CITY OF MADEIRA BEACH
MASTER PLAN
July 2002

Jones Edmunds & Associates, Inc.
HDR Planning
Duany Plater-Zyberk and Company

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EXECUTIVE SUMMARY

The City of Madeira Beach Master Plan was prepared for the City of Madeira Beach by a consultant team including the firms of Jones Edmunds & Associates, Duany Plater-Zyberk & Company (DPZ), and HDR Planning. Rick Hall, of Hall Planning & Engineering, worked as a sub-consultant to DPZ, focusing on transportation issues. The initiative to pursue such a Plan originated with the community-wide visioning workshops held in Spring 2001. The Plan itself reflects the issues and concerns, goals and ideas that emerged during the visioning efforts as well as the weeklong design *charrette* held in February 2002.

During the *charrette*, there were ten formal public meetings and dozens of smaller, informal meetings, all looking at ways to help the City of Madeira Beach achieve a desired future. Many elements of that future, contained in this document, reflect the insights and ideas of Andres Duany who lead the *charrette* team. Commenting at the final public presentation, he noted that change to the City of Madeira Beach is inevitable, and that effective growth can belong to those who seek to active· · quide and mold this change. "Vision is looking .... .nough into the future to see cities actually change. If there is a model, this can be change for the good. The crucial part of this Plan is that you have caught the city early enough that it can grow to become better, and perhaps even great."

The goal of this Plan is to assist the City of Madeira Beach in its quest to become great. Major themes towards this end include:

- Designating Pedestrian-Oriented Activity Centers within the City
- Redesigning Gulf Boulevard as a "Place" instead of simply a Highway
- Creating A True Civic Center around Madeira Way
- Enhancing the 150th Avenue Entrance onto the Island
- Clarifying the Zoning and Development Codes to Promote rather than Stifle the Vision
- Working within the accepted paradigms of Real Estate practices to leverage Public Sector Assets against Private Sector Investments in the City.
- Establishing a workable program for implementing the Vision

Designating Pedestrian-Oriented Activity Centers within the City: The geography of Madeira Beach creates a long, skinny community, oriented around a single dominant traffic artery. There are few locations within the city that qualify as good pedestrian environments, and fewer that create a memorable and imageable "sense of place." This Plan begins with the intention of creating three unique and identifiable "nodes" within the City. Linked to each other along Gulf Boulevard, these nodes should be developed to optimize pedestrian vitality, to reflect their immediate surroundings, and to enhance the image of the city as an active vibrant beach community.

Redesigning Gulf Boulevard as a "Place" instead of simply a Highway: Gulf Boulevard is the backbone of Madeira Beach, serving as a primary traffic artery, the dominant commercial address, and the most visible public image of the City. This Plan looks to create parity among all of these roles, recommending a redesign of the street that maintains its current levels of traffic capacity, but alters it to include a greater diversity of forms, appearances and functions.

Creating a true Civic Center around Madeira Way: Madeira Way is only two blocks long, but is clearly a psychological center for the entire community. It links the two most important streets in the City – Gulf Boulevard and 150th Avenue. It includes a range of shops and restaurants, and leads directly to the City Hall and adjacent civic facilities. Functionally and programmatically, however, the Way must be restructured and redeveloped to better carry out this important civic, commercial and community role.

Enhancing the 150th Avenue entrance onto the Island: 150th Avenue is the dominant entrance onto the island portion of the City. Its civic and aesthetic presence must be upgraded to match its functional importance. Beginning at the eastern edge with a park that straddles both sides of the street, the proposed Plan includes significant new private-sector development on waterfront properties to the south, as well as redevelopment and new infill development on both sides of the street as it moves west. At the intersection with Madeira Way, one block from the terminus at Gulf Boulevard, a square indicates the civic and commercial heart of the City.

Clarifying the Zoning and Development Codes to Promote rather than Stifle the Vision: Current codes for the City reflect a strong suburban bias. The dichotomy between the ideals promoted in the codes and the facts of the City as it actually exists creates undue burden on owners and developers looking to upgrade, modify and otherwise grow and develop their properties. The Plan recommends streamlining both the Code and the regulatory process, and orienting them fundamentally towards achieving the vision of the future established by the community.

Working within the accepted paradigms of Real Estate practices to leverage public sector assets against private sector investments in the City: This Plan recognizes that recent growth within the City has been sporadic and haphazard. It also recognizes the significant geographic, environmental and locational assets of the community, and looks for ways to leverage these intrinsic attributes to help induce positive private sector investment. By laying out a clear vision of where the City would like to go, minimizing or removing the current impediments to achieving such a vision, and then providing incremental incentives for quality growth, the Plan provides a foundation for steady and ongoing redevelopment of key elements of the community.

Establishing a workable program for implementing the Vision: This Plan recognizes that the history of city planning is littered with visions and master plans that never got beyond documentation. This Plan is organized around a series of discrete but inter-related initiatives, each with a clear goal and program. These initiatives, in turn, are organized within a hierarchical matrix ranked according to importance and desirability. The matrix further describes key elements involved in successfully achieving each initiative, such as leadership and supporting roles, potential funding sources, and potential costs both in time and dollars.

Using the Plan

The Plan is organized within a three-ring binder in order to enhance its utility as a working blueprint for the future. Additional space is provided in the binders to allow the insertion, over time, of additional supporting materials pertinent to each of the initiatives, as well as the inclusion of new and future initiatives. In every form, the Plan is presented as a living document, a guide for and record of growth and development in the coastal city as it enters the twenty-first century.

I INTRODUCTION

SCOPE OF THE MASTER PLAN

The City of Madeira Beach lies predominantly on a barrier island at the western edge of Pinellas County. It is approximately ten miles west of downtown St. Petersburg, ten miles south of Clearwater Beach, and ten miles north of Pass-a-Grille, the southernmost point of the Pinellas barrier island chain.

Sitting on a barrier island, the City is long and thin, running for more than 2.0 miles north and south, with State Road 699, Gulf Boulevard, serving as the spine of the City. In fact, the City straddles the Intracoastal Waterway, with approximately 490 acres lying on the Gulf Side, and an additional 70 acres on the mainland side. The City sits just north of a major deep water connection between the Intracoastal and the Gulf, John's Pass.

The City has a permanent population of approximately 5,000 people, and a winter population of nearly 10,000. Just like most beach communities, relying on tourism as a major economic generator, Madeira Beach relies more heavily on seasonal, long-term visitors than on short-term tourist visitors.

The major land use within the City is residential, comprising primarily single-family houses and condominiums. The houses are generally located east of Gulf Boulevard, on or near the Intracoastal; the condominiums are found primarily on the Gulf coast, west of Gulf Boulevard.

Given the relatively small size of the City, the scope of this Master Plan is the entirety of Madeira Beach. The Plan originates in the Visioning exercise that was carried out in the Spring of 2001. The City contracted with the consultant firm HDR, Inc. to oversee a process whereby the community could better determine how it wanted to grow into the future.

A clear outcome of that effort was the realization that the City was operating without an effective plan for growth and development. With the realization, the City contracted with consulting engineers Jones Edmunds & Associates (JEA) to assemble a team to prepare a full-fledged Master Plan. JEA, in turn, contracted with HDR, Inc. of Tampa and Duany Plater-Zyberk & Company (DPZ) of Miami to work on the Plan. DPZ, in turn, brought on Rick Hall, PE, of Hall Planning & Engineering from Tallahassee, for his expertise in the field of transportation and street planning.

PROCESS

The Master Plan process effectively divided into four parts. Between October 2001 and February 2002, JEA and HDR compiled background information and materials on Madeira Beach, and, where necessary analyzed this information. A detailed computer base map of the City was prepared, including all streets, buildings and key civic features, as well as detailed information on various infrastructure elements.

The second phase comprised an intensive, interactive public event. All three teams believe fully in a participatory planning process, with preferences for organizing it around a design *charrette*. The *charrette* brings together a core group of experts to interact with the community at all levels, to study and assess the existing situation, to review both short and long-term goals and opportunities, to absorb suggestions and recommendations, and to represent all of these as plans and ideas for regular review.

The *charrette* that helped create this Master Plan took place over seven days from Saturday 23 February through Friday 01 March 2002, and facilitated participation by citizens, business and political leaders, and government officials. It included ten structured public meetings as well as countless other smaller meetings between individuals and team members. Overall, the team was left with the sense of a community that is eager to move forward, but concerned not to lose the qualities that attracted so many people in the first place. As a whole, the City is unsure how to achieve these objectives.

This Master Plan looks to address the more general issues that were established during the Visioning exercise and the first phase of the planning process, as well as more specific issues that emerged during the *charrette*.

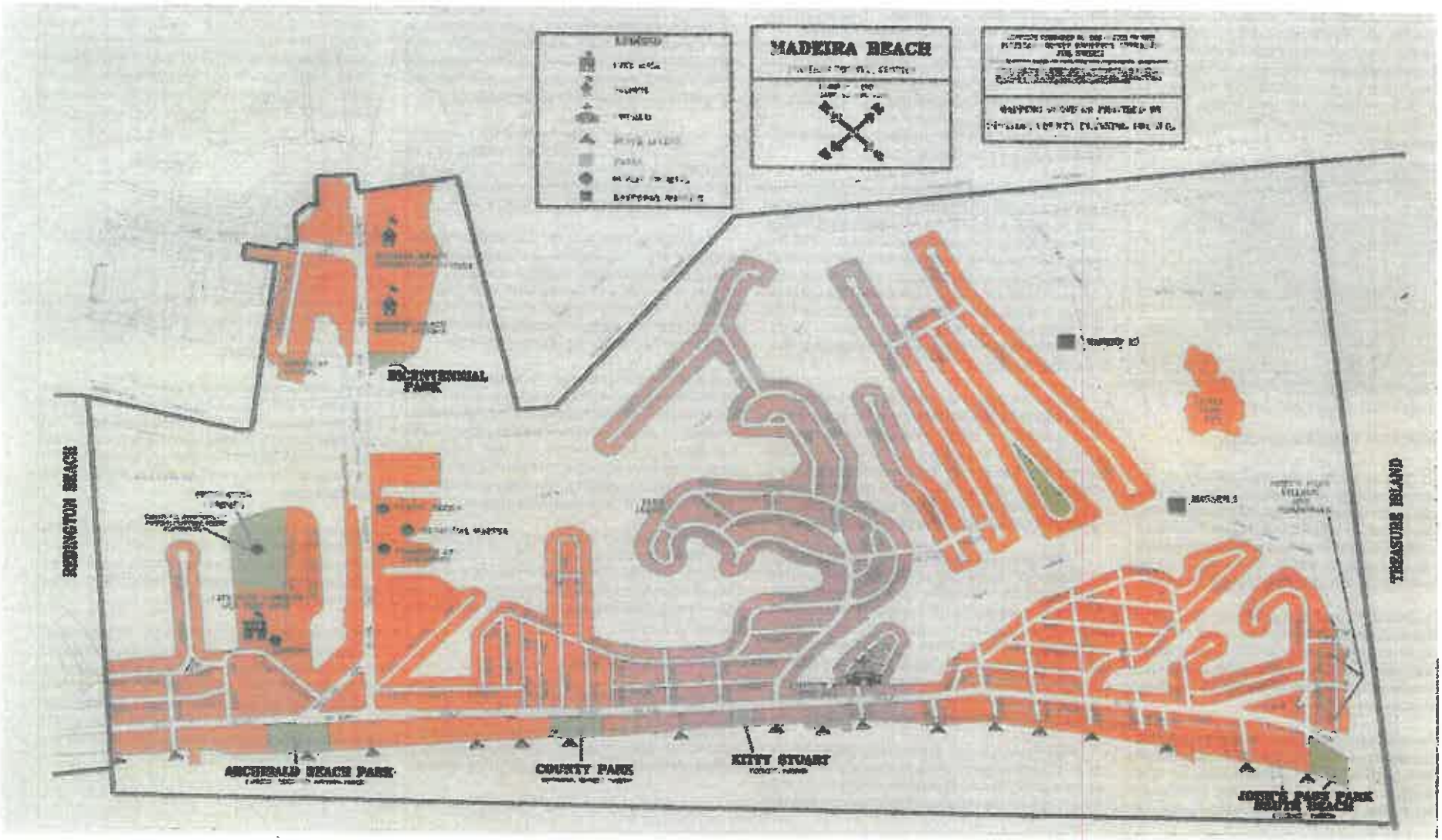
The third phase of the Plan includes the drafting of the written Master Plan document, and will include review and comments from the City Commission as well as city staff and citizens. These comments will be reviewed for content and relevance and incorporated into the final document. This document, in turn, will be submitted to the City Commission for adoption in principle. Adoption in principle presupposes that many specific details of the Plan will still remain to be resolved and/or approved. At the very least, the Team will need to finalize any and all revisions to the City's Comprehensive Plan that were made necessary by the new Plan. These revisions will include necessary changes to the Land Development Regulations.

Adoption in principle, however, implies that those elements of the Plan that are under the complete control of the City can begin to be implemented,even while the requisite changes to the Land Development Regulations and Comprehensive Plan are being processed and reviewed. For example, issues such a setbacks, design guidelines, signage requirements and so forth, can be implemented almost immediately. Other issues, particularly those pertaining to potential density increases or changes in use, however, cannot be implemented until final approval of the Plan has been received from the Department of Community Affairs in Tallahassee.

Aerial View of Madeira Beach, 1951

The Visioning Workshop, April 2001

Charrette Meeting, February 2002


MADEIRA BEACH
BICENTENNIAL PARK
REDINGTON BEACH
TREASURE ISLAND
ARCHIBALD BEACH PARK
COUNTY PARK
KITTY STUART

The fourth, and final, part of the Master Plan process is the drafting and submission of the necessary revisions to the Comprehensive Plan and the Land Development Regulations. While the technical accomplishment of these actions should not entail great difficulty, the process of submission, review, resubmission, presentation and ultimate approval can be quite lengthy.

John's Pass, View from the East, 1940

PREMISES OF THE MASTER PLAN

- This Master Plan recognizes as one of the fundamental principles of urbanism, that cities melt over time; that is, selected older buildings are replaced by newer structures on an on-going and continuous basis. These new structures may or may not represent new uses, intensities of development and/or theories about what makes for a quality living environment.

- This Master Plan recognizes that the City of Madeira Beach has achieved its first level of full build-out, and is now about to embark upon an iterative process whereby new uses absorb or replace old uses, old structures are modified or torn down and replaced by new structures.

- This Master Plan recognizes the fundamental real estate principles of value creation. Assuming that is still has a functional life, an older structure will not be replaced by a newer structure unless that newer building represents a significant increase in value for the building's owner or developer. With respect to residences, in particular, single-family houses, the question of increased value can hinge on personal or emotional concerns. With respect to commercial properties, however, buildings are replaced when they are obsolete, or when the newer use clearly represents additional economic value to the owners; this is generally measured in terms of Return on Investment (ROI) or simply increased cash flow.

- This Master Plan recognizes that three of the fundamental means for increasing value on a property are to build replacement structures that (a) have different uses than the original structures –I.e., a residential property is replaced with a commercial structure; (b) are built at a greater intensity than the original structures –I.e., a four-unit townhouse complex replaces a single-family house; or, (c) that are built for clients with greater economic means –I.e., a $200,000 house is torn down and replaced with a $1,000,000 home.

- This Master Plan recognizes the preexisting growth limits that are placed upon the community by the regulations written into the Pinellas County Comprehensive Plan, and recognizes the origins of these limits in concerns for the availability of sufficient infrastructure, the need to rapidly evacuate the City and adjacent cities in the event of a hurricane, and the desire to maintain a predetermined quality of life.

- This Master Plan recognizes that Gulf Boulevard, the "backbone" of the City of Madeira Beach, is not controlled by the City; rather, it is a designated State Highway and, as such, is under the auspices of the Florida Department of Transportation (FDOT). Nonetheless, this Plan also recognizes the rights of the citizens and leaders of Madeira Beach to control their own destiny, and encourages the community to be relentless, forceful and focused when it takes its case to FDOT to discuss changes to this road.

- This Master Plan recognizes that Madeira Beach sits on a barrier island, with an average elevation of approximately six feet above mean high tide. The Plan recognizes the impact of local, state and Federal regulations on the ability to develop and redevelop particular types of property or for particular uses. The Plan acknowledges the concerns for health, safety and welfare that underpin these regulations, and works in accordance with these regulations where required, and within their allowances where applicable.

- This Master Plan recognizes that the problem of traffic congestion can never be solved, and also recognizes the rights of pedestrians and bicyclists and that the ability to walk and ride in comfort and safety are some of the hallmarks of a quality community.

- This Master Plan recognizes that the unique geography of the City may hinder the development of geographically proximate neighborhoods or the easy creation of a sense of community. The City was designed to maximize perimeter water frontage on Boca Ciega Bay; the resulting plan accomplishes this but at the cost of distending physical proximity.

- This Master Plan recognizes the unique placement of Madeira Beach within the hierarchy of beach communities in Pinellas County. With direct physical connection to the mainland along the Tom Stuart Causeway and proximity to an open, deep-water channel between the Bay and the Gulf, Madeira Beach is particularly accessible by both land and water, and should build upon these natural advantages.

- This Master Plan recognizes the stated desire of the citizens and leaders of the City to maintain, as much as possible, the much-heralded small town character of the current community, while, at the same time, making positive proposals for moving forward into the 21st century.

HOW TO USE THIS PLAN

The City of Madeira Beach Master Plan is a record of a new way of thinking about and approaching urban planning and development, one that conceives of public action as an ongoing and evolving process, just as the growth of a city is ongoing and evolutionary.

The printed text that follows is a snapshot of the status of the Plan of the City as it was created in the year 2002. It sets forth actions, designates responsibilities, and suggests sources of funding that will be necessary to change the City and bring the full Master Plan into fruition. The document includes administrative actions, changes in procedures and policies, proposals for

John's Pass Bridge, 1946

public action, and proposals for private action. Some recommendations can be implemented almost immediately, at little cost. Others will have to wait until they can be implemented. Wherever possible, the document tries to indicate how current conditions will have to change in order to facilitate this implementation.

Because conditions and circumstances will change and change again over the twenty- to thirty-year window of this plan, the document is presented in a three-ring binder that makes it easy to add, remove or replace pages as necessary.

With some exceptions, the graphics included in this Plan are intended to illustrate general concepts, or to illustrate alternatives to existing conditions; they are not intended to serve as mandates for development in direct accordance with the images depicted. With regard to implementation of the Plan, the goals, objectives and principles outlined in the document are of paramount importance.

THE COMPONENTS OF THE PLAN

As noted, this Master Plan is for the entirety of the City of Madeira Beach. As such, it addresses all of the areas of the City, but not each is given equal weight. The land area east of Boca Ciega Bay is addressed only peripherally, with some attention to traffic issues on 150th Street. Within that part of the City that lies on the barrier island, the greatest attention was given to the "backbone" of the City along Gulf Boulevard. Some attention, however, is give to all of the residential neighborhoods in general, and particular locations within these neighborhoods.

There are several significant geographic and topological components to this Master Plan.

GULF BOULEVARD: Gulf Boulevard links all of the beach communities, running from Clearwater Beach to the north all the way to Pass-a-Grille beach to the south. Within most of these communities, it is the dominant transportation route, serving as both a collector and an arterial road, as a "main street" and a highway, as a "to" place and a "through" place. The road displays all of these qualities and characteristics within the City of Madeira Beach. The existing zoning essentially bifurcates the road, with residential uses, including hotel and tourist-related uses, dominating the Gulf side, and commercial uses (also including hotel and seasonal rentals) dominating the east side.

Gulf Boulevard

150th STREET/MADEIRA WAY: In many ways, the "100 percent corner" in Madeira Beach should be located at the intersection of Gulf Boulevard and the Tom Stuart Causeway. At peak periods, over 20,000 cars a day go through this intersection. The area around this point, in particular along Madeira Way, serves as the civic and possibly the psychic center of the community. The Municipal Building, containing the City Hall, Fire Department, Police Department and Community Meeting Hall, is located on Municipal Drive, as is the Beaches Library. The Madeira Way Shopping Center sits across from the City Hall, and the City's recreational playing fields sit just behind City Hall. The bulk of the uses found in this sector relate to the needs and activities of the full-time and seasonal residents of the City.

Madeira Way

JOHN'S PASS VILLAGE AREA: One and a half miles south of Madeira Way lies John's Pass Village, the heart of Madeira Beach for tourists and non-resident visitors. Such visitors come from as nearby as Treasure Island across the Pass and from as far away as Central Florida. Tourists come from all over the world. The heart of the Village is Village Boulevard, the former "main street" of the City before the current John's Pass Bridge was built, thereby re-routing traffic. While the Village itself is in generally good condition and is in the middle of a multi-year renovation and updating, the areas immediately surrounding it tend to be in decline. This is less pronounced for the

John's Pass Village

condominiums and houses that lie across Gulf Boulevard, on the Gulf, but it is clearly evident in the areas immediately east and north of the Village. These areas include a wide variety of generally run-down housing and quasi-commercial uses, many of which have not been maintained in recent years.

140th STREET INTERSECTION: In the course of doing this Plan, it became clear that the intersection of 140th Street and Gulf Boulevard defined a location that could, over time, become nearly as important within the City of Madeira Beach as the other two, better known nodes. 140th Street is the major access point for many of the residential areas east of Gulf Boulevard, and the intersection lies almost equidistant between John's Pass Village and the Madeira Way area.

NEIGHBORHOODS: Considerable attention was paid during the Master Plan process to the needs and concerns of the neighborhood residents within the City. For the most part, these tended to be people who occupied single-family houses on or near Boca Ciega Bay, to the east of Gulf Boulevard. Because of the patterns in which these reclaimed lands were created, these residences tend not to comprise one or two dominant neighborhoods. Instead, geographic and functional accessibility helped define self-limiting enclaves. For example, each of the "fingers" that comprise Crystal Isles forms its own unique enclave.

Residential Street

Within these enclaves, specific issues tended to differ, but a number of overriding general issues also existed.

THE WATERFRONT/ENVIRONMENT: An overriding concern to most citizens of the City is to improve the condition of the waters in Boca Ciega Bay and to generally highlight the City's location surrounded by major bodies of water. Currently, the unique geography of the reclaimed lands that comprise the residential areas of the City east of Gulf Boulevard stifles the appropriate flushing activities of the Bay. Small harbors are silting up, and debris pile up against bulkheads. The bottom of the Bay, which originally included a variety of grasses, is essentially denuded in many locations due to gradual deposits of muck.

View of Canal in Crystal Isles

CODES: As the Visioning Exercise proved, there was considerable sentiment within the City that the current rules and regulations, particularly as they apply to new development or renovation, are not best serving the needs of the community. Considerable time was spent studying these existing codes and figuring out where they did or did not match the expectations and needs of the residents, land owners, business owners and officials.

THE NEXT STEPS

Some of the projects mentioned in this Master Plan are already in the planning stages. Others can, and will be, initiated in short order. It is critical, however, to focus both public and private support for those crucial projects that are not yet fully viable or which the timing and/or circumstances are not yet optimal. This Master Plan outlines a long-term program for development and regeneration, and needs to be nurtured as such. Picking off one or two easy-to-accomplish projects at the outset and stopping, and then hoping that these initial efforts will provide the momentum to carry the remainder of the development program is not only an ineffective strategy, but will undoubtedly doom the entire Master Plan to failure.

On the other hand, as the recommendations in the Plan begin to be implemented, the manifest opportunities available to Madeira Beach will become increasingly obvious. With leadership and guidance from the public sector, and support and investment from the private sector, the redevelopment of Madeira Beach will become an on-going community effort. The revised neighborhood structure will begin to make its presence felt. Gulf Boulevard will take on an increasingly sophisticated and urbane character. The Madeira Way/Municipal Center district will become increasingly diverse and pedestrian-oriented, with an increased sense of place. The areas around John's Pass Village will re-emerge as vital locations for residents, business-owners, and visitors alike. The City as a whole will re-establish itself as one of the jewels of the region.

NOTES ON THE MAKING OF THE PLAN

The City of Madeira Beach Master Plan arose from the emerging perception by residents and community leaders of the need to comprehensively address the present condition of the City as well as possible futures. The City Commission supported the initiative that lead first to the Visioning Workshop and then to hiring of JEA, DPZ and HDR to carry out the full-fledged Master Plan.

To prepare for the Plan and, in particular, the *charrette*, dozens of meetings were held, in groups ranging from as small as two or three, to full Commission presentations with over fifty people in the audience. These meetings addressed myriad issues in order to fully secure a successful planning effort.

City staff and numerous volunteers worked diligently to ensure that the Planning process, in general, and the *charrette*, in particular, would be successful. Each of the ten formal public meetings held during the *charrette* was attended by far more people that was initially envisioned, and every meeting went far beyond its originally allotted time.

Many people contributed to the intensity and comprehensive nature of these meetings and deserve to be recognized for their efforts.

Charrette Meeting, February 2002

CITY COMMISSIONERS

Mayor Tom De Cesare, Doreen Moore, Jan Sturgis, Roger Kosicki, Charles Parker

CITY STAFF

Elaine Trehy, Interim City Manager
Mike Bonfield, Former City Manager
Mike Maximow, Community Services Director
Denise Schlegel, City Clerk

MADEIRA TOMORROW ADVISORY COMMITTEE

Martha Boos, Art Broaderick, Mary Burrell, Gerald Davis, Ken Jacobsen, Dewey Leigh, Ken Schwartz, Patricia Shontz, Debra Spaeth and Doreen Moore, Commission Liason.

THE *CHARRETTE* TEAM

DPZ – Andres Duney, Jorge Planas, Debra Hempel, Galia Tahchieva, Gustavo Sanchez, Maximo Rumis, Marcela Leiva, Eusebio Leal
HPE – Rick Hall
HDR – James A. Moore, Neale Stralow
JEA – Jeffrey Siewert

Historical photos courtesy of Ken Jorgensen, Pat Shontz and the City of Madeira Beach.

II GENERAL

A SHORT HISTORY OF MADEIRA BEACH

The land area that currently makes up the City of Madeira Beach was first explored by Europeans in the early part of the 16th century. It was well into the 19th century, however, before any settlements were established. John's Pass, the inlet that defines the southern edge of Madeira Beach was created by a mammoth hurricane during the summer of 1848; four years later it was named in honor of John Leveque, who used it to trap sea turtles.

In 1865, William J. Turner established a plantation in the vicinity of what is now Indian Rocks Beach. The only other settlers along the barrier islands were itinerant fishermen living in shacks and houseboats.

The first person to own property is what is now Madeira Beach was Thomas F. Pierce who, in 1908, bought Sand Key and Treasure Island from the State for $1.25 an acre. The first attempt to establish permanent settlements on the two islands came in 1913 when Walter Fuller of St. Petersburg bought Treasure Island for $800 and formed a development company; shares were made available for $1,000 each.

In 1912, George Roberts purchased 128 acres of land on the north side of John's Pass and named it "Olive Island." He built a cheap hotel that was known for its rum and fresh seafood. His ambitions to build a substantial resort went for naught, however, and Roberts eventually went bankrupt.

Real estate agent Noel A. Mitchell took over where Roberts left off, renaming the area Mitchell's Beach, and building a new two-story hotel in 1914. Fairly quickly, however, World War I cut the supply of tourists, and ultimately Mitchell sold out to Albert B. Archibald, a shareholder in Fuller's original development company. The hotel lasted into the 1920s, where it served as a gin mill for some time until it was destroyed in a tropical storm.

By the end of World War I, Archibald owned most of the land that is today Madeira Beach. As his predecessors, he created his own name for his new property. Tradition has that he was looking for a name that ended in "ira" in memory of his brother. He and his wife agreed that they found an appropriate name in the Madeira Islands, Portuguese possessions off the Moroccan coast.

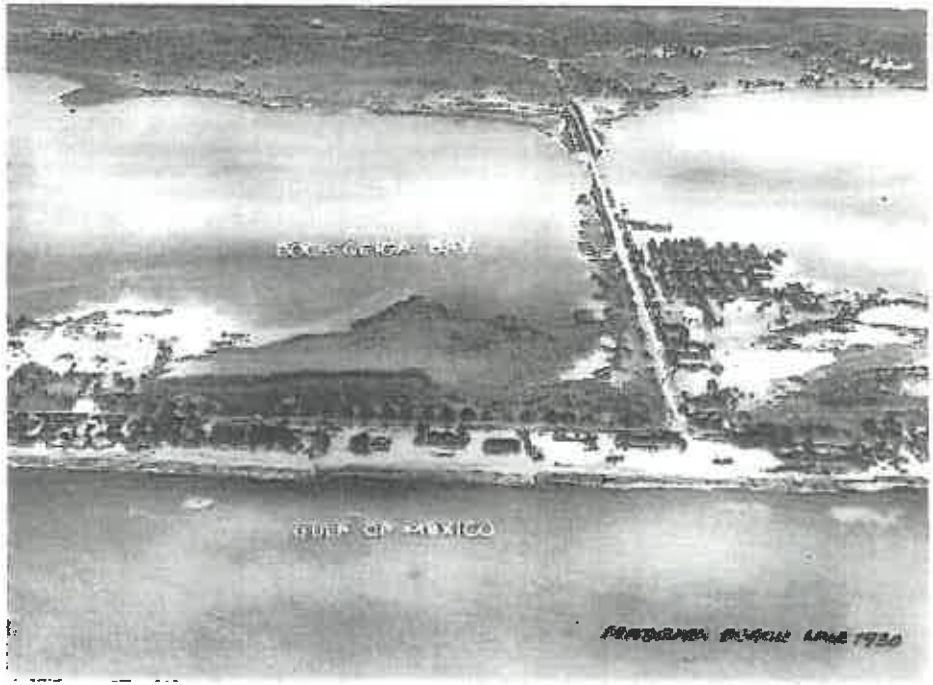
While Archibald's new purchase clearly had enormous natural beauty, numerous obstacles confronted him and his goal of turning Madeira Beach into a Gulf coast version of Miami Beach. In the early 1920s, there was still no direct access from the mainland. There was no fresh drinking water on the island, nor were there any utilities. There were, however, numerous mosquitoes to make life miserable for unprotected visitors. Finally, the beaches were susceptible to complete inundation by frequent hurricanes and tropical storms.

The first link from the mainland to any of the beaches came in 1923 with the construction of the Corey Causeway connecting to what is now St. Pete Beach. Aware of the value created by such a linkage, Archibald donated the Bay Pines area of the mainland for a veteran's hospital, in return for the construction of the Welch Causeway in 1927. The following year, a bridge was constructed over Johns Pass, connecting Madeira Beach to Treasure Island.

Archibald built one of the first permanent buildings on the Beach: a combination public bathhouse/ vacation residence at the Gulf terminus of the causeway. Over the years, Archibald expanded the facility into a miniature amusement park including picnic shelters, an open air roller skating rink and water toboggan slide, ski-ball alleys, shooting galleries, pony rides, swings and a fishing pond; during the winter months, he hosted a very popular monkey show.

Adjacent to the park was another well-known landmark: a 75-foot Coast Guard boat that had been pulled up onto the beach, placed in a permanent concrete cradle, and converted to a living unit. Known

The Islands that now form Madeira Beach and part of Treasure Island, 1920s



Madeira Beach, 1930s

as "Archie's Ark," the boat was a highly sought-after vacation rental.

In 1937, the Bay Palms Trailer Park was established in Madeira Beach, becoming the first collection of permanent residences.

From the moment the first bridge crossed John's Pass, the location was cherished by local fishermen, attracted by the schools of black grouper, kingfish, mackerel, mangrove snapper and other species that swam through the channel. By the mid-30s, tourist guides highlighted this location, and by the 1940s, charter boats began using John's Pass as their base. In 1943, the number of full-time and visiting fisherman in Madeira Beach prompted the Rev. Phillip H. Harris, a retired minister, to create the Church by the Sea. The first services were held in temporary quarters but by 1945 a permanent Spanish-Style structure was under construction at 137th Avenue and Gulf Boulevard. The first services were held in February 1946.

At the end of World War II, Charley Rice built two businesses that would, over time, become synonymous with Madeira Beach – Johns Pass Seafood, and the Kingfish Restaurant. Rice's ventures were just two of the many new developments that were occurring during the post-War years. At the time there were approximately 200 full-time residents. A group of these got together and in 1947, the original Town of Madeira Beach was incorporated. In 1951, it was reincorporated to include South Madeira Beach, formerly known as Mitchell Beach. In 1955, an area on the east side of Boca Ciega Bay, comprising the Madeira Beach Shopping Center and a site for an elementary school, was annexed into the city.

Also during the mid-1950s, the City expanded in size through aggressive infilling of Boca Ciega Bay. Most landfill areas were originally small islands or shoals in the Bay; these were built up and then physically attached or bridged to the rest of the City. Because of the intensity of these filling efforts, in 1958 the Bulkhead Bill was enacted, significantly limiting the potential for future infill developments. In 1964, the City and the County established a permanent bulkhead line two feet outboard of all existing seawalls; this effectively prohibited any future physical expansion via land filling.

Prior to terminating landfill developments, the City reclaimed a 15-acre parcel from Boca Ciega Bay, just north of the Causeway. In 1964, the City completed a new municipal building on this property; the facility included a City Hall, Police Station, Fire Station, and meeting hall. In 1969, the Gulf Beaches Library was constructed just west of the City Hall. Subsequently, an additional parcel of land was sold to a developer to construct a shopping center.

Madeira Beach, 1940

Madeira Beach, 1949

Madeira Beach, 1957

Madeira Beach, 1957

Bridges play a significant role in a city built on an island. In 1971, the original bridge between Madeira Beach and Treasure Island was torn down and replaced by a newer, larger structure located several hundred feet west of the earlier bridge. Merchants whose stores had been located along the older route recognized that the sudden loss of traffic could wreak havoc with their businesses. Lead by Jabo Stewart, a group of business owners hired an architect to design a new complex for them, both to help regain lost traffic and to entice tourists and other visitors. Beginning with one or two stores, Johns Pass Village expanded over time. In the early 1980s, the waterfront Boardwalk was rebuilt, providing extensive access to the Pass. In the years since its inception, Johns Pass Village has emerged as one of the top tourists spots on the Beaches with its range of shops and restaurants and eclectic beach-style architecture.

BACKGROUND OF THE MASTER PLAN PROJECT

In March 2001, the City of Madeira Beach contracted with James A. Moore of HDR, Inc. to assist the City in organizing and running a Citywide "visioning" exercise. This exercise took place over the course of a day-and-a-half: the evening of Friday 20 April and all day Saturday 21 April 2001.

