

REQUESTED AMENDMENT

From: Residential Medium, Resort, Retail & Services and Recreation/Open Space
To: Activity Center (Neighborhood Center)
Area: 27.04 acres m.o.l.
Location: John's Pass Village Area

The proposed amendment is submitted by the City of Madeira Beach to amend parcels from Residential Medium, Resort, Retail & Services and Recreation/Open Space to the Activity Center category, with a Neighborhood Center subcategory designation. The proposed amendment will create the John's Pass Village Activity Center. The Activity Center category is intended to "recognize those areas of the county within each local government jurisdiction that have been identified and planned for in a special and detailed manner, based on their unique location, intended use, appropriate density/intensity and pertinent planning considerations. It is the intent of this category to recognize those important, identifiable centers of business, public and residential activity, as may be appropriate to the particular circumstance, that are the focal point of a community and served by enhanced transit commensurate with the type, scale and intensity of use. Activity Centers are designated at a size and scale that allows for internal circulation by pedestrians, bicyclists and transit users, and typically encompass areas developed in a radial pattern within walking distance (1/4 to 1/2 mile) of a central point or hub served by transit." The Neighborhood Center subcategory allows for up to 60 units per acre (UPA) for residential density, up to 100 UPA for temporary lodging and a maximum of 2.0 floor area ratio (FAR) for nonresidential or mixed-use buildings.

The definitions for each of the current categories are listed in Table 1 below. Furthermore, the table shows the acreage and percentage of existing categories within the amendment area:

Table 1: Current Countywide Plan Map Categories

Countywide Plan Map Category	Definition	Acreage within Amendment Area	Percentage of Amendment Area
Residential Medium	It is the purpose of this category to depict those areas of the county that are now developed, or appropriate to be developed, in a medium-density residential manner; and to recognize such areas as primarily well-suited for residential uses that are	3.36 acres	12.4%

	consistent with the urban qualities, transportation facilities, including transit, and natural resources of such areas		
Resort	This plan category is intended to depict areas developed, or appropriate to be developed, in high-density residential and resort use; and to recognize such areas as well-suited for the combination of residential and temporary lodging use consistent with their location, surrounding uses, transportation facilities, and natural resources of such areas	11.06 acres	40.9%
Retail & Services	This plan category is intended to depict areas developed with, or appropriate to be developed with, a mix of businesses that provide for the shopping and personal service needs of the community or region, provide for employment opportunities and accommodate target employment uses, and may include residential uses as part of the mix of uses	12.16 acres	44.9%
Recreation/Open Space	This plan category is intended to recognize recreation/open space uses that serve the community or region	0.46 acres	1.7%

HISTORICAL CONTEXT

John's Pass Village is located in the City of Madeira Beach and serves as the center of tourism for the city. Development standards in this area have been inconsistent with the Countywide Rules for several years, and as such, the proposed John's Pass Village Activity Center (JPVAC)

aims to correct these inconsistencies while also providing for an increment of new development potential in the John’s Pass Village area.

Inconsistencies arose circa 2008, when as part of the city’s comprehensive planning process, an existing Activity Center designation for John’s Pass Village was removed only by name, leaving much of the area designated as Commercial General on the city’s future land use map with a floor area ratio standard of 1.2 FAR. The Commercial General category corresponds to the Countywide Plan Map category of Retail & Services, which only allows for a maximum FAR of 0.55, rendering the city inconsistent with Countywide Rules standards.

In 2020, the city began a community planning process to determine the best and most responsible approach to reconcile the inconsistencies created in 2008. After careful consideration of the character and scale of the existing development patterns, a decision was made to adopt the Activity Center category (with a proposed Community Center subcategory).

