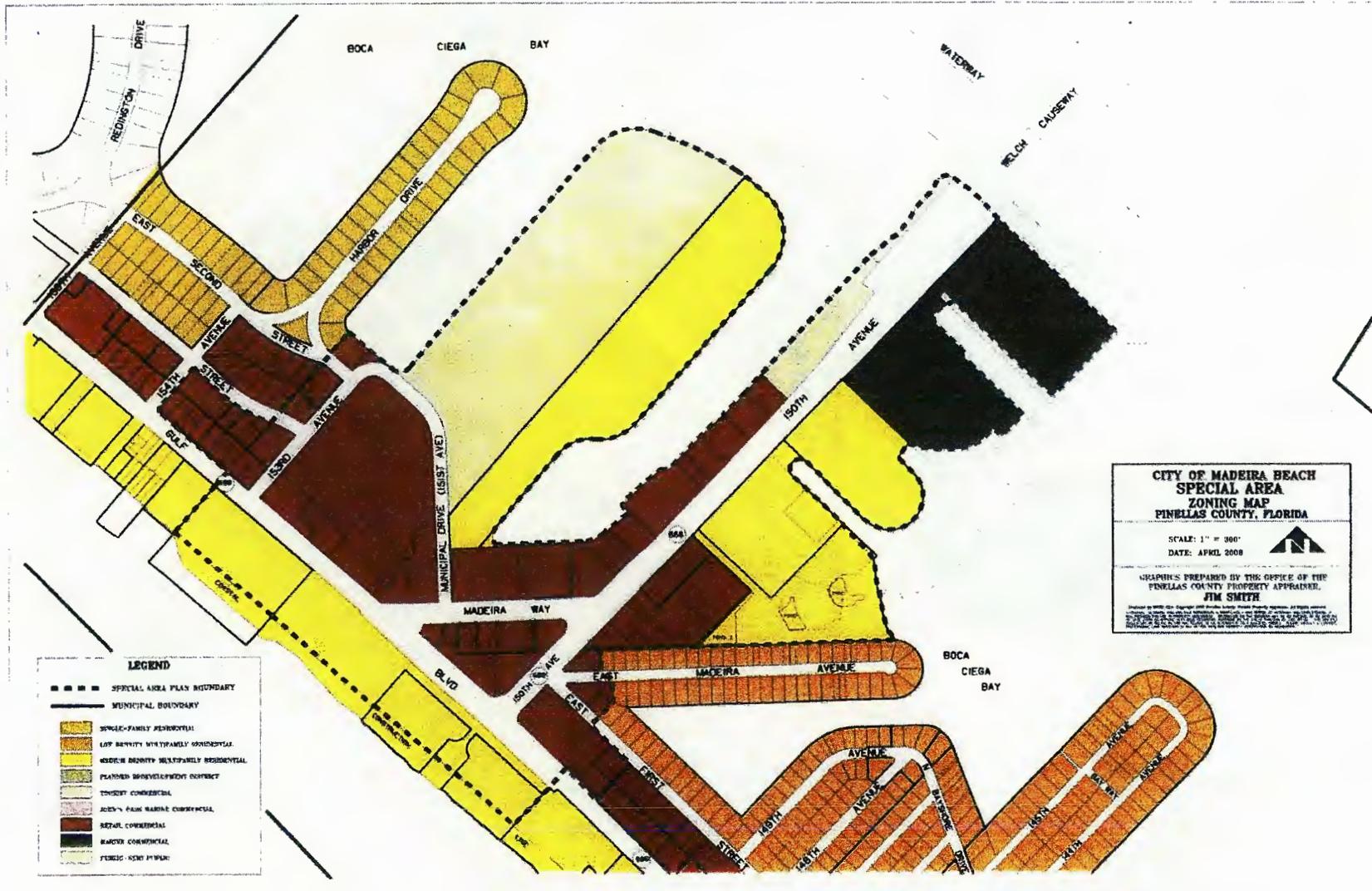
Legend

- Beachfront District
- Causeway District
- Commercial Core District
- Peninsula District
- Transition District
- Special Area Plan Boundaries
- Municipal Boundaries


N
 SCALE 1" = 300'
 10-JUN-2008

Prepared by the Pinellas Planning Council with data provided by the Pinellas County Information Systems Department and the City of Madeira Beach. The data contained herein is offered "as is", with no claim or warranty as to its accuracy or completeness. The data is for reference only and should not be considered to be of survey precision. None of the information is official source documentation. While considerable effort is made to verify the information, due to its volume and highly dynamic nature, only the official source documents should be used where accuracy, completeness and currency are required.