The type of exercise that the City undertook is becoming increasingly common throughout the United States, in communities of all sizes and conditions. Part of a larger movement generally known as "community based planning," Vision exercises emerge from two general positions. First, municipal leaders and officials are increasingly unsure of how best to approach growth and development in their communities. Second, residents and community citizens are increasingly critical of the effects that growth and

John's Pass Village Area, 1981

development are having on their physical surroundings. In some instances, citizens are upset by the amount and type of new growth. In other instances, they are upset by a lack of positive growth, by deterioration and abandonment. In each instance, however, citizens are demanding increased say in the future of their communities; vision exercises are one mechanism for providing such participation.

THE VISIONING PROCESS

The Madeira Beach Visioning Process included an introduction on Friday evening, a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis on Saturday morning, and a series of priority-setting workshops on Saturday afternoon. The results of the effort were a clearer understanding of community concerns and issues, and a clear sense of priorities for future efforts.

The Madeira Beach SWOT analysis included about 90 participants. In 90 minutes, they described 48 Strengths, 52 Weaknesses, 39 Opportunities, and 31 Threats. These included many redundancies and variations of similar concerns. After detailed evaluation, there were a handful of recurring, overriding issues which are listed below:

STRENGTHS

1. Climate and Physical Environment
2. Character of the Community
3. Public Services
4. Economic Opportunity and Diversity
5. Regional Context

WEAKNESSES

1. Traffic (Volume, Speed, Safety and Parking)
2. Codes and Regulations; Inappropriate and Inefficient
3. Spotty Pedestrian Features (Parks, Sidewalks, Marina, Pool, Skate Park)
4. Communication
5. Lack of Consensus Vision

OPPORTUNITIES

1. Beautification
2. Capitalizing on the Waterfront
3. Enhance the Community Character
4. Develop a Consensus Master Plan
5. Calm and Control Traffic within the City

THREATS

1. Rising Costs (of Living in Madeira Beach)
2. Declining Infrastructure
3. Unmanaged Growth
4. Complacency
5. Environmental Degradation

After completing the first series of analyses, attendees participated in one of five small group breakout meetings. Each group included approximately fifteen people, and each group was lead by a volunteer professional with experience in-group facilitation. Each of the five groups addressed five distinct issues:

1. Natural Resources & Assets, Including Boca Ciega Bay
2. Gulf Boulevard
3. Madeira Way/150th Avenue
4. John's Pass Village & Surroundings
5. Your Neighborhood/City

Within these group sessions, for each of these five issues, participants were asked to list their three most critical concerns. These were later presented to the rest of the small group participants for discussion and listing.

The results of the survey of all participants for priority concerns produced the following six key Directions:

1. Revise and Update Codes Including Enforcement Procedures
2. Deal with Pollution to Boca Ciega Bay, Including from Boats
3. Enhance the Overall Aesthetics of the City
4. Area Master Plan for Madeira Way and 150th Avenue District
5. Put Utilities Underground
6. Develop a City-Wide Master Plan

Visioning Workshop, Formal Lecture

Visioning Workshop, Summary Presentation

Visioning Workshop, Group Discussion

The SWOT analysis was an informative and helpful exercise inasmuch as it allowed people from the community to air their feelings, beliefs and concerns in a reasonably congenial atmosphere. While there were clearly some issues around which opinion was split, there was a significant amount of agreement across all four categories. With respect to Strengths, most people recognized that both the natural environment surrounding Madeira Beach and the character of the physical environment are significant assets. They also recognized that the regional context was an asset, in terms of increased economic opportunities, but also increased access to

numerous cultural, social and educational offerings. A key issue, however, was the concern that the City maintain its "small town character and feeling" even though it's clearly part of a large metropolitan region.

Several of the potential Opportunities relate to community character, particularly in terms of strengthening the small town feeling and beautifying the City as a whole.

As might be expected, Traffic topped the list of perceived Weaknesses. In this respect, the citizens of Madeira Beach were not unlike citizens across the country. There was also concern about the spottiness of physical infrastructure across the community, as well as concerns about the utility, applicability and enforcement of code issues. Physical infrastructure is a public sector concern. So, too, is code enforcement, but the sense seemed to be that public sector enforcement and the generally cumbersome nature of codes and regulations, were hindering desirable private sector development and change.

The remaining items in this category addressed issues commonly found across the country, and underpinned the entire vision exercise. "Communication," both among private citizens and between the public sector and the community, was seen as a problem, and might be related to the perceived "Lack of a Consensus Vision."

Among the perceived Threats, "Complacency" was seen as a key issue, possibly coupled with "Unmanaged Growth," both of which have the potential to erode the much-appreciated small town charm of the City. "Declining Infrastructure" –i.e., deterioration of the built environment—combined with "Environmental Degradation" –i.e., deterioration of the natural environment—as key concerns.

The general tenor of the SWOT analysis, as well as specific concerns, was reflected in the summary selection of key Directions for the City. Four of the six listed Directions were interrelated. "Revising and Updating Codes and Procedures," "Developing a City-Wide Master Plan," "Enhancing the Overall Aesthetics," and "Developing a Master Plan for Madeira Way/150th Avenue," all fall under the general category of Planning, and became the basis for the subsequent decision by the City Commission to hire the JEA/DPZ/HDR team to develop a Master Plan for the community.

CURRENT CONDITIONS

As noted earlier, the City of Madeira Beach lies predominantly on a barrier island at the western edge of Pinellas County. It is approximately ten miles west of downtown St. Petersburg, ten miles south of Clearwater Beach, and ten miles north of Pass-a-Grille, the southernmost point of the Pinellas barrier island chain.

Sitting on a barrier island, the City is long and thin, running for more than 2 miles north and south, with State Road 699, Gulf Boulevard, serving as the main street and primary transportation facility. The City sits just north of a major deep water connection between the Intracoastal and the Gulf, John's Pass.

The City has a permanent population of approximately 5,000 people, and a winter population of nearly 10,000.

The major land use within the City is residential, comprising primarily single-family houses and condominiums. The houses are generally located east of Gulf Boulevard, on or near the Intracoastal; the condominiums are found primarily on the Gulf coast, west of Gulf Boulevard.

The City, like many parts of Pinellas County has reached a stage of first-phase build-out. This means that most usable land is currently developed, but that many of the structures and uses are the original ones, built during the varying phases of growth and development. Buildings in the City range from as long ago as the 1930s to as recently as the past few years. The bulk of the structures, however, stem from the period of the 1960s, 1970s and early 1980s. As such, many are between twenty and forty years of age, and reveal both their aesthetic and functional age.

The 1970s saw the construction of some Gulf-front condominiums in the City. Many of these structures were between eight and twelve stories in height, and the manner in which they dominated the surrounding buildings disturbed many of the residents of the City. In the early 1980s, as a means of combating the continued development of tall structures, the City downzoned itself, creating a maximum height of 40 feet, or approximately three stories. This move created the intended effect, but probably also stymied desirable new development as well. By reducing the maximum development size, the City also removed much of the financial incentive for new developments. Today, a drive along the length of Gulf Boulevard reveals the City's varied development history. Twelve story buildings from the 1970s abut three-story condos from the 1990s; these, in turn, often abut single-family houses of indeterminate age or small motels from the 1950s and 1960s. The resulting composition is somewhat chaotic in appearance; this impact is heightened by the attitude of most buildings, which is to turn their dominant face towards the Gulf and their rear face towards the street. This creates a sense of Gulf Boulevard as an overly large service alley, with little aesthetic presence or urban sensibility.

The east side of Gulf Boulevard is almost uniformly zoned for Commercial development. Again, there are height limitations to this zoning, and the vast majority of structures are between one- and three-stories in height. As with the west side of the road, the buildings along the east represent the entire history of the City, ranging from rental cottages that date back to the late 1930s, to townhouses currently under construction.

Gulf Boulevard itself is a State of Florida highway and a designated hurricane evacuation route. Unlike in other beachfront communities where the road is controlled by the municipality, in Madeira Beach Gulf Boulevard is controlled entirely by the Florida Department of Transportation. FDOT designed and built the current five-lane road section: two travel lanes in both the north and south directions, separated by a wide continuous central turn lane. This lane is considered necessary by many because of the numerous access points that fall within the blocks on both sides of the Boulevard.

While many residents consider Gulf Boulevard to be the bane of their existence, it currently operates at a Level of Service (LOS) "B" which is well above minimum mandated requirements. Traffic does back up along the Boulevard whenever the John's Pass Bridge is opened. The bridge is currently being studied for reconstruction, but every indication is that the existing bridge will be replaced with a structure that utilizes the same overall footprint.

Residential Street

Gulf Boulevard, Showing 1970s Condominiums

Occasionally, when the Intracoastal bridge on the Tom Stuart Causeway is opened, traffic will back up all the way to Gulf Boulevard, but such instances are infrequent and have to be regarded as an acceptable element of beach community life.

While the Boulevard more then adequately meets is designated traffic requirements, it is a miserable environment for pedestrians and bicyclists. Sidewalks are installed on both sides of the ROW, but these tend to be minimal four-foot wide sections, located immediately adjacent to the lanes of traffic. The walks are continually interrupted by driveways and other access points. There are isolated examples of landscaping along the length of the Boulevard, but these are few and far between, and virtually ineffective.

East of the buildings that front directly on to Gulf Boulevard, the predominant land use is residential; most dwellings are single-family residences, although there are pockets of older developments that include a range of multi-family uses including duplexes, triplexes and small apartment buildings.

In general, the buildings closest to Gulf Boulevard are the oldest, and many of these structures are in poor or deteriorating condition. The highest quality single-family houses are found on Crystal Isles, a series of long-thin fingers that was dredged up from Boca Ciega Bay in the late 1950s. On these fingers, the uses are entirely single-family residential, and spontaneous redevelopment has been occurring for quite some time. Because of increasingly strict FEMA regulations, the first inhabitable floor of all new dwellings must be at least 11 feet above Mean Sea Level. Inasmuch as the average elevation of the City of Madeira Beach is only slightly more than six feet above MSL, these rules tend to relegate the ground floor of new houses to parking and household storage uses.

East Side of Gulf Boulevard, Looking North

140th Avenue is the primary access point to much of the single-family residential in the City, including all the buildings on Crystal Isles and Bay Point. The intersection of 140th and Gulf Boulevard is a key location within the City, approximately half way between the northern boundary and John's Pass to the south. This intersection has one of the three stoplights along the length of Gulf Boulevard.

The Tom Stuart Causeway (150th Avenue) is the second major road within the City limits. This links the two parts of the City, across the Intracoastal Waterway, and links the City as a whole to the rest of Pinellas County. On the east side of the causeway bridge, the City comprises approximately 70 acres of land. To the south of the road lie the elementary and middle schools. Combined, these serve nearly 1,400 students from throughout the surrounding communities. To the north, the City includes a shopping center, anchored by a Publix and a Walgreens drug store, several office buildings, the Santa Madeira restaurant and the State's only American Legion outpost with dockside mooring.

While the City limits technically begin a quarter mile to the east, many visitors and residents alike regard the trip over the bridge as the official entry into the City proper. This entry is, at best, inauspicious. The waterfront property on either side of the roadway is a disparate collection of uses including a restaurant, a variety of boat-related uses including the Municipal Marina, a sewer lift-station, and miniature golf course (that is soon to be redeveloped into condos), a designated public park that has yet to be designed, and a variety of under-utilized commercial and retail spaces.

Gulf Boulevard, Looking North

Several hundred feet before 150th intersects with Gulf Boulevard, it makes a 45-degree intersection with two-block long Madeira Way. This short commercial street, lined on both sides by one-story retail buildings, is considered by many to be the historic "heart" of the City. One block past 150th, Madeira Way intersects with Municipal Drive that leads directly to the Municipal Building and the Beaches Library, as well as to the Winn Dixie Shopping Center.

Functionally and psychologically, Madeira Way is an essential element within the City; aesthetically and in real-estate terms, it is sorely lacking. It is clear, however, why the participants in the Visioning exercise were so keen on seeing an overall plan done for this sector of the City.

Tom Stuart Causeway (150th Avenue), Looking East

Madeira Way

III. INITIATIVES

PRICIPLES & MAJOR CONCEPTS

The stated goal of this document is to devise and articulate a framework for the growth of the City of Madeira Beach over the upcoming twenty to thirty years. Accompanying this framework is a series of initiatives that lay out ideas and detail the steps necessary for accomplishing the goals. As a "master" plan, this document summarizes the key actions needed to carry out the fundamental principles that will organize and direct growth in upcoming years.

While some of the initiatives discussed here require relatively little additional outlay in order to accomplish, a number of them become the basis for additional focused planning efforts.

For example, this document recommends the designation of three distinct "nodes" along the length of Gulf Boulevard, and contains support materials depicting the limits of these nodes, suggesting appropriate physical and functional character, and describing the goals to be achieved by these changes. To achieve the development of these nodes, however, will require additional planning and design work that will involve planners, transportation experts, landscape architects, civil engineers and a range of additional consultants.

This chapter outlines the skeleton of the Master Plan. It contains over two dozen specific initiatives that support the overall growth goals of the community. These are presented in as much detail as practical, and include support discussion, photographs and graphics. The initiatives are presented in keeping with the geography outlined in the visioning exercise, and try to run from most general to most specific within each category.

The first six initiatives all relate to Gulf Boulevard and the community's desire to control its traffic, beautify its appearance, and foster new development. These include a proposal to redirect the form and function of the road away from its current undifferentiated condition to one that includes three distinct "nodes" within the limits of the City.

Initiatives Seven through Ten address issues related to the residential neighborhoods of the City, particularly those east of Gulf Boulevard, adjacent to Boca Ciega Bay. These include a series of administrative recommendations to intensify the sense of distinct neighborhoods, to facilitate the smooth and effective redevelopment of properties within the neighborhoods, and to strengthen the physical presence of the neighborhoods.

Initiative Eleven looks to improve the quality of water in Boca Ciega Bay.

Initiatives Twelve and Thirteen present approaches to upgrading the public appearance of the Community.

Initiative Fourteen suggests ways to traffic calm the intersection of 150th Avenue and Duhme Road, on the mainland side of the City.

The next eight initiatives relate to the Madeira Way/ 150th Avenue/ Civic Center as identified in the Visioning exercise, and seek to strengthen the physical appearance and functioning of this area as a true civic core for Madeira Beach and adjacent communities.

Initiatives Twenty-Three through Twenty-Seven take a similar look at the area around John's Pass Village, also called out in the Visioning effort.

Initiative Twenty-Eight addresses the creation of a new neighborhood center, one that was not called for in the original vision document; this one is to be located at the intersection of Gulf Boulevard and 140th Avenue, and is to serve the large number of residents who live east of Gulf Boulevard and use this intersection every day.

Initiative Twenty-Nine addresses the efforts that the City will have to undertake in order to begin effectively implementing the programs that are outlined in the Master Plan.

The twenty-nine initiatives described here are not inclusive. Each, in turn, undoubtedly presents the potential for numerous additional sub-strategies; each describes a project or series of projects that will take varying amounts of time, energy, effort and money to accomplish.

At the core, however, these recommendations summarize the work that was begun by the community in 2000, when the issue of a vision plan first emerged.

1 Create Three Distinct Centers along Gulf Boulevard

Gulf Boulevard is the backbone of the City of Madeira Beach. It unifies the City from north to south, and is the predominant address within the community.

It is also a State Highway (SR 699) and, as such, it's design is controlled primarily by the Florida Department of Transportation, and only somewhat by Pinellas County or the City of Madeira Beach. It is clear that the current Gulf Boulevard design follows the stated purpose of arterial roadways to move motor vehicles rapidly for longer distance trips.

For most of its 2.5 mile length in Madeira Beach, Gulf Boulevard is a five-lane arterial road, with two travel lanes in each direction and a continuous central turning lane. The posted speed on the road is 40 MPH, but given its width and geometry, drivers regularly go 55 MPH or higher. The arterial roadway's primary design objective of vehicle mobility has been met at the expense of walkability, cycling comfort and livability.

In addition to the high speed of travel along Gulf Boulevard, the road section remains essentially unchanged within the City. It neither acknowledges nor addresses the distinct variety of uses and places that occur along its length. In turn, with the exception of John's Pass Village, the architecture, urban design and function of the places along the length of the Boulevard, do little to reinforce a sense of uniqueness and variety. The uniform vehicular mobility objective also yields a uniform architectural character, generally without a sense of uniqueness.

Many drivers on Gulf Boulevard are using it as a "through" road, linking Treasure Island or St. Pete Beach to the south with the mainland or the Redington communities to the north. For them, the primary purpose of the road is to allow them to travel quickly and smoothly from origin to destination. This is the textbook definition of an arterial road.

Other travelers, however, typically residents of the community, use the Boulevard in a very different way. For them, the road is their "Main" street, one of their primary shopping venues and a place that should stand as a symbol of the City as a whole. Current high-speed design elements hinder pedestrian use of Gulf Boulevard since speeding traffic causes pedestrian discomfort.

A fundamental premise of this Master Plan is that sections of Gulf Boulevard, should serve as a very walkable "Main" Street of Madeira Beach, and must address and reinforce the hierarchy of places that occur along its length. Two logical points of distinction stand out almost immediately.

The intersection of 150th Avenue (Tom Stuart Causeway) and Gulf Boulevard is a key location in the City. Not only is it the meeting of two primary thoroughfares, but it also indicates the presence of Madeira Way, a potentially wonderful pedestrian-oriented shopping street, and the civic complex including the City Hall, the regional post office, and the Beaches Library. With future redevelopment efforts, compact residential dwelling patterns could be placed around this focal point yielding a healthy supplement to the high market capability.

The intersection of Gulf Boulevard and 131st Avenue is also a key location within the community. This is where Village Boulevard intersects Gulf Boulevard, signaling the beginning of John's Pass Village. Historically, before the 1970s, Village Boulevard as the dominant Main Street in the City, leading directly to the original John's Pass Bridge. The current Gulf Boulevard ascended to importance at the southern tip of the City only after the Bridge over the Pass was moved and rebuilt at a more westerly location.

Both of these locations were called out in the initial program for the Master Plan as important elements of the City. During the course of the planning process a third location emerged, with an equally important role to play. The intersection of Gulf Boulevard with 150th Avenue marks the heart of the civic center of the City. The intersection of Gulf Boulevard with Village Boulevard marks the heart of the tourist-oriented sector of the City. The importance of the third focal

View of Gulf Boulevard, Looking North at the Entrance to John's Pass Village

View of Gulf Boulevard From West Side of Gulf Boulevard, Looking South Towards Madeira Way

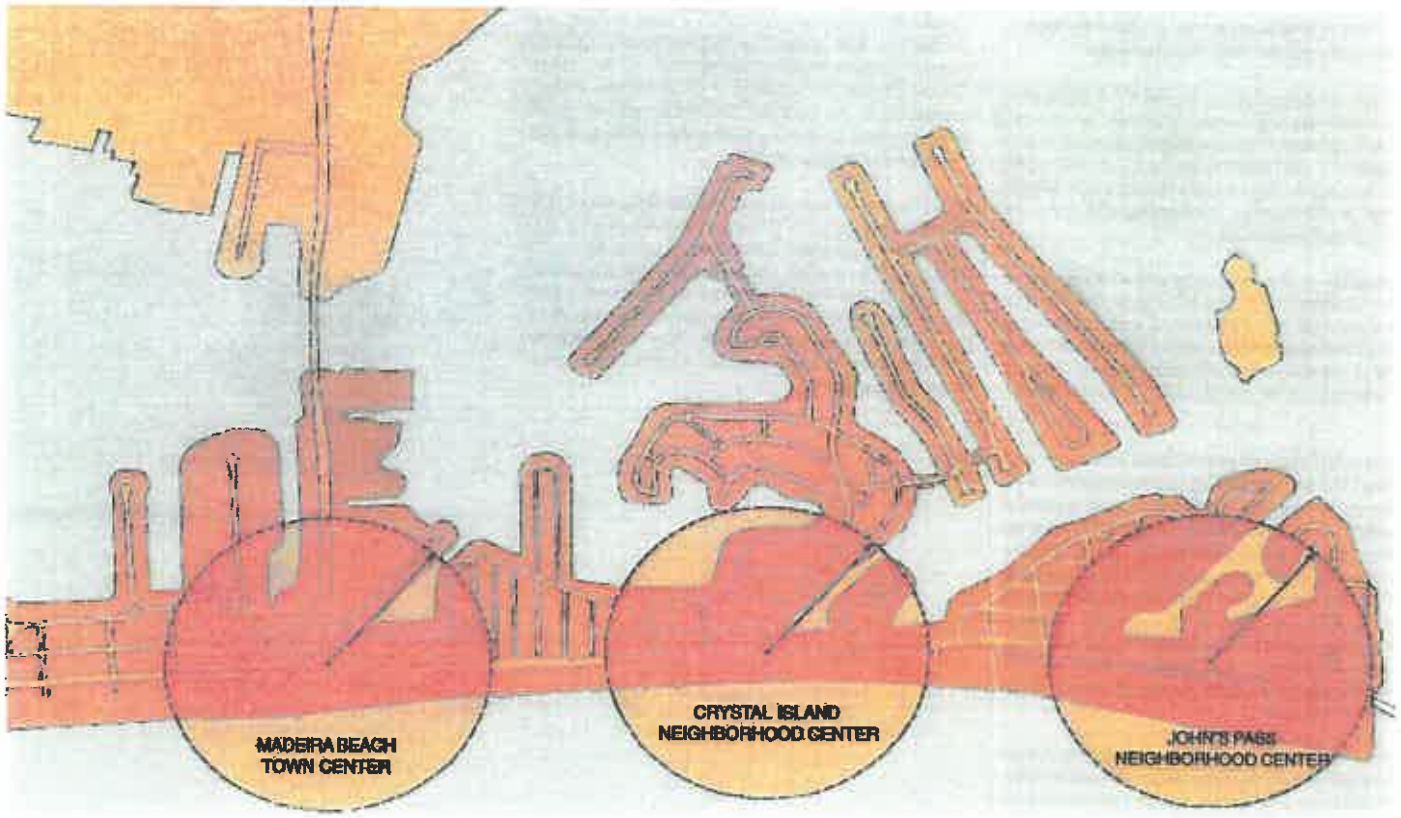
point becomes clear after studying the way the residents use the streets.

The intersection of 140th Avenue and Gulf Boulevard includes one of the three traffic signals along Gulf Boulevard. It is the dominant entry to the residential neighborhoods on Crystal Isles, Bay Point, and elsewhere. Residents of this area must travel along 140th Avenue to carry out their day-to-day business, and many of them go through this intersection several times a day. As with 150th Avenue, redevelopment of buildings into more compact forms along this area could begin to generate a feel and sense of place and thus encourage more pedestrians.

Since this intersection lies almost equidistant between John's Pass Village and the Civic Center, it marks a Neighborhood Center within the City. As such, the intersection and the properties immediately around it should, through redevelopment, begin to recognize and represent this distinction.

Each of the districts has its center point on Gulf Boulevard, and each is approximately one-quarter mile in radius. Because of geography, the areas inscribed are not perfect circles, but conceptually, each of the three areas creates what planners refer to as a "pedestrian shed." That is, within the colored areas, no one is more than a five-minute walk away from the center of the shed.

It is a fundamental tenet of this Plan that within each of these three pedestrian sheds, people should be able to meet most of their everyday needs, without having to leave the shed. That is, in addition to residences, these areas must contain basic shopping, recreation, employment and leisure-time activities such as eating and drinking. In the long run, each of the districts depicted above should increasingly behave like a neighborhood. Implementation of street designs that facilitate walking, biking and transit will assist in achieving this distinct neighborhood character.



Map Delimiting the Areas to Be Included Within the Three Proposed Pedestrian Sheds

2 Create Two Community Redevelopment Districts to Facilitate New Development

One of the fundamental incentives for the Madeira Beach Master Plan was the City's desire to encourage both redevelopment and new development within the community. Early work, including the Visioning Workshop, identified two key areas for such activities: the Madeira Way/Civic Center area, and the area around John's Pass Village.

In discussions with representatives of the Pinellas Planning Council (PPC), the body to whom the City Master Plan must be presented, it was determined that the optimal method for achieving these goals was the use of the Community Redevelopment District (CRD) category of the Pinellas County Comprehensive Plan.

A Community Redevelopment District is a special element of the Land Development Regulations that facilitates broad-based redevelopment within a community by permitting the development of area-wide plans that allows the host community to stipulate particular development goals and approaches, essentially without limits. Working in concert with private interests, the community devises a detailed redevelopment plan for the designated area, and then works backwards to determine how much development and what type of development should occur within that area.

The redevelopment plan is then used as the rationale for amending the community's existing comprehensive plan. In the case of Madeira Beach, not only would the City need to develop the appropriate special-area plans, but it would also need to amend the existing City Comprehensive Plan to include the CRD category, in order to apply it to the designated areas.

One of the key concerns of the PPC in reviewing applications to create Community Redevelopment Districts is the willing participation of property-owners and/or developers within the proposed districts. The Council recommends the crafting of specific developer agreements as part of the CRD plan process; these agreements identify both City and developer obligations with respect to issues such as public parking, water access, sanitary sewer and potable water infrastructure, traffic, the natural environment, street-scape, and other improvements to be installed in accordance with the development plan and the needs of a specific project.

Both the area in this Master Plan designated as the Madeira Beach Town Center and the John's Pass Neighborhood Center meet the general criteria for designation as CRDs. In each case, it is clear that there are land-owners and developers interested and willing to assist in the desired redevelopment efforts. In each case, however, there are also limiting factors that generally act as disincentives for these owners and developers.

Proposed community redevelopment district for Madeira Beach town center.

Proposed community redevelopment district for John's Pass neighborhood center.

3 Manage Traffic Along Gulf Boulevard

As has been noted, Gulf Boulevard, in its current form, pays scant attention to the distinctive nature of the City of Madeira Beach. Its five-lane section is essentially uninterrupted from one end of the City to the other. Its designed geometry is that of a fast-moving arterial highway, not the "Main" Street of the community.

In keeping with the goal and purpose of creating varying characters along the length of the Boulevard, the Master Plan recommends varying street designs as well. These designs reflect three different desired functions for each street segment controlled via physical obstructions and visual elements. At the center of each of the three pedestrian districts, to enhance walkability and pedestrian safety, the most restrictions should be introduced. At the outer edge of the districts a softening of the calming elements should be used to effectively allow more vehicular speed. Elsewhere along Gulf Boulevard a 35 mph speed limit would make the facility more efficient.

It is important to emphasize, at this point, that considerable empirical evidence exists to support the contention that roadways achieve their highest vehicle capacity at travel speeds of between 30 and 35 MPH. At lower speeds, cars don't move quickly enough. At higher speeds the cars move more quickly but, for safety, the drivers must allow increased space between vehicles. Thus, even though individual cars move faster, the system, as a whole, carries fewer vehicles.

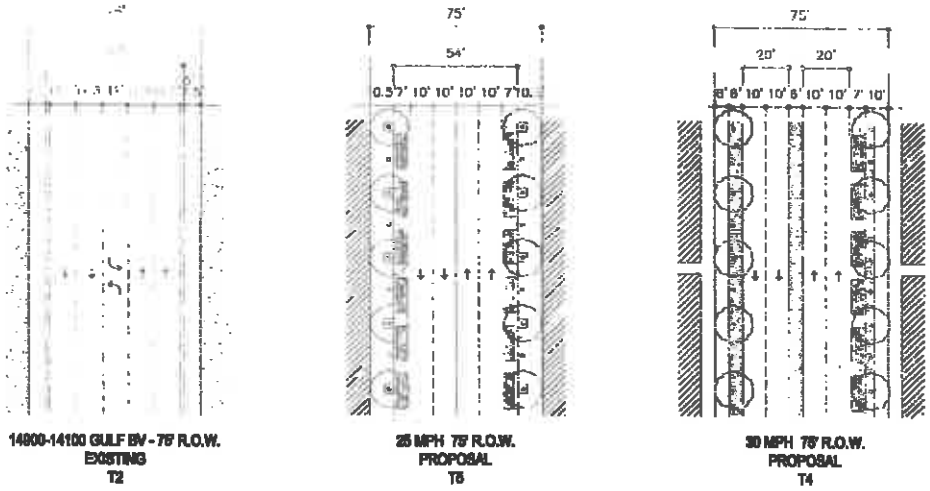
The speed of the vehicles and the physical character of the road in each different district must reinforce each other. The Master Plan recommends altering the section of the road to match the specific conditions of each district. That is, the center of the areas will include on-street parking, no central median, landscaped parkways on both sides of the street, crosswalks, and specialized paving treatments, all designed to achieve slower drive speeds, increased pedestrian utility and safety, and a greater sense of place.

Within the outer sections, the lanes might widen slightly and the landscaping recede somewhat. These districts are a transition from the most walkable district to the standard (lower probability) walkability of many arterials. Finally, for the typical sections, the central median will reappear, replacing the on-street parking.

The Plan recognizes that the ability to simply and directly implement these design concepts is not within the capacity of the City. However, at this time, the County and the State are looking for consultants to help them create a unified landscape and streetscape design and implementation program for the entire 22-mile length of Gulf Boulevard.

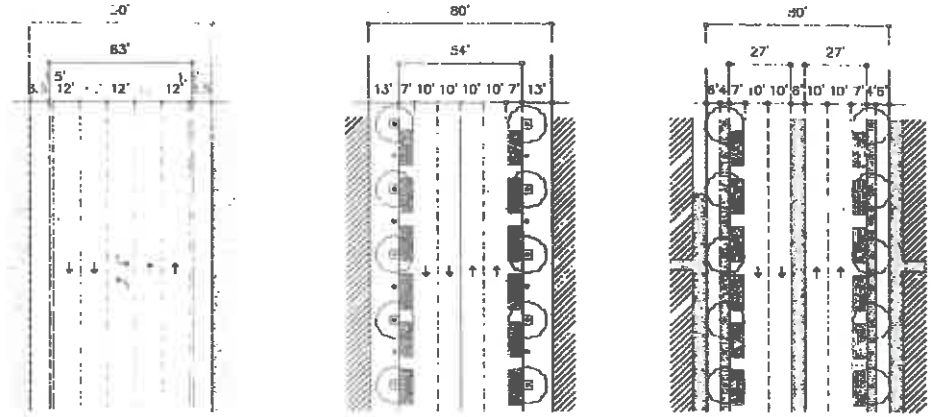
It is critical that officials from the City of Madeira Beach be involved in every element of the process of developing this program. City officials must present and defend the interests of Madeira Beach in convincing the County and the Florida Department of Transportation of the intended purpose of each street section and thus the validity of these designs. The purpose is increased pedestrian and bicycle activity, primarily within the center districts of each emerging neighborhood. Then, the City must work hand-in-hand with the selected consultants to ensure that these concepts are translated into effective and workable construction documents for a redesigned, less homogenous and more interesting Gulf Boulevard.

Gulf Boulevard in North Redington Beach, Showing On-Street Parking



14900-14100 GULF BV - 75' R.O.W. EXISTING T2 | 25 MPH 75' R.O.W. PROPOSAL T5 | 30 MPH 75' R.O.W. PROPOSAL T4

Existing and Proposed Street Sections for Gulf Boulevard



13000 GULF BV - 80' R.O.W. EXISTING T2 | 25 MPH 80' R.O.W. PROPOSAL T5 | 30 MPH 80' R.O.W. PROPOSAL T4

Existing and Proposed Street Sections for Gulf Boulevard

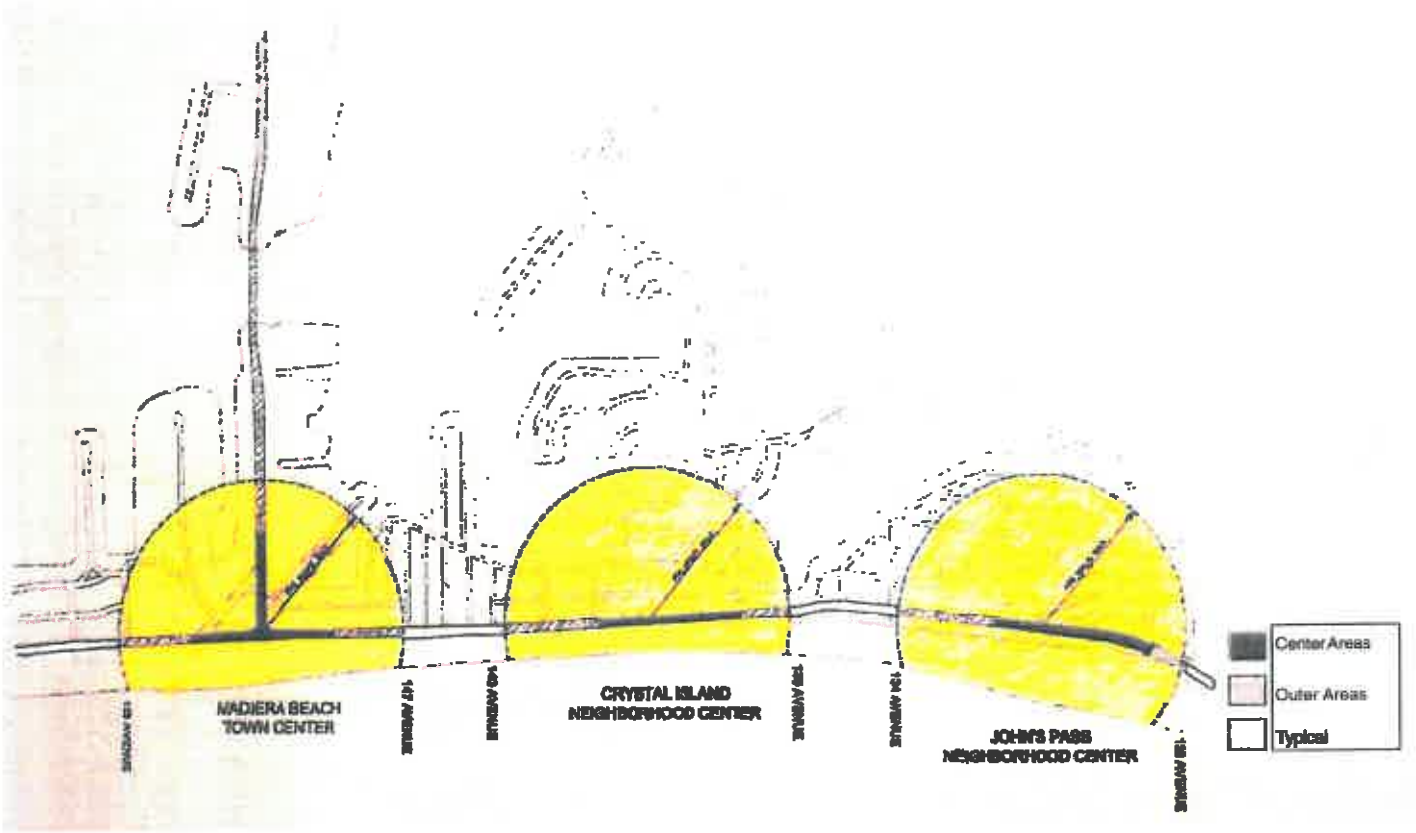


Diagram Highlighting the Application of Traffic Calming Techniques to Gulf Boulevard as it Passes Through each of the Three Proposed Pedestrian Sheds

4 Make Gulf Boulevard Pedestrian Friendly

The proposed redesign of Gulf Boulevard seeks to accomplish three purposes. First, it looks to create a hierarchy of places within the City that accurately reflects the way the city is physically and functionally organized. Second, it looks to control traffic flow along the length of the Boulevard, both to support the first set of goals, but also to facilitate both through movement as well as destination travel. Finally, the redesign of Gulf Boulevard must insure that the road functions at a high level of quality for pedestrians and, to a lesser degree, for bicyclists.

