

# Madeira Beach Town Center Special Area Plan



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## Introduction

For the past seven years, the City of Madeira Beach has devoted significant effort and resources to rethinking and reshaping the heart of the City. This process began in 2001 with the Madeira Beach Master Plan and the public charrettes associated with that effort and has continued through design concept work along Madeira Way. It culminates with this document, the Town Center Special Area Plan, which reflects the City's fresh look at this area

The City of Madeira Beach has many reasons to be optimistic about the redevelopment of the Town Center. Bounded generally by Gulf Boulevard, 150th Avenue, the Gulf of Mexico, and Boca Ciega Bay, this area is poised to thrive (see Figure 1). However, the area lacks a cohesive identity and sense of place<sup>1</sup> to attract residents and visitors. Crossed by the two major thoroughfares of 150<sup>th</sup> Avenue and Gulf Boulevard, there is currently little to mark entry into a distinct area. The Town Center is rich in public space, community, commercial, and civic uses, but there is no quality public realm that serves to connect these disparate uses into a whole. The quality and character of the urban design varies greatly. In its current state, the Town Center is better designed as a place to drive through, or perhaps briefly stop for services, rather than as a destination in which to spend time and enjoy the offerings of the community.

The beachfront, the commercial area along Gulf Boulevard, Madeira Way, and 150th Avenue, together with the civic uses and green space/recreational areas at City Hall, the Municipal Marina, and Madeira Beach Causeway Park, provide the foundation upon which a new Town Center can take shape. This Special Area Plan draws upon and enhances the current context and serves to unite the area into a cohesive whole.

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<sup>1</sup> The term **sense of place** has been defined and utilized in different ways by different people. To some, it is a characteristic that some geographic places have and some do not, while to others it is a feeling or perception held by people (not by the place itself). It is often used in relation to those characteristics that make a place special or unique, as well as to those that foster a sense of authentic human attachment and belonging.



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Under this plan, the area will be connected and further united by design initiatives that create a sense of place and reinforce Madeira Beach Town Center as a vibrant place to visit and live. This vibrancy will be apparent to motorists entering the City from the mainland along the Causeway, as well as to the residents and tourists who use the Town Center as a gathering place to eat, shop, and make use of the civic services in the area. Visitors to the Town Center will know they have reached their destination through the introduction of gateway elements and distinctive public realm improvements.

This Special Area Plan contains tools and strategies that will guide redevelopment in an area that is strategically important not only for the City but for Pinellas County as well. It includes an analysis of existing conditions, a review of issues and objectives for the Town Center, and recommends land uses and design guidelines to inform future development. It also provides a list of recommended actions for implementation.



## **Relationship of the Town Center Plan to the Madeira Beach Comprehensive Plan and Land Development Regulations**

In 2007, the City amended its comprehensive plan to include the Planned Redevelopment – Mixed Use (PR-MU) land use category with the intention for use in this Town Center. Although this new land use category is included in the adopted text of the comprehensive plan, it cannot be implemented through designation of a geographic area as PR-MU until such designation is accompanied by a special area plan. The *Madeira Beach Town Center Special Area Plan* has been written to serve this role and provide support for designation of the Town Center as PR—MU on the Future Land Use Map in the Madeira Beach Comprehensive Plan. This plan includes five distinct districts that carry out the objectives of the outlined in Chapter 1.

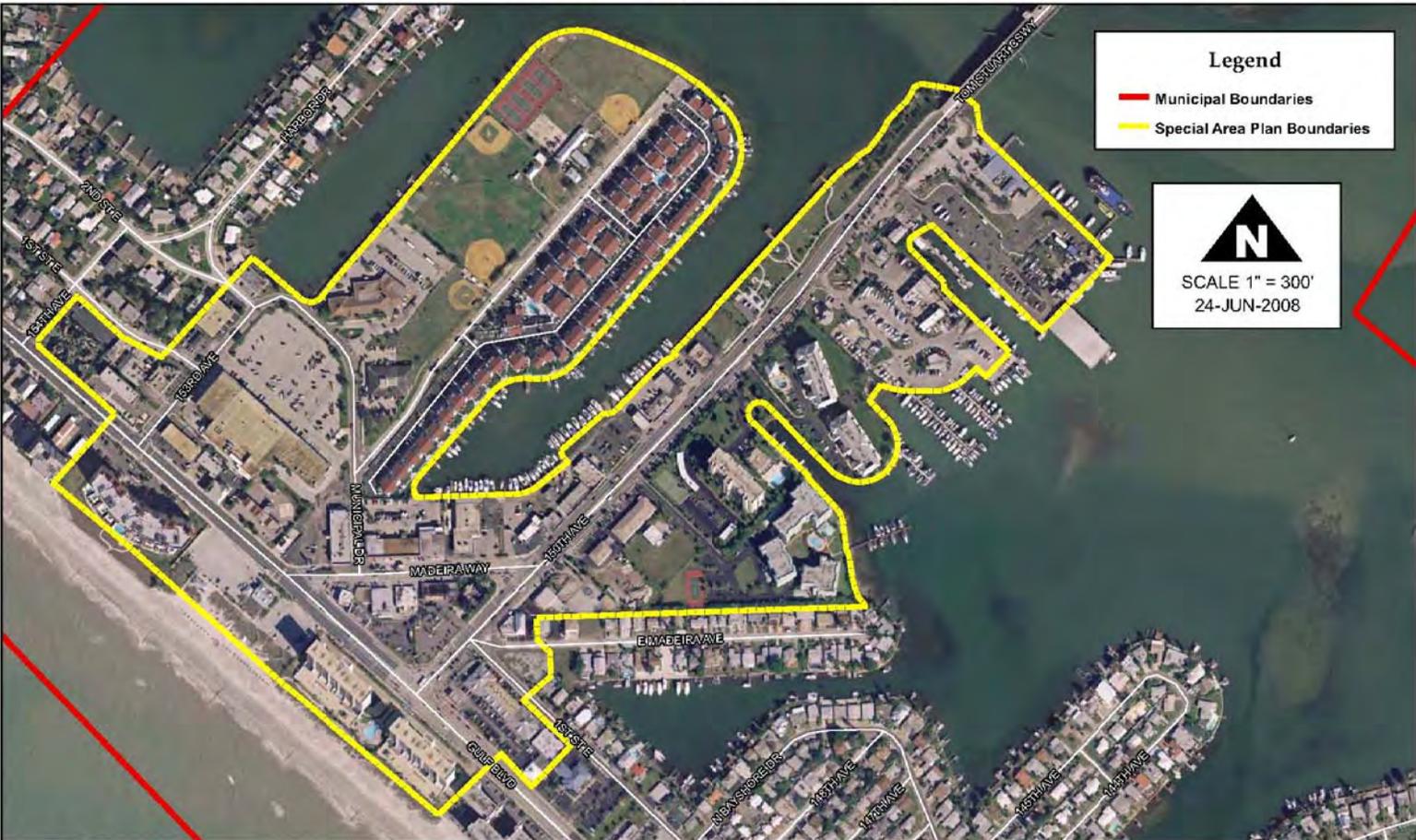
The current land development regulations, including the zoning categories will be utilized for administration of the redevelopment plans outlined in this Special Area Plan. In addition, new regulations and a new zoning category will be developed to implement the ideas and concepts in this plan. New development templates, new design guidelines, improved public facilities, and incentives for redevelopment and renovation will all be needed to facilitate the transition from currently prevailing land use and urban design patterns.

### Progress Assessment

The City of Madeira Beach will assess this Special Area Plan's progress with respect to its enumerated objectives five years from the effective date of a Countywide Plan Map amendment for such plan, which report shall be submitted to the Pinellas Planning Council and Countywide Planning Authority for receipt and acceptance.



Town Center Study Area  
City of Madeira Beach Special Area Plan  
Municipal and Special Area Boundaries



Prepared by the Pinellas Planning Council with data provided by the Pinellas County Property Appraiser's Office 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.



## **Chapter 1 – Issues and Objectives**

Issues are challenges and opportunities facing the study area as identified by the project team. They reflect current conditions in the study area; however, not every issue may be addressed directly by this plan. Rather, the list of issues was created in order to establish a common understanding of the challenges facing the study area so that priorities for the Special Area Plan could be subsequently developed.

Objectives constitute the goals of the plan, and potentially the criteria upon which the success of the plan can be evaluated. Objectives are established through the input of key stakeholders and City staff. Some objectives may also emerge from conversations with stakeholders that are not related to any of the identified issues. Whereas issues reflect professional analysis and judgment, objectives reflect the concerns of local stakeholders.

### **Issues**

The following list of issues was determined through stakeholder engagement, discussions with City of Madeira Beach representatives, and first-hand observation of the study area. The list of issues is followed by a discussion and photos that illustrate the issues:

- The area lacks a cohesive identity and sense of place to attract residents and visitors.
- Though the Town Center has a wide mix of uses and community amenities, the area is not pedestrian or bicycle-friendly, and pedestrian and bicycling circulation patterns could be improved.
- The speed of vehicular traffic on 150<sup>th</sup> Avenue discourages north-south pedestrian crossings between existing residential and commercial uses.
- There is currently no safe and effective method of crossing 150<sup>th</sup> Avenue to access Madeira Beach Causeway Park.



- There is currently no safe and effective method of crossing 150<sup>th</sup> Avenue between the bridge and Madeira Way.
- Small lot sizes and unusual lot configurations pose a challenge to parking and loading for the wide variety of commercial and civic uses in the Town Center.
- Certain parcels along 150<sup>th</sup> Avenue have limited access due to the median along the avenue.
- Residents of Madeira Beach wish to retain convenient shopping services in the area, particularly a grocery store.
- Although there are numerous parks in the area, access to these parks could be improved.
- The design of the public realm is generally poor and inconsistent and could be improved by introducing such elements as signage, landscaping, and pedestrian amenities.
- The wide variety of land uses in close proximity to the Town Center poses occasional land use conflicts.
- New development in the Town Center must be concurrent with public facilities, including transportation, water, sanitary sewer, stormwater, and Federal Emergency Management Agency compliance.
- The existing ownership pattern, with multiple individual owners or leaseholders of land and buildings, may inhibit redevelopment opportunities.
- Some older structures have higher densities than are permitted by current zoning, and so there is a disincentive to redevelop these properties.
- The number and quality of current tourist accommodations is on the decline.



- Retail uses in the Town Center are affected by the seasonality of tourist traffic.
- Civic uses in the Town Center could be improved to meet the growing needs of the Madeira Beach community.

Taken together, these issues touch upon twelve major themes:

1. Poor quality pedestrian environment;
2. Problematic parking patterns;
3. Limited access to businesses;
4. Retention of convenience retail;
5. Limited community facilities.
6. Limited access to community facilities;
7. Inconsistent public realm;
8. Conflicting land uses;
9. Noncompliant older uses;
10. Barriers to property assemblage;
11. Declining tourist amenities; and
12. Overdependence on tourism to support the local economy or lack of diversity in the local economy.

These overarching issues are described in more detail.



**Overarching Issue 1: Poor Quality Pedestrian Environment**



***Photo 1: Madeira Way, the main street of the Town Center, lacks a sense of place***

As noted above, although the Town Center has a wide mix of uses and community amenities, the area is not pedestrian or bicycle-friendly, and pedestrian and bicycling circulation patterns could be improved. Although sidewalks exist through most of the study area, the quality of pedestrian amenities is inconsistent. There are multiple destinations in the study area that could be better served by pedestrian and bicycle connections, such as the parks and the beach, and the Town Center should also be more strongly connected with surrounding residential areas. In particular, the speed of vehicular traffic along 150<sup>th</sup> Avenue discourages pedestrian traffic between the residential, commercial, and open space uses on alternate sides of the avenue. Even though a variety of land uses exist within close proximity here, making it convenient to walk from place to place, 150<sup>th</sup> Avenue serves as an effective barrier to pedestrian circulation.