Existing Zoning Map



**CITY OF MADEIRA BEACH
SPECIAL AREA
ZONING MAP
PINELLAS COUNTY, FLORIDA**

SCALE: 1" = 300'
DATE: APRIL 2008

MAPS PREPARED BY THE OFFICE OF THE
PINELLAS COUNTY PROPERTY APPRAISER,
JIM SMITH

- LEGEND**
- SPECIAL AREA PLAN BOUNDARY
 - MUNICIPAL BOUNDARY
 - SINGLE-FAMILY RESIDENTIAL
 - LOW DENSITY MULTIFAMILY RESIDENTIAL
 - MEDIUM DENSITY MULTIFAMILY RESIDENTIAL
 - PLANNED DEVELOPMENT DISTRICT
 - THIRST COMMERCIAL
 - AREA'S PLAN RETAIL COMMERCIAL
 - RETAIL COMMERCIAL
 - MARKET COMMERCIAL
 - PUBLIC USE PUBLIC

**PAC AGENDA – SUMMARY AGENDA ACTION SHEET
DATE: SEPTEMBER 2, 2014**

ITEM	ACTION TAKEN	VOTE
I. <u>MINUTES OF REGULAR PAC MEETING JUNE 30, 2014</u>	<u>Approved</u> Motion: Dean Neal Second: Mark Ely	9 – 0
II. <u>REVIEW OF PPC AGENDA FOR SEPTEMBER 10, 2014</u> A. <u>Subthreshold Land Use Plan Amendments</u> 1. Case CW 14-20: City of Seminole	<u>Approved</u> Motion: Dean Neal Second: Gordon Beardslee Mark Ely provided a brief description of the amendment and noted that 53 single family homes were planned to be built on the site.	9 – 0
B. <u>Regular Land Use Plan Amendments</u> None	N/A	
C. <u>Proposed Minor Plan Change: Case CW 11-06 (SAP Change No. 1-2014) – City of Treasure Island</u>	<u>Recommended Receive and Accept for transmittal to the Countywide Planning Authority for Receipt and Acceptance</u> Motion: Dean Neal Second: Bob Klute Michelle Orton provided a description of the proposed plan change.	9 – 0
D. <u>Substantive Plan Change: CW 09-16 (SAP Change No. 1-2014) – City of Madeira Beach</u>	<u>Recommended for Approval</u> Motion: Mark Ely Second: Dean Neal Lynn Rosetti gave a synopsis of the report. If approved, the change will allow revitalization of the town center. A question was raised regarding the apparent overlap of acreage amounts; Chris Mettler indicated that this is addressed in the Countywide Rules. A neighborhood meeting may be required before the plan change can be approved; if so, the developer will coordinate this effort.	10 – 0
E. <u>Annexation Reports – July and August 2014</u>	<u>No Action – Information Only</u> Mike Schoderbock presented the reports, indicating that over 200 annexation applications had been received, 14 of these were from Largo.	

F. <u>CPA Actions July and August 2014</u>	<u>No Action – Information Only</u>	
G. <u>Countywide Plan and Transportation Update</u> 1. Countywide Rules – Preliminary Draft Amendments 2. Countywide Plan Strategies – Preliminary Draft Amendments 3. Countywide Plan Map – Comments	<u>No Action – Information Only</u> (1) Chris Mettler provided details on changes and updates made to each article of the Rules. Bob Klute verified the assumption that an ongoing discussion will take place at a later date, since not all comments had been received. Mike Crawford confirmed that comments on the Rules could be submitted at least two weeks prior to the next PAC meeting. (2) Linda Fisher stated that a third component had been created regarding the Countywide Plan (Plan) Strategies. (3) Chris Mettler indicated that comments received regarding the Countywide Plan Map would be posted online and that the question of whether or not Submap #1 was needed would be researched. He stated that the changes to the Rules and Map may possibly be finalized by this October.	
H. <u>PAC Membership (Verbal)</u>	<u>No Action – Information Only</u> Mike Crawford noted changes to the PAC membership based on the new Special Act.	
I. <u>MPO/PPC Unification Update (Verbal)</u>	<u>No Action – Information Only</u> Mike Crawford identified the outgoing and incoming PPC members and stated the first meeting with those new members would be held on September 10, 2014.	
III. <u>OLD BUSINESS</u>	None	
IV. <u>OTHER PAC BUSINESS/PAC DISCUSSION AND UPCOMING AGENDA</u>	None	
V. <u>ADJOURNMENT</u>	The meeting was adjourned at 2:50 pm.	

Respectfully Submitted,

PAC Chairman

Date