

CITY OF MADEIRA BEACH
EVALUATION AND APPRAISAL REPORT



Prepared by
The Gail Easley Company
in conjunction with
the Pinellas Planning Council

Adopted
November 28, 2006

City of Madeira Beach

Comprehensive Plan
Evaluation and Appraisal Report

Charles H. Parker, Mayor

Board of Commissioners

Arnold T. Alloway	District 1
John Wolbert	District 2
Art Thomas	District 3
Martha Boos	District 4

November 2006

EVALUATION AND APPRAISAL REPORT

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Section 1: Assessment of City and Changes since the Plan Adoption

A. City Description

Geography

The City of Madeira Beach is located on a barrier island on the west coast of Pinellas County and occupies approximately 562 acres. Unlike other beach communities, Madeira Beach is the only municipality in Pinellas County which spans both an island and the mainland. The city is bordered by the Gulf of Mexico to the west, Treasure Island to the south, Redington Beach to the north, and Seminole and unincorporated Pinellas County to the east.

Population, demographic and economic conditions

The population projections for 2000, 2015, and 2030 in the 1999 adopted Comprehensive Plan show a smaller population than the actual 2000 census-reported population. The EAR-based amendments will need to include updated population and projections. The population of Madeira Beach increased by 286 residents between 1990 and 2000, according to the 2000 Census. In the five years between 2000 and 2005, the Bureau of Economic and Business Research (BEBR) estimates that the city's population has had little to no change in population. The lack of population growth is consistent with built-out conditions within the city and the lack of vacant land for new development. The table below summarizes the census population since 1990 and includes the projections of population through 2030. The population is projected to increase by only 3.8 percent between 2000 and 2030.

Table 1-1

Population Projections			
U.S. Census		Projections ¹	
1990	2000	2015	2030
4,225	4,511	4,610	4,688

Table 1-2 summarizes demographic, economic, and housing characteristics in Madeira Beach from the 1990 and 2000 census data. The city's data is compared to the 2000 data for Pinellas County. In Madeira Beach, children under the age of 15 comprise less than seven percent of the total population, while median age rose to 48.4 years.

Approximately one-third of the housing in Madeira Beach is single-family detached, with the other two-thirds comprised of attached single-family and multiple family dwellings. The 2000 Census reported a vacancy rate of 27.6 percent for seasonal, recreational or occasional use dwellings. Using 1.78 persons per household, this could mean that there are approximately 6,462 people in Madeira Beach, even though they are not all permanent residents.

The median value of owner-occupied housing in Madeira Beach was \$171,000 in 2000 compared to \$96,500 for Pinellas County. The reported median housing value in 1990 was \$111,400, a 53.5 percent increase between the 1990 and 2000 census reports.² In the larger metropolitan area, the Florida Association of Realtors reported that housing prices rose 168 percent between

¹ Population Projections, Appendix E.

² U.S. Census, 2000.

1999 and 2005. The rise in pricing undoubtedly affects the cost of housing in Madeira Beach, making it unlikely that any units could be deemed affordable under the state's definition. The city averages 1.78 persons per household, with a median per capita income of \$30,097 compared to the median per capita income for Pinellas County of \$31,321.

Table 1-2

Demographic, Economic, and Housing Characteristics			
Statistics	City of Madeira Beach		Pinellas County ³
	1990 ⁴	2000 ⁵	2000
Population	4,225	4,511	921,495
▪ Male	51%	52.7%	47.6%
▪ Female	49%	47.3%	52.4%
Age by Category			
▪ Under 15	7.2%	6.5%	16.0%
▪ 65+	25.6%	22.0%	22.6%
▪ Median Age	46.6	48.4	43.0
Education			
▪ Bachelor's degree or higher	19.5	22.2%	22.0%
▪ Number of students enrolled in school	na	497	190,563
Income			
▪ Per Capita Income	na	\$30,097	\$31,321
▪ Median Family Income	na	\$50,883	\$46,925
▪ Percent of population living below the poverty level	na	9.8%	10.0%
Housing Units, total	3,788	3,971	492,336
▪ Single-family units	1,384 (37%)	1,315 (33.1%)	236,657 (48.1%)
▪ Multiple-family units, including duplex	2,366 (63%)	2,656 (66.9%)	203,463 (41.3%) [#]
▪ Persons per household	na	1.78	2.17

[#] Mobile homes and residential units above office or commercial account for the remaining 10.6% of residential units by type within Pinellas County.

na = not available

Present land use and development characteristics

The land use and development characteristics are up-to-date through 1996 prior to amendments made to the plan following the Evaluation and Appraisal Report in 1999. Table 1-3 is a compilation of the land use categories as shown on the future land use map. Since that time, the City has developed 1.55 acres of previously vacant land as a park; this park is located on land that was previously designated as commercial general on the future land use map. Another parcel of previously vacant land was developed into a retail business; the area of this parcel is approximately .61 acre. A third parcel, approximately four to five acres in size, was changed

³ U.S. Census, Tables DP1-DP-4.9

⁴ *Madiera Beach Comprehensive Plan*, Executive Summary and the Housing Element.

⁵ U.S. Census, Tables DP-1 – DP-4.

from a commercial development and redeveloped as townhomes and condo hotel; this parcel had been developed as a retail use and repair facility. It was partially abandoned prior to the redevelopment. The city is almost completely built-out. Redevelopment of previously developed land is, and will continue to be, the focus of the comprehensive plan and consistent land development regulations.