Overarching Issue 2: Problematic Parking Patterns



*Photo 2: This sidewalk in the Transition District is typical of the area– a thin concrete sidewalk adjacent to the street and with no street trees*

Small lot sizes and unusual lot configurations pose a challenge to parking and loading for the wide variety of commercial and civic uses in the Town Center. The land uses in the Town Center– restaurants, shopping, marinas, and civic uses - require considerable parking. However, much of the development is on small and irregularly shaped lots. As a result, many lots which could be developed are currently used to serve the needs of commercial parking or access. This is not the highest and best use of scarce Town Center real estate.

While adequate parking and loading facilities are needed, these parking areas should be occupy as small a footprint as possible and lots should be optimized to accommodate a higher use value. Parking and loading should occur in areas that do not block major thoroughfares such as Madeira Way, 150<sup>th</sup> Avenue, or Gulf Boulevard. However, requiring each site to plan for parking and loading independently appears to be an inefficient solution. Parking and loading issues for the study area need to be tackled



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holistically and with a “parking management” approach that makes the best use of the least number of spaces.



Overarching Issue 3: Limited Access to Businesses

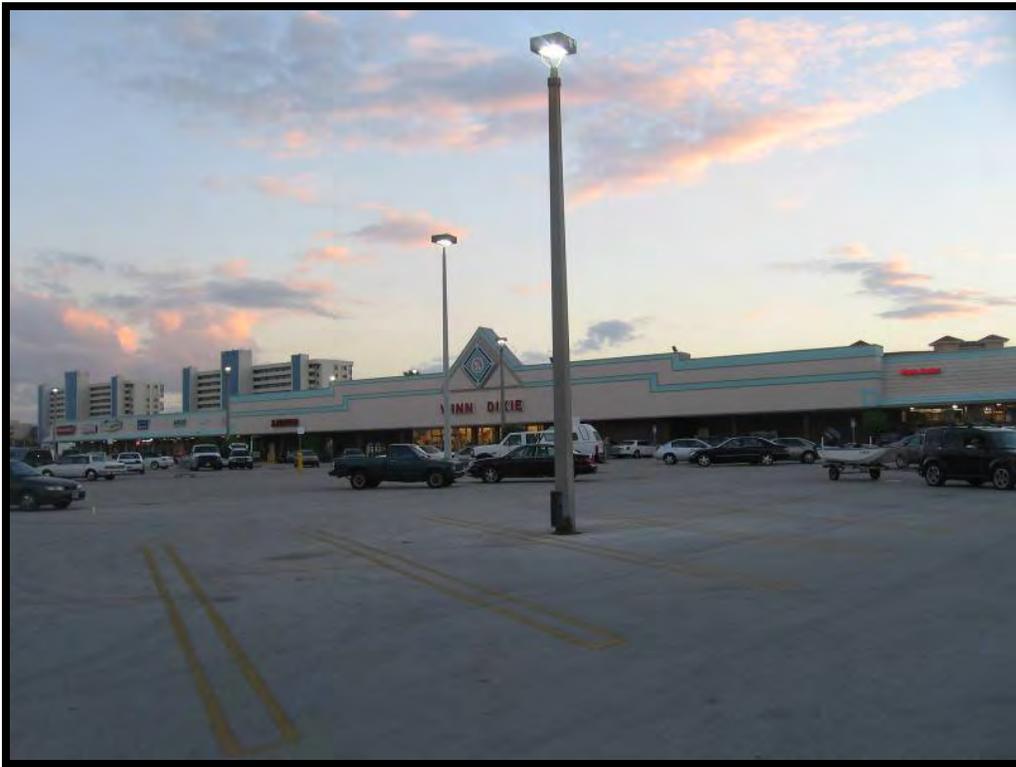


*Photo 3: Small lots have resulted in haphazard parking patterns. Notice the lack of sidewalks surrounding the building in the Transition District.*

Certain parcels along 150<sup>th</sup> Avenue have limited access due to the median along the avenue. The median restricts access to certain parcels, particularly on its southeastern flank. For some of the businesses on these parcels, it appears that the only access is right turn in/right turn out, which would send travelers across the Causeway whether or not that was their intended direction. Other parcels in this area currently rely on adjacent parcels for access. In some cases, lack of access may be preventing the development of these parcels to their highest and best use, and to uses that would support the development of the tourist market in the Town Center.



Overarching Issue 4: Retention of Convenience Retail



*Photo 4: Winn Dixie grocery store in Town Center Commercial Core District. The large parking area may not be the highest and best use for scarce Town Center lands.*

Residents of Madeira Beach wish to retain convenient shopping services in the area, particularly a grocery store. Convenient access to daily shopping services is a key factor in quality of life. Having access to these daily shopping services saves time, energy, and money. Currently there is a grocery store located in the Town Center. While many stakeholders would like to see redevelopment and revitalization in the area, there is also a strong desire to retain a grocery store in the Town Center.



**Overarching Issue 5: Limited Community Facilities**



***Photo 5: The Gulf Beaches Public Library in the Peninsula District, one of many civic uses concentrated in the Town Center.***

Civic uses in the Town Center could be improved to meet the growing needs of the Madeira Beach community. There have been growing demands upon City Hall to serve as meeting rooms for local residents. There is also an anticipated growing demand for a senior center in the area. The Pinellas Public Library Cooperative has indicated a desire to expand the Gulf Beaches Public Library. These and other community services could be better served by new, enhanced, and centralized facilities located within the Town Center.



**Overarching Issue 6: Limited Access to Community Facilities**



***Photo 6: Archibald Beach Park in the Beachfront District***

Although there are numerous parks in the area, access to these parks could be improved. Parks in the area include Archibald Beach Park, the Madeira Beach Causeway Park, and Rex Place Park. While facilities include tennis courts, baseball fields, beaches, walking paths, and pavilions, their inaccessible nature makes visiting them less appealing. Access to these parks could be improved through increased pedestrian and bicycle connections and the location of convenient parking. For example, there is no pedestrian crossing between the bridge and Madeira Way, which makes pedestrian access across 150<sup>th</sup> Avenue to Madeira Beach Causeway Park a particular challenge.



Overarching Issue 7: Inconsistent Public Realm



*Photo 7: Areas such as this one, the driveway to City Hall in the Peninsula District, are designed for vehicles without consideration for pedestrian access and circulation.*

The public realm – the streets, the sidewalks, the medians, and landscaped areas – is the thread that links various developments together into a cohesive whole. The design of the public realm in Madeira Beach is generally poor and inconsistent. The public realm could be improved, however, by enhancing wayfinding, landscaping, and pedestrian amenities. However, some of the problem stems from the quality of private development, which is often facing parking areas rather than sidewalks or has uninviting facades faced towards the public realm. Private development must play a role in positively impacting the public realm by connecting to and interfacing with public spaces in a better way. Additionally, the quality of the outdoor spaces is poor in the Town Center. More amenities – street furniture, benches, lighting, street trees – are needed to enhance visitors’ experiences and encourage people to spend time on the streets of the Town Center.



**Overarching Issue 8: Conflicting Land Uses**



***Photo 8: Unscreened utilities, such as this use in the Commercial Core District, can create land use conflicts with nearby residential land uses.***

The wide variety of land uses in close proximity in the Town Center poses occasional land use conflicts. Though the wide variety of land uses in the Town Center can be viewed as strength, it can occasionally cause problems. Condominium residents do not want to border unsightly uses such as outdoor storage, utilities, or dumpster areas.

**Overarching Issue 9: Noncompliant Older Uses**

Several older structures in the Town Center have higher densities than are permitted by current zoning (nonconforming uses). Owners of these older properties may not have adequate incentive to redevelop, because redeveloping could cause them to lose leasable floor area. However, the City has an interest in seeing these older properties redevelop to become more compatible with the desired community character and FEMA compliant.



**Overarching Issue 10: Barriers to Property Assemblage**



***Photo 9: Some older development is of a higher density than is permitted under current zoning (Beachfront District).***

Parcels in the Town Center are often small, and in addition to this, many parcels are engaged in long term leases. This results in a fragmented ownership or land control pattern that can make it difficult to assemble property for redevelopment. In some cases, property that would otherwise be primed for redevelopment is encumbered by a long term lease.

**Overarching Issue 11: Declining Tourist Amenities**

The number and quality of temporary lodging accommodations has been on the decline. This is related to the above issue of denser aging properties, as older, typically out-dated hotels hang on to avoid redevelopment and thereby decrease the quality of temporary lodging accommodations available. While motel owners may have desired to upgrade or enlarge individual units to be more competitive and attractive to visitors, FEMA regulations prohibit improvements to non-FEMA compliant structures that



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are greater in value than 50 percent of the structure's depreciated value. Moreover, some of these older temporary lodging units were built seaward of the Pinellas County Construction Control Line. These non-conforming structures cannot be expanded or enlarged because of their location. Because there is scarce vacant property left in the Town Center for the development of new temporary lodging accommodations, the best opportunities for new or improved temporary lodging accommodations will come from redevelopment.



**Overarching Issue 12: Seasonal Nature of Local Economy**



***Photo 10: Retail uses comprise the heart of the Town Center (Commercial Core District), but are challenged by seasonal demand.***

Retail uses in the Town Center are affected by the seasonality of tourist traffic. The population of Madeira Beach varies substantially by season, and this can affect the economic health of local retail businesses. When the population is down in the summer and fall, retail businesses see a lull in sales and may have difficulty generating adequate revenues.



## **Objectives**

Drawing from the overarching issues described above, the following is a list of the primary objectives for the Special Area Plan. After the list, a brief description or definition of each objective is provided. In some cases, policies that might further the objective are briefly mentioned.

- Create a unique sense of place for the Town Center, and create a sense of arrival for those entering the area
- Promote a wide variety of uses to create an activity center for both local residents and tourists.
- Set a standard for urban design so that new development and redevelopment in the Town Center contributes to the public realm.
- Promote redevelopment of older properties in a manner that contributes to the quality of urban design in the Town Center.
- Increase the number of temporary lodging units and maintain existing residential units in the Town Center that have the quality characteristics included in the Special Area Plan.
- Improve pedestrian and bicycling access to all major destinations within the Town Center, including the parks, the beach, retail properties and civic destinations.
- Increase connections and access to parks, ensuring that views of the Gulf and the Boca Ciega Bay are preserved.
- Develop parking and access strategies that help to make the most efficient use of scarce land and contribute to the quality of the public realm in the Town Center.
- Improve the quality of public facilities and seek to consolidate public facilities if this would provide efficiencies in space management and cost.



**Create a unique sense of place for the Center, and create a sense of arrival for those entering the area**

The overall goal for the Special Area Plan is to help the Town Center achieve a sense of place, and so to make the Town Center a destination where residents and tourists alike enjoy spending time. In order to create a sense of place, the Town Center must be comfortable and inviting, and so the public realm must be improved. Consistent standards for urban design and public features are needed so that new development and public improvements contribute to the overall vision for the Town Center. Gateway features will also help to contribute to a sense of place, by creating a clear signal to travelers that one has entered a unique place with a sense of ownership by local residents.

**Promote a wide variety of uses to create an activity center for both local residents and tourists**

The Town Center already contains a wide variety of commercial, civic, and residential uses. This land use mix should be preserved and enhanced, with the addition of more residential units, more temporary lodging units, more commercial, and more mixed-use development. These mutually supporting land uses should all be encouraged, and activating uses, such as retail or civic uses, should be promoted along the major streets of the Town Center.

**Set a standard for urban design so that new development and redevelopment in the Town Center contributes to the public realm**

The past pattern of development has not contributed to a unified public realm, but instead has resulted in confused parking and access patterns, spotty landscaping, haphazard architecture, and blank facades. While the City wishes to encourage variety and flexibility in development, basic design standards are needed to ensure that all new development presents a positive face to the public realm. Pedestrian access needs to be improved, and minimum standards for facades are needed so that activity is encouraged along key public streets.

**Promote redevelopment of older properties in a manner that contributes to the quality of urban design in the Town Center**

The City is struggling with certain higher density properties that are non-compliant with current Federal Emergency Management Agency (FEMA) standards and that cannot be rebuilt at existing densities. Both the City



and the property owners' desire redevelopment or renovation, but the cost is not justified at current allowable densities. At the same time, the City does not wish to promote redevelopment at any cost; rather, redevelopment should result in a property that meets current safety and environmental regulations and that contributes to the character of the Town Center. The Special Area Plan is designed to balance these multiple interests between the City and private property owners.