Gulf Boulevard must be redesigned to take on a much higher level of "walkability," particularly at the centers of the each of the pedestrian sheds. Currently, many people walk up and down the length of Gulf Boulevard, but few, if any, describe the experience as enjoyable, and many describe the sensation of trying to cross the five-lane road as "harrowing." Sidewalks are narrow, often blocked by poles and street furniture, and immediately adjacent to the roadway. People simply do not feel comfortable walking inches away from cars moving at 40 MPH or higher.

This lack of pedestrian quality is particularly noticeable near Madeira Way, across from the Holiday Inn, and near John's Pass Village. The poor design of the Boulevard creates a virtual wall between the east and west side of the street. Residents seeking to reach the Beaches, as well as visitors seeking to use restaurants, stores or other amenities on the east side of the street, are terrified of crossing the road. The road makeover must accommodate two types of pedestrian traffic; those pedestrians looking to walk up and down the length of the Boulevard, on either the east or west side of the roadway, and those pedestrians looking to cross from one side of the road to another. The current land-use pattern in the City creates demand from both types of users. For example, the land on the west side of Gulf Boulevard is occupied almost entirely by short-term or long-term residents. All of the retail, restaurant and other important commercial and civic uses, however, are on the east side of the roadway. Similarly, many residents live in the R-1 and R-2 properties located along the Bay, east of the Boulevard; the Gulf beaches, however, which are a significant element of living in the City, are all located on the west side of the road.

Not only is the significant pent-up demand for pedestrian traffic across the Boulevard, there will be related demand to move easily and comfortably up and down the street as well. An effective pedestrian mobility plan must be developed in keeping with the on-going landscaping and streetscaping efforts for Gulf Boulevard proposed by Pinellas County and the FDOT. The most critical locations are along the Slow Movement sections of the three designated pedestrian sheds. In particular, the intersections of Gulf Boulevard with 130th Avenue, 140th Avenue, and 150th Avenue must be reconfigured to optimize the pedestrian experience moving in all four directions. Secondary emphasis should be given to the intersections of Gulf Boulevard with Madeira Way, 137th Avenue (Church by the Sea), and 129th Avenue (John's Pass Village). Finally, areas otertiaryemphasio emphasis emphasis include the intersection of Gulf Boulevard and 153rd Avenue, 141st Avenue, and 133rd Avenue.

The Sign Says "Walk" but the Conditions Say "Run"

Residential Areas also need Pedestrian Character

John's Pass Village Includes Many Features that Make it Pedestrian Friendly and ADA Compliant

Gulf Boulevard South of 140th Avenue; Extremely UnInviting to Pedestrians

Why is the Light Pole in the Middle of the Crosswalk?

Pedestrians Near Gulf Boulevard are Overhelmed by the Traffic

5 Encourage Infill Development Along Gulf Boulevard

Because of the unique geography of the City and the poor design of the road section, Gulf Boulevard resembles a high-capacity alleyway rather than the central civic feature of a community. On the west side of the street, condominiums maximize their profits by sitting adjacent to the beach, with asphalt parking lots covering the land between the buildings and the roadway. Because of the disparity in values between beachfront units and those that don't face the Gulf, many of these condominiums are "single-loaded." That is, units face only one-direction; the view to the driver or pedestrian is the back of the buildings, which generally includes open walkways, elevator and stair towers, and various other functional elements. The pattern of single-loaded buildings tends to over-emphasize the value of the beachfront views and depress the value of views towards the Boulevard. This pattern becomes a self-fulfilling prophecy; the units essentially turn away from the street and its overall appearance and demeanor continues to suffer.

The east side of the street reveals a similarly disparate and haphazard relationship with the Boulevard. Older buildings sit right up on the edge of the Right-of-Way, often separated from the traffic by a five-foot strip of concrete sidewalk. More recent buildings sit back on their sites, looking to accommodate some parking between the roadway and the structures. Because of the generally shallow depth of these fronting lots, these parking lots are rarely an optimal depth. Instead, single-loaded parking lots create continuous roll-over curb conditions along stretches of the roadway which increases the danger to pedestrians and drivers alike.

In almost no instances along the current length of Gulf Boulevard is there a condition in which buildings of similar size and scale sit directly at the edge of the public ROW, across from each other on either side of the street. These qualities of containment that define the character of a true urban "boulevard" are simply not to be found, at present, in Madeira Beach. Not only does this orientation diminish the physical character of the street, it often represents an under-utilization of the private property. A goal of this Master Plan is to encourage infill development along the edge of the Gulf Boulevard ROW, thereby helping "contain" the street, block the unsightly views of the backs of Gulf-front buildings, enhance the quality of the street for pedestrians and drivers, alike, and add value to these properties.

Because of the unique nature of each side of the Boulevard, a separate approach might be necessary for the east and west sides of the street. On the east side of Gulf Boulevard, particularly within the three zones designated as pedestrian sheds, all new structures should be built to within ten feet of the public Right-of-Way. If designed, ground level arcades can be allowed to extend into this setback area, all the way to the edge of the ROW. Parking for all new developments must be coordinated at the scale of the block, with emphasis on multiple use of each space, as well as the provision of dedicated on-street parking stalls. As much as possible, no curb cuts should be allowed along the length of the street between intersections.

On the west side of the Boulevard, the lots are often deeper than on the east side and two conditions should be encouraged. In some new developments, it will be impossible to create a building that sits parallel to the Beach. Instead, because of smaller lots, these new structures will sit perpendicular to the Beach. In these instances, considerable attention must be paid to the appearance of the project from Gulf Boulevard, in terms of the architecture, the disposition and massing of the building, and the landscaping. In such instances, the street face of the building should sit no more than twenty-five feet from the edge of the ROW, and given particular lot geometries, the building can be as close as ten feet from the ROW.

Coastal flood regulations mandate that the first inhabitable floor be significantly above ground elevation. These new buildings must use this space to advantage for parking. In addition, the buildings should be designed so that pedestrians along the street can see "through" the ground floor space towards the Beach. All parking must be

Photograph of Current Conditions along Gulf Boulevard at Intersection with 153rd Avenue.

Illustration of Potential Redevelopment of Same Location

accommodated at grade, and ingress/egress lanes and curb cuts should be minimized. Where possible, adjacent properties should look to share ingress and egress drives.

In other locations where wide, deep lots are available, or where existing structures sit well back from the street edge, other types of infill development should be encouraged. Recognizing the distinct zoning patterns along the Boulevard, and the federal requirements that control at-grade development, the Plan recommends two-types of buildings in these locations.

The first building type would include surface parking at grade and residential or office units on the second level. The second building type would include commercial units at grade, with the proviso that these meet all mandatory criteria for flood proofing, and, again, office or residential units above.

In both types, however, the buildings would sit no more then ten feet from the edge of the Right-of-Way, and closer proximity should be encouraged, particularly within the three designated pedestrian sheds.

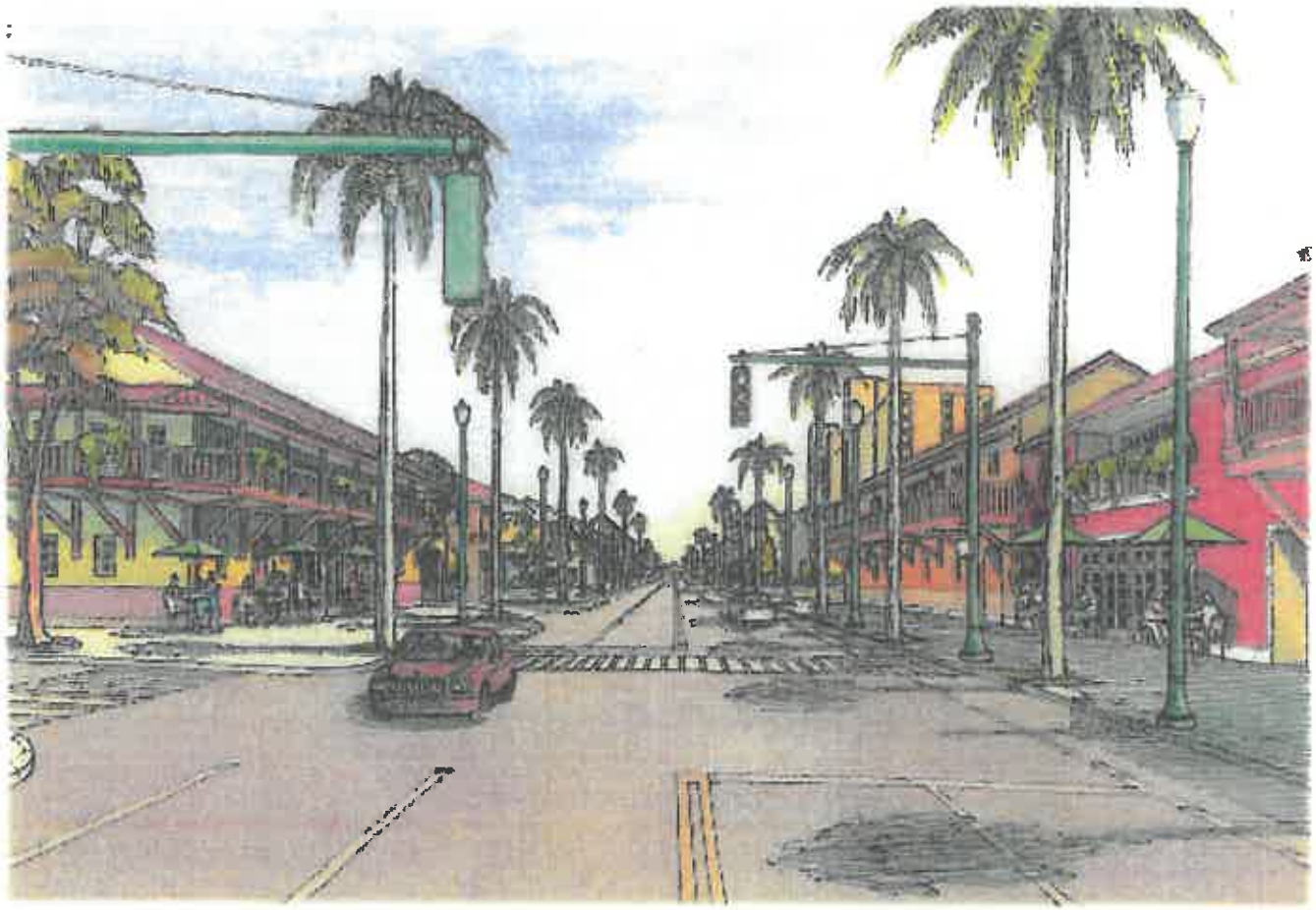


Illustration Depicting the Intersection of Gulf Boulevard and 153rd Avenue after Redevelopment

6 Rebuild the John's Pass Bridge with the Highest Possible Span that can fit within the Existing Footprint of the Bridge

A timely debate is occurring as to the design of the proposed new bridge over John's Pass. The current bridge is over thirty years old; the continuous scouring of the waters passing into and out of the Pass has dramatically weakened some of the supporting piles.

Many people, residents and non-residents alike, see this as an opportunity to rebuild the bridge as a much taller structure, arguing that additional height to the span will reduce the need to open and close the bridge quite as frequently. Current practices are to open the structure "on demand" for an existing clearance of 21' at the bridge abutment. Based on FDOT's review of bridge tender logs for a five-year period the weekday openings are 22 and the weekend openings are 33.

Not only are these frequent openings frustrating and annoying for drivers who must wait, but they also cause traffic to back up on both sides of the Pass, often for half-a-mile or more. Proponents of the higher spans argue that the reduction in the number of openings during the course of the day will facilitate smoother traffic flow and reduce stress for drivers.

While there is logic to this argument, it comes at a high price, both directly and indirectly. The higher the span, the greater the cost to construct the bridge. Various initial estimates are that a 14 foot increase in height could double the cost to build the structure. So, direct first costs become an important point of consideration. However, other, second-order implications may be more crucial. In order to heighten the span, the bridge engineers must also widen the base of the bridge. In essence, the higher the center of the bridge, the further into the community the spring-points must encroach. As the graphics clearly illustrate, while a 65 foot fixed span bridge might solve some of the operational frustrations currently experienced in the City, it would also effectively cut off John's Pass Village from any direct access.

And, while the drawings depict a range of alternative for reaching the Village should the spring-points be extended, all of these are convoluted and sure to prove challenging for both residents and tourists alike. Notwithstanding the serious damage that is sure to occur during the process of construction, all but the lowest-span alternatives are certain to prove enormously damaging to the future viability and success of the Village.

The Master Plan recommends that the City accept no bridge design alternative that cannot fit within the

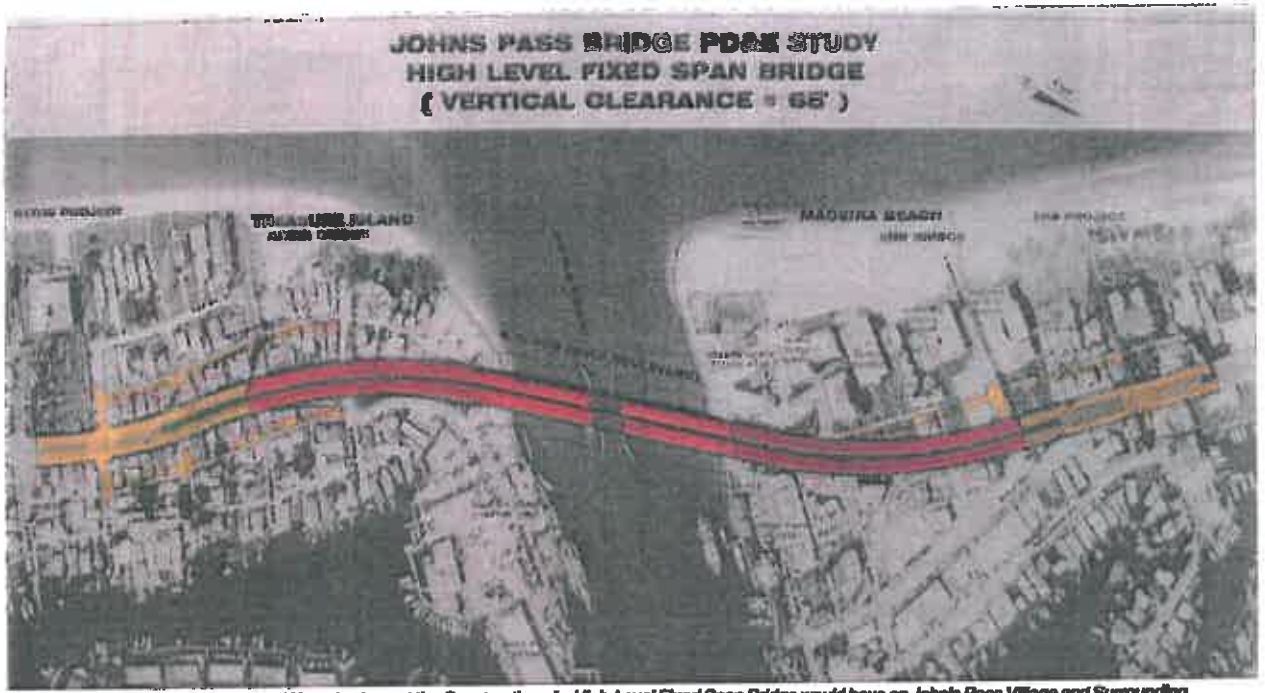


Diagram illustrating the Dramatic and Negative Impact the Construction of a High-Level Fixed Span Bridge would have on John's Pass Village and Surrounding Locations (Source - FDOT)

current footprint of the existing bridge. Various alternatives suggest that this might be a much as 30 to 35 feet clear center span. The reduction in openings entailed by the slightly higher span in no way match the damage that would occur by expanding the bridge's footprint.

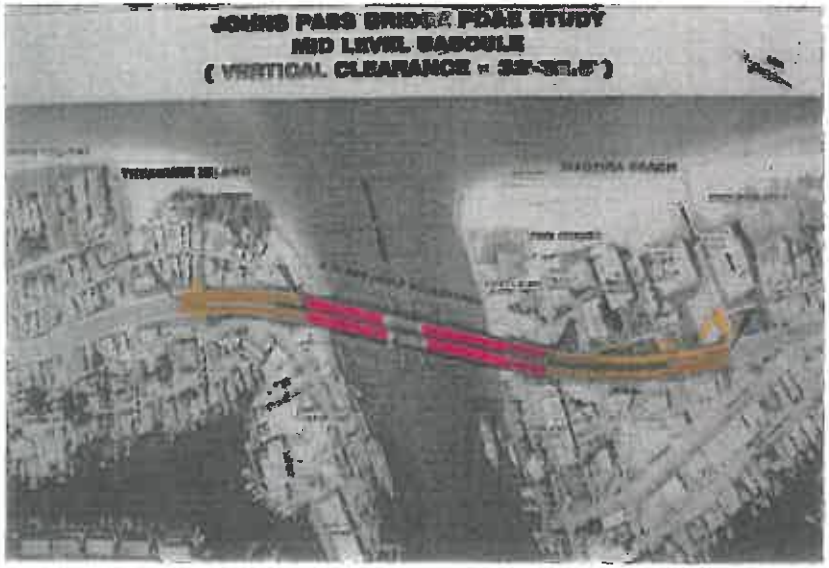


Diagram Illustrating Potential Impact of Mid-Level Bascule Bridge; While Less than that of Higher Structure, the Potential Impact of this Design on John's Pass Village is Still Significant (Source - FDOT)

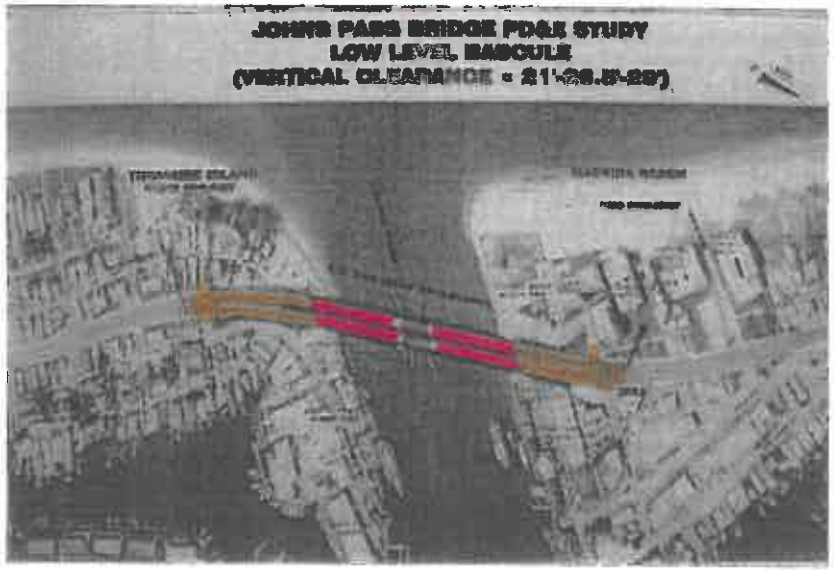


Diagram Illustrating Potential Impact of Low-Level Bascule Bridge (Source - FDOT)

7 Sub-divide the City's Four Districts into Sub-Districts based on Physical Proximity and Identity

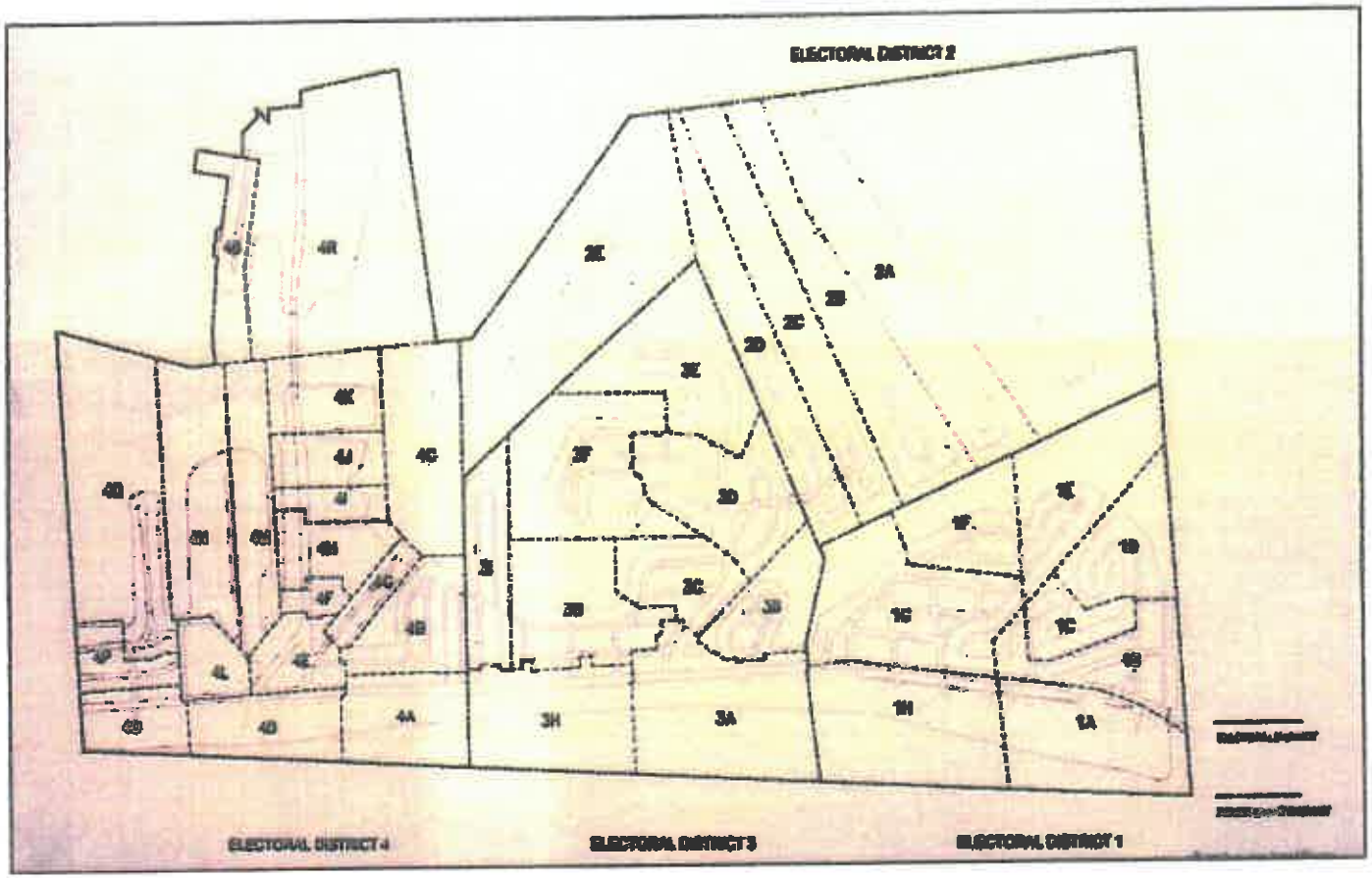
The geography of Madeira Beach promotes a sense of separation even among locations that may be only a few hundred feet apart, as the crow flies. The numerous waterways and long, linear land masses make it difficult to maintain a sense of identity with any but the most immediate surrounding neighbors.

The practice of dividing the City into four electoral districts makes some sense politically, but creates areas that are physically dispersed and extremely varied. Many of the concerns raised by residents and business owners during the course of the Initial Visioning Workshop and the subsequent Master Plan *charrette* pertain to issues that are immediate to their home or business: cars speed on my street, there is no landscaping, the public park is not maintained, etc.

A further subdivision of the electoral districts creates sub-districts of physical propinquity and common interest. Crystal Island, for example, comprises one electoral district, but should include four distinct sub-districts: one for each of the peninsulas. Thus, if the residents of Lillian Drive (Sub-district 2B) are concerned because the teardrop park at the southern end of the street is not well designed, they can see fit to work together to promote, and even pay for, a specific design for that park.

Similarly, the property owners and residents of 137th Avenue (Sub-District 3-B; Church by the Sea) can work together to address the development issues unique to their location, without necessarily relying on generating support from everyone else who lives in the larger District 3. Again, these owners and residents can band together and solicit their own input and possibly pool resources to initiate planning or implementation of some of their own ideas.

In part because of its relatively small size and in part because of its unique geography and demographics, the City of Madeira Beach does not have a well-developed set of cohesive neighborhoods and the concomitant neighborhood civic organizations. The proposed sub-districting facilitates the coming together of small clusters of the population based on physical proximity and identifiable common concerns. The people in each of these clusters are to be charged with working together and helping identify problems, potential solutions, and potential implementation strategies for their sub-districts.



Sub-Divided Districts Enable Residents toBetter Address Development Issues Unique to their Particular Location

8 Provide Incentives as well as Guidelines for Residential Redevelopment

Several issues pertaining to residential redevelopment were brought to light during the preliminary research, and were reiterated during the *charrette* itself. Some of these pertained to the zoning and building codes and the need to seek variances. Some of these pertained to Federal regulations imposed in recent years because of the location of the City on a barrier island. Some pertained to recent completed redevelopment efforts. In each example, however, a member of the community expressed frustration at the difficulty encountered in attempting to renovate, expand or otherwise modify a residence within the City of Madeira Beach.

The stock of single-family and small multi-family residences in Madeira Beach is quite diverse. A few of the original beach "shacks" from the 1940s remain, as well as representative buildings from each of the subsequent six decades. A large percentage of dwellings were built between the 1950s and the 1970s. These tend to be concrete block structures, often built with slab-on-grade construction, ranging from 1,000 to 2,000 square feet in size. Many are representative examples of post-War ranch house design.

Depending on location, size, architectural quality and overall upkeep, these older structures may have values as low as $40,000 or as high as the low $100,000s. In almost every instance, however, the value of the property beneath these older houses tends to significantly exceed the value of the structure itself.

In some instances, these houses are still occupied by their original owners. These residents are getting older and generally do not intend to do any significant renovation to the buildings. In such cases, unfortunately, these residents might lack the financial resources needed to undertake necessary renovations and to repair deferred maintenance. In other instances, the original owners have long ago sold the homes, and subsequent residents have moved in. Generally, they have looked to improve their purchase

Small, Older Single-Family House on a Small Lot

Small Waterfront House in Disrepair

Typical Concrete Block Ranch House

and are initially faced with the decision to renovate the building or to tear it down and begin anew.

The second approach is generally easier to accomplish, but considerably more expensive. This pattern is occurring with some frequency in specific locations within the City, particularly along the fingers that comprise Crystal Isles. The buildings that have emerged in recent years tend to be larger than the ones they've replaced, generally over 3,000 square feet in size. Architecturally, these buildings are quite diverse, representing a wide range of styles, materials and tastes. Physically, these new structures loom over their neighbors, in part because of the expanded floor areas, but primarily because of stringent Federal flood regulations that prohibit occupancy of floors that are not at least 11 feet above Mean Sea Level (MSL). Given that the average elevation of land in the City is about 6 feet above Mean Sea Level, the first habitable floor of these new dwellings must be at least five feet above grade. Inasmuch as this ground level space has limited utility, many owners elect to elevate the building further, and use the area beneath the first inhabitable level for parking and general storage.

While generally a straightforward process, tearing down and re-building a house is an expensive undertaking. With custom residential prices well over $100 per square foot, and additional costs incurred by the strict structural requirements, it is not improbable that a new 3,000 square foot home will cost over $500,000 to build. Land costs, which, for waterfront lots, are already high and moving steadily upwards, can easily add another quarter of a million to this price. Thus, the market for this approach is somewhat limited, at least at present. These limitations stem, first, from the natural constraints on buyers who can afford to spend well over $500,000 on a home. In addition, there is considerable competition for these buyers, up and down the Pinellas coast, from other communities similarly blessed with extensive waterfront property. Finally, there is the natural tendency of such homebuyers to look for additional security for their investments. They want to know that the properties around theirs will be similarly valued, and the disparity in values of homes

Empty Waterfront Lot in Residential Neighborhood

Example of New Redevelopment in Crystal Isles

Example of New Redevelopment in Crystal Isles

found in Madeira Beach tends to work against this sense of security. It is not uncommon, in driving around the community, to find situations in which a waterfront property that would be an excellent candidate for demolition and reconstruction sits directly across the street from an older house, sitting on an under-sized lot with an assessed value of well under $100,000.

The most critical problem, however, is not the reluctance of the market for waterfront properties. Rather, it's the apparent inability to successfully renovate or revitalize properties for which the market demand is not quite as high.

The dominant reason for this situation is what is known as the 50% Rule. This rule, which is essentially a Federal requirement, says that when an owner looks to renovate a building, he or she is limited to an amount less than one-half the value of the structure, or else the entire structure (including the older, original parts) must be brought into compliance with the current building codes. Beyond the obvious implications this has for additional expense associated with upgrading features such as wiring and hurricane protection, the dominant impact is the flood-elevation height requirement. If someone purchases an un-renovated 1963-era one-story slab-on-grade ranch house, with a structural value of $50,000, the buyer is limited to $25,000 worth of renovations, before he or she must bring the entire building up to current code requirements, a process that implies considerable additional expense and has dramatic implications on the physical form of the building.

Several examples exist within Madeira Beach of houses in which an entirely new second story has been built atop the original one-story building. In general, these properties tend to end up with a somewhat awkward and misplaced appearance; more importantly, however, nearly all of these projects were accomplished with government grants. That is, without the additional funding, the owners could not afford the renovation. (In part, these grants were provided to help the owners overcome very real problems caused by their low floor elevations; primarily seasonal flooding.)

Over time, as property values increase throughout the Gulf Beaches, there will be increasing pressure for buyers to come in and simply tear down older buildings and re-build them according to new codes. This situation, however, is still a ways off for many parts of Madeira Beach, and carries with it additional concerns about the architectural and aesthetic harmony of these new dwellings.

A second set of issues relates to those owners who are looking to make only modest additions or renovations to their properties. The original houses were built under less rigorous codes and regulations. Many now sit on lots that are technically undersized for the new codes, or incur other violations, such as extending into setback areas. Thus, any appeal to officially sanction a renovation project tends to open a morass of legal and technical problems.

In some instances, it is beyond the power of local officials to waive these concerns. Specifically, items related to the general health, safety and welfare of the residents and neighbors, such as those that might be covered by the Standard Building Code cannot be arbitrarily waived by a local official. These problems must be brought into compliance in order for the buildings to be considered safe for occupancy or use.

For other items, however, considerable flexibility does apply. For example, an owner looking to improve the appearance and utility of his or her house by adding a porch on either the front or back should not only be allowed to do so, but should be encouraged to do so, regardless of whether the porch might extend into a setback. A row of disparate or even undistinguished buildings can be considerably enhanced by the addition of similar size and scaled porches to the fronts.

The Master Plan recommends that the City Zoning Code be amended not only so that it does not penalize owners looking to make recommended renovations, but that it actively encourages such renovations. To this extent, the Plan recommends that any renovation or addition to the residence that does not increase enclosed, air-conditioned interior space be permitted as-of-right, even if the addition encroaches into a setback, as long as it adheres to the recommended guidelines.

Porches, balconies, entry stairs and similar exterior spaces can extend as much as 10' into the front- or rear-yard setback. Platforms for air conditioning compressors (which must be located above the flood line) can extend into at least half-way into the side-yard setback; that is, if the setback is 7 feet, the platform can extend from the house three and one-half feet.

Enclosed towers are allowed as long as they are contiguous with the existing structure, do not extend into the front-yard or rear-yard setback more than 10', or into the side-yard setback more than half way, are no more than 240 square feet in footprint, and have their highest point no more than 20 feet above the adjacent roof peak.

New Structure Built to Meet Stringent Flood Requirements

Notice the Height Discrepancies between Old and New Houses

Although New, this House gives Little Back to the Street

Typical Residential Street Showing Wide Range of Shapes, Sizes and Styles of Residences

Same Street View showing Potential Positive Impact of Addition of Porches (and Undergrounding of Utilities)

9 Within Residential Areas, Change all Operational Non-Conforming Uses into Conforming Uses

In certain areas of the City, particularly in the residential enclaves immediately east of Gulf Boulevard, many lots are technically out of conformance with the existing Zoning Plan and Future Land Use Plan. In some cases, there is a disparity of use. For example, a Duplex might be sitting on a lot that is zoned R-1, Single Family Residential. In other instances, the use may conform to the code, but the physical character of the building or the lot is considered sub-standard. That is, the lot may be less than 50 feet in width, or less than 5,000 square feet in area.

These non-conformities wreak havoc with plans for renovation and/or redevelopment. For example, the owner of a duplex on a lot zoned for only one unit effectively is prohibited from rebuilding his or her units. In a similar way, an owner looking to do an addition to a single-family house that sits on a non-conforming site faces all sorts of obstacles when he or she approaches the City looking for permission.

A substantial incentive to redevelopment would be created if the City were to automatically render non-conforming residential uses as conforming. As long as the existing non-conforming use is currently occupied in good status, the non-conforming elements of the property should be erased. Referring to the previous example; if a duplex is located within an area zoned uniformly R-1, the non-conformity creates a disincentive for the owners to pursue renovations or repairs of any significance. If, however, the non-conforming use is made into a conforming use –that is the zoning for the site is changed to R-2—the City can expect that the owners will find considerable incentive to renovate their properties, or even tear them down and rebuild them to the latest market standards.

Similarly, if a single-family house sitting on an undersized lot is suddenly regarded as a conforming use, incentive would exist for the owners to renovate or even tear down and rebuild the structure. In these cases, other standard guidelines would still remain. That is, the new building would have to meet the front-yard, side-yard and rear-yard setback requirements, as well as the height limitations. But, as long as the owner and his architect can desogn a house that fits within these limitations, that house should be considered a conforming use.

Not only will this last approach engender some much-needed variety within these neighborhoods, it will remove significant implementations to reinvest.