Table 1-3

1996 FLUM acreage		
Land Use Type	Acreage	Percent
Single-family	179	40
Duplex-Triple/Multifamily	97	22
Commercial	74	17
Public Facilities	39	9
Recreation/Open Space	25	5
Conservation/Preservation	18	4
Vacant	13	3
Total	445	100

Source: City of Madeira Beach Comprehensive Plan, E.S.-5

School Coordination

There are two schools located in Madeira Beach, an elementary school and a middle school, located on the mainland portion of the city. These are not new facilities and it is anticipated that there is sufficient land area with each school to meet foreseeable needs. No new facilities are anticipated to be constructed in Madeira Beach because of the costs to assemble and purchase sufficient land and because most of the city is constructed on the barrier island. Through Resolution 96-14, the City is a participant in the existing interlocal agreement that addresses school siting and coordinates changes in development plans with the school board. Permanent residential density is limited to existing densities. If redevelopment occurs on a larger scale, where multiple parcels are assembled and existing buildings removed, any permanent residential units will then be based on a reduced density adopted by the Comprehensive Plan and constrained within the coastal high hazard area. No increase in density has occurred since the plan was amended in 1999.

B. Purpose and Expected Outcome of the EAR

The Evaluation and Appraisal Report (EAR) is a tool for the periodic evaluation of growth and change in the city. The evaluation and appraisal process allows the community to update the Comprehensive Plan to respond to the changes that occur over time. Furthermore, in Florida, growth management legislation requires that each jurisdiction prepares an EAR every seven years⁶. The EAR is the first step in updating the Madeira Beach plan, and it is intended to accomplish the purposes outlined below, taken from *A Guide to Preparing an Evaluation and Appraisal Report*⁷:

1. Identify major issues for the community

⁶ 163.3191(1), F.S.

⁷ FDCA, *A Guide to Preparing an Evaluation and Appraisal Report*, pg. I-1 and 2.

2. Review past actions of the local government in implementing the plan since the last EAR
3. Assess the degree to which plan objectives have been achieved
4. Assess both successes and shortcomings of the plan
5. Identify ways that the plan should be changed
 - Respond to changing conditions and trends affecting the local community
 - Respond to the need for new data
 - Respond to changes in state requirements regarding growth management and development
 - Respond to changes in regional plans
6. Ensure effective intergovernmental coordination

The evaluation and appraisal process results in a document (the EAR) that contains recommended amendments to the Comprehensive Plan. The EAR amendments are based on an evaluation of the plan as it relates to the major issues identified by the community, an evaluation of the successes and shortcomings of each element within the plan, and the changes needed to comply with legislation adopted since the last plan adoption.

C. Public Participation Process

Members of the Board of Commissioners and Planning Commission attended a public workshop held by the Pinellas Planning Council (PPC) on October 17, 2005, designed to provide local governments with general education and assistance in preparing their EARs. The workshop focused on statutory requirements, local government responsibilities, timelines, how to initiate and carry through a process resulting in a final document, and other topics of interest to participants. Board of Commissioners and Planning Commission members also attended a second workshop on November 5, 2005, that allowed participants to prepare a schedule for their EAR, begin to identify major tasks, and consider the resources needed to complete the EAR process.

A joint Planning Commission and Board of Commissioners forum was held by the City on Monday, February 13, 2006, to obtain public comments regarding major issues pertinent to Madeira Beach. The issues presented in Section 2 were confirmed at this meeting.

An agency scoping meeting was held on February 3, 2006, to help identify issues, to discuss various agencies' concerns, and to ascertain the information and resources other agencies could provide to the City to assist in evaluating and updating its plan. All neighboring local governments and appropriate state and regional agencies were invited to attend the scoping meeting. The meeting was a multi-jurisdictional event coordinated and hosted by the PPC. All meetings of the Planning Commission (which is also the local planning agency) and the Board of Commissioners are open to the public and advertised in advance.

Table 1-4

Evaluation and Appraisal Public Process			
Meeting	Location	Date	Purpose
Scoping Meeting	Tampa Bay Regional Planning Council	February 3, 2006	Coordinated agency meeting
Planning Commission	City Hall	February 13, 2006	EAR issues
Joint Planning commission and Board of Commissioners	City Hall	October 9, 2006	EAR Workshop
Planning Commission (LPA)	City Hall	November 13, 2006	Public Hearing
Board of Commissioners	City Hall	November 28, 2006	Public Hearing: EAR Adoption

Section 2: EAR Issues Matrix

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Issues	Objectives Pertaining to Issues	Recommendations (Impacts, Achievements, Changes, and Required Actions)
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Issues	Objectives Pertaining to Issues	Recommendations (Impacts, Achievements, Changes, and Required Actions)
<p>Issue #1: Redevelopment:</p> <p>a. How will service delivery be affected by a civic complex and redevelopment in the area around the current City Hall, library, and fire department.</p> <p>b. The Madeira Way Small Area Plan will target redevelopment opportunities by addressing economic viability of the area and potential land use changes.</p> <p>c. What is the effect of land use objectives within the plan on the loss of tourist accommodations versus the development of permanent condominiums?</p> <p>d. Beautification within the city, including view corridors to the Bay and Gulf,</p> <p>November 28, 2006</p>	<p>Future Land Use Element (FLUE) 1.7</p> <p>The enhancement and protection of the city’s existing character shall be supported by redevelopment which ensures an orderly and aesthetic mixture of land uses.</p>	<p><u>Assessment:</u></p> <p>Redevelopment activities monitored by staff since June 2002 document the conversion of 221 hotel units to 66 residential condominiums and 82 condo-hotel units for a total loss of 139 transient units. Some of these conversions included the loss of a restaurant and bar and a boat rental and repair shop. During the same time period, 24 permanent residential units were demolished and replaced with 13 permanent residential units. An adult living facility with 8 efficiencies was demolished in anticipation of being replaced by a triplex.</p> <p>The trend of these redevelopment projects has been toward residential uses. Redevelopment on a parcel-by-parcel basis does not lead to a mix of development within individual developments because each parcel is normally less than an acre in size. At this size, the ratio of residential to office and retail uses results in a small portion of retail or office with a corresponding reduction in residential uses. The result is most often a residential-only development. The mixed use category is more applicable to the aggregation of parcels resulting in a size of development greater than that typically available within the city.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ Analyze existing land use categories and allowable uses; determine whether the land use category needs revision or