**Increase the number of temporary lodging units in the Town Center that have the quality characteristics included in the Special Area Plan**

The City seeks to increase the number of temporary lodging units and enhance the tourist industry for Madeira Beach and its local businesses. The Special Area Plan supports this objective by identifying properties where additional temporary lodging units can be built and by promoting the redevelopment of older tourist lodging units.

**Improve pedestrian and bicycling access to all major destinations within the Town Center, including the parks, the beach, retail properties, and civic destinations**

Make the Town Center a place where people prefer to park once and walk or cycle to multiple destinations. Improving the public realm and creating a sense of place goes hand-in-hand with improving pedestrian and bicycle amenities throughout the Town Center. The pedestrian realm, or more broadly the outdoor realm, is where people (and tourists in particular) enjoy spending their time in a destination such as Madeira Beach. Improved pedestrian and bicycle connections will make the Town Center a nicer place to be, and will increase the cross-traffic between the Town Center's various destinations. Also, improved pedestrian and bicycle connections will enable the Town Center to reduce its parking requirement, as more and more people can drive to the Town Center, park once, and thereafter get around on foot or by bike.

**Increase connections and access to parks and beaches and preserve views of the Gulf of Mexico and the Boca Ciega Bay**

The Town Center already contains a significant number of natural resources that make it a unique place, such as beaches along the Gulf of Mexico and parks along the Bay. In order to capture the full value of these amenities, access should be enhanced, particularly pedestrian and bicycle access. Views as well as access are important. Views to these beautiful



natural resources are valuable in themselves, but they also serve as beacons to attract people to the various destinations and entice them to travel throughout the Town Center.

**Develop parking and access strategies that help to make the most efficient use of scarce land and contribute to the quality of the public realm in the Town Center**

Right now too much land in the Town Center is used for surface parking. In addition, parking areas are scattered, disrupting the continuity of the urban fabric and inhibiting pedestrian access to commercial and civic activities. Centralizing and strategically locating parking and loading facilities can decrease this disruption of the urban fabric and of circulation patterns. Inter-parcel access can be preserved or created for those parcels that otherwise are lacking adequate access. Together, these strategies will free up land for development to higher and better uses and help to create the continuous street frontages that characterize so many successful shopping and entertainment districts.

**Improve the quality of public facilities and seek to consolidate public facilities if this would provide efficiencies in space management and cost**

The various small and low-intensity public facilities scattered throughout the Town Center can be consolidated, updated, or improved. Consolidating facilities can provide the opportunity to develop civic buildings with greater presence, and may provide cost and operating efficiencies. New facilities can be built to FEMA standards, and also may serve as a shelter to the public in the event of a stormwater surge (provided that such a shelter could be established consistent with emergency management standards and criteria). There is also need for additional meeting and community space which is not accommodated by existing community facilities and this need can be addressed with a new consolidated facility. Beyond these improvements, civic facilities will serve as one of the anchors that will help to draw people to a renewed Town Center with an enhanced sense of place. A map of current public facilities is presented in Figure 5.





## Relationship with the Comprehensive Plan

The comprehensive plan was amended in 2007 to include the Planned Redevelopment-Mixed Use (PR-MU) land use category in anticipation of the creation of a Special Area Plan for the Town Center. This Town Center Plan provides the data and analysis to support an amendment to the Future Land Use Map to apply the PR-MU land use category. The PR-MU land use category is established in policy 1.1.2 of the Future Land Use Element. In addition to this specific policy, the foundation for the Special Area Plan is the goal for the Future Land Use Element. The goal is to:

*“...ensure that the residential/family and beach community character of the City of Madeira Beach is maintained and protected while:*

*Maximizing the potential for economic benefit resulting from the tourist trade and the enjoyment of natural and man-made resources by citizens and visitors;*

*Minimizing the threat to health, safety, and welfare posed by hazards, nuisances, incompatible land uses, and environmental degradation;*

*Maximizing land development which respects necessary ecological functions and suitability for urban development;*

*Preserving or improving the community’s natural resources and valuable amenities;*

*Encouraging an orderly and aesthetic mix of land uses by allowing new development and redevelopment that will enhance and protect the City’s existing character; and*

*Providing a comprehensive plan that is flexible and incorporates changing community values and attitudes.”*



This Special Area Plan addresses the goal by promoting a unique sense of place for the Town Center, eliminating incompatible land uses, and encouraging the redevelopment of an area of the City in a manner that respects the environment and preserves natural resources. The Special Area Plan promotes an orderly and aesthetic mix of land uses by encouraging development that protects and enhances the City's existing character.

This Special Area Plan has also been developed consistent with the guidelines in *Pinellas by Design*, the County's economic development plan, which, like this plan, is grounded in design principles. *Pinellas by Design* is the result of an intensive public involvement process that engaged a broad cross-section of the community throughout the county. As the plan states:

*Based on the results of this public participation process, there is general agreement that redevelopment is inevitable, that it should be planned for, and that it has great potential to both preserve and enhance the high quality of life we enjoy in our communities. Three major areas of concentration were agreed upon: economic investment and job creation, concentrating on attracting and retaining high-wage target industries; real estate factors, emphasizing the need for sufficient and appropriate land to allow effective redevelopment; and regulatory tools and urban design, providing the blueprint needed to shape the urban environment. (Pinellas by Design, p. 2).*

The philosophy guiding preparation of the Special Area Plan is very much in keeping with *Pinellas by Design* in that the plan describes a redeveloped Town Center resulting in a vibrant mixed-use area with quality urban design. The redevelopment of tourist dwelling units in concert with restaurants, specialty retail, and short-term tourist-serving accommodations will create an anchor for tourist-oriented development that can also serve as a heart for the Madeira Beach community. Design is a key element of this plan to make the core of Madeira Beach more pedestrian and bicycle-friendly and to encourage residents and visitors alike to better utilize these spaces and create the means for them to do so.



## **Chapter 2 – Regulatory Plan and Guidelines**

### **Future Land Use**

The Town Center is divided into five districts for the purpose of describing the character, residential and temporary lodging density, non-residential intensity, general types of uses, and other standards that are appropriate within each district. The total land area, inclusive of all rights-of-way, totals 94.79 acres. These districts and their predominant use characteristics, shown on Figure 6, are described below:

#### **Causeway District**

This district is 23.3 acres in size and includes parcels adjoining the 150<sup>th</sup> Avenue and is situated generally in the northeastern section of the study area. The Causeway District is characterized by a variety of land uses that are oriented to the water, such as residential and temporary lodging. Land uses in this section take advantage of water views and should be designed to take into consideration limited directional access to the Causeway. Water-dependent and water-related commercial and non-residential activities are appropriate, such as restaurants that take advantage of waterfront locations, the City-owned marina, recreational activities, and small scale commercial near the Commercial Core District. This area also includes other uses identified as Working Waterfront.

Permitted Uses - Residential; Temporary Lodging; Tourist Facilities; Recreation/Open Space; Preservation

#### **Commercial Core District**

This district is 20 acres in size and is the heart of the Town Center. It includes parcels fronting Madeira Way and the northeastern face of Gulf Boulevard. Land uses in this central and most visible portion of the Town Center may include a wide variety of uses; however, the focus should be on commercial and commercial/mixed-use.

Permitted Uses - Residential; Temporary Lodging; Tourist Facilities; Office; Personal Service/Office Support; Institutional; Transportation/Utility; Retail Commercial; Commercial/Business Service



**Beachfront District**

This district is 8.4 acres in size and includes parcels with frontage on the Gulf of Mexico. Residential and tourist land uses are encouraged to take advantage of water views and access. Uses include residential, temporary lodging, and open space.

Permitted Uses - Residential; Temporary Lodging; Tourist Facilities; Recreation/Open Space; Preservation

**Peninsula District**

This district is 25.2 acres in size and includes the current City Hall, Library, Rex Place Park, and adjoining residential development. No change is recommended for the current land use pattern, which places park space adjacent to Boca Ciega Bay. However, a consolidation of civic facilities into a multi-purpose civic and cultural facility is recommended. Commercial uses are not recommended for this district.

Permitted Uses - Residential; Temporary Lodging; Tourist Facilities; Institutional; Recreation/Open Space

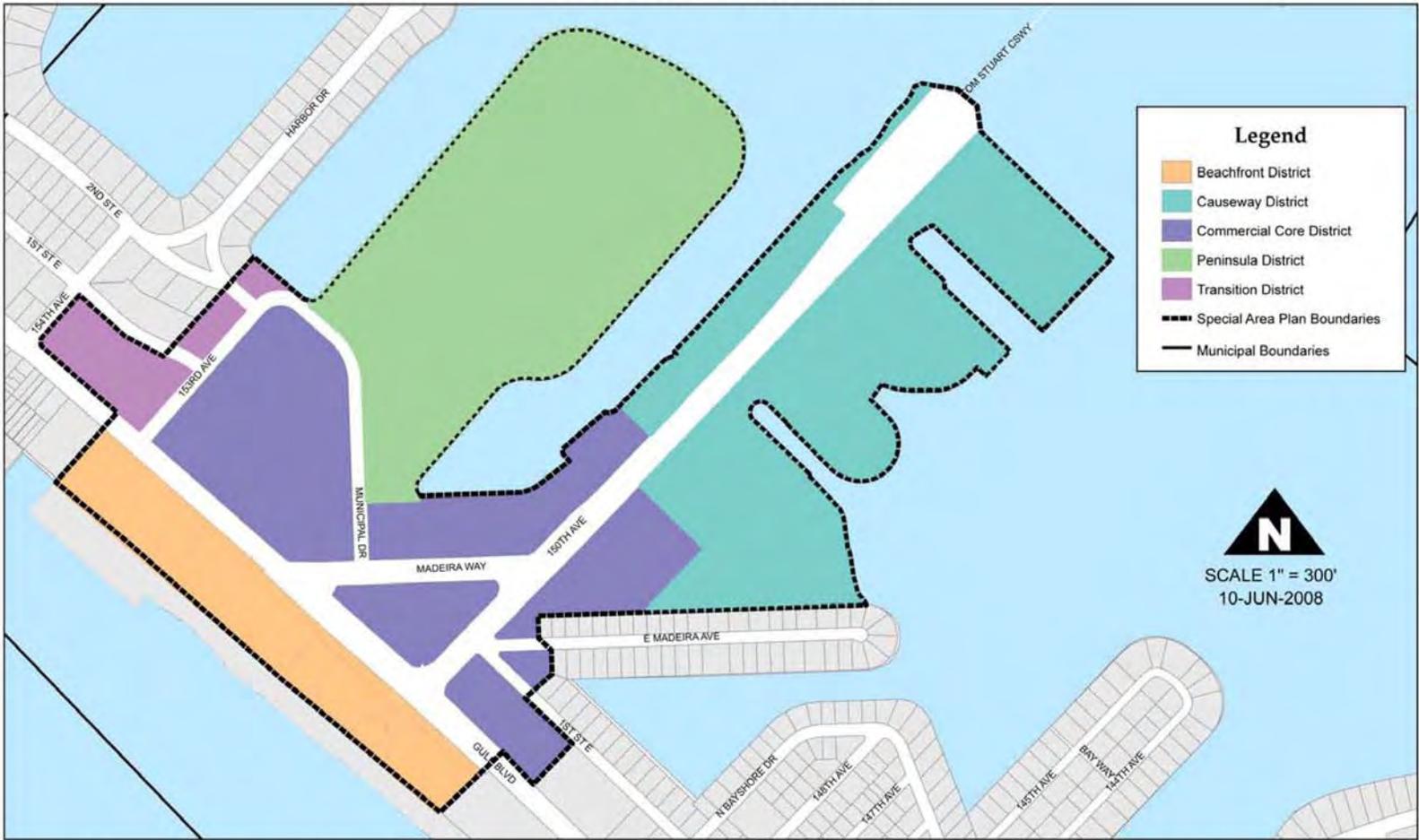
**Transition District**

This district is 3.1 acres in size and is in the northwest portion of the Town Center; abutting a single family residential area. This district should serve as a transition from the mixed commercial, civic, cultural, and temporary lodging districts by providing for lower intensity residential and residential/mixed uses.