10 Develop Appropriate, Distinctive Landscaping Plans for Streets within the Neighborhood Sub-Districts

The primary open spaces in almost any community are its streets and roads. While the dominant purpose of these venues may be the movement of vehicles, streets and roads must also work for pedestrians, and as visual elements of the community. The primary commercial areas in Madeira Beach are almost completely lacking in coherent streetscaping, but so, too, are many of the residential neighborhoods. Even in the most expensive residential enclaves, the public image of the enclave is simply a composite of the landscaping decisions made by individual homeowners.

It is important to note that while the actual paved roadway in a residential neighborhood may be only around twenty or twenty-four feet wide, the publicly-owned Right of Way (ROW) is generally much wider, occasionally extending to sixty feet. All of the land within the ROW, but outside the paved roadway, is public property. These areas represent an opportunity to create a unifying visual statement about the neighborhoods.

In many neighborhoods, even though ROW property is technically owned by the public, individual homeowners have landscaped and beautified the land in front of their homes. The City should encourage such actions, but should work with the residents to create coordinated streetscaping plans for each of the neighborhood sub-districts already identified. Where necessary, the City can help the residents in these sub-districts to tax themselves for necessary or desired streetscape improvements. The City should offer to work with the residents on unified streetscape designs, with the residents paying the costs of procurement and planting.

Should the City feel that it needs assistance in this area, it should contract with a design consultant to develop a simple menu of options for streetscaping; these would include appropriate trees, shrubs and other planting materials, used individually or in combination, as well as guidelines for elements such as entry signage, lighting, paving patterns and the like.

Residential Street Showing Haphazard Landscaping

Residential Street Showing Haphazard Landscaping

11 Develop Appropriate, Distinctive Open Space Designs for all Public Properties within the City

The City of Madeira Beach is blessed with a large number and variety of public properties. Some of these are dedicated spaces, zoned for Public use, and designed as such. These include several parks along the Gulf as well as the recreational facilities adjacent to the City Hall.

In addition to these large, multi-purpose venues, the City owns a collection of smaller public parcels, many of which are located in the middle of residential areas. Two well-known examples of these are the teardrop shaped park along Lillian Drive in Crystal Isles, and the semi-circular space located along Bland Way.

Both of these locations, however, fall considerably short of their potential for both a visual and a functional standpoint. Both currently include an undistinguished landscaping design and seem to suffer from little or no maintenance.

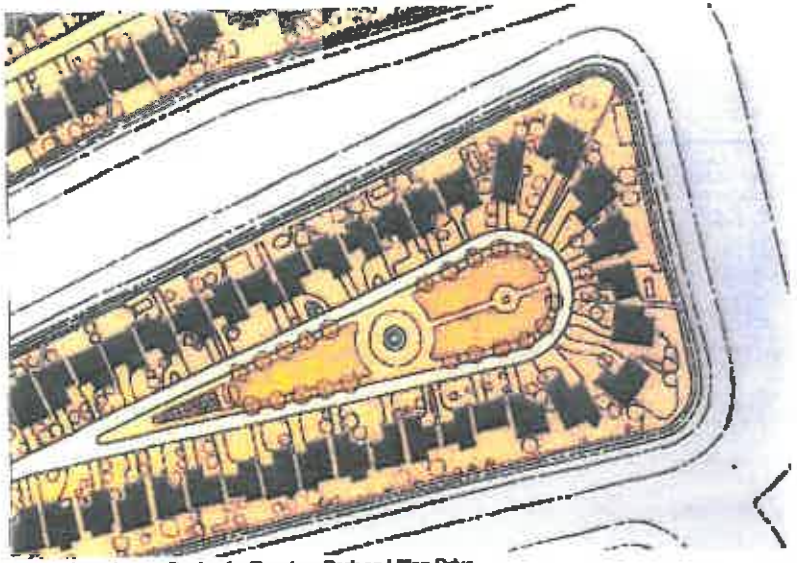
In addition to these locations, there are properties scattered about the City. Some of these are parcels of land that are simply too narrow to develop, others are the continuation of street rights-of-ways where they terminate at the water's edge. While these parcels are generally rather small, they can become a much-appreciated amenity for the surrounding homeowners and residents.

The City must look to develop a simple set of design guidelines for these types of properties. These guidelines should include a kit-of-parts approach, denoting appropriate trees, shrubs and other plantings, as well as hardscape materials (such as bricks, pavers and other surfaces), furniture, lighting and the like. These guidelines should develop standard programs for mixing and arranging these design elements.

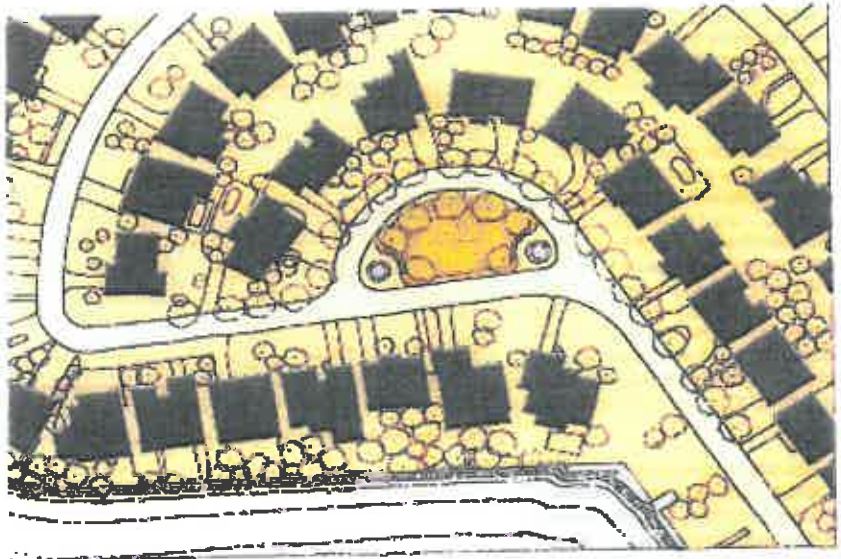
The City should develop an initial conceptual design for each of these properties, to be done in collaboration with the surrounding residents. To the extent possible, these properties should be developed within the specific context of their appropriate sub-district, as described in Initiative II. If and where sites are found that straddle or overlap sub-districts, the City should look to work with residents from both jurisdictions.

The City should seek low-cost, low-maintenance designs for each parcel, and should actively solicit neighborhood involvement in both the planting and maintaining of the parcels. Just as many communities have "Adopt-a-Highway" programs, Madeira Beach should establish programs whereby immediate neighborhoods can "adopt" public park space. The City should institute a program whereby the funding for such projects can be provided by a voluntary assessment on the residents in the specific sub-districts. If over half of the residents within a sub-district vote to provide funding for a project, this decision becomes legally binding for all the residents in the sub-district.

Ideally, such an approach would be used only to provide the capital expenses needed to develop each of the public spaces. Maintenance and upgrades to the spaces should become the assigned responsibility of groups of residents from within the particular sub-districts.



Proposed Landscape Design for Teardrop Park on Lillian Drive



Proposed Landscape Design for Open Public Space on Bland Way

12 Look for Every Opportunity to Create Distinctive, Aesthetically Refined Civic Design

One of the critical features in the development of an overall design aesthetic or sensibility for a community is the treatment of necessary civic infrastructure. This includes major civic structures and facilities such as a city hall, a library, a civic center and so forth. However, it also includes less substantial, but equally important and noticeable features such as lights, railings, landscaping, street treatments, bridges, and public signage.

The City of Madeira Beach, like every community, currently incorporates all of these features, as warranted by function and need. In almost every instance, however, the elements included within the City, show little sign of a coordinated design approach, or of any overriding aesthetic or civic sensibility. The features, by and large, are the collective outcome of dozens of distinct decisions, often made by outside agencies, with few concerns other than function and cost.

A prime example whose importance emerged during the *charrette* is the bridge linking Crystal Isles to the rest of the City. This structure has begun to show signs of age and wear, and needs to be replaced. The current structure is the lowest common denominator in bridge design, with the mandatory protective side rails formed out of recycled interstate highway barriers. During the *charrette*, this was contrasted with the recently completed bridge leading to the Snell Island community in St. Petersburg. While the structure of that bridge is conventional concrete, built to advanced technical standards, the exterior appearance is a coordinated, vaguely Classical design, with turned concrete balusters, appropriately detailed piers, and distinctive metal light fixtures. The overall effect is at once elegant and refined. (A similar approach was taken with the Kennedy Boulevard Bridge over the Hillsborough River in Tampa several years ago when it, too, needed to be replaced.)

The highway railing may have been functional for Madeira Beach in its first incarnation, but as the City matures and looks to redevelop and move through its second phase of growth, the standards for public and civic design need to be upgraded. Ideally, these upgrades are done in a coordinated manner where a system of related design approaches, details and motifs can be developed for infrastructure throughout the City.

As with the design of the collection of small public spaces, the City should work with an appropriate design consultant to develop a full palette of materials and elements for use throughout the City.

In the case of situations where the City must coordinate its efforts with other jurisdictions, most likely the County or the State, the City must present its design criteria and guidelines at the outset of any design process, and insure that representatives of the City take an active role in the design and construction of new features. A relevant opportunity to work this way is the upcoming redesign and reconstruction of the John's Pass Bridge.

During the course of the *charrette*, numerous references were made to 5th Avenue in Naples, including comparisons with particular locations in Madeira Beach. One of the striking features about this redeveloped streetscape is the high level of coordination among the conventional elements of streetscape design: light stanchions, trash receptacles, sign boards, bollards, and so forth. While coordinated street elements alone will not produce a successful redevelopment strategy, they generally serve as a clear indicator of a coordinated civic sensibility.

Existing Bridge Leading to Crystal Isles; Railing is Formed from Re-Used Highway Guard Rails

Recently Re-built Bridge Connecting Snell Island to the Mainland in St. Petersburg, Florida

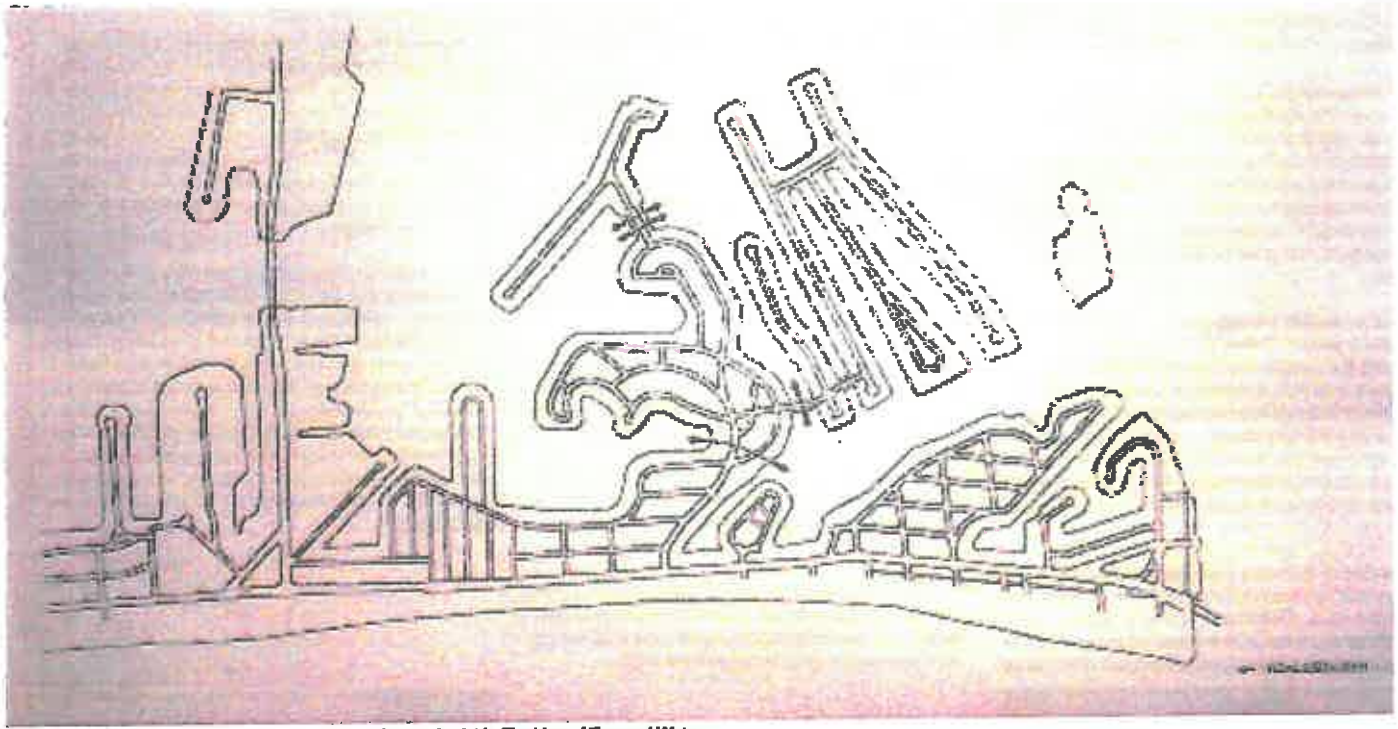
Recently Renovated Brickell Avenue Bridge over the Miami River -- An Excellent Reference for John's Pass

Bayshore Boulevard in Tampa - A Beautiful Elegant Civic Esplanade

13 Implement the Necessary Infrastructure Upgrades to Improve the Quality of Boca Ciega Bay

Despite the manifest presence of the Gulf of Mexico west of the City, for many residents, Boca Ciega Bay is the most important water body in Madeira Beach. By all accounts, however, it is underutilized as a public amenity, and overburdened as an environmental system. General reports are that the bay bottom that was originally covered by sea grasses is now covered in many areas by a hardened muck that prevents any vegetative growth at all. This muck stems from a combination of land-based and water-based pollution as well as reduced tidal flushing due to the unique and convoluted configuration of the land-fill islands that form much of the City.

View of Canal



Map of City Showing Location of Needed Flow Tubes to Assist in Flushing of Trapped Water

Land-based pollution, which includes stormwater runoff as well as sanitary sewer leakage and illegal dumping, is being addressed incrementally throughout the City. For example, CDS interception devices are being installed in all the stormwater drains to pick up grease and any type of floatable debris before the enter either the Bay or the Gulf. While these devices work as designed under standard conditions, they do need to be maintained and cleaned. Additional CDS devices are also warranted.

Water-based pollution essentially includes illegal discharge from boats; this includes bilges, oil or fuel, holding tanks and debris jettisoned from the boats. The appropriate response to this issue is increased posting of the rules pertaining to boat operation, increased education of regular and transient boaters, and increased supervision and policing of the waterfront. At present, responsibility for patrolling the City's waterways falls to the Pinellas County Sheriff's Department. By all reports, the deputies assigned to the task are understaffed. A related complaint registered at this time was weak enforcement of the "No Wake" zone regulations. Given the limited dimensions of many of the Bay-side water bodies, even relatively small boat wakes can create considerable dissonance, both to proximate boats under operation and to vessels moored along bulkheads.

The issue of reduced tidal flow was identified in the public workshop by many residents. The elongated configuration of the properties that were dredged up from the Bay, combined with the narrow canals that separate the islands, creates a condition in which water is prevented from backflowing out of the Bay during ebb tide periods. Instead, the water gets trapped in the pockets created by the land forms and never properly flushes. Not only does this condition create increased silting up of the canals, but it also creates concentrations of pollutants, be these floating, held in solution, or sunk to the Bay floor.

The public workshop identified three areas of the City where these problems are particularly pronounced. These are:

- The link between Bay Point and Pruitt Drive;
- The area east of Island Drive where it passes South Bayshore Drive and heads over to Crystal Islands;

- The "harbor" formed to the north of the properties bounded by West Parsley Drive, 140th Avenue, and Bay Shore Drive.

In each of these situations, flow tubes should be installed that will allow the trapped water to travel easily beneath the land to larger water bodies with greater capacity to ebb and flow with the tides. Similar flow tubes are used with success in other parts of the County and the State. Installing tubes to resolve the problems in the first two examples should be relatively simple; the third problem area requires more extensive tunneling, but should also be a relatively straightforward operation.

SILTING PROBLEMS

During the Natural Resources Meeting of the *charrette*, members of the audience noted that they were seeing problems throughout the Bay with gradual silting. In particular, John's Pass and Snug Harbor were identified as having significant problems. In part, these problems may be ameliorated by the installation of the aforementioned flow tubes, but gradual silting may be a inherent condition of these water bodies based on their size, shape and other factors. The City may have to seek assistance in dredging these bodies on a periodic basis. As with earlier suggestions, the City should actively seek the participation of all land owners whose property fronts onto these water bodies. Any program for dredging and cleaning should be developed with their full participation, and any implementation program may involve the financial support from these owners.

INTEGRATED APPROACH

It is important to study the Bay-side problems in a holistic manner. The problems that Madeira Beach is experiencing are not isolated to this community alone, and an approach to develop relevant solutions must begin by looking at the ecosytem of the Bay as a whole. Community leaders from the City should contact officials from other Beach communities first to inquire into the existence of similar issues and concerns; if they exist, how extensive are they? Then,

One of the many Canals the help Define the Character of Madeira Beach

the community leaders need to approach the relevant County, State and Federal agencies, as a unified group, to seek resources to fully analyze and correct the problems.

Representatives of the Southwest Florida Water Management District (SWFWMD) who attended the public meeting, identified that the entire Bay is covered by an Outstanding Florida Waters designation, and is also protected by Sovereign and Submerged Lands statutes. These have implications both for what can be done to the Bay and for potential sources of funding.

A study of the Bay's current conditions and possible improvements must also take into account the sources of current problems. The water-side efforts must be matched by complementary land-side efforts to reduce and/or mitigate land-based pollution to both the Bay and the Gulf. It is imperative that any work begin with accurate analysis and assessment of current water quality conditions, and that all subsequent work be done against a benchmark goal of constantly improving these conditions.

14 Redesign the Intersection of Tom Stuart Causeway and Duhme Road

Current conditions at the Duhme Road and Tom Stuart Causeway intersection are extremely unfriendly to pedestrians and encourage a higher rate of motorist speed than is desirable. The ultimate resolution of the problems would be remedied by a combined redevelopment of the area to an urban setting and the modification of the roadways to similar urban standards. This is depicted in the adjacent rendering and is most likely a 30 or more year horizon. In the interim, methods of restraining automobile traffic through use of measures which physically alter the operational characteristics of a roadway and improve conditions for non-motorized street use should be employed where practical and permitable through FDOT.

Methods of traffic calming vary considerably based on the local situations and classification of the roadway. Most instances involve urban settings where streets have curb and gutters, crosswalks, medians and intersections. These are classified as local collector streets. In these situations, employing chicanes, intersection build outs to reduce lane-widths and median islands have worked well. In roadway classifications with greater traffic demand such as Duhme Road/Tom Stuart Causeway, (area/regional collectors and arterials), calming methods employed are much more difficult and include reducing travel lanes from six to four and widening the median to provide a more pedestrian-safe environment. Additional traffic and pedestrian signals, handicap access, new pavement markings and textures, signs, landscaping enhancements and other design features such as special cross walk treatments and raised intersections have also worked successfully in these environments. A redesign of the cycle time at the intersection could also enhance safety. If the times are reduced for each phase, it allows less time for a large queue to build up and more opportunity for pedestrian interaction in each direction.

To design the improvements, traffic counts on all roads, for all directions will need to be generated to justify the reduced lanes, lane widths and cycle times. Landscaping and hardscaping can be employed based on FDOT design criteria.

Suggestions for design elements for the interim include techniques mentioned for 150th Avenue west of Duhme Road. Narrowing lanes, providing pedestrian refuge in the median, textured (rough) pavement at several locations in advance of the intersection can help slow traffic.

The City's design professional will take all traffic calming elements in consideration prior to coordination with FDOT. The design program should employ the appropriate element at the optional location. FDOT will require review and approval of the design program, preliminary and final construction documents.

Ultimate Build-Out Condition (Major Land Use/Roadway Modifications)

25 MPH 95' R.O.W. PROPOSAL

30 MPH 95' R.O.W. PROPOSAL

15 Create a true Town Center for the City of Madeira Beach

From the outset of the Visioning Workshop early in 2001, it was clear that the area centered on Madeira Way plays a special functional and psychological role within the City. Only two-blocks long, Madeira Way contains a somewhat eclectic mixture of functions including the Apple Restaurant, a community fixture, a bookstore, a video store, a Subway franchise, and the local branch Post Office among others. Overly wide, the street contains a planted median and angled parking on both sides.

As described earlier, Madeira Way also plays an important functional role within the community. The street connects the two dominant arterials, 150th Street and Gulf Boulevard at a 45-degree angle. As such, it sees a great deal of traffic, much of it pass-through traffic moving from one road to that other. Nonetheless, the road also sees a great deal of destination traffic as well.

The Apple Restaurant, A Community Institution

Perpendicular to Madeira Way is Municipal Drive. As the name implies this road leads directly to the Municipal Building that contains the City Hall, a large community meeting space, and offices for numerous public services including the police and fire departments. On the south side of Municipal Drive sits the Beaches Library, a branch library that serves

The Cajun Diner, Predecessor of the Apple

not only the citizens of Madeira Beach but those of five surrounding communities as well. East of the Municipal Building lie the public recreation facilities including a number of playing fields and courts.

Across the street from the Library sits a shopping center anchored by a Winn-Dixie supermarket. Despite the fact that this center has virtually no presence or visibility from Gulf Boulevard, it does extremely well and is known to all the residents of the City and other surrounding communities as well.

While the social, civic and recreational importance of this area is well known to all, it is also clear to many that the area lacks any distinguished architectural or urban presence. Including 150th Avenue, which serves as a vital link to and from the mainland, this area is felt to need a comprehensive upgrading to assume its rightful role, not only as a key element in the day-to-day lives of the citizens of Madeira Beach, but also as a recognizable and distinguished representation of the community as a whole.

In addition to its ongoing civic and functional importance, this area, variously referred to as simply Madeira Way or the Madeira Way Civic Center, also has significant potential for positive redevelopment and revitalization. The properties along 150th Avenue are clearly under-scaled for their location and, in many instances, functionally obsolete. The same can be said for the structures along Madeira Way, and even along the east side of Gulf Boulevard within a few blocks of the intersection with 150th Avenue.

The playing fields to the east of the City Hall represent a potential civic asset that has yet to be tapped, as does the municipal marina south of 150th Avenue.

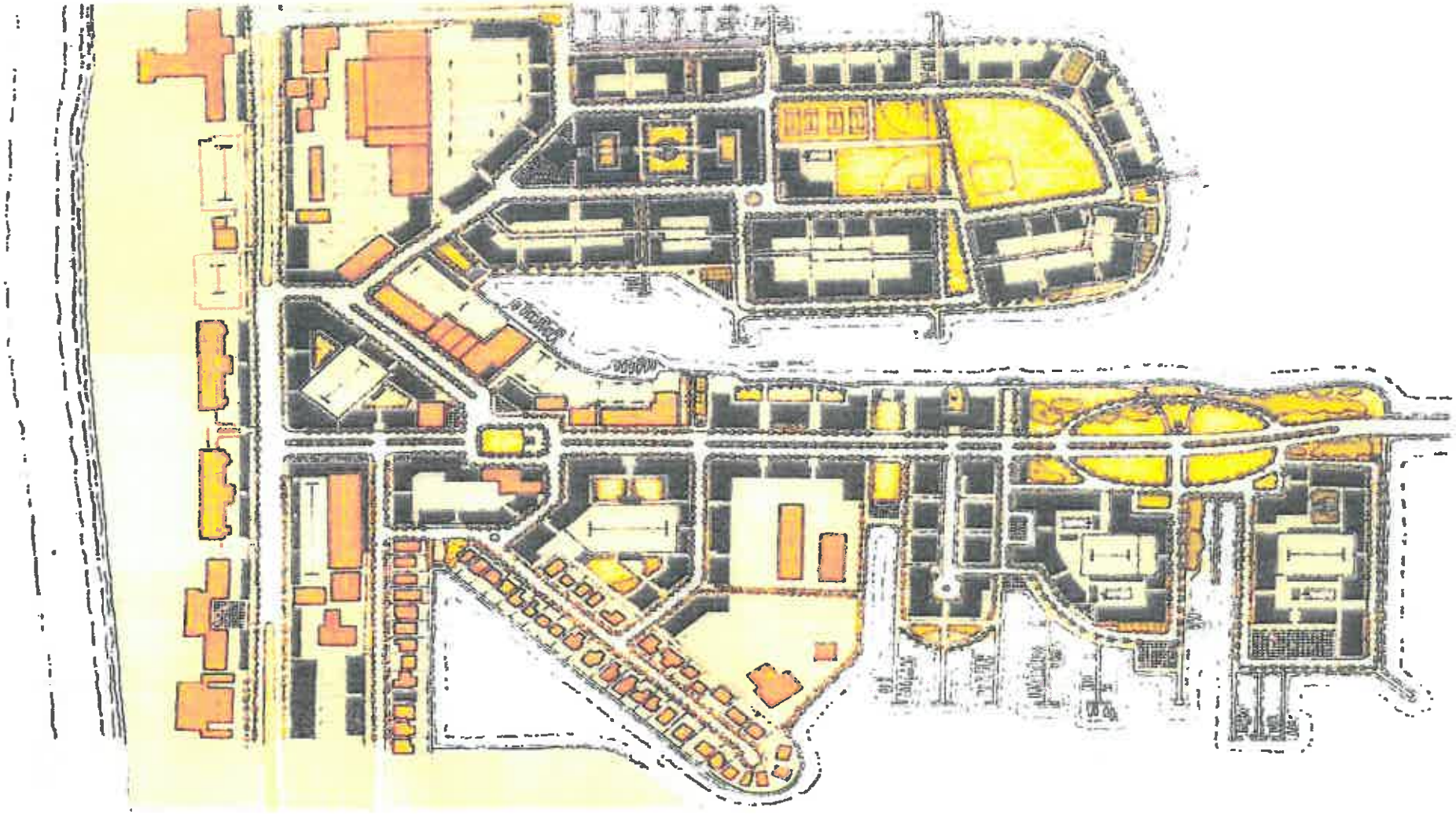
The key element that is holding back the redevelopment of these individual entities is the lack of a collective vision. A first step towards realizing this vision is to establish a collective identity for the area as a whole. A second step is to institutionalize this identity, in this case, by naming the area the "Madeira Beach Town Center," and by establishing it, legally, as a Community Redevelopment District (CRD).

A Community Redevelopment District (CRD) is a distinct legal entity within the Pinellas County Land Development Regulations that is designed to facilitate the rejuvenation and transformation of distinct areas within the county. To enable this process, the County deliberately provided the category with considerable flexibility as to type, density and intensity of desired development. Within the proposed Madeira Beach Town Center, the key to optimizing the designation will not be dramatic increases in allowable development potential throughout the district, but rather coordinated redevelopment strategies for specific key locations within the district. In some instances, these strategies call for development intensities that are currently difficult to achieve within the existing development regulations.

Waterway Behind City Hall

Beaches Library

Shopping Center on Municipal Drive



Plan Showing Proposed Redevelopment of Madeira Beach Town Center

16 Community Park West of Bridge Over Boca Ciega Bay

In 2001, the City secured grant money to purchase a 1.4 acre parcel of land located on the north side of Tom Stuart Causeway just west of the Bridge over the Bay. In part, the purchase was prompted by the desire to create additional dedicated public open space, but to some degree the purchase derived from a concern with the type of development that might potentially occur on this sensitive site.

Prior to commencing with the Master Plan effort, the City contracted with a consulting firm to develop both a conceptual design and an engineering plan for the property. During the course of the design *charrette*, two points became clear to the design team. First, although a variety of potential private uses were considered for the park property, the best use of the land appears to be as public open space. Second, the best design for the land treats it not as an isolated element, but in tandem with a similarly sized piece of land on the south side of the Causeway.

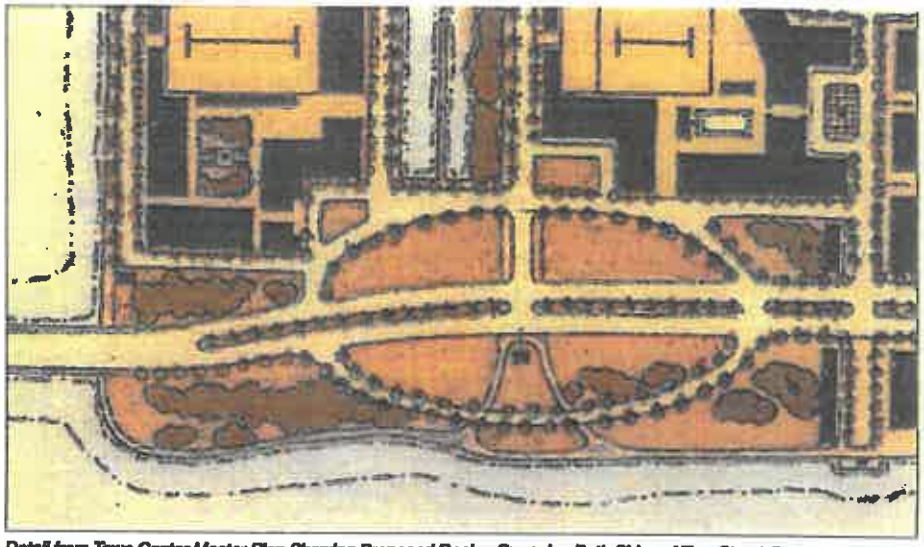
View of Future Park looking West Towards Gulf Boulevard

By claiming both sides of the Causeway in this location, the City controls the perception of visitors as they first enter onto the barrier island. By controlling both sides of the street, the City can develop a significantly monumental and civic entry features that at once signifies that visitors have arrived at an important location and allows the City to put its best face forward.

The City actually owns some of the property on the south side of the road that is shown as park space in the attached drawings; it is currently part of property used by the Public Works department. The remainder of the property is held privately, but this piece as well as the surrounding holdings represent significant potential for new development, and are actively being marketed at this time. As part of the negotiation process that will necessarily take place between the City and the prospective developer, the City must insist on the completion of the entry park as designed and shown in this Plan.

It must be noted during these discussions that the park, as designed, creates value not only for the City and its populace, but also for the ultimate developer of the property to the south.

Aerial View of Tom Stuart Causeway (150th Avenue) Heading West, Showing Future Municipal Park Site



Detail from Town Center Master Plan Showing Proposed Design Spanning Both Sides of Tom Stuart Causeway

17 Redevelop Tom Stuart Causeway as a Mixed-Use Urban Boulevard Entering Onto the Beach

Several times during the design *charrette* residents and other visitors mentioned 5th Avenue in Naples FL as a possible design reference for Madeira Beach. While there are some key functional and demographic distinctions between the two communities, there are also some strong physical similarities between the two roads in question, and 5th Avenue can serve as a useful physical and procedural reference for the redevelopment of the Causeway.

In both instances, it is critical to control the speed of traffic as it moves down the street, while at the same time allowing for smooth continuous flow. In both instances, the street is one of the first things a visitor sees upon entering the community. As such, it has extremely high accessibility, visibility and volume. The design of the street, however, is the critical factor that can turn a road that currently serves only as a place to go "through" into a place that people want to go "to."

The Causeway currently sees about 24,000 cars a day, moving in both directions during peak season. As such, part of its function is to provide smooth efficient flow of cars onto and off of the Beach. These visitors, however, also represent an enormous retail and commercial asset. Part of the function of the redesigned boulevard, therefore, must also to be an inviting and welcoming place, inducing people to stop and enjoy.

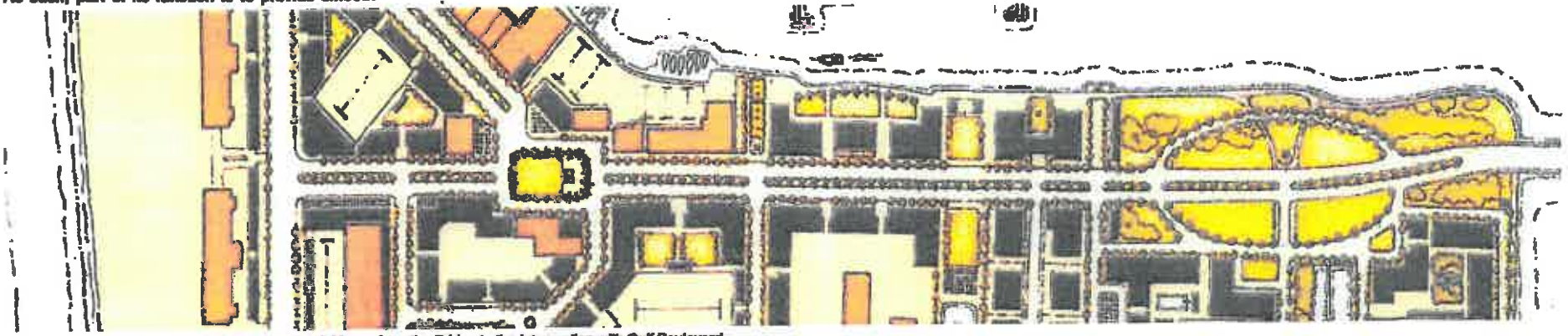
View Down 150th Avenue, Looking to the West

To complete both tasks effectively will entail the redesign of the street section and the revision of the development regulations for adjoining properties. To facilitate traffic flow, the street will contain four lanes, two going in each direction. To facilitate pedestrian comfort and convenience, the street must have on-street parking, on both sides of the street. The sidewalks on both sides must also be designed for pedestrian comfort and safety. These must include a parkway (planting strip) on either side of the road, separating the parked cars from the sidewalk. Equally important, however, is a build-to line for the private properties fronting the ROW. With this regulation, new development must be built right up against the sidewalk with retail, restaurant and other active public uses on the ground floor. Parking facilities, be these structures or surface lots, must be hidden behind this fronting buildings, and ingress/egress roads must be coordinated along the length of the Causeway to reduce traffic crossing through the pedestrian areas.

The particular details of these design strategies are included in the section on revised codes for the City.