Issues	Objectives Pertaining to Issues	Recommendations (Impacts, Achievements, Changes, and Required Actions)
	<p>FLUE 1.10 Redevelopment activities shall ensure the protection of natural resources.</p>	<p><u>Assessment:</u> Much progress was made in cleaning up the City’s marina, so that the designation of a Clean Marina in the FDEP program is under review. The City maintains the National Pollutant Discharge Elimination System requirements. As redevelopment occurs, buildings are set back from the coastal construction control line (CCCL) and the dune system has increased in size.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ On-going implementation. No changes needed.
	<p>Capital Improvements Element (CIE) 1.5 The City of Madeira Beach shall provide, or require provision of needed infrastructure for development and redevelopment concurrent with their impacts through the use of a concurrency management system, implementation monitoring of the comprehensive plan, and enforcement of development regulations.</p>	<p><u>Assessment:</u> The CIE Objective 1.5 is complete in scope and direction. The schedule of capital improvements needs to be updated on an annual basis.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ Identify capital projects, costs, and revenue sources based upon redevelopment needs identified for a potential civic complex and the redevelopment area.

Issues	Objectives Pertaining to Issues	Recommendations (Impacts, Achievements, Changes, and Required Actions)
<p>Issue #2: Safe and Effective Transportation:</p> <p>a. Gulf Boulevard pedestrian and bicycle safety, traffic-calming, and utility undergrounding.</p> <p>b. Review alternate forms of transportation methods</p>	<p>Transportation Element (TE) 1.3 Motorized and non-motorized vehicle parking and bicycle and pedestrian ways shall be regulated.</p>	<p><u>Assessment:</u> Implementation is on-going.</p> <p><u>Recommended Action:</u> <ul style="list-style-type: none"> ▪ No changes are needed. </p>
	<p>TE 1.4 The city transportation system shall emphasize safety and aesthetics.</p>	<p><u>Assessment:</u> Implementation of this objective is on-going.</p> <p><u>Recommended Action:</u> <ul style="list-style-type: none"> ▪ Consider an additional objective in the TE to provide for alternative forms of transportation and address the safety of pedestrians and improved pedestrian facilities. </p>
<p>Issue #3: Protection of the Coastal Environment:</p> <p>a. Recreation, including access to the water and public access to the waterfront along publicly-owned property.</p> <p>b. How to protect</p>	<p>Coastal Management Element (CME) 1.10 The City shall comply with all county, state, and federal regulations governing the protection of coastal resources.</p>	<p><u>Assessment:</u> Implementation is on-going. Redevelopment has resulted in improvements to the dune system. Increased protection of this natural resource has occurred through adherence to the coastal construction control line and by requiring that walkways be constructed over the dune system.</p> <p><u>Recommended Action:</u> <ul style="list-style-type: none"> ▪ No changes are needed. </p>

Issues	Objectives Pertaining to Issues	Recommendations (Impacts, Achievements, Changes, and Required Actions)
<p>and maintain public access to beaches and stabilize and maintain the dune system and the groin system.</p> <p>c. Storm Drainage to reduce street flooding and consider impact on water quality.</p> <p>d. Dead end canals allow poor flushing of the water.</p>	<p>Infrastructure Element (IE) 4.4 The City shall pursue developing a stormwater management plan to address drainage and existing flooding conditions.</p>	<p><u>Assessment:</u> The City is a co-applicant with Pinellas County on the National Pollutant Discharge Elimination System (NPDES) permit. NPDES requirements are being met. Implementation is on-going.</p> <p><u>Recommended Action:</u> <ul style="list-style-type: none"> ▪ No changes are needed. </p>
	<p>ROE 1.1 The City shall, in cooperation with other governmental agencies, continue to provide and maintain a system of open space, parks, and recreation facilities, including access to the same and to beaches and shores, meeting the needs of current and future residents, visitors, and tourists.</p>	<p><u>Assessment:</u> On-going implementation.</p> <p><u>Recommended Action:</u> <ul style="list-style-type: none"> ▪ No changes needed. </p>
	<p>FLUE 1.10 Redevelopment activities shall ensure the protection of natural resources.</p>	<p>See Assessment under Issue #1.</p>
<p>Issue #4: Increase Public Involvement: How to increase public involvement and citizen participation on City boards and at local public meetings.</p>	<p>None.</p>	<p><u>Assessment:</u> The City routinely posts meeting agendas and mails a newsletter to homeowners containing current programs, projects, and service information. The newsletter, meeting agendas, and meeting minutes are on the City’s website. This website also provides information on draft ordinances and ordinances adopted by the Board of Commissioners. Citizen participation is also included through the Planning Commission.</p>