Permitted Uses - Residential; Temporary Lodging; Office; Retail Commercial; Personal Service/Office Support; Commercial/Business Service



**City of Madeira Beach Special Area Plan  
Town Center Character Districts**



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.



Development Standards

The following table describes the maximum density and intensity of development, and other development standards, in each of the districts within the Town Center.

Table 1: Development Standards

District	Density		Floor Area Ratio (F)		ISR <sup>2</sup>	Stories Above BFE <sup>3</sup>
	Residential Units	Temporary Lodging Units	Commercial Only	Mixed Uses		
Causeway	15	60	0.55	*	0.70	3
Commercial Core	15	60	1.2	Permitted	0.85	3
Beachfront	15	30	0.55	*	0.70	3
Peninsula	15	15	0.30	*	0.70	3
Transition	15	60	1.2	*	0.70	2

\* Shall not exceed, in combination, the respective number of units per acre and floor area ratio permitted, when allocated in their respective proportion to the gross land area of the property.

Calculating Proportionate Share and Mixed Uses

Within the Beachfront, Causeway, Peninsula, and Transition districts, 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.

<sup>2</sup> ISR – impervious surface ratio

<sup>3</sup> BFE – base flood elevation



This requirement does not apply to proposed mixed uses within the Commercial Core district. Within the Commercial Core, 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.

### **Access, Parking, and Transportation Provisions**

Madeira Beach has already acted to reduce parking requirements for the Town Center. The measure reduces the minimum number of off-street parking spaces required for a principal use by 50 percent. This action reinforces the Special Area Plan's goal of making the Town Center more pedestrian-oriented by reducing the amount of land area devoted to parking and so increasing the amount of active uses available within the Town Center's compact area. The new parking regulations apply to properties bounded by Gulf Boulevard, 154<sup>th</sup> Avenue, 149<sup>th</sup> Avenue, and the Intracoastal Waterway.

Shared parking is also permitted under these provisions. Under these regulations, two or more non-residential uses located in the Town Center can petition the City to share parking facilities. Applicants must demonstrate that the periods of usage for parking will not overlap, and provide an analysis of peak parking times for each use and the minimum number of spaces needed for the combined parking area. Successful applicants must enter into a shared parking agreement with the City. The agreement is then recorded with the Clerk of Circuit Court in Pinellas County.

It is further recommended that for the triangle of parcels bounded by Madeira Way, 150<sup>th</sup> Avenue, and Gulf Boulevard that there be no parking requirement. This would serve to permit active uses facing all three major corridors, allowing for the development of a continuous building wall. Such



## MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN

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a series of active frontages would improve the pedestrian environment and help create a strong urban design statement for the Town Center Commercial Core.



**MADEIRA BEACH TOWN CENTER  
SPECIAL AREA PLAN**

**Parking Waiver Area**



**Madeira Beach  
Special Area Plan**

LEGEND  
 Parking Requirement Waiver Area

DATE  
August 2008





Moreover, it is recommended that this triangular area be required to provide a pedestrian passageway and internal courtyard connecting 1<sup>st</sup> Street East to Municipal Drive. This would serve as a valuable shortcut into the Town Center Commercial Core and would also provide the possibility for additional retail frontage along the internal courtyard.

To the extent possible, commercial parking should be provided by metered or timed on-street parking. On-street parking is very efficient and effective for town centers in general. Metered and timed parking encourages a high turn-over, and therefore convenient parking remains available for customers throughout the day. On-street parking also serves as a traffic calming function, slowing the speed of through traffic. Pedestrians are also provided a shield from traffic by on-street parking. For these reasons, on-street parking should be encouraged everywhere in the Town Center, particularly along Madeira Way, Municipal Drive, and 153<sup>rd</sup> Avenue.

Also, in order to make the most efficient use of land and to encourage pedestrian activity, one or more parking decks are recommended to accommodate the full volume of vehicles anticipated to frequent the Town Center. Parking decks should be permitted in the Commercial Core, Peninsula, and Causeway districts and should not be counted against maximum FARs. It is recommended that the City acquire land for a public parking deck on Gulf Boulevard. This parking deck could then serve both the Commercial Core of the Town Center as well as the beach. A fee should be required in order to make use of the parking deck, both to help finance the deck's cost and to encourage parking turn-over.

It is also recommended that a high quality at-grade pedestrian crossing be designed to assist crossing Gulf Boulevard in this location. The pedestrian crossing could include such features as pavers or textured crosswalks, pedestrian signs, and a flashing pedestrian crossing light to warn oncoming vehicles. This would enable both people who use the parking deck as well as others to cross Gulf Boulevard more easily.

Parcels in the Causeway District suffer from limited access. These parcels only have frontage along one roadway – 150<sup>th</sup> Avenue – and turning movements here are restricted by the roadway's median. Therefore, it is recommended that all new development in the Causeway District be required to provide inter-parcel access. This will improve accessibility and increase property values in the long run. Inter-parcel access should also be



encouraged for those properties along 150<sup>th</sup> Avenue that are outside of the Causeway District and have no alternative access.

Both 150<sup>th</sup> Avenue and Gulf Boulevard are high capacity arterials and are not well-suited for direct access. Therefore, vehicular access to individual parcels within the Town Center should be provided by other roads and/or alleys where possible. Commercial properties fronting Gulf Boulevard should be required to develop alley access where feasible upon redevelopment, such as off of 153<sup>rd</sup> Avenue.

In order to make the Town Center more pedestrian-friendly, improved street crossings must be a priority. Street crossings can be improved with pedestrian signals, texture crosswalks, raised crosswalks, improved signage, and other signals to vehicular traffic that a pedestrian crossing area is present. Improved pedestrian crossings are recommended for the intersections of Madeira Way and 150<sup>th</sup> Avenue, Madeira Way and Municipal Drive, for Madeira Way and Gulf Boulevard, for 153<sup>rd</sup> Avenue and Gulf Boulevard, and for the three-way intersection of East Madeira Avenue, 1<sup>st</sup> Street East, and 150<sup>th</sup> Avenue.

Further detail on the implementation of these recommendations is found in the Chapter 3 on Implementation in the section on General Design Features of Each District.

## **Design Guidelines**

To establish a sense of place and begin to define a theme for the redevelopment of the Town Center, a series of design guidelines are recommended. The guidelines address the design of streetscapes, building massing and architectural details, as well as the preservation of views. These general design guidelines will be translated into more specific regulations, adopted by the City of Madeira Beach, and incorporated into the land development regulations.

### **Streetscapes**

Streets are not just transportation facilities, they are public spaces. The essential characteristic of any Town Center is inviting streets – places



where people enjoy strolling and coming across each other for casual, everyday encounters.

Quality streetscapes are needed throughout the Town Center and in the Commercial Core District in particular. The first focus should be on Madeira Way.

Quality streetscapes involve many features, but the first and primary feature is generous room for the pedestrian and his/her related activities. The streetscape must provide room for pedestrian through-traffic, outdoor seating for cafes, for window shopping, and for street furniture and street trees. Also, there should be as few interruptions of the pedestrian way as possible, which means limiting the number of intervening driveways as much possible. Ideally, at least as much land in the public realm is given over to pedestrian-related activities as is given over to vehicles.

Beyond adequate space for the pedestrian, street trees are of particular value for creating a streetscape. Street trees provide visual interest, shade, an edge to the pedestrian realm, and a barrier between pedestrians and vehicular traffic. Great streets invariably have ample and mature street trees.

Other key elements of quality streetscapes are amenities. The street serves as an outdoor room, and as such, it requires outdoor furniture. Key street furniture includes seating, trash cans, and lighting, and may include other features such as bollards, bicycling parking, or public art.

New streetscapes are recommended along Madeira Way within the Commercial Core district. Over the long term, improvements to streetscapes in other areas of the Town Center should be considered.

### **Street-Oriented Retail**

The activating element in a Town Center is, without doubt, the many small stores and shops that encourage walking and browsing through the area. Madeira Beach already has small, local market stores, but they are not currently street-oriented. Street-oriented retail caters to passing pedestrian traffic. Therefore, it is essential that the building entrance be immediately adjacent to the streetscape to encourage window-shopping. Parking must be located to the side, or preferably to the rear behind the



building. Doors and windows should face the street, inviting people to walk in or look in. Window displays should be encouraged. Signs should be small-scale and pedestrian-oriented in placement and design. Awnings or other features that provide shade are also welcome as a respite from the sunny Florida climate.

### **Building Wall**

Another feature of a successful Town Center is a generally continuous building wall. A continuous wall of buildings without gaps provides a sense of continuity to the urban fabric and keeps the visual interest. Historic town centers invariably have a continuous building wall in their core area, usually with a variety of small buildings immediately adjacent to each other. In order to provide an adequate sense of enclosure, building heights of at least two stories are recommended in key areas, including along both sides of Madeira Way, and ideally throughout the Commercial Core District. In fact, with its wider right-of-way, the scale of Gulf Boulevard would be better suited and more attractive if framed by a larger, three-story building wall.

### **View Corridors**

Scenic views of the water are one of the defining characteristics of the Madeira Town Center. Where possible, scenic views should be preserved and enhanced or restored. Two scenic views of particular value have been lost – the view of the water from 150<sup>th</sup> Avenue when driving onto the island, and the view of the beach and water from Madeira Way. These view corridors should be restored if the opportunity becomes available.

Views across Gulf Boulevard to the beach present a prime opportunity. A quality streetscape along Gulf Boulevard at this location or an upper-story restaurant or bar could take advantage of these prime views.

Views of significant architectural features can also be noteworthy. Currently, the view from Municipal Drive terminates in City Hall, an appropriate landmark. Unfortunately, the current City Hall does not have an adequate vertical profile to be noticeable. A new civic building is recommended for this site, and it should capitalize upon the Municipal Drive view corridor to define the axis. The façade of the civic building



should display an appropriately articulated and civic image to punctuate this corridor.

### **Architectural Guidelines**

Architecture in the Town Center should have a visually interactive first floor, a high level of façade articulation, and human scale in massing and detail. Large, monolithic, and blank buildings are inappropriate.

To create an active first floor, there should be an architecturally distinct entrance area and large storefront windows with window displays. Planters and flower boxes are also appropriate. Awnings and porticos are also strongly encouraged.



*Photo 11: Active first floors include distinctive awnings, windows, doors, and porticos. This picture is from Naples, Florida*

A high level of interest is created through architectural details that distinguish the vertical and horizontal sections of the building. Each floor of the building should be visible from the outside, through the use of upper story windows or balconies. The top of the building should have some distinguishing feature, such as a strong detailed cornice line.



*Photo 12: The building top should be marked with a distinguishing feature, such as the multi-colored cornice line above. Also note the windows that mark the second story of the building. This picture is from Fort Myers, Florida.*

Both details and building massing should be of human scale. Large buildings should be broken into a series of distinct masses. Windows should be vertically oriented and should be comprised of a series of distinct, human-scale windows across the building rather than uniform glass facades. If possible, windows should have a series of smaller panes to provide visual interest. Balconies and pseudo-balconies/railings on upper stories are an excellent human-scale feature. Other architectural details that could be used to provide interest include the following:

- Arches over doors or windows
- Awnings
- Balusters
- Bay windows
- Clock Towers
- Cupolas
- Patterns and details of façade material or color



## MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN



*Photo 13: Details make this building facade attractive, including upper story windows, cornice lines, a hanging awning, and a portico. Windows are vertically oriented and human-scaled. This picture is from Fort Myers, Florida.*



## **Chapter 3 – Implementation**

### **Land Development Regulations**

Chapter 3 of this document describes five districts that make up the planning area. These districts are to be utilized in conjunction with the Planned Redevelopment-Mixed Use Future Land Use Plan Category. They include the types of uses allowed within each district, as well as the maximum density and intensity permitted in each district. However, they do not contain enough specificity to administer the plan on a daily basis and must rely on the City's land development regulations to carry out the plan.