The City of Madeira Beach subsequently transmitted the map amendment request to Activity Center and this case was heard at the September 2023 Forward Pinellas meeting. The Forward Pinellas Board adopted an “Alternative Compromise” recommendation (consistent with Section 6.3.1 of the Countywide Rules) to reduce the subcategory from Community Center to Neighborhood Center. The city staff revised the Special Area Plan to reflect the reduced density and intensity maximums consistent with the Neighborhood Center subcategory and presented the alternative recommendation to the Madeira Beach City Commission in December. The commission voted to approve the Forward Pinellas Board’s “Alternative Compromise” recommendation and the matter is properly before the Countywide Planning Authority for action.

AMENDMENT AREA BACKGROUND

The proposed amendment area is approximately 27.04 acres and extends from properties west of Gulf Boulevard to Boca Ciega Bay on the east, and from John’s Pass north to 133rd Avenue East. It includes traditional tourist business uses located along the east side of Gulf Boulevard, Village Boulevard, and the boardwalk area, as well as a mix of residential and temporary lodging uses on the west side of Gulf Boulevard, transitional residential and temporary lodging uses on the east and west sides of Gulf Boulevard north of the traditional village business area, and a mix of residential and temporary lodging uses on the east side of Pelican Lane. The proposed amendment will involve designating six different character districts within the Activity Center: Traditional Village, Commercial Core, Boardwalk, Low Intensity Mixed Use, John’s Pass Resort and Transitional character districts.

EXISTING DENSITIES AND INTENSITIES

Table 2 below shows a comparison of the existing local future land use categories and their current adopted density/intensity standards (some of which are inconsistent), compared to the corresponding Countywide Plan Map categories and their allowable density/intensity standards. Colors that match in the table below indicate the categories that correspond with one another (for example, Commercial General and Retail & Services both in red indicate that these are corresponding categories).

Table 2: Local Future Land Use Categories vs Countywide Plan Map Categories Densities/Intensities

Countywide Plan Future Land Use			Madeira Beach Comprehensive Plan Future Land Use		
Retail and Services	FAR 0.55	RES UPA: 24 TEMP UPA: 40	Commercial General	FAR 1.2	RES UPA: 15 TEMP UPA: 60
			Residential/Office/Retail	FAR 1.0	RES UPA: 18 TEMP UPA: 45
Resort	FAR 1.2	RES UPA: 30 TEMP UPA: 50	Resort Facilities Medium	FAR 1.0 – 2.0 (Depends on Lot Area)	RES UPA: 18 TEMP UPA: 45-75
Residential Medium	FAR 0.5	RES UPA: 15 TEMP UPA: 0	Residential Medium	Not specified in Comp Plan. In Zoning	RES UPA: 15 TEMP UPA: 0
Recreation/Open Space	FAR 0.25	RES UPA: 0 TEMP UPA: 0	Recreation/Open Space	FAR 0.25	RES UPA: 0 TEMP UPA: 0

Table 2 shows that many of the current local future land use categories and their adopted standards exceed that which is allowable by Countywide Rules standards. Table 3 below provides the existing FAR and density ranges by the proposed character districts within the JPVAC, which further reinforce the inconsistencies with allowable density/intensity standards per the Countywide Rules. These density/intensity ranges are shown for each proposed character district.

Table 3: Existing FAR and Density Ranges in the Proposed Character Districts

Character District	Residential Density Range, Units Per Acre (UPA)	Temporary Lodging Density Range (UPA)	FAR Range
Traditional	10.9	0	0.03-1.7
Commercial Core	14.5	12.4	0.2-1.1
Boardwalk	0	0	0.4 – 1.3
Low Intensity Mixed Use	9.4-37.7	17.5-34.0	0.2-0.7
John's Pass Resort	4.8-70	36.4	0.1-1.6
Transitional	8.3-45.5	42-58.9	0.2-1.3

The city has identified that the existing local future land use categories and corresponding Countywide Plan Map categories illustrate three fundamental issues that are problematic to the long-term viability and enhancement of John's Pass Village:

1. The density/intensity standards in the respective city and Countywide Plans are not consistent – particularly between the city's Commercial General category and the Countywide Plan's Retail & Services Category.
2. The existing plan categories do not sufficiently reflect the distinct characteristics of the uses within, and their relationship to the overall area.
3. The density/intensity standards do not accurately reflect or provide support for either the existing density/intensity of, or the future potential to revitalize and enhance, John's Pass Village.