Issues	Objectives Pertaining to Issues	Recommendations (Impacts, Achievements, Changes, and Required Actions)
		<p>In addition, a public forum for stakeholders is held for any capital project within the city.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ Continue the practice of holding neighborhood meetings, public forums and stakeholder meetings for newly proposed capital projects.
<p>Affordable Housing</p>	<p>Housing Element (HE) 1.1 The City shall assist the private sector in providing a suitable mixture of affordable housing types where possible, including very-low, low, and moderate income housing to meet the needs of the existing and future population, and any households with special needs.</p>	<p><u>Assessment:</u> Given its location on a barrier island and the accelerating land values, the City has little affect in providing for affordable housing.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ Amend the HE to include an objective for coordination with Pinellas County in the development of a multi-jurisdictional program to address affordable and workforce housing on a region-wide basis. ▪ Amend the ICE to coordinate with Pinellas County in the development of affordable housing strategies.
<p>Hurricane Evacuation</p>	<p>CME 2.3 The City shall maintain or reduce hurricane evacuation times.</p>	<p><u>Assessment:</u> On-going implementation.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ No changes needed.

Issues	Objectives Pertaining to Issues	Recommendations (Impacts, Achievements, Changes, and Required Actions)
	<p>FLUE 1.15 The City, in cooperation with the Pinellas County Department of Emergency Management, the Town of Redington Beach, the City of Seminole, and Pinellas County shall implement the adopted Hurricane Evacuation Plan.</p>	<p><u>Assessment:</u> The City continues to cooperate with the Pinellas County Department of Emergency Management to effectively plan for, and implement as needed, hurricane evacuation strategies.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ Revise language to implement the most recent edition of the <i>Regional Hurricane Evacuation Plan</i>.
	<p>HE 1.3 Sites for group homes (community residential homes) and foster care facilities, for persons who do not require special provisions for emergency evacuation, shall be allowed at suitable locations to ensure that the needs of the city residents requiring such housing are met pursuant to Chapter 419, <i>Florida Statutes</i>.</p>	<p><u>Assessment:</u> On-going implementation during emergency evacuations.</p> <p><u>Recommended Action:</u></p> <ul style="list-style-type: none"> ▪ No changes needed.

Section 3: Plan Element Review

Future Land Use Element

Overview

The Future Land Use Element (FLUE) covers a variety of issues pertaining to existing and future development in the city. It establishes the broad categories of uses under the land development regulations, requires consistency with the Future Land Use Map (FLUM), and the preservation of Madeira Beach's community character. Other topics addressed in the element include:

- Annexation;
- Protection of natural resources;
- Recognition of private property rights;
- Maintenance of city entranceways;
- Planned development of mixed-use and commercial areas;
- Coordination with the School Board, County Department of Emergency Management, and other units of local government;
- Availability of adequate public facilities and maintenance of level-of-service standards;
- Identification, preservation, and protection of historical and architecturally significant housing, structures, and archaeological sites; and
- Consistency with the Countywide Future Land Use Plan and the rules concerning its administration.

Successes and Shortcomings

There have been few land use plan amendments since the EAR-based amendments in 1999 and the land use pattern in Madeira Beach has remained stable. There has been no increase in residential density citywide; the trend in local redevelopment activities has resulted in fewer dwelling units rather than more. This reduction in density may be due, in part, to the establishment and enforcement of the county coastal construction control line and enforcement of comprehensive plan densities.

The FLUE, Objective 1.7, directs that development activities will maintain the existing character of Madeira Beach. The words "existing character" may refer to small bungalows, cottages, mom and pop motels, strip commercial, and single-family suburban subdivision homes that were prevalent prior to 1999. The economic pressures evident between 2000 and 2005 do not support the continuance of those types of structures or uses. Many older residential units do not comply with Federal Emergency Management Act (FEMA) building and elevation requirements that are currently in effect for most remodeled, and all new, residential units. Other problems with existing development include the lack of pervious or landscaped open areas and commercial strip centers that are not easily accessible by pedestrians.

There is a need for FLUM categories that encourage mixed-use development on the same site so that tourist accommodations may have on-site amenities for their guests. A land use category, and associated standards, that favors transient accommodations rather than the development of permanent dwelling units is also needed. Two particular areas within the city may be considered as focal areas, or anchors, and thus subject to more specific planning strategies. These are Madeira Way, the northern anchor and Johns Pass, the southern anchor.

Anticipated redevelopment of several properties in the Madeira Way vicinity relates to the most recent action taken by the Board of Commissioners to proceed with a redevelopment land use designation for the area. As envisioned within the Master Plan and proposed by the City's consultant, HNTB, a redevelopment plan will be initiated for the area generally bounded by 150th Avenue, Gulf Boulevard, 153rd Avenue, and Boca Ciega Bay. This designation will allow the community to stipulate particular development goals and approaches for this area that may include mixed use development and design guidelines that will enhance the area as a town center and foster a sense of place. Particular goals may include keeping a grocery store on the island and promoting tourist dwellings, hotels, or mixed-use projects rather than condominiums. The redevelopment area plan is intended to develop a vision for this area, including the public properties at City Hall, Rex Place, and the Library. The area plan will also serve as the technical basis for a proposed land use plan amendment to designate the area with a Mixed Use - Redevelopment land use category.