The City intends to utilize the majority of the current zoning categories (see Appendix A) in this task and also intends to create a new zoning category called Town Center (TC-1). This district will be limited to use within the Causeway and Commercial Core districts. It will require mixed use development and will allow greater temporary lodging densities and intensities than any current zoning districts. It is also recommended that the TC-1 district contain a set of design standards consistent with the provisions of this Special Area Plan with the goal of providing a pedestrian-oriented, mixed-use environment.

The City will also be responsible for determining whether to rezone properties to the new zoning category for property owners who wish to propose a mixed use development that would not otherwise be possible. The category should include criteria for determining if such approval should be granted.

The following table identifies the zoning districts that are appropriate for use within each of the Town Center districts.



**Permitted Zoning Districts in Each Town Center District  
Zoning Category**

District	R-2	R-3	C-1	C-3	C-4	P-SP	PD	TC-1
Causeway		X		X	X	X	X	X
Commercial Core				X		X	X	X
Beachfront		X				X	X	
Peninsula		X				X	X	
Transition	X	X	X			X	X	

X – potential compatibility with each Town Center Plan district

Each Special Area Plan district requires different regulatory provisions. The regulatory requirements of the districts are described generally below. Implementation may require amendments to the land development code for existing zoning districts in order to ensure that the regulations needed within the Town Center are in place. This would be accomplished through adding regulations to the applicable zoning district that only apply to properties within the Town Center. The City will ensure that the necessary regulations are prepared following final approval of the Special Area Plan.

However, there is already a zoning district available within the Town Center that can allow mixed uses. It is the Planned Development (PD) District. During the review of any preliminary site development plan, proposed standards and design features of the proposed uses will be reviewed for consistency with the objectives and design guidelines of the Special Area Plan. The established PD review process allows for such review considerations.

**Review Process for Proposed Development and Redevelopment**

All proposed development and redevelopment should be reviewed using the PD review process, whether or not a PD zoning district is proposed. The application and review process should be amended to require the PD process for all proposed development and redevelopment within the Town Center. This will allow the City to ensure that all proposed uses and



designs are consistent with the Town Center Special Area Plan. As pointed out above, when a proposal is for a change to the PD zoning, the applicant provides a preliminary site plan with proposed site design standards and features. This preliminary site plan can be reviewed with the Planning Commission to ensure that the concepts are acceptable and consistent with the Special Area Plan. Once this preliminary site plan is approved, the final site plan can be reviewed and approved at the staff level to ensure that all standards are met.

### **General Design Features of Each District**

During proposed redevelopment, the following design features will be required:

#### **Transition District**

- Access should be off of a street other than Gulf Boulevard
- Properties qualify for shared parking provisions

#### **Peninsula District**

- Properties qualify for shared parking provisions
- Civic building should be built on axis with Municipal Drive
- Require easement for bayfront walk on Boca Ciega Bay

#### **Commercial Core District**

- First story commercial activity to be required
- Inter-parcel access is required for properties north of Madeira Way
- Access should be off of a street other than Gulf Boulevard where possible
- Properties qualify for shared parking provisions
- All buildings shall be a minimum of two stories
- Require easement for bayfront walk on Boca Ciega Bay
- No parking is required for the triangle of properties bounded by Madeira Way, Gulf Boulevard, and 150<sup>th</sup> Avenue
- Require pedestrian easement from 1<sup>st</sup> Street East to Municipal Drive for the triangle of properties in the parking waiver area bounded by Madeira Way, Gulf Boulevard, and 150<sup>th</sup> Avenue
- Consider a pedestrian easement across proposed redevelopment of the Carter property to provide access between the parking garage and the civic building area
- Residential and/or temporary lodging units must be located on an upper floor



### **Beachfront District**

- View from Madeira Way to the beach should be improved
- View southeast from 150<sup>th</sup> Avenue should be re-established upon redevelopment

### **Causeway District**

- Inter-parcel access is required for all properties
- Properties qualify for shared parking provisions

## **Design Guidelines – Site Design Requirements**

### **Building Setbacks**

- Throughout the Town Center , building setbacks should be no more than 20 feet
- No parking, loading, or driveways should occur between the building and the right-of-way in the front setback; this area should be for landscaping and pedestrian uses only
- On Madeira Way, the building should be at the right-of-way line, or it should have an extension such as an awning or arcade that extends to the right-of-way line.



### **Outdoor Dining Areas and Displays**

- If a building located on Madeira Way is not up to the right-of-way line, the area between the right-of-way line and the building should be put to productive use related to the building use. Permitted uses in this area include outdoors displays of goods and outdoor dining
- Outdoor dining may include areas outside the right-of-way and inside the sidewalk right-of-way, so long as the City's requirements for outdoor cafes on public sidewalks are met.



*Photo 14: Outdoor dining is permitted subject to City regulations.*



### **Parking Lot Location and Size**

- Surface parking lots should be located to the side or preferably to the rear of the building
- Side yard parking lots should not exceed 60 feet in width.
  - Ground floor parking underneath the building envelope is permitted, however: It should be shielded from view by a facade between the parking and the right-of-way.
  - On Madeira Way, there must be twenty habitable feet on the ground floor and in front of any ground floor parking.

### **Parking Lot Landscaping**

- In addition to the City's existing perimeter landscaping requirements, one shade tree should be required for every 10 parking spaces, except for parking areas of less than 20 spaces total
- Each shade tree must be planted in a landscaped island of at least 200 square feet.



*Photo 15: Parking lots are required to include shade trees.*

### **Off Street Service and Loading Areas**

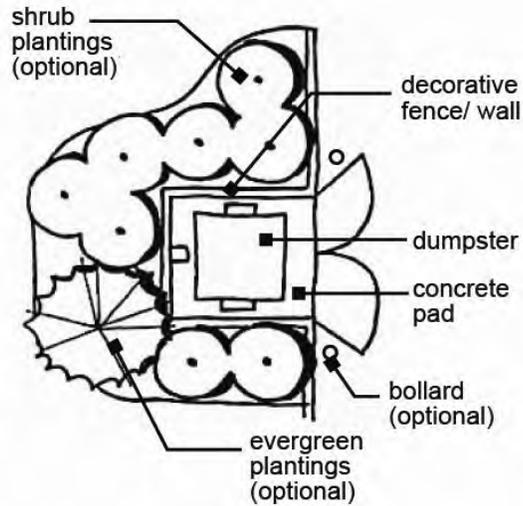
- Loading and service areas should be located at the rear or side of a building. This requirement should apply to new construction only,



and retrofits should not be required for buildings undergoing renovation or change in use.

### **Utility Location**

- All visible utility elements, such as transformers, water meters, etc. must be screened with decorative walls or a decorative fence.



*All utility elements should be visually screened.*



## Design Guidelines – Architectural Requirements

### **Primary Facade Orientation**

- The primary building façade must be primarily parallel with and oriented towards the primary street.
- On corner sites, both street facing facades must appear as primary facades.
- The primary building entrance should be part of the primary facade and oriented towards the primary street.
- Primary building entrances should provide a canopy, awning, or arcade that covers the building entrance.



*Photo 16: Primary building facade should face the public street.*

### **Facade Massing and Variation**

- On all frontages except Madeira Way, the facade must vary in height, setback, and/or materials every 50 feet.



*Photo 17: Facades should vary in height, massing, and materials.*

### **Commercial Storefront – Minimum Glazed Area**

- Primary building facades should include a minimum 50% glazing between 3 and 8 feet above the sidewalk on the first story.
- The purpose of the glazing is to promote visibility into and out of the building facade. As such, glazing should be transparent under normal lighting conditions.
- Upper stories should also include a minimum 25% glazing. Signs should cover no more than 10% of the glazed area.

### **Large Format Commercial Buildings**

- In addition to all of the other design guidelines contained here, for buildings over 30,000 square feet, each principal building on a site should have clearly defined, highly visible customer entrances, featuring no less than two (2) of the following features:
  - Arcades
  - Arches
  - Canopies or porticos
  - Cupolas



- Overhangs
- Recesses or projections
- Architectural details, such as tile work or molding, which is integrated into the building structure and design
- Integral planters or wing walls that incorporate landscaped areas and/or places for sitting

### **Sign Regulation**

In addition to the City's existing sign ordinance, all signs in the Town Center should be consistent in style, materials, and color with the building on the same lot.

Building-mounted signs should integrate in scale and placement with their associated building.



*Photo 18: Signs should integrate with buildings in scale and placement.*



## **Public Improvements**

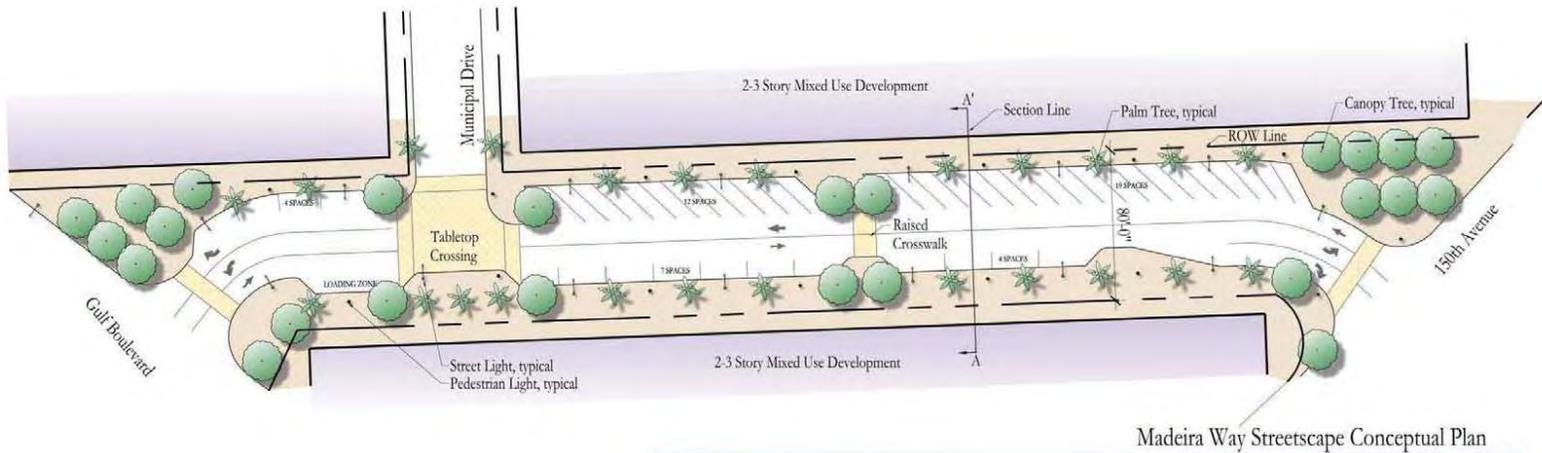
### **Streetscapes**

New streetscapes are recommended for Madeira Way; for Gulf Boulevard for its length in the Town Center; for 150<sup>th</sup> Avenue south of its intersection with Madeira Way; and for the length of Municipal Drive. A streetscape concept for Madeira Way showing some of the elements recommended above, such as trees placed at regular intervals between parking spaces and improved pedestrian crossings, is illustrated below.

If possible, utility wires should be buried throughout the Town Center. This is an expensive proposition, but would be a major aesthetic improvement that would benefit residents and visitors for years to come. A secondary benefit is that buried utility wires are less susceptible to wind damage along the coast line and are less likely to be damaged by wayward motorists.