5th Avenue in Naples: New Mixed-Use Infill Development

5th Avenue in Naples: New Streetscaping



Plan of Tom Stuart Causeway (150th Avenue) as it Moves from the Bridge to the Intersection with Gulf Boulevard

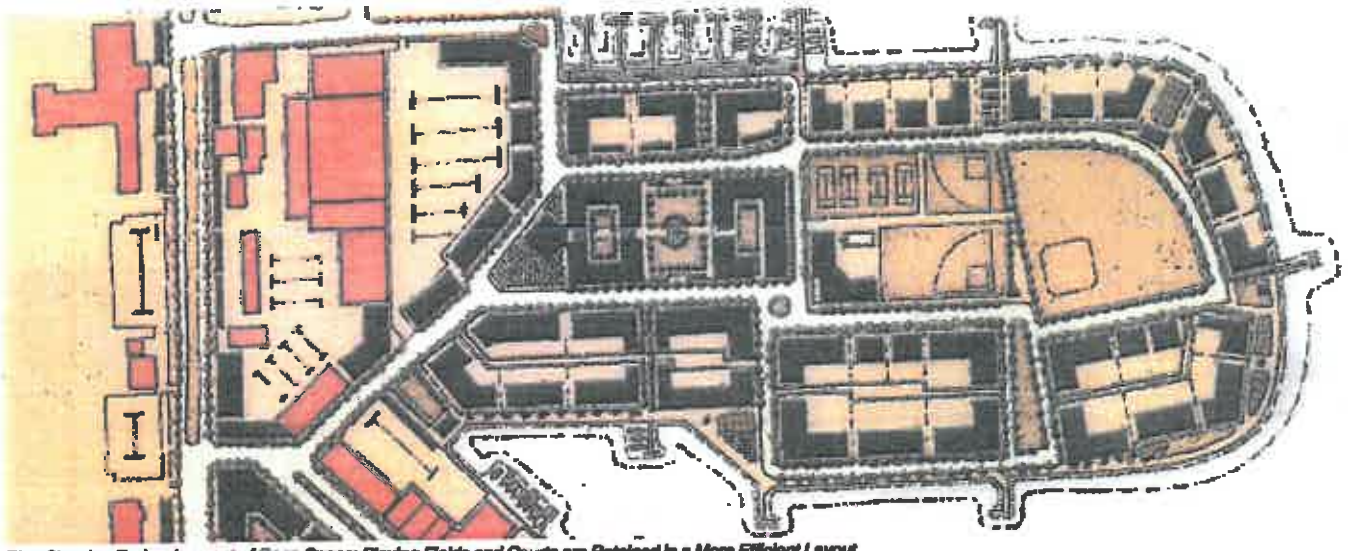
Perspective Rendering of how Future Redevelopment of Tom Stuart Causeway (150th Avenue) Might Appear; Note Square in the Foreground and Planted Median in the Background. ***Contrast with Photo on Previous Page***

18 Seek to Leverage Under-Utilized Public Assets to Create a Legacy of Civic Improvements within the City

Currently, the City of Madeira Beach owns 16 acres of open land immediately east of the Municipal Building. This property was part of the land that was dredged up and filled in during the early 1960s, shortly before the County and the State banned this type of dredge-and-fill land creation. The southern edge of the peninsula that was created was sold and developed into apartments in the early 1970s; these were subsequently converted into condominiums. The northern half of the peninsula was kept as permanent public open space and laid out as a complex of playing fields and other amenities.

The amount of open land available on this site far exceeds what is mandated for a community the size of Madeira Beach. Currently, it holds ball fields, tennis courts and additional open land. These facilities more than meet the needs of the community as defined in the current Land Development Regulations. In addition, given the amount of space available, the current fields and facilities are not laid out in a particularly efficient or functional manner. Discussions with City officials and local residents indicate that the fields are not necessarily under-utilized, but that they are primarily occupied by teams and players from communities other than Madeira Beach.

Beyond these playing fields, this property represents the largest area of contiguous Bay-front property in the City at present. Based on rough comparisons with other properties in the City, if subdivided into buildable single family lots 50' wide and 100' deep, each lot would sell, almost immediately for $300,000. If developed as a series of multi-family apartments, estimates are that the City could collect approximately $70,000 per apartment unit. Even if these estimates are inflated, they indicate the inherent value of the property. Regardless of the approach, the land represents a significant potential windfall if packaged and marketed properly.



Plan Showing Redevelopment of Open Space; Playing Fields and Courts are Retained in a More Efficient Layout

Aerial Photo Showing Current Extent of Open Space and Configuration of Playing Fields

In the City of Madeira Beach, any intent to sell public assets for private use must be approved by voter referendum. In addition, there may or may not be legal stipulations they will have implications for this effort. Nonetheless, the upside potential to the City of such a transaction could be enormous. Prior to initiating any debate over this issue, however, the City must determine how to allocate the proceeds of the divestiture. The optimal use of these profits would be to fund a long-term capital development program for civic and cultural facilities within the City. In many instances, City funds can be matched up with County, State or Federal money, thereby further leveraging this investment pool.

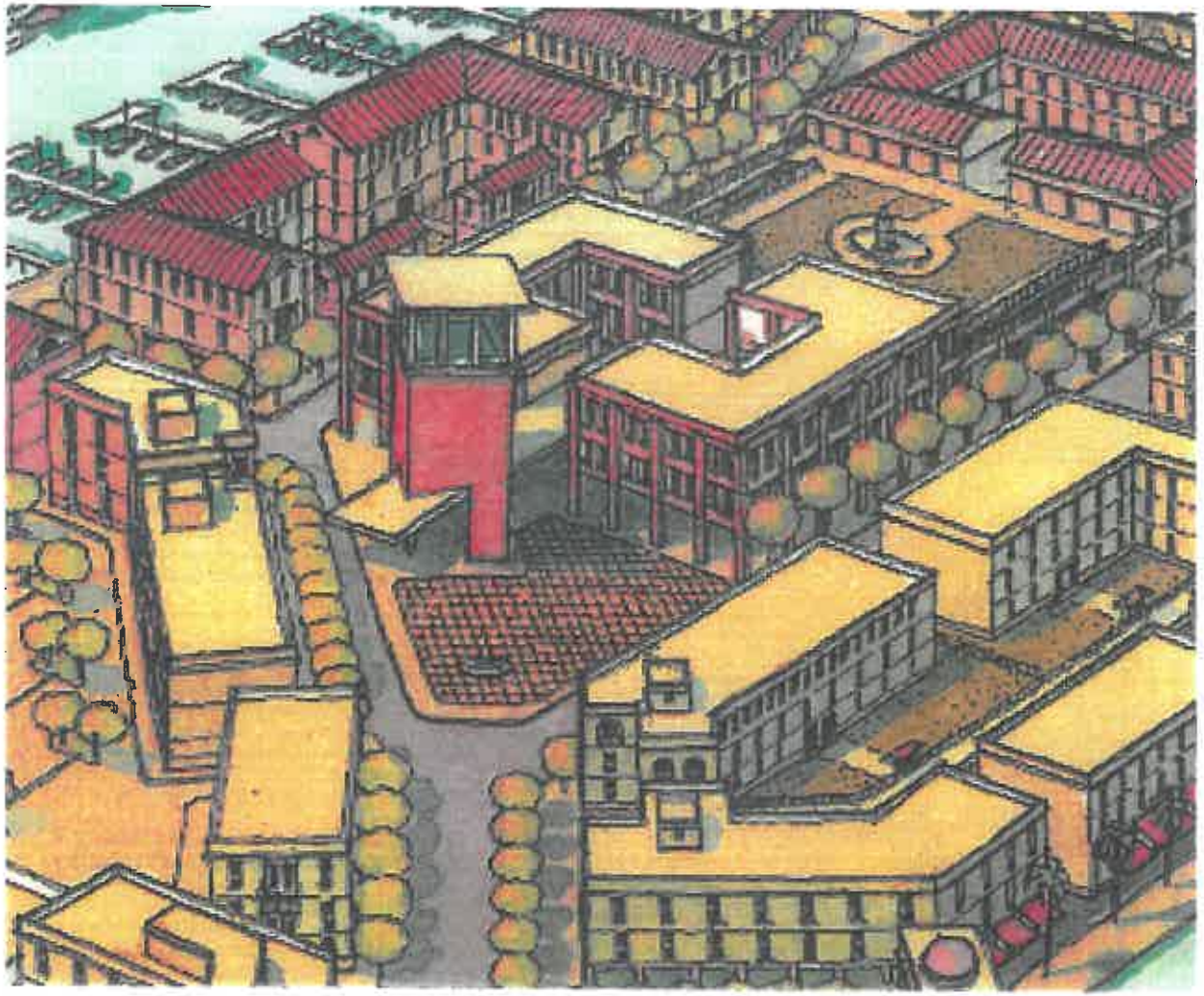
Prior to determining whether to proceed with such a program, the City must draw up a master plan for such facilities, recognizing that their location need not be limited to the area immediately around the current City Hall.

19 Replace the Existing Municipal Building with a Complex of Architecturally Distinguished Civic Buildings

This particular proposal can, and should be, pursued, regardless of whether the City chooses to pursue the strategy outlined in the previous proposal, and regardless of the outcome of the recommended referendum to sell adjacent waterfront property.

The current Municipal Building had done its job for nearly forty years, and has successfully served as a civic hub for the growing community. As Madeira Beach matures, however, and continues to urbanize, the existing facility can and should be replaced by a coordinated complex of structures that together will anchor a unique and distinguished civic and cultural center for the City and adjacent communities. This complex should include all of the uses currently held in the Municipal Building – City Hall and related offices, the Police Station, the Fire Station, and various Community Outreach offices. In addition, the Beaches Library should be included in this new complex, and other cultural uses such as a performance center or history museum. The regional Post Office, currently located on Madeira Way might also be included here.

These buildings should be carefully programmed, both as individual elements and as the sum pieces of an entire district. Special attention should be paid to terminating the vista looking eastward on Municipal Drive, and to creating a variety of outdoor spaces, both covered and open, for public use. These spaces can include such uses as a sculpture garden, an active public plaza, an amphitheater or a formal public square. Additional uses will suggest themselves over time and should be considered as well.



Rendering Showing an Aerial View of Proposed Civic Complex Terminating Municipal Drive; Note Redevelopment of Waterfront Property Behind the Civic Complex

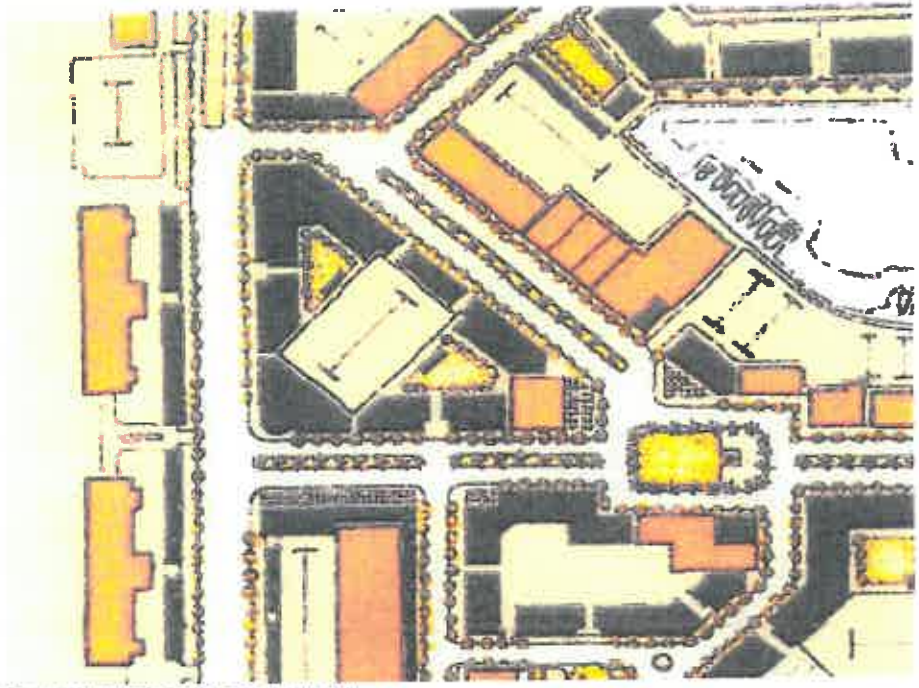
20 Create an active Mixed-Use Pedestrian-Oriented Shopping Street along Madeira Way

Madeira Way is one of the few locations in the City that attempts to create a desirable pedestrian environment. Unfortunately, a host of issues conspire to minimize the success of this effort. The street is extremely wide, particularly given its length, and has been very poorly laid out for almost all users, be they pedestrians, drivers in cars, or drivers looking to park along the street.

Efforts to calm traffic along the Way are somewhat ham-fisted, rendering the street difficult and potentially dangerous for both drivers and pedestrians. In addition to poor physical design, there is no uniform management of the uses along the Way, which creates haphazard programming of spaces as well as uncoordinated hours of operation.

Despite the significant present shortcomings, Madeira Way has enormous potential for improvement. Because it serves as an efficient cut-off for vehicles on the Tom Stuart Causeway looking to head north on Gulf Boulevard, and conversely for cars heading

View Looking Southeast Down Madeira Way



Plan View Showing Redeveloped Madeira Way

in the opposite direction, the street sees a great deal of traffic throughout the day. The volume of vehicles strengthens the potential for successful retail and other commercial development along the Way, if properly designed and implemented. In addition, the pace of such traffic is somewhat slower than on either the Causeway or on Gulf Boulevard, making it ideal for shopping.

Madeira Way is also that part of the City most identified by residents as part of the civic and commercial center. It links to the heavily used Madeira Shopping Center, and also leads to Municipal Drive with direct access to the City Hall, the Library and the recreational fields. Properly designed and redeveloped, Madeira Way and the surrounding blocks can become a vital and attractive center for civic and commercial life.

Initial design improvements should start with the street itself. The current layout uses landscaping haphazardly, is not pedestrian-friendly, and is ineffective in accommodating parking. As an initial step, the City should commission a full-fledged urban design and redevelopment study of Madeira Way, with the goal of enticing subsequent interest from developers.

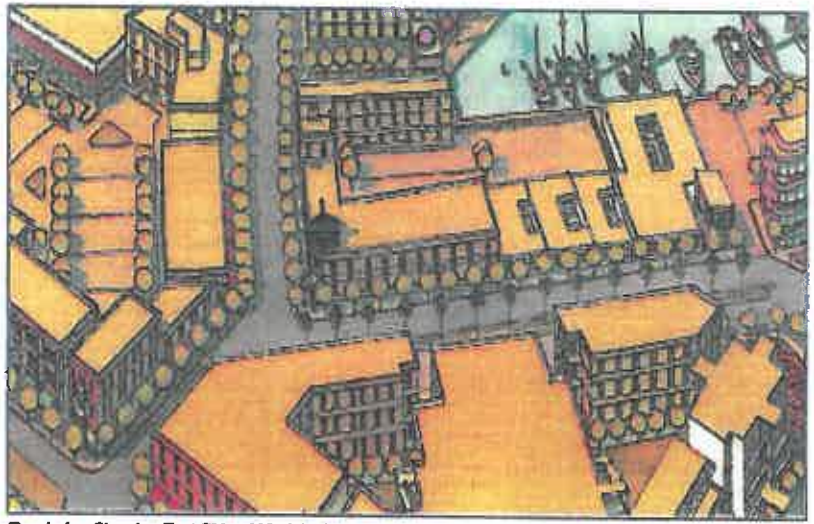
In the longer term, this level of interest will lead to the redevelopment of buildings on both sides of the street. The new structures should continue the pattern of continuous party-wall structures, sitting directly at the edge of the Right of Way. In addition, however, the new structures should be mixed-use buildings rising between two and four stories tall, with pedestrian-oriented commercial uses on the ground floors, and offices or residences above. Ground floor uses could include restaurants, cafes, boutiques and other specialty shops.

Optimally, the triangle created by the intersection of Madeira Way, Gulf Boulevard and the Causeway should be developed as a single project. The buildings should include retail uses at grade, with office uses on the upper floors facing the Boulevard and the Causeway, and residential uses on the upper floors facing Madeira Way. The redevelopment should include a central parking structure, with two or three levels of above-grade parking; spaces in the structure should be reserved for the office tenants and residents, as needed, with additional spaces used for visitor parking.

The northeast side of the street should similarly be redeveloped, possibly as a two-story mixed-use building, with retail at grade and office or residential uses above. Dedicated parking for these uses can be tucked in behind the buildings or in small, carefully located surface lots adjacent to the buildings.

The ground floors of the buildings on each side of the street should include some form of protection from the sun, wind and rain. Potential alternatives include a full structural arcade, with inhabited spaces above the ground-level passageway; a fixed one-story continuous arcade; or, a variety of awnings and arcades that allow for a more diverse architectural appearance, but provide nearly continuous cover and protection. The architectural treatment of the ground floor facades on all street faces should include a high percentage of glass for windows and doors. Given the different orientations of buildings on each side of the street, the development on the northeast side of the Way might incorporate an arcade, while the buildings on the southwest side, across the street, might use a variety of different awnings.

No matter what the ultimate design, the ground-floor facades should include a high percentage of glass; this glazing should be clear, and should extend from just above grade to at least eight feet high. A coordinated system of interior signage must be developed for all ground floor tenants, and pedestrian-scale blade signs should be also be used.



Rendering Showing East Side of Madeira Way with Mixed-Use Redevelopment Project in the Foreground

21 Pursue a National-Quality Mixed-Use Development for the Waterfront Property on the Tom Stuart Causeway

Madeira Beach is blessed with an abundance of waterfront property. Almost all of it, however, with the exception of the public properties adjacent to the City Hall, has already been developed, at least in a superficial, low-intensity manner. As the City looks to move into the next phase of its maturation, it must look to attract national-level developers to implement new, waterfront redevelopment projects.

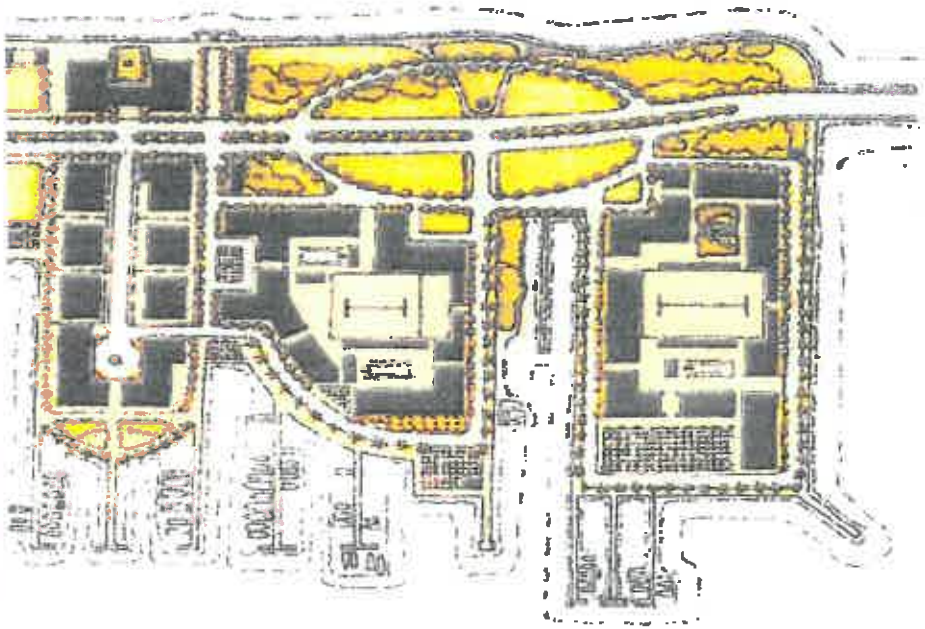
For various economic and demographic reasons, one of the most desirable types of development in today's markets combines high-end land-side residential designs with integrated multi-purpose, full-service marina facilities. Increasing numbers of people have the wherewithal to afford luxury boats and yachts, and they are increasingly looking to integrate these elements into their day-to-day or vacation activities. Additional amenities in such developments includes integrated management, a variety of restaurants and shopping opportunities, on-site health-clubs and other lifestyle elements.

Aerial view of prospective development site w/ marina in background.

Significant examples of these integrated developments exist on the eastern coast of Florida, and there is increasing interesting in introducing such developments to the Gulf Coast. The ideal sites for such projects have significant water frontage, good land-side access, and be large enough to allow the developers to create the intensity and density of development necessary to make a competitive profit.

The parcels of land immediately along the southern edge of the Tom Stuart Causeway, just west of the Bridge over Boca Ciega Bay, represent an ideal location for this type of development. The privately held parcel includes a Leverock's Restaurant and a range of lower-quality marine-related uses, including a small private marina. The site is approximately 4.5 acres in size, and has nearly 1,500 feet of waterfront bulkhead, all of which is immediately adjacent to a deep-water channel leading to the Gulf of Mexico. Complementing this water-based accessibility is proximity to the Causeway and its direct connection to the mainland. An option to purchase the land is currently held by a local businessman. The City should work with this individual to ensure the highest quality for the resulting development project.

This project has the potential to become a signature element in the City's ongoing redevelopment. The



Plan View Showing Privately-Held Parcel at theEastern Tip of the Tom Stuart Causeway (150th Avenue), Immediately Adjacent to the Causeway Bridge

location astride the Causeway Bridge ensures enormous visibility from both land and water. The size of the parcel indicates that, if carried out successfully, the project has the potential to become a "market maker" in terms of generating subsequent interest for similar projects in other areas of the City.

The ideal project for this location should have a mix of uses, including residential components and elements open to and designed for the general public. The residential components should be for-sale condominiums aimed at the permanent or second-home market, with a high-enough density to achieve the critical mass necessary to insure financial viability. Similar residential projects are currently being built in numerous other locations along the beaches, with prices ranging from approximately $500,000 for a standard two-bedroom unit, to well over a million dollars for larger and more elaborate floor plans.

In addition to the condominiums, the project should include a range of retail, commercial and restaurant spaces. These should be designed to functional internally as well as externally, with easy access to the on-site residents, the hotel guests, and the general public. It should be assumed that the public would look for access to the project from both the Causeway and Boca Ciega Bay.

This location is one of three sites in the City currently zoned C-4: Commercial Marina. The Master Plan proposes that this zoning category be done away with within the City's code and replaced, administratively, by a C-3 zoning. However, each of the three properties currently zoned C-4 lies within a designated Pedestrian Shed; two of the three, including this one, lie within a proposed Community Redevelopment District.

This parcel, perhaps more than any other, can be the key to the successful redevelopment of the Madeira Beach Town Center. As such, the City must work in concert with potential private sector interests to determine the optimal mix and intensity of uses. Initial research into this subject reinforces the preliminary estimation of the potential value of this site for redevelopment. It also suggests that the site could potentially accommodate as many as 300 residential units, nearly as many private boats, and some limited amount of commercial development, probably a mixture of restaurants and shops.

To precipitate positive discussion towards this end, the Master Plan proposes that this parcel receive a special designated zoning as part of the Community Redevelopment District. This proposed zoning would allow a residential density of 75 units per acre, with no restrictions on the size of the units. In addition, the Plan recommends that the developers be allowed commercial development potential of 0.55 FAR, matching what is currently available in the C-3 zoning category.

Some initial architectural guidelines would be in place for any potential project, particularly pertaining to public accessibility to the site and the water, and the overall appearance of any potential project. Given the average height across the site of approximately 6 feet above Mean Sea Level, much of the ground level would be given over to parking; in addition, the project would require several additional levels of structured parking, with the caveat that cars be invisible from the Causeway, the water, or the adjacent site to the west. Liner buildings should be used at grade to mask the parking. These must be flood-proofed, and can be used to accommodate retail, commercial and restaurant uses.

Ultimately, the success of this project will depend on a functional public-private partnership between the City and a selected developer. The guidelines outlined above should be more than enough to elicit legitimate interest from developers with the resources and skills to bring such a project to realization.

22 Redevelop and Revitalize the Public Marina Property South of the Causeway

Immediately west of the private waterfront holdings described in the previous section, sits a 2.5-acre parcel of public land. This property is separated from the private land by a narrow canal that extends northward nearly to the edge of the Causeway ROW.

The public land currently includes a small building housing the Tourist Information Office and Chamber of Commerce, a municipal lift-station, a parking area for public-works vehicles, and a municipal marina with approximately 200 slips. For the past several years, the City has contracted with a private, third-party vendor to operate and maintain the marina. This contract is coming up for renewal at the end of 2002. In light of the changes being set in place by the Master Plan, the City could choose not to renew this lease, and to use the marina and ancillary public land in negotiations with a master developer for the private parcel.

These city-owned properties represent an asset for Madeira Beach that far exceeds their current use. The City should leverage this asset and negotiate with the potential developer of the adjacent parcel to operate and maintain a series of public facilities and/or civic amenities on these properties. In return, the City could work with the developer to streamline the permitting process and allocate additional density to ensure the success of the private development.

Ideally, the private lands and the public lands would be planned, designed and redeveloped together, looking to integrate the two properties physically, visually and functionally. The specific details of the public-private partnership necessary to effect this process remain to be explored.

View of Current Uses and Conditions

View of Causeway Bridge from Boca Ciega Bay

View of the Parcel from the Causeway Bridge

23 Create a Neighborhood Center around John's Pass Village, Incorporating Adjacent Parcels

The dominant focus of the southern tip of the City is the enclave known as John's Pass Village. Village Blvd., the main street in the Village was, at one time, the primary commercial street in the City. Prior to 1971, the John's Pass Bridge sprang from the southern end of this street. All the cars coming into and leaving Madeira Beach passed the stores and shops there. When the current Bridge was constructed, it sprang from the end of Gulf Boulevard; suddenly the traffic that used Village Way disappeared.

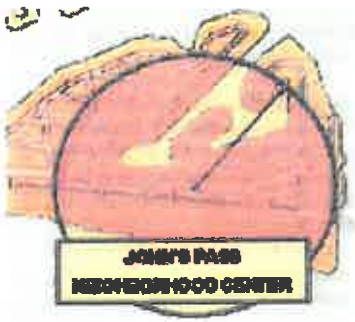
To fight the gradual decline in their sales, the merchants banded together and hired consultants to assist them in theming their facilities. Slowly, from the late 1970s on, the "Village" grew and prospered; it established a reputation throughout the Beaches and Pinellas County for its stylized waterfront architecture, its eclectic mix of shops and restaurants, and its intermittent festivals.

As the Village prospered, however, its focus shifted away from the residents of Madeira Beach and the surrounding communities towards regional visitors and tourists. Gradually, the mix of stores began to homogenize; no longer could one find fresh food or groceries. One could, however, find myriad varieties of tee shirts, beach towels and other beach paraphernalia. In the 1990s, the popularity of the various festivals proved too overwhelming. To reduce the traffic jams, over crowding, and generally rowdy behavior, many of the more popular events were canceled.

In the late 1990s, the businesses in the Village and the City commissioned a Village master plan. The first phase of this plan including infrastructure improvements, new streetscaping and landscaping, and other improvements has been completed, and design is commencing on phase three.

Despite these manifest upgrades, however, the areas immediately surrounding the Village vary widely in quality and value. The residential enclaves immediately east and north of the Village are hit or miss, at best, given over to multi-family apartment units that house a great many transients or temporary visitors. The properties immediately north of the Village along Gulf Boulevard were, for many years, directly associated with the fishing industry. As this industry has begun to diminish somewhat in importance, these facilities have declined. The owners are currently looking for other, non-marine related, options for utilizing their land.

Aerial Photo of Proposed Neighborhood Center



Specific Limits of the Proposed Neighborhood Center

Aerial View of John's Pass Village Area

The properties across Gulf Boulevard from the Village are primarily condominiums, and other residences. These vary in overall quality and character, but are essentially stabilized. The buildings at the southernmost tip of the Beach are all multi-story condominiums. Just north of 131st Avenue, however, a lane appears, running parallel to Gulf Boulevard. Gulf Lane functions primarily as an alleyway, serving properties fronting directly on Gulf Boulevard, as well as properties fronting onto the Gulf of Mexico. Many of these properties are small in scale, including more recent condominiums (three floors above parking), older hotels and motels, and a good number of single-family houses.

John's Pass Village, the Centerpiece of the Area

A variety of factors have allowed these small-scale buildings to continue to exist. The height limit reductions from the early 1980s removed the pressures to tear down houses and replace them with larger condominiums. The character and atmosphere of the Village also served as something of a deterrent. Finally, the generally unstable nature of the areas immediately adjacent to the Village acted as a disincentive to large-scale investment in the area. Nonetheless, many of the owners of the single-family houses are quite content with their living arrangements, and have invested time and money in maintaining, renovating and expanding their properties. The character of Gulf Lane is small-scale and generally serene; it's a radical departure from the activity of Gulf Boulevard less than two hundred feet to the east.

DISCUSSION

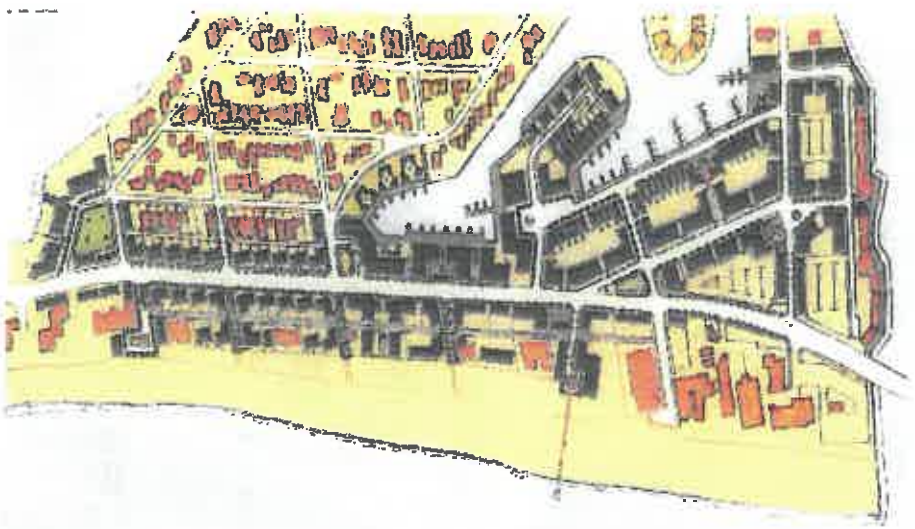
John's Pass Village is clearly a focal point, not only within the City of Madeira Beach, but also along the length of the Beach communities as a whole. The quality of the architecture and streetscaping, combined with the variety of restaurants and shops, and the boardwalk along John's Pass, appeal to day-trippers, short-term tourists, and seasonal visitors alike. Nonetheless, the Village is clearly not helping to tie down the southern end of the City as a whole, and has an extremely ambiguous relationship with its immediate neighbors, many of who tolerate rather than embrace it.

The Goal of this Master Plan is to highlight and strengthen the mixed-use character of the Village, and to allow the properties immediately around the Village to cohere into a multi-purpose, pedestrian-oriented,

urban neighborhood. The character of this "Town Center" would be different than that of the other two centers along Gulf Boulevard, but the fundamentals elements would be the same. The Center would function as a cohesive pedestrian shed, and would include a diverse range of functions and uses, including those oriented towards residents as well as tourists. Traffic along Gulf Boulevard would be calmed to highlight this pedestrian character, with planted medians and on-street parking. New uses developed outside of the Village would be carefully selected and designed to enhance and strengthen the overall character. Additional types of uses would be sought and permitted in order to develop a functional synergy with the primary activities of the Village itself.

The Master Plan presumes that a great deal of redevelopment will occur in the Village area over the next twenty to thirty years. Notwithstanding the recent renovations and upgrades to the Village itself, this location is sure to see considerable pressures for change in the future; the goal of this Plan is to ensure that these changes abide by a coherent and consistent set of principles and aim towards a comprehensive goal.

The Plan presumes the on-going redevelopment and gradual urbanization of the Village itself. Currently, parking is a problem, not only for the Village proper, but also within the surrounding areas. A potential solution is to be found in a generalized district-parking program, and such a program will undoubtedly include the addition of new parking structures. The obvious location for such facilities is adjacent to Gulf Boulevard. In these locations they not only are immediately accessible to the cars traveling along the Boulevard, but they serve as buffers to Village Blvd. and other more desirable locations, and help keep the cars from having to travel through the Village.



Plan of the Proposed John's Pass Neighborhood Center

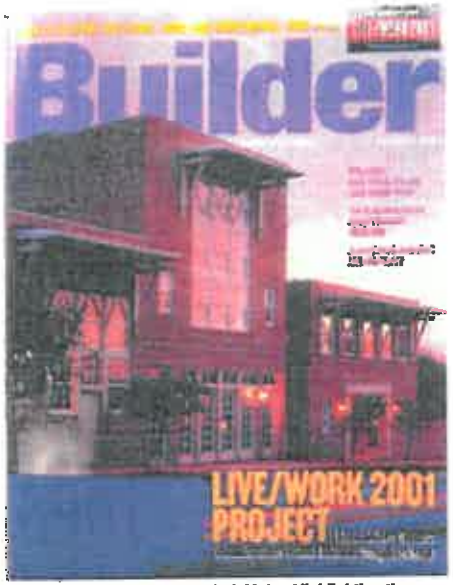
24 Redevelop both Village Blvd. and Pelican Lane into a Mixed-Use Zone incorporating Retail, Commercial and Live-Work Options

The Plan suggests the on-going and continual redevelopment of Village Boulevard as a truly urban pedestrian-oriented environment. The current buildings along the Boulevard. will gradually be replaced over time. New structures might be three-stories tall instead of two-stories, and might include a mix of uses: retail on the ground floor, and office or residential uses on the upper floors. Second-story retail such as is currently found in the Village is problematic except in the densest of environments; even in New York City, there are no guarantees that shops above street level can survive. Reducing the amount of potential retail space in the Village heightens the demand for the street-level locations. Adding various other uses increases the diversity of the environment, helps to minimize the "feast or famine" atmosphere that currently prevails, and enhances the notion of the Village as a 24-hour-a-day environment.

Redevelopment of Village Boulevard should also look at redevelopment of Pelican Lane, immediately to the east. This street is among the ugliest and most unkempt environments in the City, primarily because it is serving as an alley for uses on one side of the street and as a residential environment for the users on the other side. No road can successfully accomplish this task. Proof exists in the extremely dilapidated condition of the residences behind the Village, a condition that persists despite the fact that these houses occupy waterfront property.

Rather, Village Boulevard, and all the property eastward to the Harbor, should be redeveloped according to a singular master plan. Pelican Lane should be replaced by a narrow, urbane, waterfront drive along the edge of the existing seawall. Live-work units (described elsewhere) should be developed along the western edge of this street. These units would share a common space with the mixed-use buildings behind them along Village Boulevard. This common space would serve for car storage, auto access, as well as deliveries and pick-ups.

The owners of the live-work units would retain their ownership of seawall frontage. They would maintain their docks and other facilities along the water. The newly rebuilt Pelican Lane would serve as both an access street for visitors using the services generated in the Live-Work units, and as access for residents of



Magazine Article on Live-Work Units, Highlighting the Increasing Popularity of this Type of Development

129th Street, east of the Village. The intersection of Pelican Lane and 129th Street would include a public plaza on the water's edge, including a dedicated civic building, that could be as simple as a covered pavilion, or as important as a meeting hall or similar function.

The redeveloped Village Boulevard would include public spaces at either end: a triangular park serving primarily aesthetic purposes at the intersection with Gulf Boulevard, and a tight, contained urban plaza, at the intersection with 129th Street. This plaza would become, over time, the de facto "center" of the Village, the marketable "image" of the place. Highlighted with a fountain or similar piece, the plaza becomes a definable location within the City; "meet you at the Village plaza" will be instantly comprehensible to both residents and visitors alike.