Recommended Action

- Consider amending FLUE Objective 1.5 to remove the word “nautical.” There are no design guidelines to review whether a neighborhood is nautical. The other terms are more generalized planning concepts, which are easier to maintain and have been followed in the community.
- Consider deleting FLUE Objective 1.7 and rewriting to allow redevelopment that will provide for orderly, planned development, which is pedestrian friendly, enhances views, considers stormwater management retrofits, is attractively landscaped, and provides for a mixture of uses that are appropriate to the FLUM.
- Modify FLUE Objective 1.14 to state the City's intent that annexation is not an objective that the Board of Commissioners wants to pursue. For example, the objective could state that the City will not actively pursue annexations, although voluntary annexations could take place according to the conditions currently in the objective.
- Modify FLUE Objective 1.15 to replace the word “implement” with “coordinate activities as outlined in the latest edition of the *Regional Hurricane Evacuation Plan*.”
- Consider the FLUM categories and standards and recommend a category that provides for transient accommodations rather than the development of permanent dwelling units.

Transportation Element

Overview

The Transportation Element (TE) provides for a safe, convenient, and efficient motorized and non-motorized transportation system which shall be available for all residents and visitors to the city. The element establishes the level-of-service standard for all roads and coordinates transportation planning with the FLUM. All other transportation planning shall be coordinated with the City's Comprehensive Plan, FDOT, the Pinellas Metropolitan Planning Organization,

Plan Element Review

the Transportation Improvement Program (TIP), and Long-Range Transportation Plan, and the plans of neighboring jurisdictions. Other objectives of the element include:

- Identification, protection, reservation, or acquisition of road rights-of-way;
- Regulation of motorized and non-motorized vehicle parking and bicycle and pedestrian ways; and
- Encouragement of the development and utilization of a safe, convenient, and energy efficient multi-modal transportation system.

Successes and Shortcomings

The adopted goals, objectives, and policies continue to provide effective guidance for the overall transportation system. Madeira Beach is well-served by Pinellas Suncoast Transportation Authority with stops on Gulf Blvd, 150th Avenue, and John's Pass Village. The adopted level-of-service has been maintained during the planning time-frame. The challenge for the future will be to provide a more pedestrian and bicycle friendly environment.

Recommended Action

- Consider alternative methods to achieve higher levels of pedestrian and bicycle use.

Housing Element***Overview***

The overall goal of the Housing Element (HE) is to provide suitable housing to all income levels and to meet the housing needs of the existing and future populations. When applicable, the City shall assist the private sector in providing a suitable mixture of affordable housing types. Additional objectives addressed in the element are:

- Location of group housing;
- Maintain neighborhood quality;
- Extend the useful life of existing housing stock;
- Provide safe, sanitary, affordable housing free of discrimination;
- Preservation of historical and architecturally significant housing; and
- Provide for persons and businesses displaced by public programs.

Successes and Shortcomings

The real estate market was strong and substandard homes in the community have been removed through the actions of the private housing market. Since 1999, 17 homes have received "flood mitigation assistance" grants to bring the units into compliance with FEMA requirements and to lessen the potential impacts from flooding. The City has a successful code compliance program and has eliminated any true slum and blighted conditions. In addition, the increased activity and rising values in the real estate market have contributed to remodeling or replacement of units as upgrades rather than passing older units down to different level economic levels of the population.

The housing market and rising values are a major challenge within Madeira Beach. The median sales price of single family homes in the metropolitan area rose 168 percent between April 2000

Plan Element Review

and January 2006.¹ While there are no official statistics for Madeira Beach, values have probably increased in a similar manner. Part of the increase in value may be attributed to the cost of building materials and additional regulations within the coastal high hazard area; much of it must also be attributed to its location along the waterfront. Some older apartments have been converted to condominiums, leaving fewer rental units in the community. There is no workplace housing available in the city. The City does not have control over housing values or ownership patterns. These can and do change without any review or action by the local government.

Recommended Action

- Consider revising Objective 1.4, Housing Quality, to include the concept of FEMA compliant housing stock and maintaining or improving neighborhoods.
- Consider eliminating HE Objective 1.6 and refer instead to FLUE Objective 1.4, which has the same language.

Coastal Management and Conservation Element***Overview***

The Coastal Management and Conservation Element addresses environmental quality and the protection of coastal communities. The Conservation section states that water quality will be protected as well as wetlands, air quality, native vegetation, species of special status, and coastal areas. The Coastal Management section establishes guidelines for protecting the lives and property of coastal residents from the effects of natural disasters. The following are the major objectives of the element:

- Hazard mitigation;
- Maintain or reduce hurricane evacuation times;
- Development regulations in the 100-year flood plain;
- Monitoring the proper handling, treatment, transportation, and disposal of hazardous waste; and
- Limitation of public expenditures and a restriction of density in the Coastal High Hazard Area (CHHA).

Successes and Shortcomings

Madeira Beach is a coastal community with elevations ranging from 0 feet to just a few feet above sea level. Given such elevations and its location between the Gulf of Mexico and Boca Ciega Bay, occasional flooding is to be expected. New Flood Insurance Rate Maps were prepared and went into effect in September 2003.

Progress has been made in treating stormwater runoff. Construction activities are closely monitored and the National Pollutant Discharge Elimination System (NPDES) requirements are enforced to avoid pollution of the Bay and Gulf. As private development takes place along the west line of Gulf Boulevard, the dune system is being improved and buildings are no longer constructed seaward of the coastal construction control line. The City's newsletter is used to provide the public with information on avoiding any improper discharge that would degrade the quality of the surface or ground water. Due to efforts in recent years, the Madeira Beach

¹ Florida Association of Realtors, June 2006.
November 28, 2006

Plan Element Review

Municipal Marina is being reviewed by the Department of Environmental Protection for the Clean Marina designation.