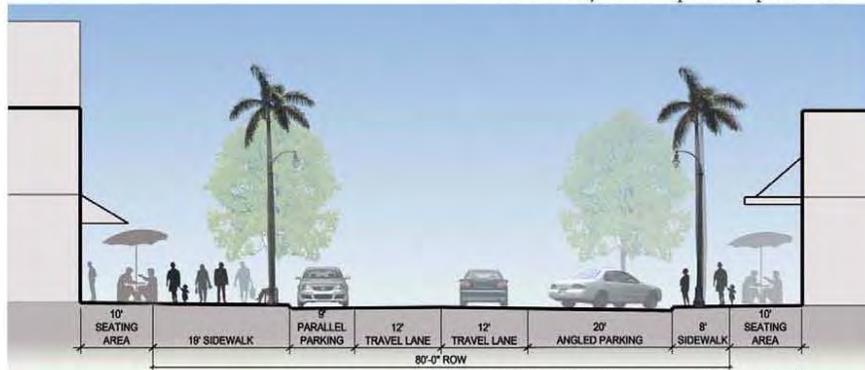


### Streetscape Concept



Madeira Way Streetscape Conceptual Plan

- Summary:**  
 46 parking spaces  
 (2) 12' travel lanes typical  
 8' wide pedestrian zone within ROW on North side  
 19' wide pedestrian zone within ROW on South side  
 10' building setback shown
- Notes:**  
 2 raised tabletop crossings located at Municipal Drive and mid-block  
 2 street level crosswalks at ends of streetscape- with distinct pavement type  
 Cohesive streetscape would require 10' construction easement on each side of street or building development at ROW line



Madeira Way Streetscape Section A-A'

### Madeira Way Streetscape Concept Madeira Beach, FL



June 19, 2008 EDAW | AECOM



### **Consolidation of Public Facilities**

The Town Center currently offers a wide variety of public facilities that serve the people of Madeira Beach and draw people to the area. These public facilities include City Hall, the Gulf Beaches Public Library, and the post office. Many of the facilities are out of date with current need and not built to withstand flooding. All of these public facilities could be integrated into a unified public service center in the current City Hall location, ideally in an attractive and architecturally distinctive civic building. The new service center would both present a proud civic presence along its facade facing Municipal Drive; while at the same time take advantage of views and potential outdoor space or courtyards along Boca Ciega Bay. Additional facilities that could be integrated into this service center would include community meeting space, a senior-oriented recreational center, and a Pinellas County Sheriff's substation. At the same time, the project could incorporate a new streetscape with improved pedestrian access for Municipal Drive, the incorporation of on-street parking for quick stops to the service center, and improved site access. Parking for the service center should be located beneath the building (if it is flood proofed) as well as both behind the service center and on the other side of Municipal Drive, ideally in a parking deck.

### **Public Parking Deck and Gulf Boulevard Pedestrian Crossing**

A public parking deck would help to reduce the parking requirement for many of the commercial properties in the area and could help make better and more active use of scarce land in the Commercial Core. Parking revenues would help to make a parking deck at least partially self-financing. Also, timed parking revenues encourage parking turnover, though employee parking should not be timed but charged on a monthly basis. The recommended location for a public parking deck is along Gulf Boulevard immediately across from the beach. This location would allow the parking deck to serve both the entire Town Center, as it is centrally located, and the beach. Ideally, the parking deck could replace some of the surface parking at the park so that the land could be reclaimed for public use.

A high-visibility pedestrian crossing across Gulf Boulevard is also recommended.



### **Improvements to Public Works Site**

Public works should be provided a new or renovated building to improve the appearance of this area. The site plan should be reconsidered to take into account both frontages along 150<sup>th</sup> Avenue as well as visual impacts to the adjacent marina. Landscaping on the site can be used to improve the visual screening and aesthetics of the site.

### **Bayfront Walk on Boca Ciega Bay**

A walkway along the Boca Ciega Bay from Municipal Drive to Causeway Park would create a destination for tourists and residents alike and provide better pedestrian connections along the waterfront. Therefore, to create a continuous walkway along the Bay, the City should require the dedication and improvement of a 10-foot-wide public paved use easement along the rear of all private properties bounded by Boca Ciega Bay. Each property should also be encouraged to extend the pedestrian connection from this walkway to their primary entrance. The City would not be responsible for the maintenance or repair of any property owner's seawall or tiebacks.

Another opportunity to enhance the feasibility and safety of pedestrian connections within the Town Center is an under bridge walkway beneath the western landing of the 150<sup>th</sup> Avenue Causeway bridge. This walkway would allow pedestrians to go under the Causeway between the former Leverock's site and Causeway Park thus avoiding the traffic on the Causeway. The area could be enhanced with ADA accessible ramps, lighting improvements, directional signage, and other safety features.

### **Wet Slips**

The City should develop and maintain wet slips in the area behind City Hall on the western edge of the Peninsula. This will provide an additional recreational amenity for the community as well as a new revenue source for the City. Appropriate environmental and market studies have been conducted and the demand for these boat slips has been established.



### Proposed Public Improvements



### Madeira Beach Special Area Plan

Proposed Public Improvements  
(locations are approximate)

- LEGEND
- Aesthetic Improvements (Public Works)
  - Streetscape
  - Combined Public Service Facility
  - Parking Deck
  - Boat Slip
  - Bayfront Walk
  - Pedestrian ROW
  - Pedestrian Walkway Under Bridge
  - View Corridor
  - Pedestrian Link

DATE  
August 2008





### Strategies to Promote Redevelopment

The *Countywide Rules* require an identification of incentives for development, if appropriate, provided by the Special Area Plan. The City views the Special Area Plan as an opportunity to promote redevelopment in several specific ways. First, there is a decrease in the off-street parking requirement. This has been made possible through plans for providing parking elsewhere in the study area. Specifically parking is provided along the re-designed Madeira Way and through a proposed parking garage. Decreased parking requirements allow developers to make more intensive use of their land as less land is consumed by parking. Also, decreasing the amount of parking allows for a more continuous experience of activity, especially along Madeira Way. The result is an increase in attractiveness of the Town Center for residents and tourists alike. Since retail businesses in particular are sensitive to customer access, reduced parking requirements must be done in combination with increased public parking availability. Available on-street parking and a public parking deck are both recommended to realize this development incentive and are an important part of the strategy. The City views this strategy as an incentive to redevelopment in general rather than a one-for-one incentive to a particular development project.

The ability to mix uses within the Commercial Core 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 this revamped approach to the Commercial Core.

Increased building height without the need for a PD zoning process or a variance approval is also an important development incentive. Refer to Table 2 for building height limits in the Special Area Plan Districts.



Improved access throughout the Town Center through better parking and better pedestrian circulation is a fourth strategy to promote redevelopment. Wider sidewalks on Madeira Way, improved crosswalks along Madeira Way, and a Madeira Way street design that favors pedestrians will improve pedestrian circulation and safety. A bayfront walk along the Causeway with a pedestrian underpass to connect the north and south sides of the Causeway will provide an amenity to pedestrians who wish to stroll, sightsee, or walk from lodging to shopping and restaurants. Implementation of this provision in the Special Area Plan is another incentive to redevelopment in general rather than a trade-off for one project.

### **Funding Sources**

Implementation of the Special Area Plan will likely be realized over a period of several years. Most of the recommendations fall primarily under the purview of the private sector as properties in the Town Center are developed and redeveloped. However, some of the recommendations are the responsibility of the public sector, especially the City of Madeira Beach. Streetscape improvements, infrastructure investments, and new civic buildings are the primary activities to be implemented by the public sector. These improvements will create a setting that encourages private redevelopment and investment.

Funding for such improvements may come from a variety of sources, both public and private. The City will make investments that establish the Town Center as a destination and a place that is distinct from other places on the islands of Pinellas County. In this way, the City is encouraging private investments that will further improve the Town Center. For example, within the “triangle” where parking is not required, the developer should still contribute funds toward parking. Such funds would contribute to the construction of the parking garage, which itself will be a source of continuing revenue.

A new civic building/public service center would be a public expenditure shared among several levels of government to provide a new city hall, public library, and space for other government functions, such as the



Sheriff's substation and the post office. Leased space would be available to utilities, community, and civic groups for meetings and events.

An important investment is the Madeira Way streetscape which will be a pivotal feature of the Town Center, while provides the important setting for private redevelopment and investment. The City should take a lead role in creating this setting through landscaping, street furniture, and other improvements along Madeira Way, all of which will encourage private investment.

Some additional potential sources of future revenue to consider include: Rents from public service center tenants, parking revenues, bed taxes, public improvement contributions from planned developments, revenue from the rental of boat slips, Florida Communities Trust, Federal Transportation Enhancement funds, the Boating Infrastructure Grant Program, and Community Development Block Grant funds. One additional source of revenue is the Working Waterfront Grant program recently adopted by the Florida Legislature.



## **Appendix A – Existing Use of Land, Future Land Use Categories, and Current Zoning Categories**

### **Existing Use of Land**

Although the dominant use in the City of Madeira Beach is residential, the Town Center contains a mix of multi-family residential, commercial, and public uses, as well as recreation/open space (see Figure 2).

The beachfront along Gulf Boulevard is predominantly developed with condominium units. At the terminus of Madeira Way, there is a pavilion and a large metered parking lot to provide the public access to the gulf-front beach. A section of medium-density residential uses is located east of Madeira Way.

On the southern edge of the study area, First Street East, which runs parallel to Gulf Boulevard behind several of the commercial strip shopping centers, is also built-out, with existing uses that include single family, duplex, and multifamily residential units. There is a notable, vacant triangular-shaped area formed at the intersection of East Madeira Avenue and First Street East. Most of the non-commercial areas of First Street East are excluded from the study area.

Moving counter-clockwise, East Madeira Avenue (just outside the study area) is built-out with single family and duplex residential dwellings.

Next, in the area southeast of 150<sup>th</sup> Avenue extending along the Causeway, there are commercial, multi-family residential, public, and some marine land uses. The commercial uses in this area include motorcycle and automotive shops, marine-related retail, and a vacant restaurant. The far eastern edge of the study area includes the Municipal Marina and land occupied by the Department of Public Works. Plans are underway to redevelop the marina property by rebuilding wet slips, offering more transient slips, as well as a high and dry boat storage facility, a new public works complex, and a new ship store.

The entire heart of the study area is designated for commercial uses, which extend on both sides of Madeira Way and on the northwest side of 150<sup>th</sup> Avenue; however, a number of storefronts on Madeira Way are vacant and



## MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN

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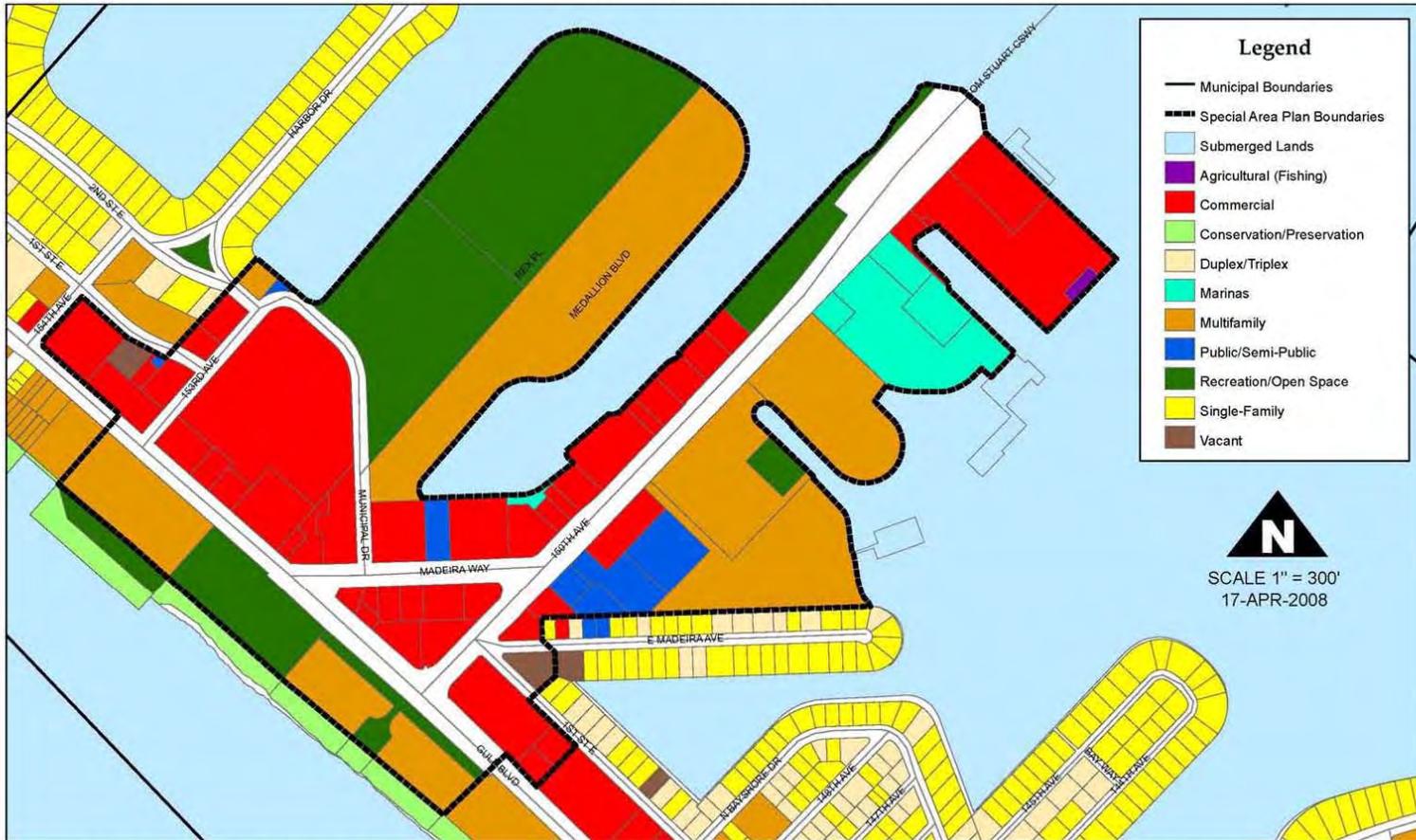
remain unoccupied. Most of the retail uses are tourist oriented shops, sundries, and restaurants. The far northeastern corner of the study area includes a small linear park, Madeira Beach Causeway Park.