Plan View of Proposed Redevelopment of Pelican Lane

25 Devise a District Parking Plan for the Enlarged John's Pass Village Neighborhood Center, Incorporating Structured Parking

Given the historical pattern of uses and streets and the eccentric configuration of some of the blocks in John's Pass Village, the provision of adequate parking for tenants, employees and visitors has been an on-going struggle. While a recent Master Plan for the Village attempts to address this problem and has greatly increased the amount and utility of on-street parking, the popularity of the Village insures that provisions for automobiles will remain a constant problem.

On-Street Parking is Still the Dominant Choice for Most Visitors to John's Pass Village

As the Village redevelops, priority must be given to the development of effective district-wide parking strategies. These will, of necessity, include structured parking. At present, a small, one-deck structure exists at Gulf Boulevard between 128th and 129th Streets. While this is a good location, the present facility must be enlarged and enhanced significantly over time.

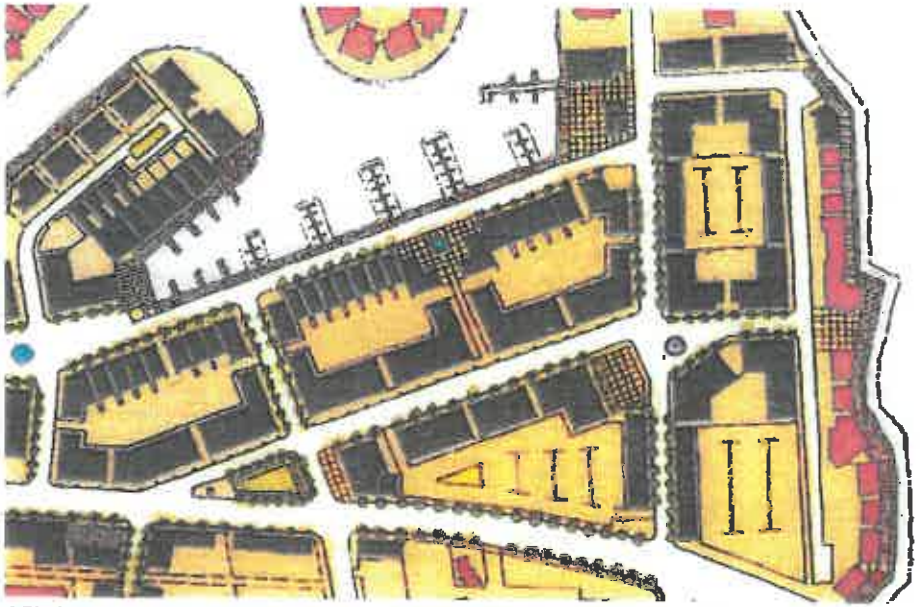
A second facility can be built on the triangular block bounded by Village Boulevard, 129th Street, and Gulf Boulevard. Given the speed and volume of traffic that occupies Gulf Boulevard in this location, the structure can be built up to the set-back line along the Boulevard, with provision for commercial space at grade. The

Small Surface Lots Add to the Supply of Spaces

redevelopment should emphasize enhancing the pedestrian experience on the west side of Village Way, using retail and commercial liner buildings to block any view of the parking structure from the pedestrian realm.

An additional structure should be incorporated into the redevelopment of the block bounded by Village Boulevard, 128th Street, 129th Street and East End Lane. Currently, the block is an eclectic mix of surface parking, small shops and boutiques, and residual residences. While the overall effect is not without charm, this block is simply too valuable to be developed in such a disparate way. Redeveloped, this block can include a central parking structure ringed by mixed-use building, including retail and restaurants at ground level, and residences or offices above.

One Small Parking Deck is Already in Use



A District Parking Program Must be Developed for the Village, Incorporating Well-Located Structures with On-Street Parking, and Small Private Surface Lots

26 New Tourist-Oriented Development in Expanded John's Pass Village

The John's Pass Village Center incorporates property north of the Village, surrounding a small internal harbor on three sides. This property, as well as a smaller parcel located across the street, at the intersection of Gulf Boulevard and 133rd Avenue, is controlled by a single entity. The bulk of the land on the east side of the Boulevard is zoned C-4, a zoning category formerly depicting property given over the industrial-type commercial fishing activities. As noted earlier, this Master Plan is recommending that all C-4 zoning in the City be amended to automatically revert to the current C-3 zoning, with additional incentives available to help generate successful, water-oriented redevelopment.

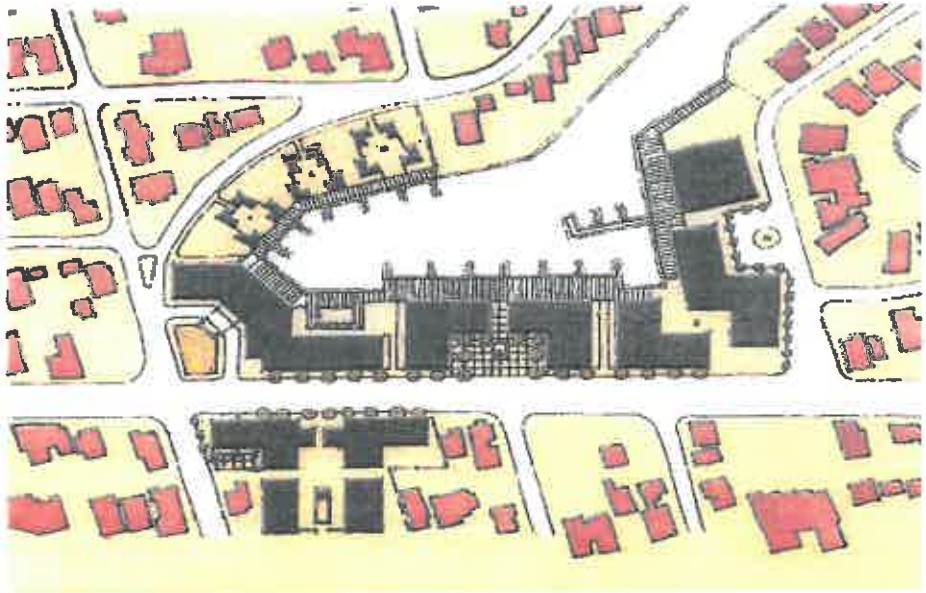
View of Potential Hotel Site from Water

This property has several unique characteristics that could become significant assets for the City, the Center and the owners. The property has over 800 feet of frontage along Gulf Boulevard, giving it considerable physical presence. It also has frontage on both 131st and 133rd Avenues, meaning that all ingress and egress to and from the property can occur away from the Boulevard. The site rings the harbor providing potential water access, moorings for boats, and exceptional views.

The City should work with the owners and/or developers to optimize the potentials of this site. A high-end hotel would add immeasurably to both the immediate vicinity and the tourist offerings of the City as a whole. Initial research indicates that there is both demand for such a product and the potential to create one on the designated property. Additional research indicates that industry standards indicate that such a property should have between 200 and 300 rooms, with additional space for meetings, restaurants, shops, etc. Toward this end, this Plan proposes that this property be designated as a key redevelopment parcel within the proposed John's Pass Community Redevelopment District, and be accorded a residential development intensity of 75 residential dwelling units per acre or 100 hotel rooms per acre. In addition, the 0.55 FAR for commercial development currently found within the C-3 zoning category, should be allowed.

As with earlier examples, a series of urban design and architectural guidelines should be attached to the development conditions of the property. A comprehensive parking program must be devised, which should include options such as off-site parking and/or shuttle services for employees and valet, as well as potential shared parking with nearby uses. Nonetheless, structured parking will be required on site; this, however, must be shielded from view on both the Boulevard side and the water side, through the use of liner buildings, screens and landscaping. Visual, if not physical, access through the site must be maintained along the 132nd Avenue ROW. The buildings, themselves, must be set-back no further than 10' from the Gulf Boulevard ROW. They reach no higher than 5 stories above the parking base, and the upper levels can be no wider than 80% of the distance between the edge of the ROW at 131st Avenue and the edge of the ROW at 132nd Avenue,

View of Potential Hotel Site from Gulf Boulevard



Conceptual Plan for Proposed Hotel Development Highlighting Relatively Small Buildings and a Variety of Public and Semi-Public Outdoor Spaces

and similarly between the edge of the ROW at 132nd Avenue and the edge of the ROW at 133rd Avenue. The space in between must be kept open, and can be used for various hotel-related functions.

The property along Boca Ciega Drive that is currently zoned as R-2, can be incorporated into the hotel program, but must be of a size and scale to fit within the R-2 zoning. One option to explore for these properties would be a series of small cabanas oriented towards both the street and the water, and built around internal open courtyards. These buildings can be no higher than two stories above the mandated Mean Flood Line, and must be designed and detailed in keeping with the residential character of the neighborhood to the east.

The property on the west side of Gulf Boulevard can similarly be designed as part of the overall hotel complex, possibly offering an alternative hospitality product from the developments on the east side. The structures must obey the limitations of the revised R-3 zoning, including incentives.

Under no circumstances shall a structural bridge cross over Gulf Boulevard from one piece of property to another. The blocks from 130th Avenue to 133rd Avenue along Gulf Boulevard have been designated for Slow Movement traffic. On-street parking will be permitted, and streetscaping will further enhance the pedestrian character of this length of roadway. The intersection of Gulf Boulevard and 131st Avenue will be detailed as a key pedestrian zone, facilitating easy movement between the east and west sides of the road.

27 Encourage Redevelopment on the West Side of Gulf Boulevard that Matches the Smaller Size of Properties in this Area

The area between 130th Avenue and 135th Avenue, on the west side of Gulf Boulevard, includes a diverse range of residential types, including a good number of smaller single-family houses on relatively narrow lots. These look both east, towards the Boulevard, and west, towards the Gulf, and are serviced by Gulf Lane. This location tends to differ from areas both to the north and the south along the west side of Gulf Boulevard because of the fine-grained character of the properties and the generally smaller-scale of the buildings found there. (In many ways, this type of development transition is not unusual along the beaches. In St. Pete Beach to the south, a similar "step-down" occurs along the Gulf for half-a-dozen blocks just north of the Don CeSar Hotel, where a cluster of single-family houses sit with much larger multi-family structures as bookends on either side.)

It is important to both the residents of this area and to the City to retain the small-scale character of these blocks while, at the same time, facilitating financially viable renovation and redevelopment. To do this, the Master Plan Zoning Code provides development incentives for residential projects that maintain relatively small footprints or that are built on smaller lots less than 100 feet wide.

The goals in these cases are to facilitate a range of redevelopment types including larger single-family houses as well as a house-scale multi-family condominiums and small-site multi-family options. In each case, the buildings must adhere to strict criteria regarding width of frontage, side yard setbacks and landscaping, height above grade for ground-level structure, and overall height above parking.

North of 134th Avenue, Redevelopment Should Match the Relatively Small Scale of Current Plats and Ownership Patterns. South of 134th Avenue, Gulf Lane Should be Maintained, but Larger Redevelopment Projects can Occur to Match Plat Sizes and Ownership Patterns

View Down Gulf Lane Showing Small Scale Houses

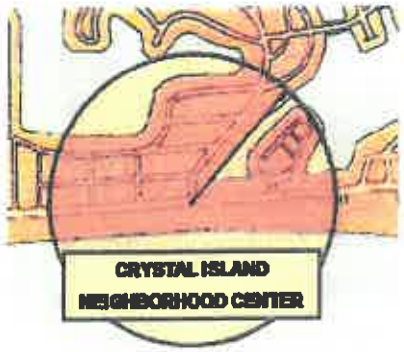
View of Newer Developments Along Gulf Lane

The specific details of the development types and regulations are included in the revised Zoning Codes included in this Master Plan.

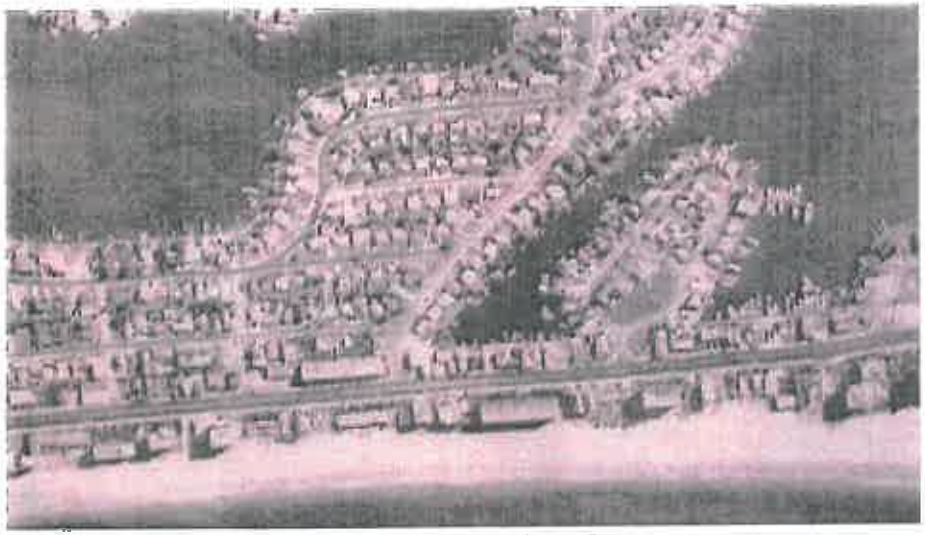
28 Crystal Islands Neighborhood Center

At present, there is only a single stoplight along the length of Gulf Boulevard between 150th Avenue and John's Pass. This occurs at the intersection with 140th Avenue, signifying the functional importance of this location. The vast majority of the residents living on Crystal Islands, Bay Point or the surrounding streets, uses this intersection to carry out its day-to-day activities.

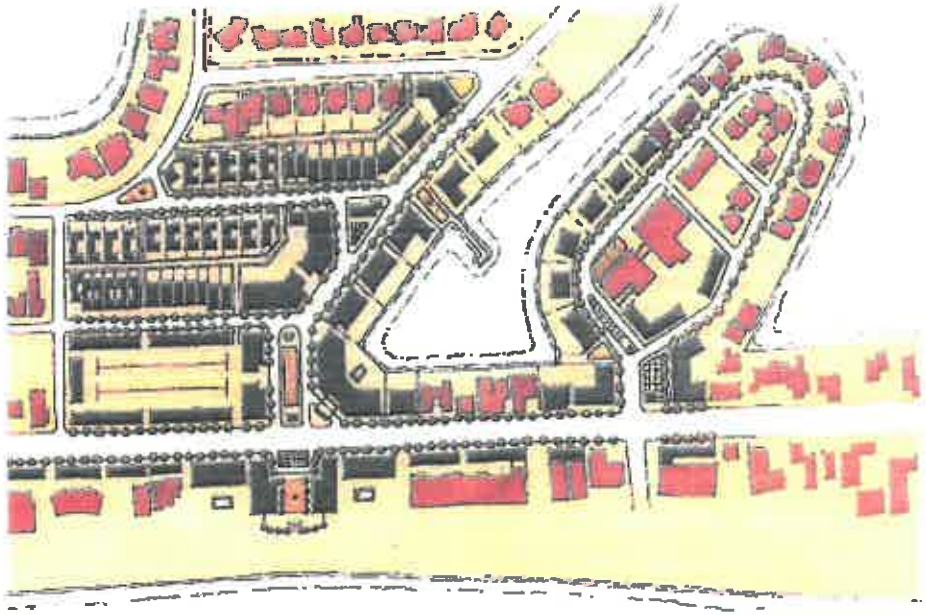
At present, there is nothing about the intersection to signify this importance, either in terms of signage, landscaping, urban design or special activities. As the City matures and begins to redevelop, consideration must be given to the significance of this intersection for travelers moving through the City, for the day-to-day functioning of the adjacent neighborhoods, and for pedestrians looking to move from the residences to the Beach and back.



Area included in the Neighborhood Center



Aerial View of Intersection of 140th Avenue and Gulf Boulevard and Surroundings



Conceptual Plan Showing New Development in the Crystal Islands Neighborhood Center

As discussed in earlier sections, the area between 137th Avenue and 141st Avenue should be designed for Slow Movement car travel. This includes on-street parking; pedestrian cross walks at all intersections. The intersection of 137th Avenue and Gulf Boulevard marks the entry to one of the City's oldest and most revered landmarks, the Church by the Sea. Currently, the entry includes a great deal of undistinguished surface parking and a number of obsolete retail establishments. This intersection must be redesigned to include urban design elements that highlight its importance to the community; these include a plaza, signage, landscaping and lighting. These will work both to highlight the sense of arrival at the Church, and to create development opportunities for restaurants and other neighborhood-serving retail.

The intersection of 140th Avenue and Gulf Boulevard must be redeveloped to facilitate pedestrian movement both east and west as well as north and south. As existing functions become obsolete or existing structures come up for redevelopment, they should be replaced with mixed-use facilities including appropriate neighborhood-oriented retail and commercial uses at grade and residential uses above. In this way, the intersection will become a "place" in its own right, a destination for residents from both sides of Gulf Boulevard, and a desirable commercial amenity.

29 Implementation

The City of Madeira Beach currently lacks the staffing to carry out the very ambitious program outlined in this Master Plan. While there are a good number of City employees, and their assistance and efforts throughout the planning process, and in particular during the *charrette*, were invaluable, none of the current staff are assigned to duties that directly pertain to the activities described in this Plan.

COMMUNITY DEVELOPMENT DIRECTOR

It is critical that the City seek to hire a key individual to oversee the implementation of the ideas, programs and strategies discussed in this Plan. This staff person should fill the currently vacant position of Community Development Director. His or her responsibilities should be to use this Plan as a guide and to aggressively seek to implement the short-, medium-, and long-term strategies included in the Plan.

The ideal candidate for this position should be someone with a background in physical design (architecture, landscape architecture, urban design), planning and/or real estate development. Economic development experience is also helpful. The right candidate should be someone who is comfortable working with people, both in groups and one-on-one. The person in this position must be extremely proactive, and capable of focusing on the growth of the City. This is NOT an administrative position.

Given the small size of the City and applicable salary limitations, this position might not appeal to many qualified candidates. The City should deliberately seek younger candidates, several years removed from their education, with some professional experience, who are looking to make a name for themselves, and who see this position as an opportunity to show what they can do.

PLANNING SERVICES

Ultimately, the City should look to hire a full-time Planning staff member. This decision should be delayed somewhat, until the Community Development Director position has been filled, and this Director has had a chance to become acquainted with the community and the Master Plan. This might take anywhere from one to two years time. In the interim, the City should contract out its planning service requirements, preferably to a private consulting company as opposed to currently available County agencies. In contrast to an "as needed" service, this assistance should probably be done on retainer to serve the City's needs more fully; this would enable the consultant(s) to attend regular Commission meetings, commit regular periods of time to work with City staff, and to assist them to gradually "tweak" the Master Plan to make it more operational and effective.

TOWN ARCHITECT

It is beyond the scope of this Plan to delimit a full-fledged set of architectural guidelines for future development in the community. It is clear, however, that both the citizens and the leaders of the City could use some assistance in deciding and defining the degree to which they would like to control the future appearance of Madeira Beach. Clearly, too, some assistance will be necessary in determining how best to implement the design guidelines included in this Plan and how to address the design implications of some of the redevelopment strategies outlined here. To this end, the City should look to contract with an outside architectural consultant to provide design guidance, both to the Commission and Staff, and to individuals approaching the City with plans for redevelopment projects.

Several potential candidates for this position have been discussed among members of the Master Plan Team, and these can be forwarded to the Commission, for consideration, at their request.

IV CODES IN GENERAL

From the outset of the Visioning Process in 2001, there was a general sentiment among both citizens and members of the City Commission that the current Zoning Code for Madeira Beach was not functioning as desired. In particular, many felt that the codes were not producing the types of development that the community wanted, and that the complexity and redundancy of the existing codes were actually acting to deter redevelopment and stifle potential new development.

During the Master Planning process, the Team made a number of discoveries about the qualities of the Code and its application that corroborate the general sentiments. The Team also came upon a number of situations in which the current code would either be at odds with the general intent of the Plan or simply unable to address the new issues and goals that emerged as part of the Master Plan process.

This chapter is broken into three distinct sections. The first section looks to address the City's primary concern about the utility of the Code, by analyzing the existing zoning regulations and recommending changes and alterations to various elements of the Code. These recommended changes should relieve some of the concerns about redundancy and complexity, and yet leave general issues of density and intensity of development essentially unchanged.

A sub-section of this first part includes a graphic depiction of the recommended development standards for each of the existing zoning categories.

(It is important to note here, however, that the comments here fall strictly into the category of recommendations. Should these be adopted in principle with other elements of the Master Plan, the City must arrange to have these recommendations drafted by the appropriate professionals and added to the official Zoning Code. The current Madeira Beach Code was produced by the MuniCode Corporation of Tallahassee. The City could contract with MuniCode to make the necessary updates and changes, or the Commission could assign the City Attorney to craft the necessary language and make the necessary amendments to bring the Code into compliance with the new and updated goals and strategies.)

The second part of this chapter contains a more detailed discussion of the requirements that must be met to create the recommended designation of two Community Redevelopment Districts within the City.

Finally, the last section addresses the three Pedestrian Sheds that are proposed within this Master Plan. The Plan proposes that these Sheds be designated as Overlay Districts with their own specific development regulations and design parameters. Where possible, these new criteria will address the physical characteristics of new development, including general discussions of urban design guidelines and architectural guidelines.

THE EXISTING CODE: REVISIONS & ALTERATIONS

As was noted several times during the public presentations at the design *charrette* and in subsequent meetings, the existing Land Development Regulations for the City of Madeira Beach were developed by the Municipal Code Corporation of Tallahassee Florida in 1999. The code is a comprehensive and generally consistent document. It does, however, reflect a generally suburban bias in its content, and is possibly over-regulated in its format.

These regulations were analyzed several times, by several people, section by section. What follows is a commentary on those sections that are regarded as potential sources of conflict or confusion, with recommendations for streamlining the code language, or altering the specific requirements of particular sections to produce language that is more conducive to the redevelopment goals of the City.

Chapter 86 Administration

Division 1. Generally

The requirement that land development regulations be enforced by the City's building official should be changed to require plan approval by a duly selected and hired planning official. As is discussed elsewhere in this plan, the successful implementation of the recommendations and strategies outlined in this Master Plan require the day-to-day supervision of a number of additional professionals. One of these should be a duly certified professional planner, preferably one with experience working with communities looking to undertake aggressive redevelopment programs.

This professional would not be responsible for addressing health, safety and welfare issues directly related to the structural or material qualities and capabilities of a proposed building; rather, this person would insure that proposed developments and/or redevelopment efforts adhere to the general spirit of the Master Plan, and are in keeping with the specific planning and development requirements and guidelines recommended in this Plan.

In contrast with the current situation, the planning official should be aggressively proactive about his or her duties. At the least, he or she should be available to meet with residents or developers proposing projects, long before the delivery of design documents for approval. These early meetings should inform petitioners not only of procedural requirements of the approval process, but also the spirit and intent of the Master Plan. The planning official should educate the petitioners as to critical elements of their proposals, and provide insight into the design of a successful application.

Chapter 94 Flood Damage Prevention

Section 94-76. Pilings; stem walls; fill.

The first sentence of this section should be retained: "Pilings or stem walls are permitted."

The subsequent section on the use of fill should be removed. The use of fill to raise the elevations of new structures to the mandatory minimum base flood elevation produces "ant hills" within the neighborhoods with new buildings sitting atop mound of fill. In communities such as Madeira Beach where lots are generally small, and side-yard set backs are minimal, the sequence of fill-mounded buildings from one lot to another destroys the attempt to create a cohesive and harmonious physical environment.

Chapter 102 Signs

In general, the text and requirements of this chapter reflect the suburban character of the existing Code. Sign standards are devised around the requirements of people moving at high speed in automobiles. The cacophonous environment that derives from such practices is the unfortunate result of such an approach.

In general, this entire section should be revisited, possibly as part of a consultant contract to devise an appropriate, effective and coordinate signage package for the entire City. As a start, this document includes some general signage recommendations for use within the three proposed Pedestrian Sheds.

At a minimum, the size requirements for signs should be reduced. In particular, the practice of allowing attached wall signs of up to 50 square feet in area should be disallowed, and replaced by a general maximum size of 20 square feet.

In addition, a coordinated program that addresses the height, size and location of pole-mounted signs should be developed, and a similar program for building-mounted signs. In general, signs intended to convey information to passing motorists should be coordinated, with one sign serving the needs of several users. Wall mounted or blade signs used to convey information to pedestrians should be similar coordinated, with each user allowed at least one appropriately scaled sign to signify his or her establishment.

Chapter 110 Zoning

Section 110-51. Scope of Review.

The responsibility for general or routine review of development proposals should be that of the City's Planning Official. As noted earlier, a key responsibility of this staff member should be meeting with prospective applicants long before the submission of documents and plans, to educate them as to general and specific requirements, and to work with them as they move through the process of submitting their development or redevelopment application.

The role of the Planning Commission should be reserved for appeals or those cases whose complexities or idiosyncrasies demand additional study or consideration.

ARTICLE III NONCONFORMANCES

It is the recommendation of this Master Plan that all non-conforming residential uses that are currently operating in good order be converted to permanently approved conforming uses. That is, if a building is operating as a duplex, on a property that has be zoned exclusively for single-family homes, that building should be allowed to remain as a duplex. In addition, should the owner of the building want to renovate or completely rebuild his or her structure, he or she should have the opportunity to rebuild the currently existing non-conforming use. In the example cited, the duplex could be torn down and replaced by a building that also functions as a duplex.

Needless to say, all relevant and applicable design regulations and building codes must be met, including Federal and State flood elevation requirements, but the continuation of the currently non-conforming use should be guaranteed. In addition, should the owner or developer look to expand the area of the non-conforming use, he or she should be allowed to do so, assuming that all applicable code requirements are met. That is, if the existing building holds a duplex with two 1,000 square foot units, the owner should be allowed to replace it with a duplex that holds two 1,400 square foot units, assuming that this larger structure meets or exceeds all the physical design criteria for this type of structure: setbacks, heights, etc.

The rationale for this recommendation relates to both operational criteria and economics. If a building is currently operational as a non-conforming use, evidence is that the current use is viable. Maintaining this use or redeveloping this use will have no adverse impact on infrastructure demands or levels of service.

The economic rationale relates to the operational value of property. All other factors being equal, a site that holds a property that can be operated as a duplex is more valuable that one that can only hold a single unit. The seller of such a property will want the value that reflects its operational capacity as a duplex. If, however, the buyer of the property can only use it as a single-family dwelling, he or she will be disinclined to pay for this additional capacity. The disincentive of requiring non-conforming uses to come into compliance is reflected in the inability to sell non-conforming structures, and a disinclination to reinvest in their upkeep and/or renovation.

If acceptable to the City, the language that is currently included in Sec. 110-95. "Rebuilding after a catastrophic loss," part (b), should be acceptable for the rebuilding of non-conforming uses, under any circumstances.

ARTICLE V. DISTRICTS

As part of the development of this Master Plan, additional categories will be proposed for the Land Development Regulations, including, in particular, Community Redevelopment Districts (CRD). In reviewing the existing Code, however, it is recommended that the current category C-4 Marine Commercial be done away with. All properties currently zoned C-4 (and there are only three in the entire City) should automatically be re-zoned C-3, Retail Commercial. In cases where there are still uses associated with these properties that would be out of keeping with the revised C-3 zoning, these uses should be allowed as permitted non-conforming uses. In particular, these three (3) properties should be encouraged to promote and develop uses that take full advantage of their waterfront location.

Sec. 110-187 Height, bulk of buildings, etc.

This section will have to be modified in light of the earlier discussion. In particular, section (4) on the permissible lot area per dwelling unit should probably be discarded.

In lieu of an exhaustive analysis of each of the City's zoning categories, this Master Plan includes a series of concise charts that include a diagrammatic proposal for each of these categories. In addition, these charts include a discussion of requirements for Building Height, Building Placement, Lot Size and Lot Coverage. All other requirements, such as Floor Area Ratio (FAR) and Impervious Surface Ratio (ISR) should be discarded as unnecessarily duplicative.

In this context, the definition of "Building Height," when delimited as a length measure, is assumed to be measured to the eave of the roof, so as not to become a disincentive to the construction of appropriately pitched roofs.

These charts are included in the next section of this chapter. In each instance, the figures used in the graphics and text should supersede the language and figures used in the current chapter 110 of the Land Development Regulations.

In each case, language in the current chapter 110 that is not repeated in the graphics should be deleted from the Code.

Language must be added to Chapter 110 addressing the commonly held concern about encroachment into mandatory side-yard and front-yard setbacks. In general, but particularly in the cases of single-family houses in the R-1 and R-2 categories, certain types of encroachment should be permitted, particularly in the case of renovation or redevelopment. To the extent that they do not extend more than 50% of the setback, items such as mechanical equipment and stairways are permissible within the mandatory side-yard setbacks. In the same vein, to the extent that they do not protrude more than 50% of the depth of the front yard setback, elements such as covered porches, balconies and stairways are permitted. These porches must be unenclosed on the sides, or can be screened.

Sec. 110-430. Height Regulations

While the existing Code does allow a variety of towers to exceed the maximum height regulations, these are generally seen as utilitarian or commercial uses. The Master Plan recommends that all single-family residences that are built on non-waterfront lots be allowed to build towers provided that these stay within the allowable footprint of the building, that these are no more than 20 feet above the maximum allowable height or the ridge of the highest roof point of the house, and that they have a maximum footprint of no more than 240 square feet. These elements, which can include habitable space, not only allow for additional use space within the houses, but also can provide homeowners on non-waterfront lots with views of the water. In addition, carefully thought out and designed, these elements can, over time, become an essential and desirable characteristic of Madeira Beach architecture.

DIVISION 8. HOME OCCUPATIONS

This section in the existing Code is actually quite reasonable in permitting a diverse range of home occupations, but with clear caveats that these activities in no way, shape or form, can undermine or interfere with the predominantly residential character of the individual units and their surrounding neighborhoods. Generally, the predominant concerns in this respect tend to relate to signage, excessive vehicular or pedestrian traffic, parking and the generation of noise.

The Code needs to make provisions for an intermediate level between these forms of home occupations and conventional commercial developments. These uses, generally know as Live-Work Units, have much of the character and style of traditional single-family houses or urban townhouses,

but are designed to facilitate not only the individual looking to work within his or her house, but also the day-to-day conventional commercial transactions that such an individual might desire as part of his or her business. That is, these buildings function as conventional dwelling units, with the residential elements generally located above or behind the commercial elements, but also facilitate a desirable level of commercial and public interaction as well.

Examples of typical live-work units are included within the Master Plan. It is recommended that such units be permitted, as-of-right within all the commercial zoning categories and within the R-3 Medium Density Multifamily Residential Category. Such units should also be encouraged, where appropriate, within all three of the proposed Pedestrian Sheds.

ARTICLE VII. OFF-STREET PARKING AND LOADING

In a suburban setting, surface parking is the norm and, in general, such parking is offered free of charge, as part of the cost of doing business. In an urban setting, parking is generally found on-street or in structured garages, and in both cases there are charges for use of the parking spaces.

With respect to parking, Madeira Beach finds itself somewhere between the two conditions. The City is clearly not a typical suburb in terms of the intensity and density of uses, nor has it advanced to true urban status. Land is too valuable at this point to simply pave large quantities of it for the temporary use of parked vehicles. However, the rigorous height limit and restrictions on the intensity of certain types of developments, also mean that with a few exceptions developers and property owners cannot afford to build parking structures to house vehicles.

Within each of the three proposed Pedestrian Sheds, developers should have the option to pay a fee in lieu of providing the parking spaces required by their specific projects. (In fact, on-site parking should be discouraged, in order to permit the density and intensity of uses that activate such pedestrian districts.) These fees should be used by the City to provide readily accessible parking within the Shed. In some instances, this parking can be provided on-street, often for simply the cost of re-striping the roadways. In other cases, however, the parking will have to be provided within structured garages, the costs of which can easily reach $10,000 per space, not including land costs.

A specific Parking Plan must be developed for each of the three proposed Pedestrian Sheds. The schematic plan drawings that illustrate each Shed include a range of parking options, including public and private surface lots, on-street parking, and structured garages. However, no specific needs analysis was carried out for any of these Shed areas, nor was a specific tally done of the spaces provided. In addition to accomplishing these tasks, the district parking plans for each Shed must address the issue of determining the cost of the fee to be paid by developers in lieu of providing their own on-site parking.

Sec. 110-871. Number of Spaces.

The measures listed in the "Table of Required Parking Spaces" tend to reflect the suburban characteristics of the current code. In almost every instance, it is assumed the all, or nearly all, of the users of the particular functions listed in the chart, will travel to and from the use by private automobile.

Over the short-term, this assumption will probably prevail, but over the medium- and long-term, this Master Plan looks to encourage a wider diversity of travel modes, with particular emphasis on pedestrian trips, bike trips and use of transit, in particular, the Beach Trolley.

While the numbers listed as requirements within this Table can arguably be regarded as both excessive and arbitrary, the City cannot simply grant a reduction to all parking requirements in the hopes of inducing additional development. Rather, the aforementioned, District Parking Studies must be commissioned for each of the three proposed Pedestrian Sheds, with particular emphasis on a variety of techniques and approaches.