There is a coordinated countywide effort for all disaster preparedness, operations, and evacuations, including a dramatic increase in public awareness and public information pertaining to disaster preparedness. Together, the City and County strictly enforce the FEMA regulations for development that occurs in the 100 year flood zone. Seventeen dwelling units have been built under the Flood Mitigation Assistance grant program to elevate or rebuild structures so that the habitable area is above the base flood elevation.

Objectives in this element should emphasize the multi-jurisdictional aspects of disaster preparedness, evacuation, and recovery. While the City must provide proper training, disaster preparedness and management is a coordinated county effort that each city in the Tampa Bay area must implement.

Reduction in Density in the Coastal High Hazard Area

Although Madeira Beach is currently built beyond the densities allowed by the plan, the City is enforcing the plan as new development occurs. Objective 2.2 of the Coastal Management and Conservation Element states that “Due to its location in the Coastal High Hazard Area, the City shall not increase densities above those established in this comprehensive plan, as delineated by *Map LU-4, Future Land Use.*” This has deterred the redevelopment of some properties since they would have a decreased use and value for owners.²

In recognition of the number of non-conforming uses and structures created by the reduction in density, the City has established the extent of property rights in rebuilding through Ordinance 1051, as supported by various plan policies. The ordinance allows that the structure may be rebuilt to the same density and the same square footage as was in existence prior to an unintentional catastrophic event. If the owners choose, through their own volition, to remove the building or the number of units on the site, the replacement building or units must be constructed in accordance with the density established on the FLUM of the Comprehensive Plan.

Recommended Action

- Consider revising CMCE Objective 1.7 to indicate the coordination effort in complying with state and federal air quality standards.
- Amend the *Map LU-4, Future Land Use*, to comply with the definition of the coastal high hazard area as enacted by HB 1359 in 2006.
- Consider rewriting Objective 2.3 to indicate that the City will coordinate and cooperate with Pinellas County to proceed with an orderly, safe, and expeditious evacuation when an evacuation is ordered.
- Revise Objective 3.1 to refer to coordination with the most recent Pinellas County disaster mitigation plan.
- Consider rewriting Objective 3.2 to remove the date and to establish a priority for issuing permits following a disaster. This objective might include where permits could be obtained if City Hall is destroyed or that public services must be available in order to receive a certificate of occupancy.

² Pinellas County EAR, page App-A – 32.
November 28, 2006

Infrastructure Element*Overview*

The Infrastructure Element requires that development only be permitted when adequate facility capacity is available to service the development. Level-of-service standards are established in this element as well. The element addresses several other issues pertaining to the use of water and stormwater capacity. The following are key objectives in the Infrastructure Element:

- Reduce potable water demand;
- Improvement of surface water quality;
- Continuation of adherence to federal flood control regulations;
- Reduction of per capita waste and wastewater generation levels; and
- Development and implementation of a stormwater management plan to address drainage.

*Successes and Shortcomings*Solid Waste

The City Public Works Department collects solid waste within its city limits. A solid waste study was recently completed to review the existing rate structure and services. The curbside recycling program for single family and duplex residences was hampered by a low participation rate and the challenge of selling the recycled items. This service was discontinued at the end of November 2005. An area at City Hall continues to be available for residents to bring recyclable materials. At the current time, some residents want to see curb-side recycling reinstated. The Board of Commissioners will soon consider the results of a request for proposals whether or not to reinstate curb-side recycling and the associated rate for the service.

Potable Water

Pinellas County provides both the supply of water and distribution of water to Madeira Beach. Between 2000 and 2004, Pinellas County installed reclaimed water lines and replaced the existing potable water lines. This program was implemented to reduce the demand on potable water and to eliminate leakage, breaks, and unnecessary potable water loss from old lines. Of the 1,224 single-family homes, 1,106 (90 percent) have hooked up to the reclaimed system. New development and redeveloped multiple-family and commercial projects are permitted to use only reclaimed water for irrigation.

The wholesale water supply is provided to Pinellas County by Tampa Bay Water, a regional water supply authority. As a retail customer of the Pinellas County Utilities Department, Madeira Beach has no responsibility regarding the supply of potable water to its citizens. Tampa Bay Water has identified alternative water supply resources such as the salt water desalination plant, brackish ground water desalination, and water conservation and reuse techniques. On its own, Madeira Beach does not have the financial or technical resources or capabilities to design, construct, or implement such far reaching water supply alternatives. Through Pinellas County's membership in the Tampa Bay Regional Water Supply Authority, the City is a recipient of the terms of the partnership agreement with the Southwest Florida Water Management District. This agreement, "entered into by the District, Tampa Bay Water, and its member governments,

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provides for the development of a safe, sustainable, cost effective water supply through a cooperative approach.³”

Because the City does not own or operate any portion of the water supply, treatment, or distribution system, and is merely a retail customer of the Pinellas County Utilities Department, the requirement to “evaluate the degree to which the City has implemented the work plan for building public, private, and regional water supply facilities” is not applicable. Madeira Beach will continue its cooperative agreement with the Pinellas County Utilities Department and participate in conservation and other potable water initiatives sponsored by that department, Tampa Bay Water, and Southwest Florida Water Management District.

Sanitary Sewer

Pinellas County operates the wastewater treatment plant and handles billing within Madeira Beach. As of October 1, 2006 the sewer lines and lift stations within its jurisdiction will be turned over to the county for ownership and management. The County’s commitment will be to slip-line or replace the lines citywide over the next five years. This proposal eliminates breaks, spills, and unnecessary pollution of the Bay and Gulf waters. A new county master lift station was built on 150th Avenue to provide sufficient capacity and more effective, efficient transport of wastewater. The newer lift station lessens the likelihood of spills that could add pollution to the Bay or Gulf waters.