The peninsula on which City Hall is located is divided between public uses and a large open green space/recreational area, known as the Rex Place Recreational Complex. On the remainder of the peninsula is the Madeira Beach Yacht Club, a residential condominium complex.

Commercial uses, anchored by the Winn Dixie grocery store, adjoin the southern side of 153<sup>rd</sup> Avenue with frontage on Municipal Drive. A series of professional office uses front the northern side of 153<sup>rd</sup> Avenue.



### City of Madeira Beach Special Area Plan Existing Land Use Map



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.



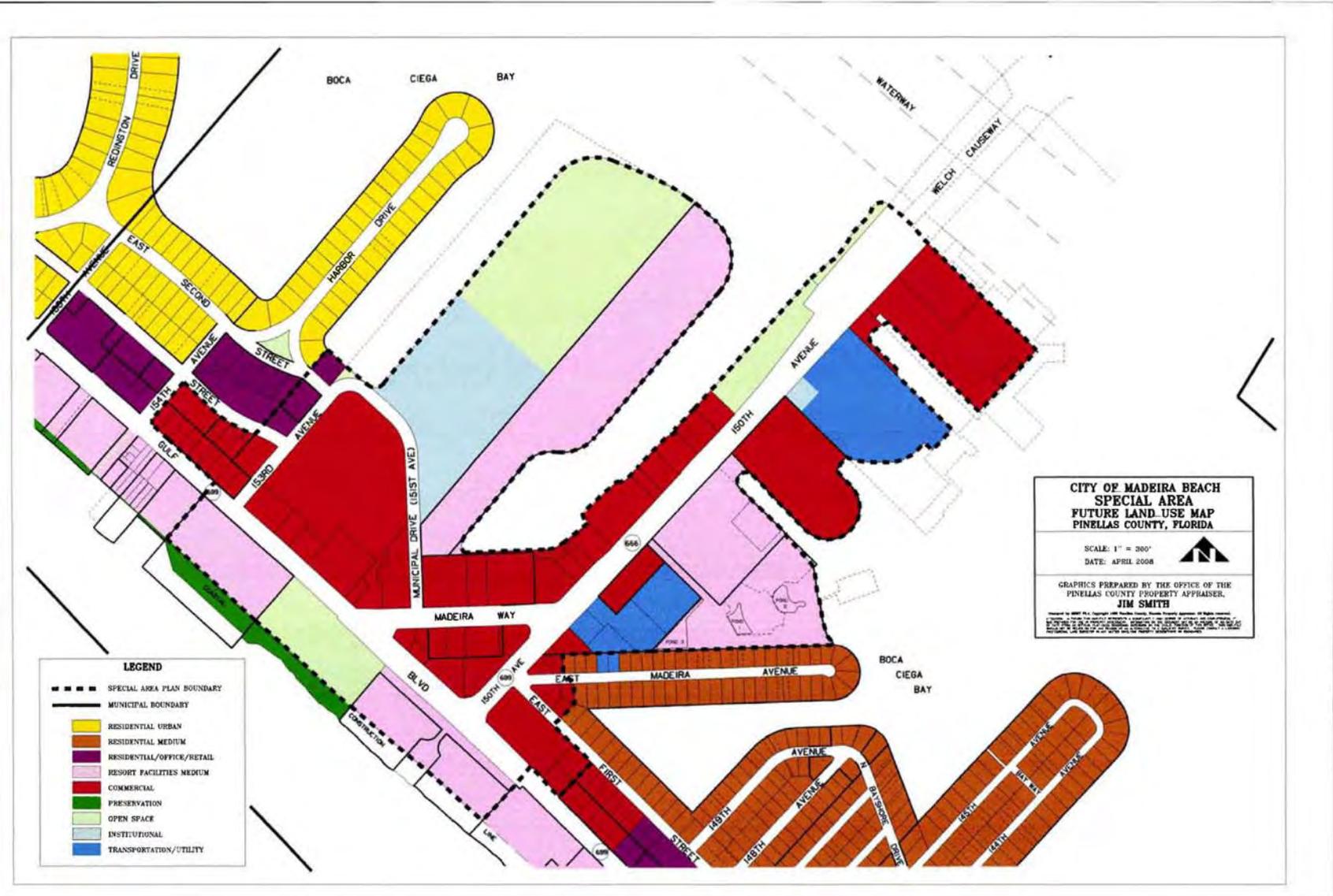
### Future Land Use Categories

Figure 4 shows the Future Land Use Map (FLUM) before the amendment to apply the Special Area Plan driven Planned Redevelopment-Mixed Use (PR-MU) Future Land Use category to the Town Center. The development uses, types, patterns, densities, and intensities in place are for the most part consistent with the category regulations and standards, but they do not promote redevelopment that would result in a better mix of uses. By applying the PR-MU category to the Town Center, as governed by this Special Area Plan, an improved mixed of uses should occur, as well as more appealing and appropriate buildings and public areas through the application of additional design standards. This Special Area Plan also includes the implementation of incentives to encourage redevelopment and economic development within the Town Center.

<b>Land Use Category on the FLUM</b>	<b>Acres</b>
Open Space	16.6
Institutional	6.6
Resort Facilities Medium	22.9
Commercial General	30.0
Residential/Office/Retail	0.8
Transportation/Utility	3.2
<b>TOTAL</b>	<b>80.1</b>



### Adopted Future Land Use Map



**LEGEND**

- SPECIAL AREA PLAN BOUNDARY
- MUNICIPAL BOUNDARY
- RESIDENTIAL URBAN
- RESIDENTIAL MEDIUM
- RESIDENTIAL/OFFICE/RETAIL
- RESORT FACILITIES MEDIUM
- COMMERCIAL
- PRESERVATION
- OPEN SPACE
- INSTITUTIONAL
- TRANSPORTATION/UTILITY

**CITY OF MADEIRA BEACH  
SPECIAL AREA  
FUTURE LAND USE MAP  
PINELLAS COUNTY, FLORIDA**

SCALE: 1" = 300'  
DATE: APRIL 2008

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

**MADEIRA BEACH TOWN CENTER  
SPECIAL AREA PLAN**



### Existing Zoning

There is consistency between the existing zoning categories and the future land use categories. There is also consistency between the actual development and the existing zoning in terms of uses allowable. However, some densities and non-residential intensities may be nonconforming. It is useful to describe the existing zoning as part of the discussion of the existing situation. As the redevelopment plan is implemented, it is also useful to recognize that nonconforming situations will not impede the redevelopment process. The following discussion and table of standards further explains the current situation.

The land within the study area falls under four zoning categories: C-3 (Retail Commercial), C-4 (Marine Commercial), R-3 (Medium Density Multi-Family Residential) and P-SP (Public, Semi-Public) (see Figure 3).

<b>Zoning Categories</b>	<b>Acres</b>
R-3	29.0
C-4	9.1
C-3	24.6
P/SP	17.3
TOTAL	80.0

Overall, the City's existing zoning districts closely follow the current land use pattern. One exception is that Archibald Park is currently zoned R-3. Also the current Public Works building is in the C-4 Marine Commercial zone.



**Lot and Building Standards for Current Zoning Categories**

Zoning Category	Min. Lot Size (sq. ft.)	Max. Height (stories above parking)	Max. Height (above BFE <sup>1</sup> )	Floor Area Ratio
C-3	4,000	*2-3	40	0.8
C-4	4,000	2	30	0.55***
P-SP	†	†	†	0.25 – 0.7
R-3	4,000**	3	40	0.8

\*Two stories for commercial uses, three stories for residential uses  
 \*\*4,000 sq. ft. for single family, or 3,000 sq. ft. per unit for duplex, 2,420 sq. ft. per unit for multifamily, 5,000 sq. ft. for restaurants  
 \*\*\* 0.55 floor area ratio for commercial, 0.65 for institutional, 0.70 for transportation/utility  
 †Lot and building standards for P-SP are established by the City’s Board of Commissioners on a per-site basis.

The C-3 Retail Commercial district is the City’s primary retail zoning district. It allows a full range of urban services and promotes a high degree of accessibility. Among the primary retail and personal service uses permitted are business offices and financial services, multi-family dwellings, temporary lodging units, and restaurants. Retail uses must be on lots of at least 4,000 square feet, and commercial structures are limited to no more than two stories (above parking). Residential units in C-3 zones may be built to three stories (above parking) in height.

The C-4 Marine Commercial allows for marinas, commercial docks, boat repairs and sales facilities, restaurants, commercial fishing activities, retail offices and personal service uses, and temporary lodging units. It allows marine and boat storage uses as accessory uses. It requires a minimum lot size of 4,000 square feet and building heights of no more than two stories (over parking) or 30 feet above base flood elevation, whichever is more restrictive.

The City has three zoning districts that allow multi-family housing: R-2, Low-Density Multi-Family Residential, R-3, Medium Density Multi-Family Residential and C-3 Retail Commercial. The R-2 district, while not located

<sup>1</sup> BFE – base flood elevation



in the study area, has a maximum floor area ratio (FAR) of 0.80, with an effective building height limit of 30 feet above base flood elevation (two stories above parking). The R-3 and C-3 districts, meanwhile, have a maximum FAR of 0.80, with a building height limit of 40 feet above base flood elevation (or three stories above parking), for multi-family and temporary lodging units.