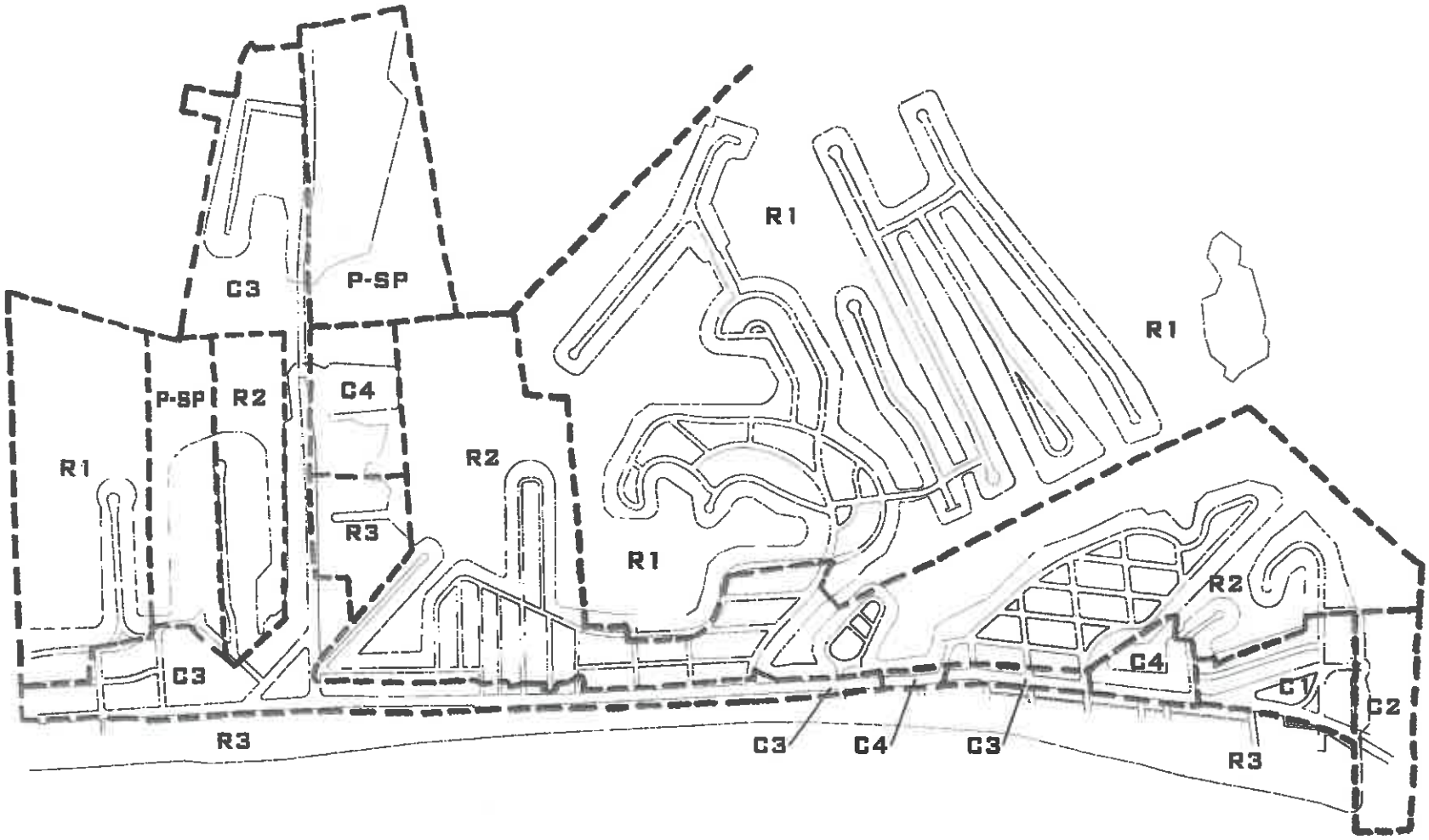
Part of the emphasis for each of the three Sheds must be on attracting pedestrians from within the Shed and from surrounding neighborhoods. Arriving on foot, these visitors will make no demand on parking, and will provide energy and vitality to the districts.

In addition, these Sheds must look to create greater diversity of residential options within their confines, with a particular emphasis on the development of new alternatives including Live-Work options. Again, residents who live within the Sheds will be able to leave their cars at home when the frequent stores, shops and other services within the Sheds.

On-street Parking must be optimized within these Sheds, with spaces provided in an accessible and coordinated manner. To the extent possible, such spaces should be metered to promote effective turnover throughout the day, and should be oriented at the visitor or user who intends to spend less than two-hours within one of the Sheds.

A philosophy that is gaining considerable credibility in cities across the country is the Park Once approach. In this situation, effectively large, centralized parking structures are provided in accessible locations in the middle of pedestrian-oriented working and shopping districts. Visitors can arrive in the morning, park once, and then operate effectively without a car for several hours or an entire day, if necessary. Both the John's Pass Center and the Madeira Beach Town Center lend themselves to some application of this approach.

In a related vein, the City should work with local developers and land-owners to insure effective mixes of uses within each of the three Sheds. While structured parking spaces are effective to build, they operate optimally if they can be kept filled for most, if not all, hours of the day. To achieve this goal, a diverse range of users must take advantage of the structures. Based on extensive studies done by professional organizations such as the Urban Land Institute, an operational program that mixes commercial offices uses with retail/restaurant uses as well as apartment residential uses, can reduce overall parking demand by nearly 25%. That is, instead of building the aggregate sum of the parking required by each of the individual uses, developers can create serious economies, but making sure that each of these differing uses fit within some standard proportional relationship to each other. That way, office workers park in the spaces during the day, store and restaurant visitors use the spaces in the evening and on weekends, and residents use them during the nighttime.


C3
P-SP
R1
R1
P-SP
R2
C4
R1
R2
R3
R1
R2
C4
C1
C2
C3
R3
C3
C4
C3
R3

GRAPHIC ZONING CODE

The pages that follow in this section of the Master Plan depict both the existing and proposed development codes for the City of Madeira Beach.

The first four pages describe the existing Residential and Commercial Zoning Codes for Madeira Beach. The next three describe the Residential and Commercial Zoning Codes proposed for acceptance by this Master Plan. For purposes of this Draft, the proposed Codes include all of the same categories currently found in the existing Zoning Code. The final decision as to removing or revising the category "C-4, Marine Commercial" has not yet been made.

In both cases, the codes are organized by Building Type, and include only four categories of description: Building Height, Building Placement, Lot Size, and Lot Coverage. This Plan recommends that any and all additional regulatory elements that are contained in the current code, such as Impervious Surface Ratio (ISR) and Floor Area Ratio (FAR) be discarded. (Because Floor Area Ratio is commonly used throughout the country, the City might wish to retain its use purely for descriptive purposes. That is, if a developer came in to discuss a project, the city Planning Official might want to summarize the application of the Code to a particular property in terms of an allowable FAR, but only as derived from the application of the other four regulations.)

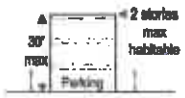
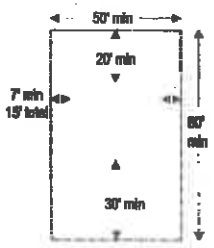
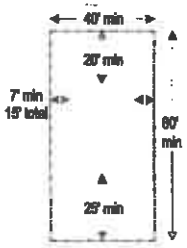
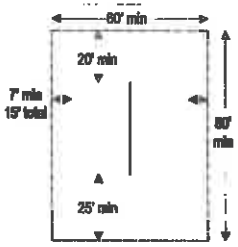
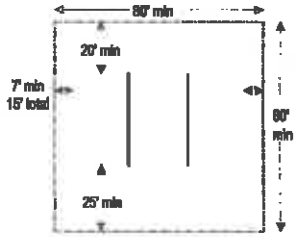
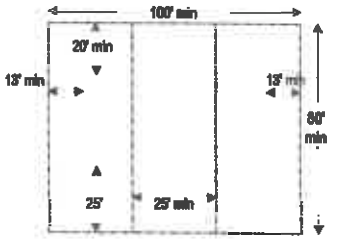
With respect to Building Height, the Master Plan recommends that this category be measured primarily in terms of Stories rather than in Feet, with some upper limit on the allowable height of a "story." For the purposes of this Draft, however, the graphics used for the Proposed Standards depict both forms of measurement.

The category Building Placement describes in graphic form, the conventional elements of Front Yard, Side Yard, and Rear Yard Setbacks. In this instance, the proposed Standards often include Minimum and Maximum Front Yard setbacks.

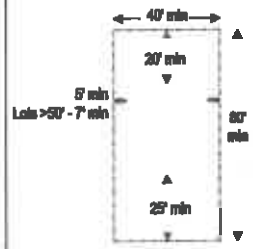
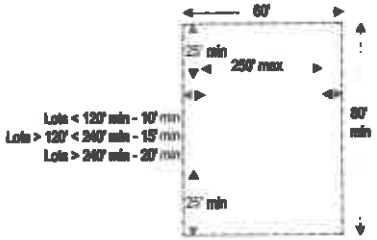
The Master Plan adopts the current sliding ratio requirements for Side Yard Setbacks; that is, the wider the lot and/or the wider the proposed building, the wider the required Side Yard Setbacks. The next two pages of this section include Demonstrations of the application of the proposed Standards to a variety of Multi-Family Residential possibilities, showing that as the buildings get bulkier in mass, they must also stand further apart from one another, thereby working within the constraints of conventional development practices, but also ensuring views and potential access to the water from Gulf Boulevard.

This Master Plan proposes a series of incentives for projects built along Gulf Boulevard, and along other designated roads within the proposed Pedestrian Sheds. The next two pages depict these incentives for both Residential Properties (R3) and Commercial Properties (C3). As will be seen the Plan proposes one level of incentive for any new R3 or C3 development within these designated area, and a second additional incentive for projects to be built on smaller lots (less than 100 feet wide). (It is important to note here, as is discussed elsewhere, that all R3 buildings are required to accommodate all of their required parking on-site, and that parking decks are not allowed; that is, all parking must be accommodate on the ground level of the site. C3 properties are allowed to negotiate the accommodation of their parking requirements, using some or all options such as on-street parking, collective private sector garages, lots or valet services, or public parking provisions paid for through a fee-in-lieu agreement with the City.)

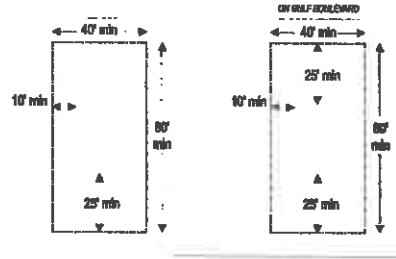
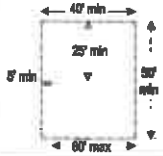
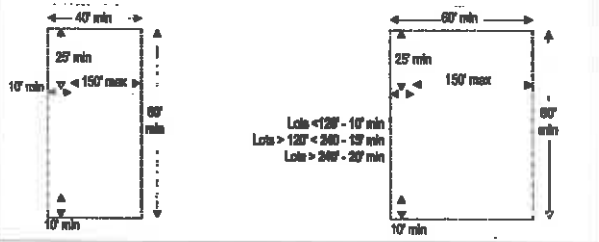
EXISTING STANDARDS RESIDENTIAL

	R1 SINGLE FAMILY	R2 MULTIFAMILY LOW DENSITY			
BUILDING TYPE	SINGLE FAMILY	SINGLE FAMILY	DUPLEX	TRIPLEX	TOWNHOUSE
BUILDING HEIGHT					
BUILDING PLACEMENT					
LOT SIZE	5000 sq.ft. min	4000 sq.ft. min	3000 sq.ft. min per unit	3000 sq.ft. min per unit	12000 sq.ft. @ 3000 sq.ft. per unit
LOT COVERAGE	40% max	40% max	40% max	40% max	50% max

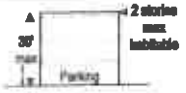
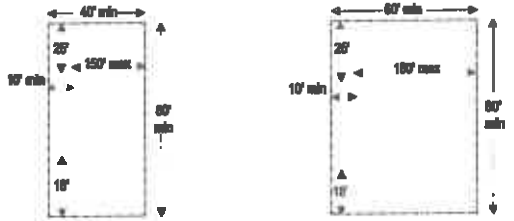
EXISTING STANDARDS RESIDENTIAL

	R3 MULTIFAMILY MEDIUM DENSITY	
BUILDING TYPE	SINGLE FAMILY / DUPLEX / TRIPLEX	MULTIFAMILY / RESIDENTIAL
BUILDING HEIGHT		
BUILDING PLACEMENT		
LOT SIZE	4000 sq.ft. min Single Family / 3000 sq.ft. min Duplex per unit / 2420 sq.ft. min Multifamily per unit	
LOT COVERAGE	40% max	

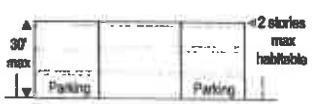
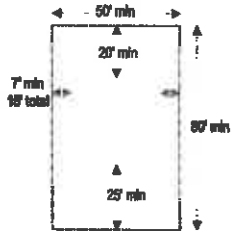
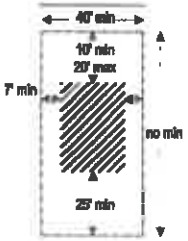
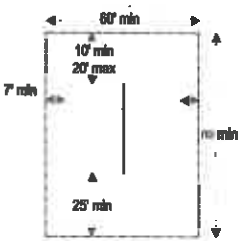
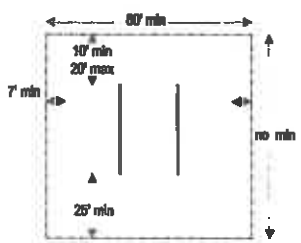
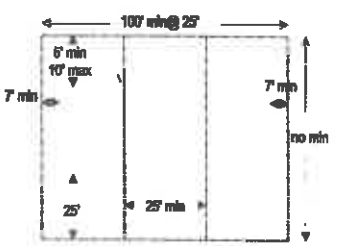
EXISTING STANDARDS COMMERCIAL

	C1 TOURIST COMMERCIAL	C2 JOHN'S PASS MARINE	C3 RETAIL COMMERCIAL
BUILDING TYPE			
BUILDING HEIGHT			 
BUILDING PLACEMENT			
LOT SIZE	4000 sq.ft. min Retail / 3000 sq.ft. min per unit Residential	2000 sq.ft. min	4000 sq.ft. min / 3000 sq.ft. Duplex - Triplex / 2420 sq.ft. Multifamily per unit
FLOOR AREA RATIO	0.70	0.70	0.55 / 0.80 Residential

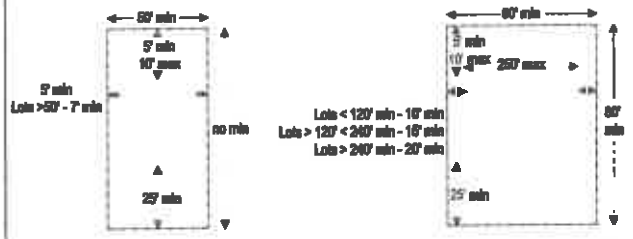
EXISTING STANDARDS COMMERCIAL

	C4 MARINE COMMERCIAL	
BUILDING TYPE		
BUILDING HEIGHT		
BUILDING PLACEMENT		
LOT SIZE	4000 sq.ft. min all uses / 2178 sq.ft. Tourist Dwelling per unit	
FLOOR AREA RATIO	0.55	

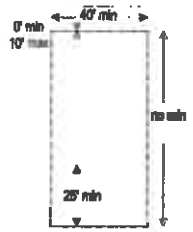
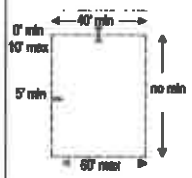
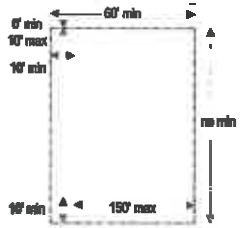
PROPOSED STANDARDS RESIDENTIAL

ZONING	R1 SINGLE FAMILY	R2 MULTIFAMILY LOW DENSITY			
BUILDING TYPE	SINGLE FAMILY	SINGLE FAMILY	DUPLEX	TRIPLEX	TOWNHOUSE
BUILDING HEIGHT 1. Building height shall be measured in number of stories, not including a raised basement, or inhabited attic. Each story shall not to exceed 14 ft. clear.					
BUILDING PLACEMENT 1. Buildings shall be placed within the areas hatched as shown in the diagram. 2. Buildings shall have facades along frontage lines and elevations along lot lines. 3. The facades and elevations of a building shall be distanced from the frontage and lot lines as shown in the diagram.					
LOT SIZE	5000 sq.ft. min	1/40 ft.	1/30 ft	1/25 ft	1/25 frontage (max 6 units attached)
LOT COVERAGE (exclude open porches)	40% max	60% max	60% max	60% max	80% max

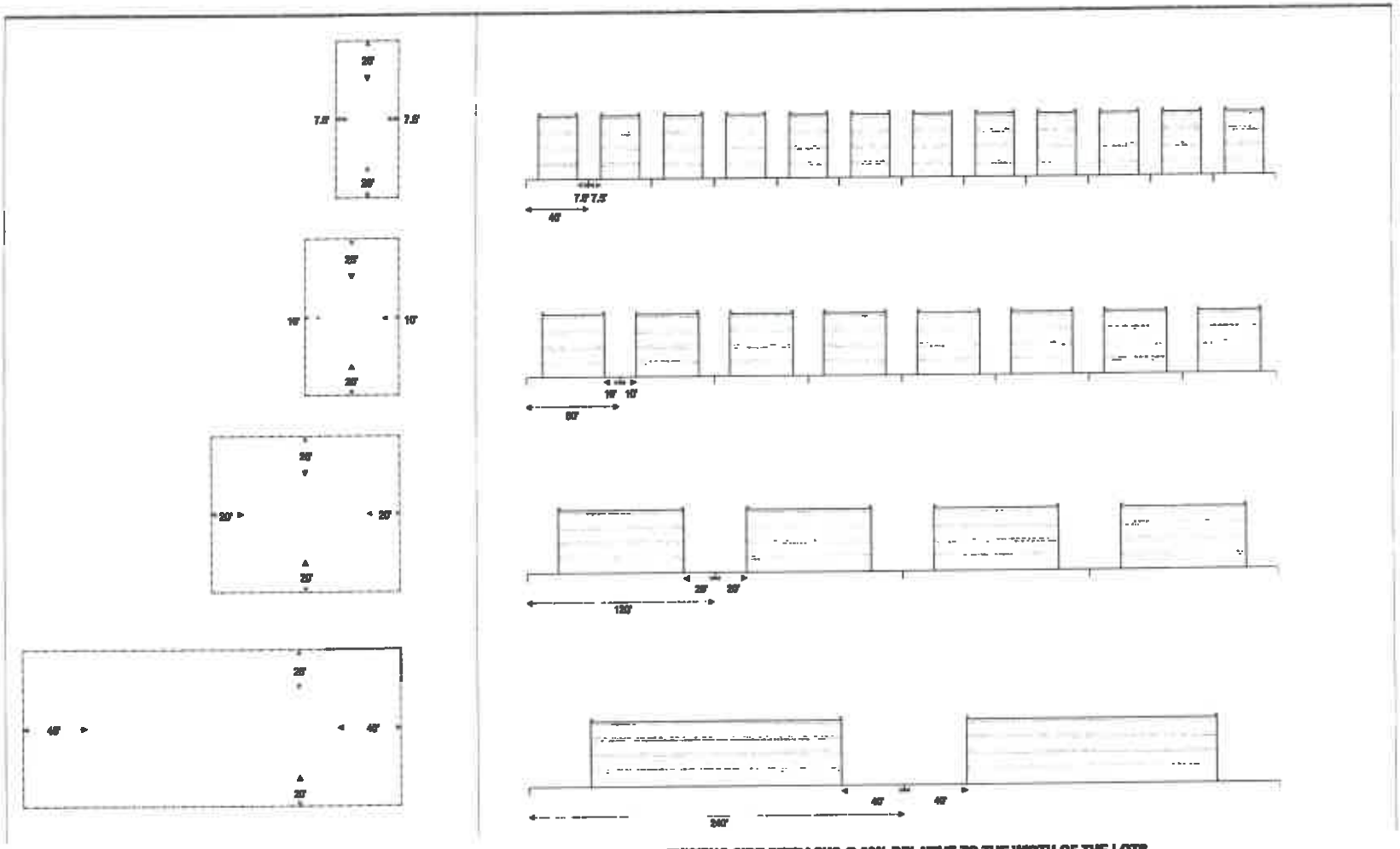
PROPOSED STANDARDS RESIDENTIAL

ZONING	R3 MULTIFAMILY MEDIUM DENSITY
BUILDING TYPE	SINGLE FAMILY / DUPLEX / DUPLEX — MULTIFAMILY / RESIDENCE
BUILDING HEIGHT	
BUILDING PLACEMENT	
LOT SIZE	4000 sq.ft. min Single Family / 3000 sq.ft. Duplex per unit / 2420 sq.ft. Multifamily per unit
LOT COVERAGE	60% max

PROPOSED STANDARDS COMMERCIAL

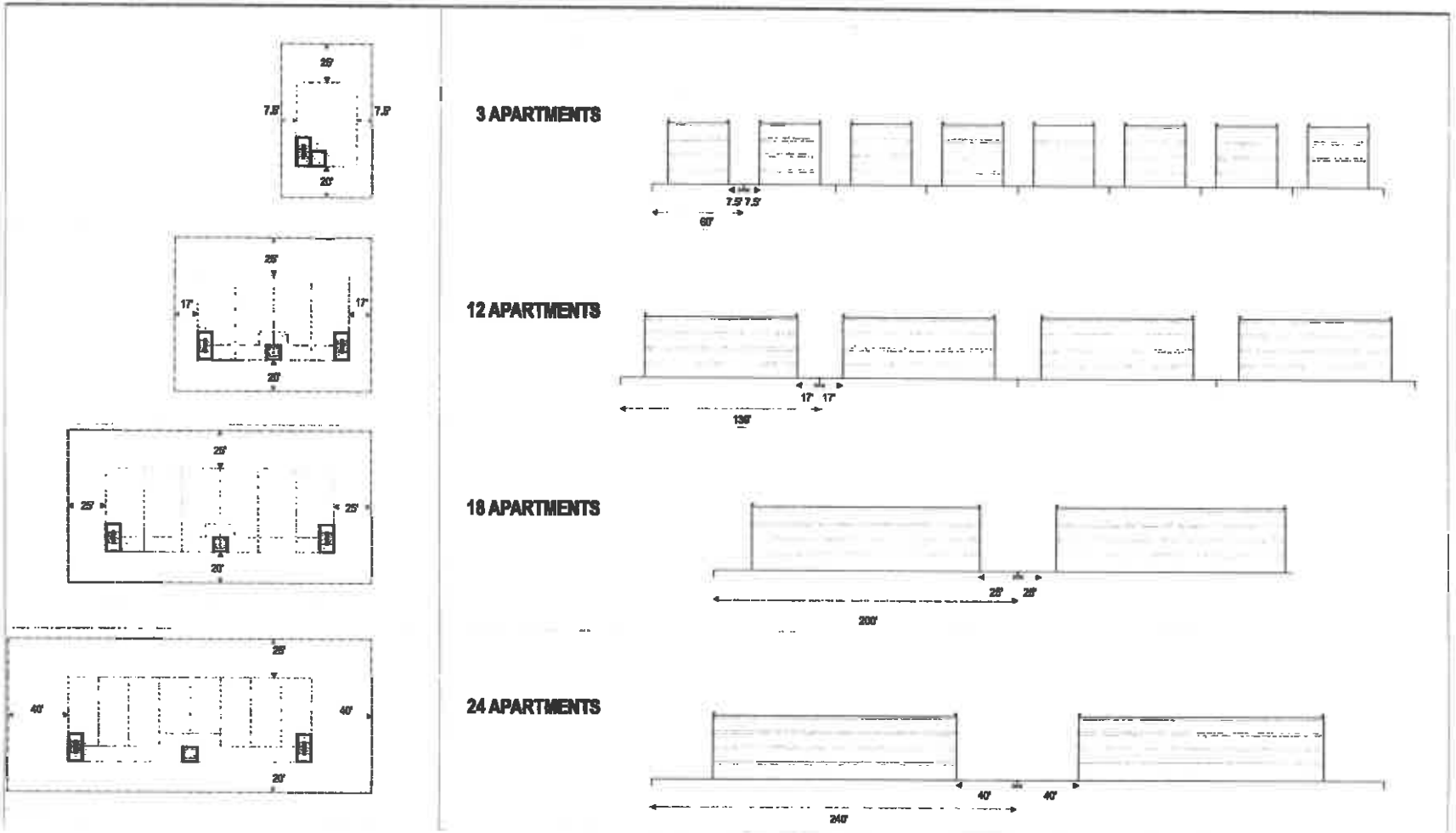
ZONING	C1 TOURIST COMMERCIAL	C2 JOHN'S PASS MARINE	C3 RETAIL COMMERCIAL	C4 MARINE COMMERCIAL
BUILDING TYPE				
BUILDING HEIGHT				TO BECOME C3
BUILDING PLACEMENT				
LOT SIZE			2420 sq.ft. Multifamily per unit	
LOT COVERAGE	80% max	90% max	80% max	

DEMONSTRATION - SITE SETBACKS



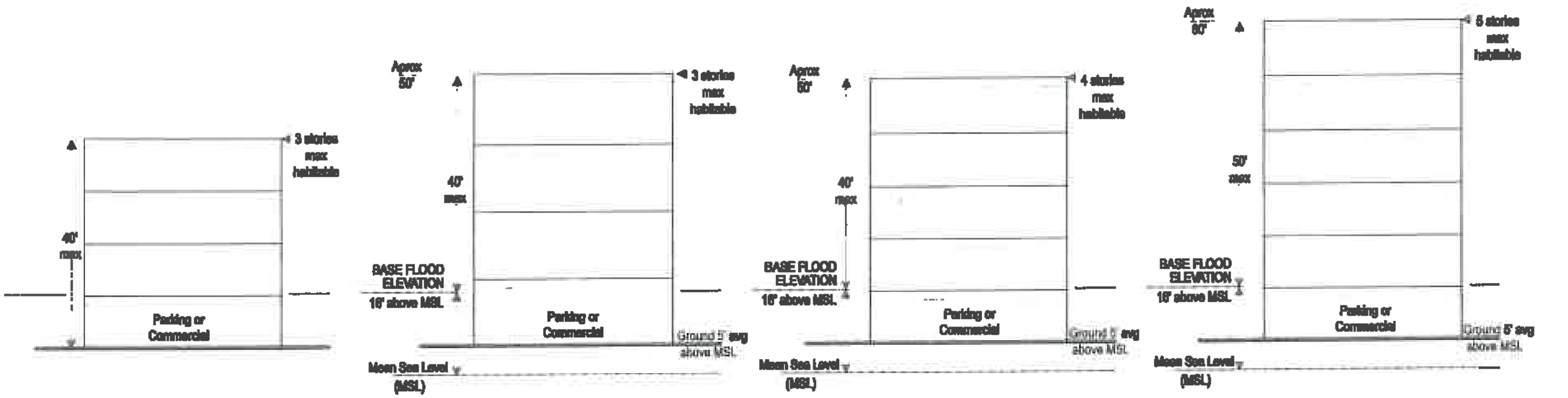
EXISTING SIDE SETBACKS @ 33% RELATIVE TO THE WIDTH OF THE LOTS

DEMONSTRATION - SITE SETBACKS



EXISTING SIDE SETBACKS @ 33% RELATIVE TO THE WIDTH OF THE LOTS

WEST OF GULF BOULEVARD - BUILDING HEIGHT R3



CURRENT INTERPRETATION

CORRECT CURRENT INTERPRETATION

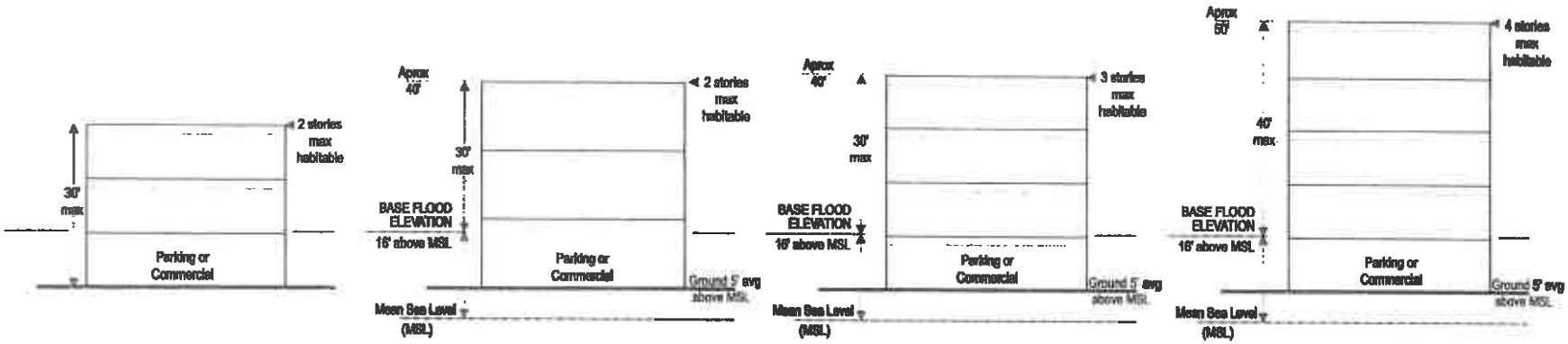
PROPOSED INCENTIVE WITHIN PEDESTRIAN SHED OR WEST OF GULF BOULEVARD

PROPOSED INCENTIVE FOR SMALL LOTS (UNDER 100')

Height, building means the vertical distance from grade to the highest finished roof surface in the case of flat roofs or to point at the average height of the heighest roof having a pitch. When a building is located within a special flood hazard area having a designated base flood elevation on the flood insurance rate map (FIRM), **the height may be measured from the base flood elevation to the highest point of the building.**

MADEIRA BEACH CODE - GENERAL PROVISIONS

EAST OF GULF BOULEVARD - BUILDING HEIGHT C3



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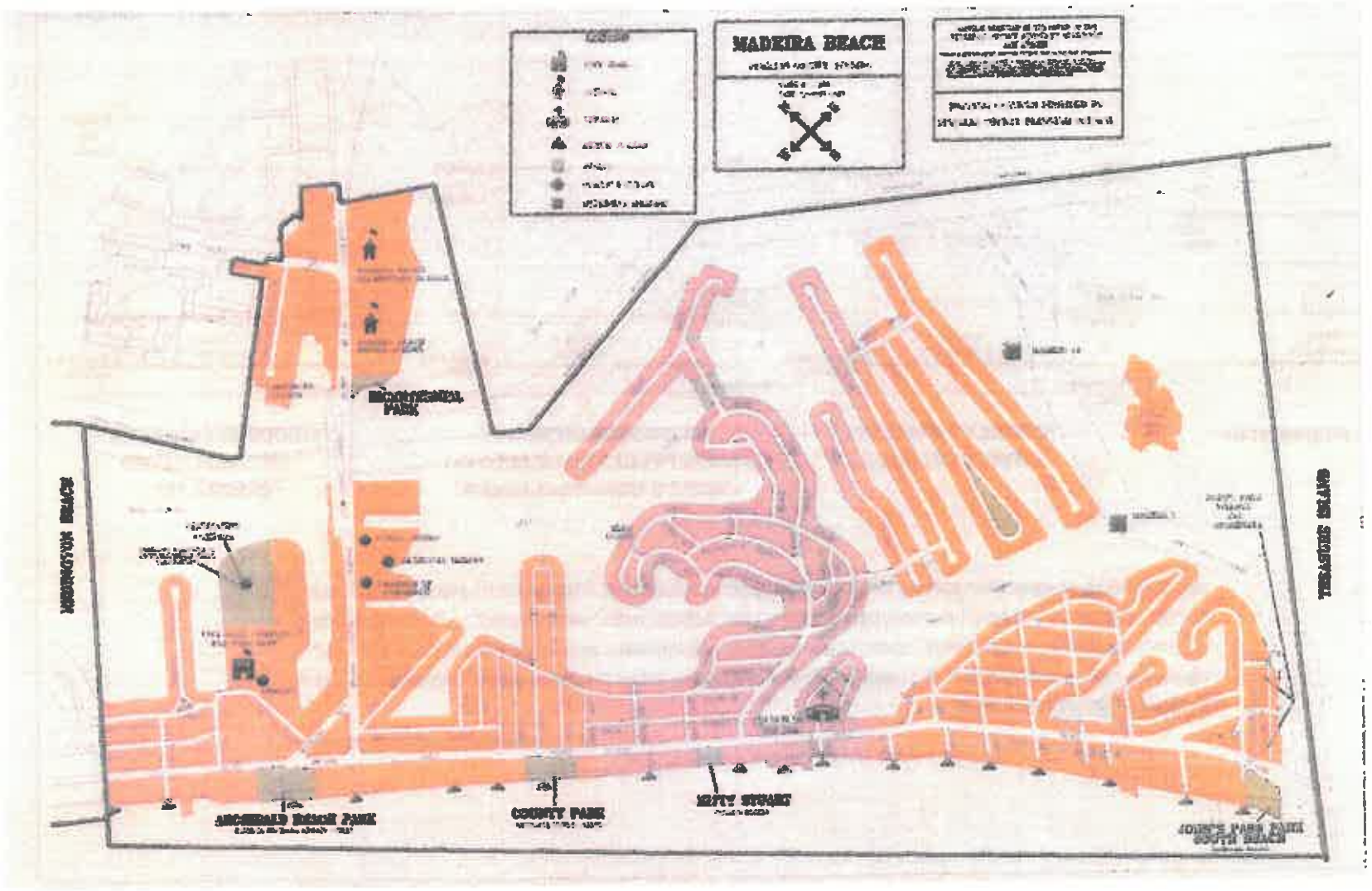
MADEIRA BEACH CODE - GENERAL PROVISIONS


MADEIRA BEACH
MADEIRA BEACH
GULF BOULEVARD
ARCHIBALD BEACH PARK
COUNTY PARK
KEITH STREET

COMMUNITY REDEVELOPMENT DISTRICTS

In discussions with officials from the Pinellas Planning Council (PPC) in 2001, the concept of the Community Redevelopment District (CRD) was introduced to the City of Madeira Beach. This land use category does not exist currently within the City's Land Development Regulations, but it is included within the Pinellas County Comprehensive Plan, and it has particular application to the case of Madeira Beach. This Master Plan recommends that the Pedestrian Shed overlays described as the Madeira Beach Town Center and the John's Pass Neighborhood Center be designated as official Community Redevelopment Districts (CRDs), with all the concomitant development flexibility and opportunity provided by these designations.

As described in the Pinellas County Future Land Use Plan (PLUP):

> It is the purpose of this category to depict those areas of the County that are now designated, or appropriate to be designated as, community centers and neighborhoods for redevelopment in accord with a specific plan thereof...
>
> This category is generally appropriate to those community areas designed to serve as local retail, financial, governmental, residential and employment focal points for a community; and to specified target neighborhoods designed to encourage redevelopment in one or a combination of uses as identified above and set forth in the redevelopment plan therefore.

One of the key elements of this plan category is the ability to be flexible in planning for intensity or density of future uses. The category prescribes no minimum or maximum intensity or density, but instead relies on the relationship between a specific proposed development and the specific plan for the overall district.

To win plan approval, the City must adhere to the following standards:

> The utilization of this plan category shall require the subject area to be formally designated as a community or neighborhood redevelopment area and a special area plan therefore approved by the local government. The process for plan amendment to employ or alter this plan category shall require recommendation by the PPC and approval by the DCA for the special area plan and any substantive amendments thereto...
>
> The plan prepared in support of this category shall include as a minimum that information for such special area designation determined necessary by the Pinellas Planning Council to evaluate the proposed amendment in relationship to the policies of the Countywide Plan, the assessment of infrastructure impacts and the adequacy of provision therefore and the relationship of the proposed special area plan to the Countywide FLUP and affected local government plans.