Stormwater

The City is a co-applicant with Pinellas County in the National Pollutant Discharge Elimination System (NPDES) and assesses a citywide stormwater user fee for facility improvements. Southwest Florida Water Management District grants have been used to improve stormwater drainage and to install Continuous Deflective Separation (CDS) units in John’s Pass Village and on 140th Avenue to implement the citywide storm drainage plan. The City has received funding approval for North Bayshore Drive / 141st Avenue and the contract for the design and engineering of the project was approved in mid-2006. The installation of the CDS units at Public Works, John’s Pass Village, and 140th Avenue helps eliminate floatable waste in the Bay and Gulf waters during storm events.

There has been an across-the-board reduction in the amount of impervious coverage as redevelopments occur. The impervious surface improvements are possible because of landscaping requirements and the ability to add parking beneath FEMA-compliant residential structures.

The City of Madeira Beach will continue to flood under certain high tide conditions and storm events due to its elevation. No storm drainage improvement projects can alter such circumstances.

Recommended Action

- Consider revising Objective 3.1 regarding the reduction of solid waste by 10 percent and provide that the revised objective shall be implemented without reference to a specific date.

³ RWSP, page 112.
November 28, 2006

Recreation and Open Space Element

Overview

The Recreation and Open Space Element (ROSE) ensures the provision, protection, and maintenance of Madeira Beach's park and recreation system. Additional issues addressed by the element include:

- Coordination of public and private recreation resources;
- Recreation areas will be protected from incompatible uses;
- In addition to parks, the City shall provide access to public beaches;
- Open space, parks, and recreation facilities shall be provided in an economically efficient manner; and
- Maintenance of the community's open space character through the utilization of public and private open space for active and passive recreation uses, visual relief, scenic value, and screening and buffering purposes.

Successes and Shortcomings

The City maintains the open space and park system, including "street-ends" that terminate at the Bay and Gulf. There has been no sale or loss of these recreational areas in the community since the last plan adoption in 1999. An additional park has been developed since 1999. Through a Preservation 2000 grant, the City purchased a 1.55 acre site, known as the Madeira Beach Causeway Park, and developed the property as a passive park. The new facilities include a picnic pavilion, observation deck, fishing pier, walking trail, and native and natural planting throughout the area.

As a built-out community, the City must continue to monitor the interests and needs of the community to best serve its recreational needs within the constraints imposed by the limited availability of land. It is unlikely that any recreation or open space areas will be lost to development because any sale of city-owned property or vacation of right-of-way requires a referendum; however, the acquisition of new properties is uncertain.

The demographics of the community should be analyzed to determine if the activity-based recreation standards are warranted within the city. The 2000 Census documents that there were 297 children ages 15 or under, (6.6 percent of the population), in 2000. Conversely, the population aged 65 and older represents 22 percent of the total population. Based on statistics kept by the City for various programs and activities for its youth, the majority of the youth enrolled in the programs live outside the city limits.

Table 3-1

2005/06 Youth Programs		
Program	Residents	Non-residents
Summer Camp	26	131
After-School Care	10	98
Soccer	32	186
Basketball	19	77
Cheerleading	6	36
T-ball	11	58
Total Youth Sports	68	356

The municipal marina is a valuable asset to the City both for the public access to the water and its representation of the community's origins as a commercial fishing village. Marina facilities include a boat ramp, 93 wet slips, transient accommodations, and dry storage. The boat ramp in this marina is the only ramp in the city. Proposed improvements to the marina include relocating the boat ramp on the site for better access to the water as well as improvements for the wet slips and dry storage. Conditions at the marina have improved during the past five years and the City's marina was inspected for a Clean Marina designation, under the Florida Department of Protection standards, during 2006.

An unexplored opportunity for additional open space is the new FEMA program for demolition and acquisition of severe loss properties. The program began in May 2006. Twenty-four properties in Madeira Beach qualify for this funding on a voluntary basis. Any property acquired by FEMA would be turned over to the City for open space.

Recommended Action

- Update the ROSE data and analysis to include the recreational sites and facilities added since the 1999 plan amendment and to provide current statistics about the municipal marina.
- Explore the possibility of using properties acquired through the FEMA Severe Loss Properties program for passive parks or other open space.

Intergovernmental Coordination Element

Overview

The Intergovernmental Coordination Element (ICE) establishes the processes by which Madeira Beach will coordinate with and consider the plans of other units of local government. The element also establishes the means by which disputes are addressed and a resolution process to those disputes. Additional objectives are:

- Coordinate level-of-service standards with neighboring jurisdictions;
- Identify, implement, and coordinate joint planning areas for annexation and service provision;
- Improve communication, cooperation, and coordination with area local governments, districts, and agencies;
- Coordination with the Pinellas Planning Council so as to maintain consistency with the Countywide Comprehensive Plan;
- Participation in the deliberations of the Pinellas County Planning Council and Countywide Planning Authority (CPA).

Successes and Shortcomings

The ICE provides an adequate and efficient basis for intergovernmental coordination. Minor adjustments may be needed to ensure that the document is fully consistent with contemporary agencies and activities. Because the city is built-out, the development focus is redevelopment rather than new growth on greenfield properties.

Recommended Action

- Consider amending Objective 1.7 to state the City's policy toward annexation; or delete this objective as duplicative of FLUE Objective 1.14.