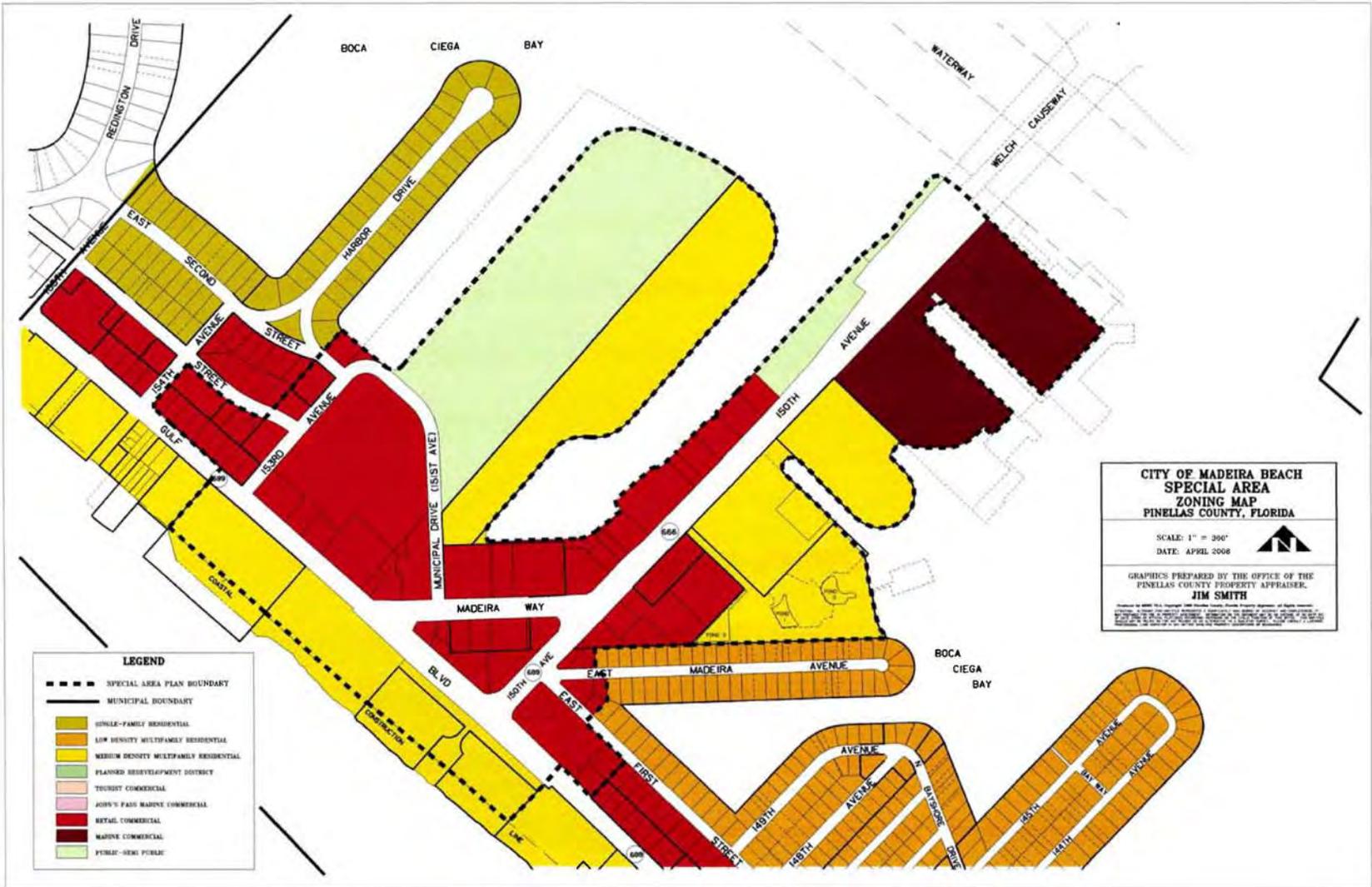
Developments seeking greater height must be submitted under the Planned Development (PD) zoning process, which allows for greater flexibility in the layout of the project site in exchange for more extensive review and the obligation to contribute to public capital improvement projects. The use of the PD process, while providing for flexibility in site design, does not allow a project to exceed the standards set by the Countywide Plan rules of the PPC. While the PD zoning district is available, no properties within the Town Center have this zoning designation at the present time.

The P-SP Public, Semi-Public zoning district is intended to provide for the development and maintenance of public and semi-public facilities, including public buildings, parks and other public facilities.



**MADEIRA BEACH TOWN CENTER  
SPECIAL AREA PLAN**

**Existing Zoning Map**



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

SCALE: 1" = 300'  
DATE: APRIL 2008

GRAPHICS 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 REDEVELOPMENT DISTRICT
- TOURIST COMMERCIAL
- JOHN'S PASS MARINE COMMERCIAL
- RETAIL COMMERCIAL
- MARINE COMMERCIAL
- PUBLIC-USE PUBLIC



## MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN

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## **Appendix B – Infrastructure Analysis**

### **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**

<b>Current Future Land Use Category</b>	<b>Acres</b>	<b>Density<sup>1</sup> (Perm.)</b>	<b>Standards Density (Temp.)</b>	<b>FAR<sup>2</sup></b>
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
<b>TOTAL</b>	<b>80.1</b>			
<b>PR-MU Land Use Category Districts</b>				
Beachfront	8.4	0-15	0-30	0.55
Causeway	23.3	0-15	0-60	0.55
Commercial Core	20.0	0-15	0-60	1.2
Peninsula	25.2	0-15	0-15	0.30
Transition	3.1	0-15	0-60	0.55
<b>TOTAL</b>	<b>80.0</b>			

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.

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

<sup>1</sup> Densities are expressed as units per acre.

<sup>2</sup> FAR means floor area ratio.



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 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.<sup>3</sup>

<b>Current Land Use Category on the FLUM</b>	<b>Acres</b>	<b>Permanent Residential (units)</b>	<b>Temp. Lodging (units)</b>	<b>Non- residential (square feet)</b>
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
<b>TOTAL<sup>1</sup></b>	<b>80.1</b>	<b>943</b>	<b>3,554</b>	<b>1,567,942</b>

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.

<sup>3</sup> 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.



**Development Potential from Proposed Town Center  
Plan<sup>4</sup>**

<b>Town Center Districts</b>	<b>Acres</b>	<b>Permanent Residential (units)</b>	<b>Temp. Lodging (units)</b>	<b>Non-residential (square feet)</b>
Beachfront	8.4	126	252	201,247
Causeway	23.3	350	1,398	558,221
Commercial Core	20.0	300	1,200	1,045,440
Peninsula	25.2	378	378	329,314
Transition	3.1	47	186	74,270
<b>TOTAL<sup>1</sup></b>	<b>80.0</b>	<b>1,200</b>	<b>3,414</b>	<b>2,208,492</b>

**Development Potential Differences**

	<b>Permanent Residential (units)</b>	<b>Temp. Lodging (units)</b>	<b>Non-residential (square feet)</b>
<b>Current Land Use Category on the FLUM</b>	943	3,554	1,567,942
<b>Town Center Districts</b>	1,200	3,414	2,208,492
<b>TOTAL DIFFERENCE</b>	<b>257</b>	<b>-140</b>	<b>640,550</b>

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

<sup>4</sup> The information in this table represents the Planned Redevelopment – Mixed Use Future Land Use category and associated Districts, and acreage in place as adopted in the Town Center 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, 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 2005, it was estimated to be 137 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 198,987 gallons per day.



<b>Unit quantity and type</b>		<b>2005 Level-of-service</b>	<b>Potable water demand</b>
257 permanent dwelling units	1.78 Persons / household	137 gpcpd	62,672 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)		0.23 gal/sq ft	-11,012 gals/day
		<b>TOTAL POTABLE WATER DEMAND</b>	198,987 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 148,021 gallons per day. This should be considered a worse 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 an additional 182,609 gallons per day. The existing South Cross Bayou Wastewater Treatment Plant has a design capacity of 33 million gallons. It is operating at approximately 64% of capacity or 21.04 million gallons per day. The potential increase of 182,609 gallons per day from this future land use map amendment represents an increase of 1.52 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.



<b>Transportation Comparison</b>			
<b>Current Future Land Use Category</b>	<b>Acres</b>	<b>Vehicle Trips Trip Rate/Acre</b>	<b>Trips</b>
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
<b>TOTAL</b>	<b>80.1</b>		<b>20,354</b>
<b>Proposed PR-MU Land Use Category Districts</b>			
Beachfront	8.4	487	4,091
Causeway	23.3	178	4,147
Commercial Core	20.0	331	6,620
Peninsula	25.2	178	4,486
Transition	3.1	487	1,510
<b>TOTAL</b>	<b>80.0</b>		<b>20,854</b>

<b>Differences in Trips Per Day Per Acre</b>	
<b>Current Land Use Category on the FLUM</b>	<b>Total Number of Vehicle Trips</b>
<b>Town Center Districts</b>	20,354
<b>Town Center Districts</b>	20,854
<b>TOTAL DIFFERENCE (expected new daily vehicle trips)</b>	<b>500</b>

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.



### **Appendix C – Local Adoption Process**

The City of Madeira Beach began the development of a plan for the Town Center in 2001. Through a series of charrettes and meetings with land owners in the Town Center, preliminary ideas were developed regarding future development. More recently the project was resumed and the following events have been held.

- July 14, 2008 Joint Workshop with the Madeira Beach Board of Commissioners and the Planning Commission
- Oct. 13, 2008 Public Hearing before the Planning Commission – recommended approval of amendment of the Future Land Use Map in the Comprehensive Plan and recommend local adoption of the Special Area Plan
- Oct. 28, 2008 Public Hearing before the Board of Commissioners to approve amendment of the Future Land Use Map, transmittal of the proposed FLUM amendment to the Department of Community Affairs (DCA), and application to PPC for amendment of the Countywide Plan Map
- March 3, 2009 Workshop, regarding the DCA review of the FLUM amendment
- March 9, 2009 LPA Public Hearing. Recommended approval of Special Area Plan to the Board of Commissioners.
- May 5, 2009 Workshop, regarding PPC review of the Special Area Plan
- May 11, 2009 LPA Public Hearing for revised Special Area Plan.
- May 12, 2009 1<sup>st</sup> Reading of Ordinance to Adopt the Special Area Plan and to Transmit Special Area Plan to the Pinellas Planning Council
- TBA 2<sup>nd</sup> Reading of Ordinance and Public Hearing before the Board of Commissioners to adopt the FLUM Amendment (ordinance) and 2<sup>nd</sup> Reading of Ordinance and Public Hearing to adopt the Special Area Plan



## Appendix D – Special Area Plans and the Countywide Rules

The Countywide Rules require that certain items be addressed prior to application of any Planned Redevelopment Future Land Use Plan map category at the local level.

**4.2.7.5.1 Special Area Plans Required.** A proposed amendment of the Countywide Plan Map to Residential Very High, Activity Center, Community Redevelopment District, Central Business District, or the Planned Redevelopment categories of Residential, Mixed Use, Commercial, or Industrial shall require a special area plan. Such special area plan shall be approved by official action of the legislative body of the local government in support of the proposed category, in a form sufficient to ensure compliance with the special area plan. The special area plan shall include, at a minimum, information addressing the following:

A. Plan Issues and Objectives

1. Existing land use and related characteristics of the area (*see Appendix A*);
2. Issues to be addressed by the plan (*see Chapter 1*); and
3. Plan objectives in relationship to the local government comprehensive plan and Pinellas by Design: An Economic Development and Redevelopment Plan for the Pinellas Community (*see Chapter 1*).

B. Plan Composition

1. Permitted uses and any differentiation by location (*see Chapter 1*);
2. Density/intensity standards for permitted uses (*see Chapter 1*);
3. Design guidelines, if any, appropriate to the plan (*see Chapter 3*);
4. Affordable housing provisions, if any, appropriate to the plan (*not applicable*);
5. Mixed-use provisions, if any, appropriate to the plan



- (see Chapter 2);
6. Special provision for mobility and circulation, including mass transit, access management, parking, pedestrians, and bicycles (*throughout Special Area Plan*);
  7. Identification of and reference to land development regulations that implement the plan (*see Chapter 1*);
  8. Public and/or private improvements, contributions and/or incentives, if any, appropriate to the plan (*see Chapter 3*); and
  9. The local government plan approval process (*see Appendix C*).

C. Plan Impacts

1. Identification of water, sewer, and stormwater drainage impacts that may be anticipated based on the plan, identification of overall system capacities, and an analysis of the difference between these anticipated impacts on the systems as compared to the impacts based on the current Countywide Plan Map designations (*see Appendix B*); and
2. Relevant Countywide Consideration, as enumerated in Sections 5.5.3.1.1 through 5.5.3.1.6 (*see Appendix D*).

The special area plan must address the above items in one document, but to accomplish this local government may reference other documents (e.g., the local government's comprehensive plan or implementing land development regulations) as appropriate.

The proposed Countywide Plan Map amendment, along with the special area plan, shall be reviewed in accordance with the provisions of Article 5 of these Countywide Rules.

- 4.2.7.5.2 Progress Assessment.** The local government shall provide an assessment of the special area plan's progress with respect to its enumerated objectives five years from the effective date of a Countywide Plan Map amendment for such special area plan, which



## MADEIRA BEACH TOWN CENTER SPECIAL AREA PLAN

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report shall be submitted to the PPC and CPA for receipt and acceptance (*see Chapter 1*).