PROPOSED ACTIVITY CENTER PLAN

As mentioned, the proposed Activity Center designation will involve the creation of six character districts within the Activity Center, for the purpose of recognizing the district location, use, and density/intensity features of these components of the John's Pass Village area and provide for their future continuation and enhancement. Table 4 below shows the proposed character districts, their allowable uses and permitted density/intensity standards. Table 4 also shows the current corresponding local future land use category and the allowable densities/intensities under those categories, in order to show the changes that will occur as a result of an amendment to the Activity Center category. Under normal circumstances, these would be compared to the corresponding Countywide Plan Map category. However, since the city has adopted inconsistent standards and developed under these misapplied standards, it is necessary to compare it to the local future land use category for an accurate reflection of standards that are changing. These differences in densities/intensities in the table below will contribute to the understanding of impacts in the Coastal High Hazard Area, in which the entirety of the amendment area is located. CHHA impacts are addressed in detail in the attached staff analysis.

Table 4: Proposed Character Districts and Current Corresponding Countywide Plan Map Categories Densities/Intensities

Character District	Allowable Uses	Maximum Allowable Density (UPA)	Maximum Allowable Intensity (FAR)	Current Corresponding Countywide Plan Map Category	Current Countywide Allowable Standards
Traditional Village District <i>Defined by massing, rhythm, minimal setbacks orientation of buildings to the street and active ground-level retail</i>	Residential; Temporary Lodging, and Commercial	Residential 15 UPA; Temporary Lodging 45 UPA	2.0 FAR	Commercial General	Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
Commercial Core District <i>Defined by orientation of buildings to the street, wide walks, ground-level and upper-level commercial, business access, build-to lines and upper-level tourist facilities</i>	Residential; Temporary Lodging; and Commercial	Residential 15 UPA; Temporary Lodging 60 UPA (75/100 UPA permitted for Temporary Lodging with Development Agreement)	2.0 FAR (2.2/3.0 FAR permitted for Temporary Lodging with Development Agreement)	Commercial General	Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
Boardwalk District <i>Defined by rustic, unfinished "fishing village" style of commercial buildings</i>	Commercial, Commercial Recreation, and Services	Residential 0 UPA; Temporary Lodging 0 UPA	1.5 FAR	Commercial General	Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR

<i>accessible from the second floor along the boardwalk</i>					
Low Intensity Mixed Use District <i>Defined by mix of residential and temporary lodging uses of various tenure and type</i>	Residential, Temporary Lodging, and Commercial only up to 20 percent of the building floor area	Residential 18 UPA; Temporary Lodging 40 UPA (60 UPA permitted for Temporary Lodging with Development Agreement)	1.5 FAR (2.0 FAR permitted for Temporary Lodging with Development Agreement)	Residential Medium	Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
Transitional District <i>serves as a buffer from higher intensity/density to lower intensity/density</i>	Residential and Temporary Lodging; Commercial is only allowed up to 20 percent of the building floor area ratio for properties on the west side of Gulf Blvd; Commercial is allowed on east side of Gulf Blvd.	Residential 18 UPA; Temporary Lodging 50 UPA (75 UPA permitted for Temporary Lodging with Development Agreement)	1.5 FAR (2.0 FAR permitted with Development Agreement)	Resort Facilities Medium; Commercial General (with Recreation/Open Space)	Resort Facilities Medium: 17 UPA; 45, 60, 75 UPA (depending on land size); 1.0 FAR Commercial General: Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
John's Pass Resort District <i>Defined by a mix of residential development, tourist accommodations and limited business activities</i>	Residential, Temporary Lodging, and Commercial only up to 20 percent of the building floor area	Residential 18 UPA; 60 (75/100 UPA permitted for Temporary Lodging with Development Agreement)	2.0 FAR (2.2/2.5 FAR permitted with Development Agreement)	Resort Facilities Medium (with Recreation/Open Space)	17 UPA; 45, 60, 75 UPA (depending on land size); 1.0 FAR