Capital Improvements Element

Overview

The Capital Improvements Element (CIE) focuses on maintaining public facilities at adopted levels-of-service. The five-year schedule of capital improvements which coordinates land use decisions with available fiscal resources is incorporated in this element. The major objectives of the element are:

- Maintain the levels-of-service;
- Eliminate existing deficiencies;
- Limit public expenditures in the CHHA; and
- Development permitted only when the necessary infrastructure is available.

Successes and Shortcomings

Madeira Beach is debt free, the public infrastructure is maintained and there are no known deficiencies in levels-of-service, except possibly for solid waste. The level-of-service for solid waste per capita may be reevaluated during the plan amendment. Substantial progress was made in reducing the total amount of solid waste collected; the total tonnage was reduced by 8.3 percent since 1995.

The schedule of capital improvements has not been updated since the plan's adoption in 1999. The data and analysis should also be updated.

Recommended Action

- Update the schedule of capital improvements annually.
- Revise and update the data and analysis to include contemporary information.
- Consider revising Objective 1.1 to accommodate development and redevelopment rather than "future growth".
- Re-evaluate the level-of-service standard for solid waste based on both seasonal and permanent residents.

Evaluation of Level-of-Service Standards

Sanitary Sewer

No deficiencies in sanitary sewer service were identified by Pinellas County.

Potable Water

No deficiencies in potable water level-of-service were identified by Pinellas County. Conservation measures are part of the on-going implementation to reduce potable water use. The county installed a reclaimed water system citywide between 2000 and 2004 as well as

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replacing all potable water lines. These two measures should substantially assist Pinellas County in meeting the level-of-service standard for potable water.

Drainage

The City continues to rely on new development to improve existing drainage problems. Each site plan must address stormwater management during the site plan review process. The 10-year frequency, 60-minute storm event is the level-of-service standard by which each site plan is measured. In addition, the City assesses a citywide stormwater user fee that has been used in conjunction with SWFWMD grants to fund stormwater facility improvements.

TABLE 3-2

2005 Level-of-Service Conditions		
Services and Facilities	Adopted Levels-of-Service	Existing levels-of-service
Roads	<i>Capital Improvements Element Policy 1.5.4</i> Peak hour LOS “D” for all arterial and collector roads	All roadway segments are above the adopted LOS.
Sanitary Sewer	<i>Capital Improvements Element Policy 1.5.4</i> 111 gpcd	No deficiencies identified by Pinellas County ⁴
Potable Water	<i>Capital Improvements Element Policy 1.5.4</i> Through 2004: 125 gpcd 2005 - 2010 : 120 gpcpd	No deficiencies identified by Pinellas County ⁵
Solid Waste	<i>Capital Improvements Element Policy 1.5.4</i> 4.9 pounds per day, per capita of non-recyclable waste	8.38 pounds per day, per capita of non-recyclable waste ⁶
Drainage	<i>Capital Improvements Element Policy 1.5.4</i> <ul style="list-style-type: none"> ▪ 10-year frequency, 60-minute storm event ▪ Retain first one inch of runoff 	No deficiencies identified
Recreation/Open Space	<i>Capital Improvements Element Policy 1.4.4</i> Acreage and Facilities (as adopted in Tables 1 & 2 of the CIE)	No deficiencies identified

Gpcd = gallons per capita per day

⁴ Pinellas County, *Evaluation and Appraisal Report*, J-60.

⁵ Ibid, J-68.

⁶ Madeira Beach email, May 22, 2006.

Solid Waste

The City's Public Works Department collects the solid waste generated within the city limits. For fiscal year 2004-2005, the City collected 6,897.55 tons (18.90 tons per day) of non-recyclable waste that was sent to the Resource Recovery Plant. The 1999 plan stated that the total tonnage in 1995 was 20.6 tons per day, or 7,519 tons per year, in non-recyclable waste. Since 1995, there has been a reduction of 8.3 percent in the total waste collected.

The solid waste level-of-service expressed in pounds per capita was calculated using both permanent and seasonal population figures. Both permanent and seasonal population will be used to calculate a new level-of-service standard for the EAR-based comprehensive plan amendment.

Roads

The Metropolitan Planning Organization (MPO) maintains level-of-service information for road segments within Pinellas County and its municipalities. The Link ID numbers and functional classifications are those listed in the Inventory of Existing Conditions prepared by the MPO.

TABLE 3-3

2005 Roadway Level-of-Service Conditions					
Link ID #	Street	From	To	Functional Classification	2005 LOS
810	Gulf Blvd.	Johns Pass Bridge	133 rd Ave. N	Arterial Class 2	B
811	Gulf Blvd	133 rd Ave. N	Welch Causeway	Arterial Class 2	C
742	Duhme Rd. (1 block of this segment)	Welch Causeway	Park Blvd.	Arterial Class 2	B
947	Madeira Beach Causeway	Duhme Rd	Seminole Boulevard	Arterial Class 2	B
812	Gulf Blvd	Welch Causeway	164 th Avenue	Arterial Class 2	A
515	150 th Avenue	Gulf Boulevard	Duhme Road	Arterial Class 2	C

Source: MPO, 2005 Level of Service Report.

The Metropolitan Planning Organization has developed a common methodology for measuring impacts on transportation facilities within Pinellas County and all its municipalities for a coordinated approach in the implementation of concurrency management systems. The City has adopted this methodology through Resolution 06.17. The plan shall be amended, as necessary, to recognize this methodology and to provide for its use in applicable situations.

Parks and Recreation

Madeira Beach has added 1.55 acres of recreation and open space to the City's park inventory since 1999. There are no deficiencies in the level-of-service standard.