TRANSPORTATION CONSIDERATIONS

Transit is a major consideration in the establishment of Activity Centers. Madeira Beach is currently served by the Suncoast Beach Trolley and PSTA bus routes, connecting John's Pass

Village with other island communities in Pinellas County and connecting to the Park Street Terminal in downtown Clearwater and the transfer center at Tyrone Square Mall. The trolley route also connects John's Pass Village with other Activity Centers: the Madeira Beach Town Center, the Treasure Island Downtown Special Area Plan, the St. Pete Beach Community Redevelopment Plan, and the Clearwater Downtown Redevelopment Plan. Furthermore, the Suncoast Beach Trolley operates with 30-minute headways, seven days a week.

Route 68 is also a supporting local route, operating with hourly frequency, that serves a transit hub at Tyrone Square Mall, Madeira Beach Town Center, and John's Pass Village. Within the proposed JPVAC, there are five existing bus stops, one of which is served exclusively by Route 68, one served exclusively by the Suncoast Beach Trolley, and the remaining three served by both routes.

SUMMARY

The proposed Activity Center, character districts, associated uses and maximum allowable densities and intensities would address and reconcile existing inconsistencies within the John's Pass Village amendment area. Activity Centers are intended to be areas that are the focal point of a community, are walkable, and served by enhanced transit commensurate with the type, scale and intensity of use. Within the JPVAC, Gulf Boulevard has more dense development concentrations than the lower-density residential areas around the city. Furthermore, while Gulf Boulevard is designated as a future secondary transit corridor on the Forward Pinellas Land Use Strategy Map, the proposed amendment area is along one transit corridor and other Activity Centers with the Neighborhood Center subcategory have been approved in the past. Further, the amendment area meets the minimum acreage standard of 20 acres.

FINDINGS

Staff submits the following findings in support of the recommendation to Activity Center with the Neighborhood Center subcategory:

- A. The amendment area meets the 20-acre minimum for a Neighborhood Center subcategory.
- B. The amendment area is along Gulf Boulevard which is one of the future transit corridors identified on the Land Use Strategy Map.
- C. The proposed amendment does involve impacts to the Coastal High Hazard Area. These impacts are further discussed in detail in the attached staff analysis.
- D. The sidewalk network in the amendment area is disconnected and will hinder the area's ability to serve as a safe, walkable destination for residents and visitors.

Please see accompanying attachments and documents in explanation and support of these findings.

LIST OF MAPS & ATTACHMENTS:

Map 1	Location Map
Map 2	Jurisdictional Map
Map 3	Aerial Map
Map 4	Current Countywide Plan Map
Map 5	Proposed Countywide Plan Map

Map 6	CHHA Map
Map 7	Character Districts Map
Map 8	Existing FAR Map
Map 9	Proposed MAX FAR Map
Map 10	Existing Density Map
Map 11	Proposed Max Density Map

Forward Pinellas Staff Analysis
 Exhibit A JPVAC Special Area Plan
 Memo from Pinellas County Emergency Management
 Forward Pinellas Staff Presentation

MEETING DATES:

Planners Advisory Committee, September 5, 2023 at 1:30 p.m.
 Forward Pinellas, September 13, 2023 1:00 p.m.
 Countywide Planning Authority, February 20, 2024 at 9:30 a.m.

ADVISORY COMMITTEE RECOMMENDATION: At its September 5, 2023 meeting, the Planners Advisory Committee voted 12-0 to recommend approval of the alternative compromise as proposed by Forward Pinellas staff.

FORWARD PINELLAS BOARD RECOMMENDATION: The board met on September 13, 2023 and voted 11-0 to recommend an alternative compromise to approve an amendment to Activity Center with a subcategory of Neighborhood Center with lower densities and intensities than the originally proposed subcategory of Community Center.