Discussions with representatives of the Pinellas Planning Council lend support to the goal of designating these two areas within the City of Madeira Beach as Community Redevelopment Districts. The specific plans described within this Master Plan would serve as the required redevelopment plans. The preparation and acceptance by the City of these plans would be used to initiate a request to the PPC for amendment of the Countywide FLUP map for these areas to CRD, and for approval of the City's plan amendment by the State Department of Community Affairs.

A required corollary step would be to create an appropriate zoning designation and code amendment

Proposed community redevelopment district for Madeira Beach town center.

Proposed community redevelopment district for John's Pass neighborhood center.

that would govern the type of development in the CRD and encourage redevelopment of the area.

One of the tools that the City can use to ensure that the intent of the Plan is carried out is to create development agreements with local land-owners or developers looking to work within the CRD. Such agreements would be used to identify both City and developer obligations with respect to issues such as public parking, beach access, sanitary sewer and potable water infrastructure, traffic, the natural environment, street-scape and other improvements to be installed in accordance with the redevelopment plan and the needs of a specific project.

Included as part of the development agreement would be a site plan for each specific project detailing how it meets the terms of the agreement and helps further the City's redevelopment goals.

In each of the two proposed CRDs, individual land-owners and/or developers have already been identified who are willing to work with the City to further its redevelopment goals.

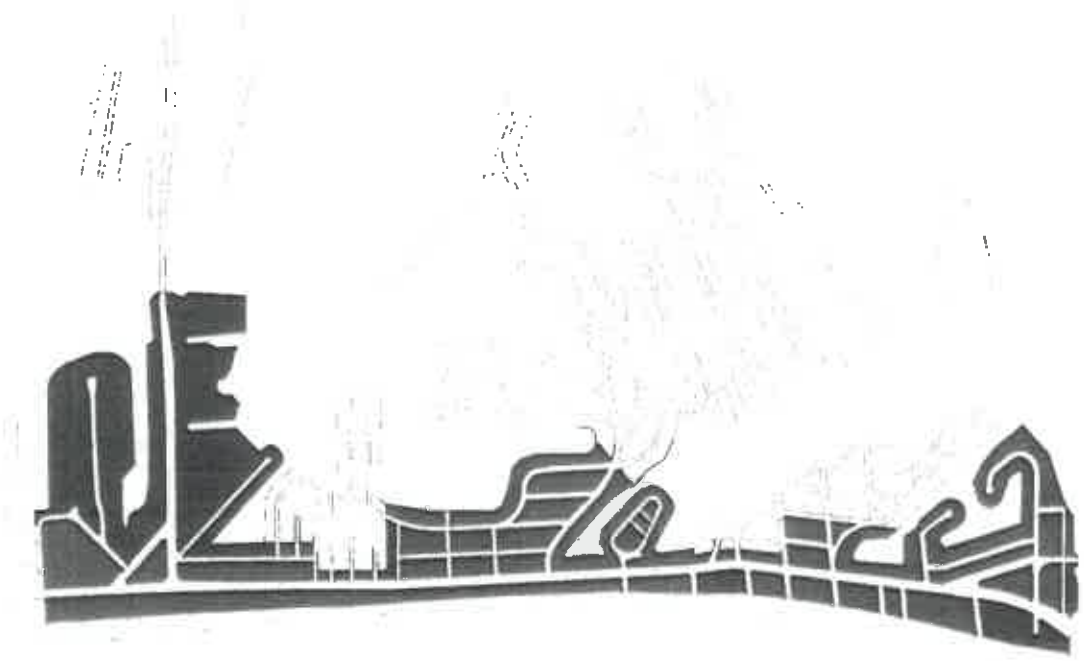
PEDESTRIAN SHED OVERLAY DISTRICTS

A key element of this Master Plan is the designation of three distinct Pedestrian Sheds along the length of Gulf Boulevard as it traverses the City. The definition of a Pedestrian Shed, as listed in the Lexicon of the New Urbanism is as follows:

> **Pedestrian Shed:** a determinant of urban size, defined as the distance which may be covered by a five-minute walk at an easy pace from the outer limit of the neighborhood proper to the edge of the neighborhood center. This is the distance that most people will walk rather than drive, providing the environment is pedestrian friendly. This distance is the axiomatic component of the neighborhood unit. It also defines the extent of the *quartier*, the TND, and the TOD. The pedestrian shed is conventionally one quarter of a mile, or 1,320 feet. By variance, this dimension may be adjusted to accommodate site conditions.

A key component of the above definition is the caveat, "providing the environment is pedestrian friendly." As has been discussed in great detail, both within this Master Plan document and throughout the on-going planning process, the City of Madeira Beach is generally NOT pedestrian friendly. The recommended changes to the current zoning code, in general, will not impact this condition, nor will the simple designation of three Pedestrian Sheds. Accompanying these designations must be a set of conditions and criteria that palpably alter the physical qualities of the districts, and begin to make them places that promote pedestrian movement rather than thwart it.

To promote these qualities, this Master Plan recommends a series of additional urban design guidelines that become requirements for all development that occurs within the three designated sheds. For the most part, these requirements affect the physical character and condition of the buildings within the sheds; they don't significantly impact the density or intensity of development. Rather, they address issues such as building placement, height and appearance, as well as the nature and design of elements such as sidewalks, parking lots, and public spaces.



Plan of City Showing Properties to be Included within the Composit Citywide Pedestrian Shed

PROPOSED URBAN DESIGN GUIDELINES

The following urban design guidelines are proposed for the buildings within each of the three proposed Pedestrian Sheds. Where stated, guidelines apply only to streets designated as **Primary Pedestrian Streets:** these include Gulf Boulevard, 150th Avenue, Madeira Way, Municipal Drive. Otherwise, guidelines apply to all streets and blocks within the Sheds, an also dedicated civic spaces such as squares, plazas, passageways, and the like: these are collectively know as **Public Pedestrian Spaces.**

BUILDING PLACEMENT

Buildings and their elements shall be placed on their lots as follows:

Along the east side of Gulf Boulevard, Front Setback: 0 – 10 feet maximum Build-to-Line.
Along the west side of Gulf Boulevard, Front Setback: 0 – 10 feet maximum Build-to-Line; for residential or hotel projects built to the western (Gulf) side of the lot, liner buildings must be built along the Gulf Boulevard frontage.
Along the north and south sides of Tom Stuart Causeway, Front Setback: 0 – 10 feet maximum Build-to-Line.
Along the east and west sides of Madeira Way, Front Setback: 0 feet Build-to-Line.
Along the north and south sides of Municipal Drive, Front Setback: 0 – 10 feet maximum Build-to-Line.
All other streets within the Pedestrian Sheds, Commercial, Mixed-Use and/or Multi-Family Structures, Front Setback: 0 – 10 feet maximum Build-to-Line.

Buildings shall be built to the Build-to-Line for a minimum of 75% of their front façade length.

The principal pedestrian entrances of all buildings shall be directly from a fronting street or a Public Pedestrian Space.

BUILDING HEIGHT & MASSING

No building shall be less than two stories and no more than six stories, including at grade parking, measured from grade at the front entrance of the building to the top of the parapet or roof eave. The exceptions are sites designated as such within their respective Community Redevelopment Districts, where individually developed height and massing guidelines shall pertain.

STREETWALLS

These guidelines apply to all buildings fronting the following streets, which are designated as Primary Pedestrian Streets: Gulf Boulevard, 150th Avenue, Madeira Way, Municipal Drive.

Occupied Spaces: The facades of buildings enfronting streets within the Pedestrian Sheds shall be continuously occupied for a minimum of 75% of the façade width of each building, to a depth of at least 20 feet.

Entrances: Streetwalls shall have pedestrian entrances a maximum intervals of no more than 75 feet. Doors shall be recessed a minimum of three feet, and the area of this setback shall not exceed 100 square feet.

Retail Facades: For retail frontages, 75% of the façade at the sidewalk level shall be assigned permanently to retail use with a minimum depth of 20 feet.

Glazing: Streetwall surfaces shall be a minimum of 30% and a maximum of 60% glazed, except Retail Frontages shall be glazed a minimum of 70% of their façade areas.

Parking Garages: The ground floor of parking garages enfronting pedestrian streets shall include retail or commercial uses to a depth of at least 20 feet. Under no circumstances shall the interior of a parking garage open to a primary pedestrian street. The architectural expression of parking structures above the occupied first level shall be consistent with that of the first floor. Ramping may only be expressed on facades facing interior service courts or alleyways.

AWNINGS

Awnings are recommended and shall be placed as follows:

Awnings shall be attached to solid wall no higher than 1 foot above an upper window edge, exposing transom and/or wall above.

Awnings shall extend a minimum of 6 feet from the building face and may extend to the tree line or to within two feet of the curb.

Awnings shall have a metal structure covered with canvas or synthetic canvas.

Awnings shall be rectangular in shape with straight edges even when associated with arched openings. Awnings shall not have side panels or a bottom soffit panel. Awnings shall not be backlit. Valances may have signage.

All awnings on a single shop shall have the same form, materials and color.

SIGN ORDINANCE

Other than address numbers, a single sign band shall be permitted on each store frontage not to exceed two-feet high by any length. Such sign shall be designed to be integral with the color, design and character of the storefront, and externally lit. Translucent signs are not permitted.

A single blade sign not to exceed 6 square feet shall be permitted to be hung perpendicular to the store frontage, encroaching, if necessary, into the sidewalk with appropriate head clearance.

Lettering may be applied to the front drop of an awning to a maximum of 9 inches by any length.

A single neon sign shall be permitted inside each storefront window (or along each 25 linear feet of frontage, whichever is greater) not to exceed 6 square feet.

PARKING

Parking requirements: Determination of on-site parking requirements shall begin with an estimation of requirements as listed in current City codes. Reduction or alterations to these requirements are to be determined in negotiation between City officials and private property owners and/or developers. Emphasis shall be on creating parking solutions that work on a block-by-block basis, with coordination between individual owners/users on each block. Dedicated on street parking along fronting streets of each block shall count towards the minimum required parking for the collective uses assembled on each block.

Wherever possible, mixed-use solutions shall be encouraged along Gulf Boulevard and 150th Avenue and in other locations where appropriate. In such situations, parking requirements shall be calculated using a reduction factor. This factor shall be used as follows: the sum of the places available for any two uses is divided by the ratios appearing in the table below to yield the shared parking requirement.

Retail / Office	1.2
Retail / Meeting	1.3
Retail / Lodging	1.3
Retail / Residential	1.2
Office / Meeting	1.7
Office / Lodging	1.7
Office / Residential	1.4
Meeting / Lodging	1.0
Meeting / Residential	1.1
Lodging / Residential	1.1

Surface Parking Lots and Parking Garages: Surface parking lots and parking garages shall be permitted provided that they are screened at the Build-to-Lines by a minimum depth of 20 feet of commercial use to a minimum heights of one story. Surface parking lots and parking garages shall not be permitted to front on Build-to-Lines.

Drop-Off Areas: Drop-off areas and *porte cocheres* for hotels and high-density residential or other large-scale developments shall not occur directly off of Primary Pedestrian Street right-of-ways, but shall occur off of connecting streets or at Pedestrian Passages.

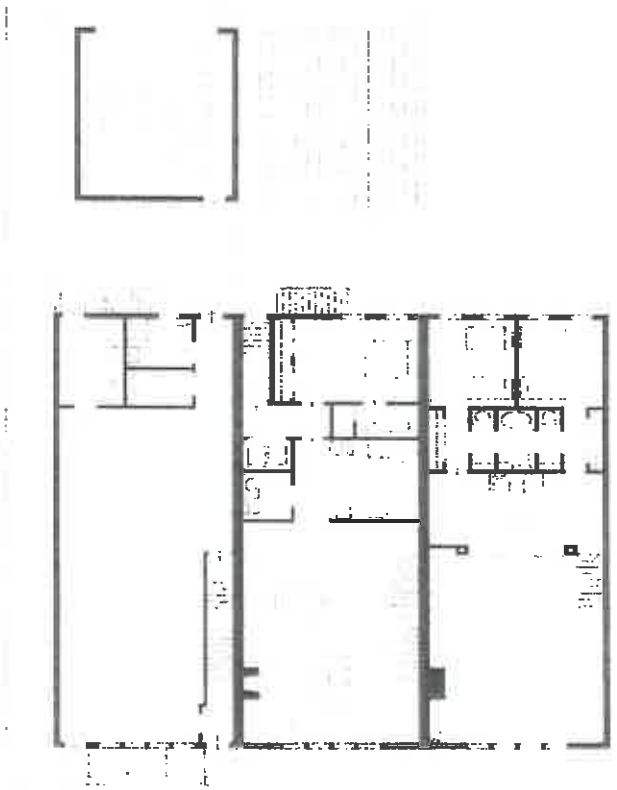
Loading and Service Entries: Loading and service entries shall occur where possible only along alleys or within parking lots and/or parking structures. For those buildings with frontages only on streets and pedestrian public space, loading and servicing shall be allowed on the frontage. The location of such entries, their size, and the timing of their use, shall be determined in consultation with the City's Planning Official.

Parking Garages: Pedestrian entries to parking garages shall be directly from the enfronting Primary Pedestrian Streets, as well as from the contiguous building(s). Vehicular entries to parking garages shall occur, whenever possible, away from Primary Pedestrian Streets. In no circumstance, shall the entrance to a parking garage be more than 24 feet in width, with a minimum separation of 75 feet between entrances.

ARCHITECTURAL UNIT TYPES

Live/Work Units

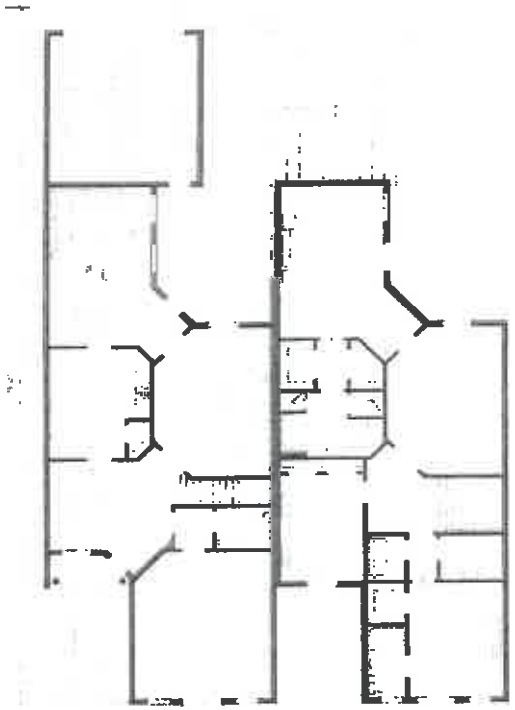
First Floor Second Floor



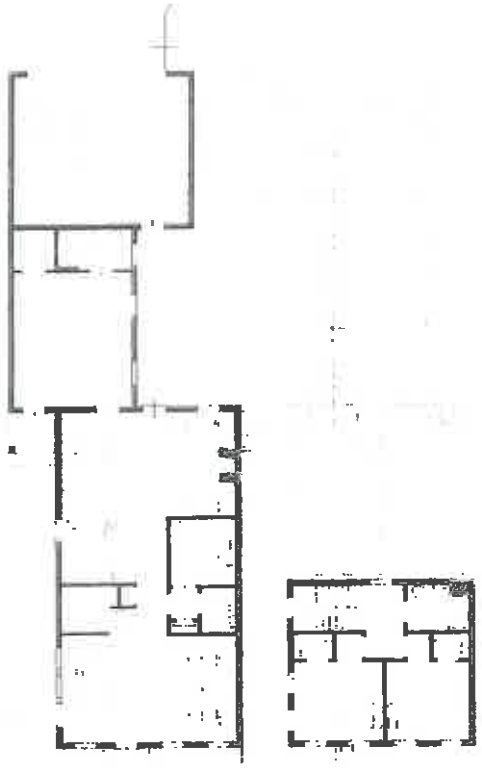
First Floor Second Floor Third Floor

ARCHITECTURAL UNIT TYPES

Live/Work Units



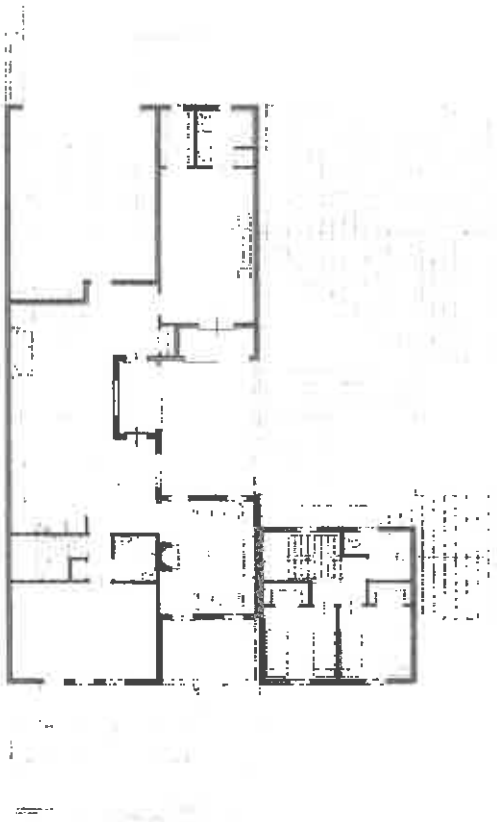
First Floor Second Floor



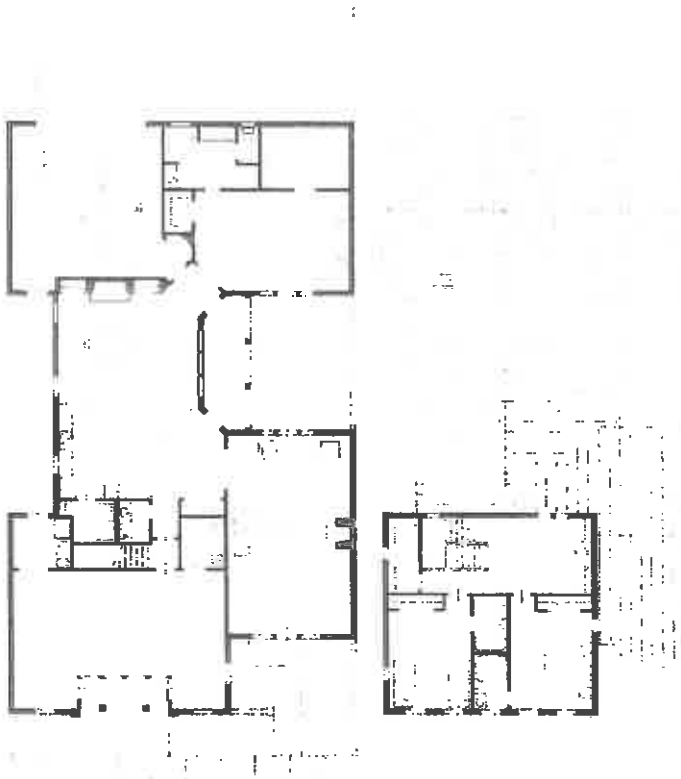
First Floor Second Floor

ARCHITECTURAL UNIT TYPES

Live/Work Units



First Floor Second Floor

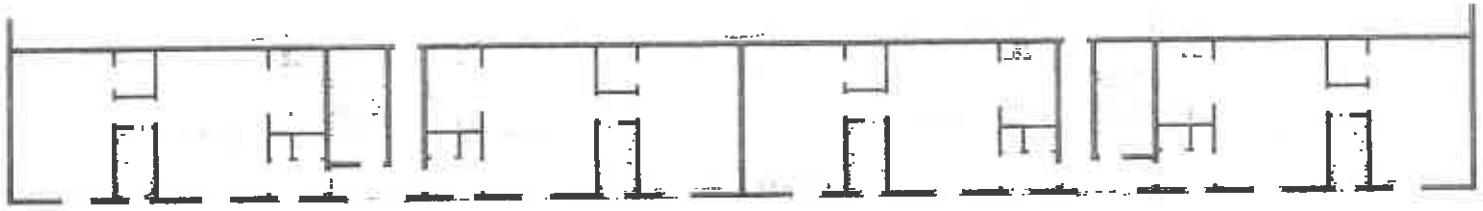


First Floor Second Floor

ARCHITECTURAL UNIT TYPES

Liner Buildings

Third Floor



Second Floor

First Floor

ARCHITECTURAL UNIT TYPES

Liner Buildings

Second Floor

First Floor

Elevation

DEFINITIONS & TERMINOLOGY

The following definitions are included to help explain certain elements of terminology and to elaborate upon the general principles articulated throughout the Master Plan. For the most part, these definitions are drawn from The Lexicon of the New Urbanism.

GENERAL

Urban Fabric: the generic term for the physical aspect of urbanism. This term emphasizes building types, thoroughfares, open space, streetscapes, and frontage, while excluding, without prejudice, the environmental, functional, economic, and sociocultural.

Public Realm: those aspects of the urban fabric that are held in common. There is an ethical and civic connotation to the term that is beyond the physical and the utilitarian.

Civic Art: a term current ca. 1910-1930, used to describe a body of knowledge combining art and technique dedicated to the creation and improvement of all aspects of the urban fabric, the public realm in particular.

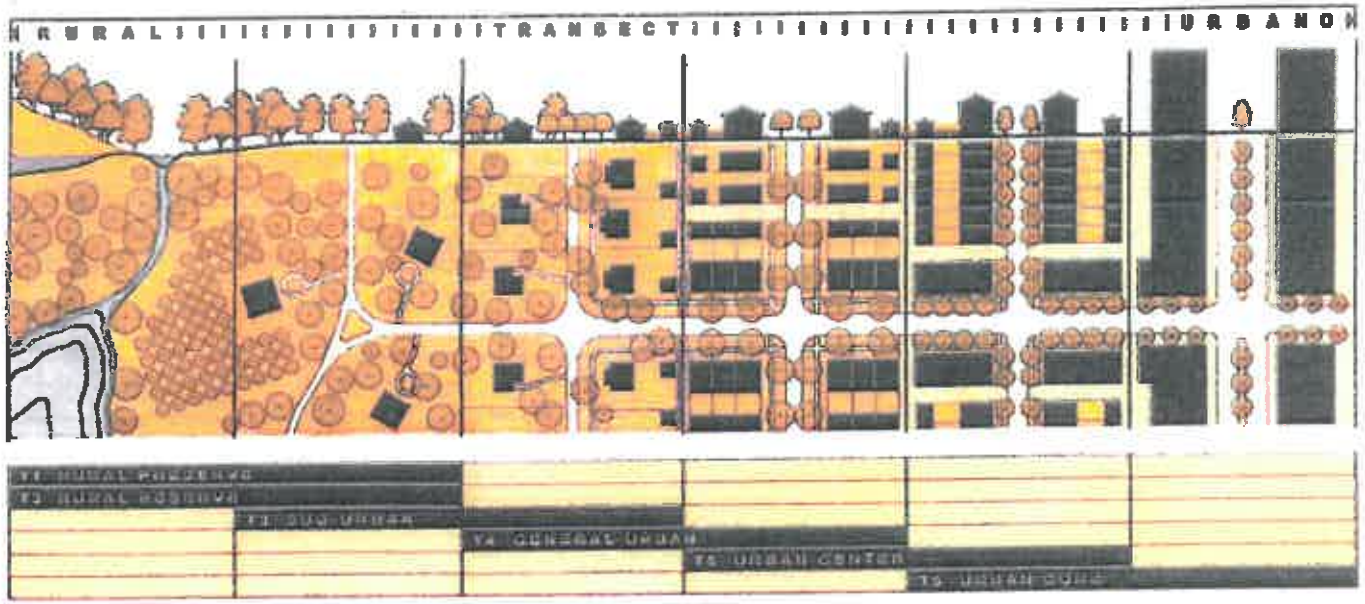


Diagram of Transect, illustrating the Continuous Transition from Rural to Urban

REGIONAL STRUCTURE

Infill Development: a site seamlessly developed within an existing urban fabric, balancing, completing and/or repairing the surrounding sectors.

NEIGHBORHOOD STRUCTURE

Neighborhood: the fundamental human habitat; a community sustaining a full range of ordinary human needs. In its ideal form, the neighborhood is a compact urban pattern with a balanced range of living, working, shopping, recreational and educational accommodations.

The Transect: a system of classification deploying the conceptual range of rural-to-urban to arrange in useful order the typical elements of urbanism. The transect is a natural ordering system, as every urban element easily finds its place within its continuum. For example, a street is more urban than a road, a curb is more urban than a swale, a brick wall is more urban than a wooden one, an allee of trees is more urban than a cluster.

Transect Zoning: a systems of wider classification based on the correlation of the various elements by a common rural-to-urban Transect. Six segments calibrate the Transect to the neighborhood structure. These are the Rural Preserve, Rural Reserve, Suburban, General Urban, Urban Center and Core Zones. There is an additional category, Civic, that is an overlay zone applicable anywhere on the six standard zones, except the Rural Preserve.

Each zone is an immersive environment, a place where all the component elements reinforce each other to create and intensify a specific character. Several such immersive environments within a single neighborhood provide certain variation, in contrast to the vast, homogeneous tracts of suburbia.

CIRCULATION

Thoroughfare: an urban element that provides the major part of the public open space as well as moving lanes for vehicles. A thoroughfare is endowed with two attributes: capacity and character.

Capacity: the number of vehicles that can move safely through a segment of a thoroughfare within a given time period. It is physically manifested by the number of lanes and their width, by the centerline radius, the curb radius, and the superelevation of the pavement.

Character: the suitability of a thoroughfare as a setting for pedestrians and as a location for a variety of building types. Character is physically manifested by the associated frontage types as determined by the location within the Transect.

Vehicular Way: the portion of the thoroughfare which is occupied by vehicles, usually the moving lanes and parking lanes. The vehicular way, together with the pedestrian way, fill the right-of-way.

Pedestrian Way: the portion of a thoroughfare right-of-way which is dedicated to uses other than vehicles moving and parking. The pedestrian way includes the sidewalks and planting area of the streetscape.

Traffic Calming: a set of techniques which serves to reduce the speed of traffic. Such strategies include **lane narrowing, parking additions, chicanes, yield points, sidewalk bulge-outs, speed bumps, surface variations,** and **visual clues** on a vertical plane. Traffic calming is a retrofit technique unnecessary when thoroughfares are correctly designed for the appropriate speed at initial construction.

Pavement Width: the width of pavement of a thoroughfare, including moving and parking lanes, but not sidewalks. The following are some recommended pavement widths:

1. Sidewalks: the smallest recommended width enfronting residential use, where two make walk abreast, is 5 feet. The smallest recommended width enfronting retail use, enough to accommodate outdoor seating, is 12 feet.
2. Trails: the minimum so that two may pass is 8 feet.
3. Parking Lanes: the recommended width for parallel parking lanes along residential frontages is 7 feet, and along retail frontages is 8 feet.
4. Driving Lanes: the recommended width for slow moving driving lanes and roads without parallel parking is 9 feet; the widths for streets and avenues with parallel parking is 10 feet; the recommended driving lane for boulevards is 11 feet wide; and, for highways, a minimum of 12 feet wide.
5. Combined Lanes: while most of the dimensions above are assembled additively to create the various types of thoroughfares, in the case of smaller thoroughfares with yield movements, the path of the moving lane may weave to slow the traffic. A recommended overlapped width for one lane of parallel parking and two of driving is 20 feet.

Crosswalk: the axis of pedestrians crossing a thoroughfare. The crosswalk is usually between sidewalks at the corners of blocks. Minimizing pedestrian crossing time by shortening the crosswalk distance is one of the techniques for the creation of pedestrian continuity. A large curb radius lengthens the crosswalk, which should be kept as small as possible in urbanized areas.

Off-Street Parking: a parking area located within a lot, generally to the rear of a building frontage, masking it from the public space.

On-Street Parking: a single line of parking located along the curb line of a thoroughfare accessible directly from a moving lane. On-street parking shall be counted towards the required parking ratio.

Parallel Parking: a pattern of parking where the vehicle is stored parallel to the curb line. Parallel parking permits a narrower street section and creates the most positive sidewalk experience of the possible patterns, but it requires a difficult maneuver and provides the lowest density of parked cars per frontage foot.

Diagonal Parking: a pattern of parking where the vehicle is stored at an angle to the curb line. Diagonal parking creates the most negative sidewalk experience of the possible patterns, but it permits the easiest maneuvers and provides a higher parking density.

Head-in Parking: a pattern of parking where the vehicle is stored orthogonal to the curb line. Head-in parking requires the widest street section and a dangerous maneuver backing out. This pattern provides the highest parking density.

Street Wall: a structure used in the absence of a façade to mask parking. A street wall consists of a masonry wall between 4 and 6 feet in height, constructed according to the Architectural Standards. By administrative variance, a street wall may be replaced by a clipped hedge of equal height.

FRONTAGES

Frontage: the privately held layer between the façade of a building and the lot line. The variables of frontage are the dimensional depth of the front yard and the combination of architectural elements such as fences, stoops, porches, colonnades, etc. The combination of the private frontage, the public streetscape, and the types of thoroughfare defines the character of the majority of the public realm. The combination of elements constitutes the layer between the private realm of the buildings and the public realm of the street. It ranges in character from urban to rural as a function of the composition of its elements. These elements influence social behavior.

Streetscape: the publicly held layer between the lot line and the edge of the vehicular lanes. The principle variables of streetscape are the type and dimension of curbs, walks, planters, street trees, and streetlights.

Street Tree: a deciduous species or palm, resistant to root pressure, of proven viability in the region, no less than 6 inches in caliper and 8 feet of clear trunk at the time of planting. These trees, of a determined species, are selected for planting along a thoroughfare. Street trees should be selected for availability, durability, resistance to disease, and formal attributes in support of the urban intention of the transect. Street trees may be selected for shade in warm climates where the frontage setback is available, and they must be selected for their tight silhouettes on urban streetscapes where front setbacks are shallow.

Pedestrian Frontage: the experience of the pedestrians as determined by the buildings alongside. Pedestrians respond in a variety of ways to the experience of passing by specific ground-floor frontages. The most like to please pedestrians are storefronts, followed by porches, fenestrated walls, and deep landscaped yards. All of these are appropriate and should be enabled by code. The frontages most repellent to pedestrians are, in order of bad to worse, garage doors, blank walls, open parking lots, unbuffered parking structures, under-building parking, and open service systems. These should be minimized by code or relegated to B-streets.

Pedestrian Continuity: pedestrian trajectories that fulfill most of the following requirements:

1. the trajectory must have a destination, and that destination should be useful or in some way rewarding;
2. the destination should be accessible within a pedestrian shed, or it may consist of a concatenation of such increments;
3. the trajectory should be logical, continuous, and provided with shortcuts wherever possible;
4. the trajectory should be along frontages and streetscapes that are spatially defined and interesting, avoiding parking lots. Continuous landscaping is not an adequate frontage.
5. the trajectory should be temperate, shaded when hot, and wind-shielded when cold;
6. the trajectory should be shielded from traffic by parked cars;
7. the trajectory should be safe, overlooked by windows. Paths through greenways are often perceived to be unsafe.

Alignment: the condition of building facades cooperating to define open space in much the same way as walls define a room. An excessive number of appendages such as porches, balconies, bay windows, and loggias may obliterate the primary surface of the façade, destroying the alignment.

Setback: the mandatory minimum or maximum distance between a frontage line and a façade or the distance between a lot line and an elevation. Open porches, balconies, overhangs, and ramps are usually exempt from the setback requirements.

Build-to-Line: a line appearing graphically on the regulating plan or stated as a setback dimension, along which a façade must be placed, usually a designated minimum of the lot width. A build-to-line is a more precise tool than a setback or a frontage line as it permits the definition of variable setbacks for courts, chaffers, etc.

Building Envelope: the maximum potential configuration of a building as determined by the code. The actual configuration of the building is usually subtractive from the building envelope, except at mandatory build-to lines

Fenestration: the opening that form part of a façade. Fenestration may be regulated as a ratio of the aggregate of the openings to the wall surface, and by height-to-width ratio. These ratios should be an attribute of a regional architectural vernacular. Such compatible proportions are an important determinant of visual harmony.

Recess Line: a line prescribed for the full width of a façade, above which the façade is set back a minimum distance. The distance must be such that the recess line, and not the overall building height, effectively defines the enclosure of the enfronting public space. Its height on the façade may be determined by the desired height-to-width ration of the enfronting space. The recess line permits greater overall building height than would be otherwise determined by desired density or access to view.

Parapet Line: a continuous horizontal projection for the majority of the façade. The parapet, like the eave line, is a designated location for the measure of building heights.

Transition Line: a line prescribed for the major part of the width of a façade, expressed by a variation in material or by a limited projection such as a molding or a balcony. The transition line divides the façade, permitting shopfronts and signage to vary over time without destroying the overall composition of the façade.

Building Height: the limit to the vertical extent of a building. The building height may be prescribed as a maximum number of stories or as a dimension from sidewalk grade to a point on the façade (such as the ceiling of an arcade, a cornice line, or an eave line). The height limit shall not apply to spires, belfries, clock towers, cupolas, chimneys, machine rooms, or similar structures. Towers, defined as portions of buildings with a lot coverage of less than 240 square feet, shall not be subject to the height limit.

Arcade: a series of arches linked together, usually as an element of a building. An arcade, when over a sidewalk, is one of the most urban frontage types.

Colonnade: a series of columns similar to an arcade but trabeated (spanned by straight lintels rather than arches).

Awning: an ancillary lightweight structure of wood, metal or canvas, cantilevered from a building façade and providing shade to the fenestration and spatial containment to the pedestrian. Awnings, to be an effective adjunct to a shopfront, must thoroughly overlap the sidewalk and be no higher than 10 feet at the front edge. The pedestrian will thereby be within the ambit of the shop, and the display window will be free of reflective glare.

Balcony: an unenclosed, habitable structure, usually cantilevered from a façade or an elevation, providing private outdoor space to an apartment. Balconies in great numbers, with excessive depth, tend to dematerialize the vertical plane of a façade, interfering with its role of spatial definition. A better alternative to avoid this is to use a French Balcony and the loggia.

French Balcony: a shallow balcony, almost flush with a façade, accessed by a single pair of inward-swinging doors. French balconies do not dematerialize the spatial-defining character of facades as does the "egg crate" of conventional deep balconies. French balconies virtually transform the adjacent interior room into an outdoor space.

Loggia: an open-air room within the mass of a building with ceiling and floor but no wall on at least one side.

Porch: an open-air room appended to the mass of a building with floor and roof, but no walls on at least two sides.

BUILDING TYPES

Live-Work Units: Residential buildings designed to facilitate residents who want to work productively in part, or in full, within their residence. Also known as Flex Units, such units are unique in both their interior design and organization, and their location within the neighborhood or Shed. Live-Work buildings typically come in a variety of types:

1. **Flex Apartment House:** multiple-unit buildings with the first story available as commercial space, either leased independently or in conjunction with the apartments above (via internal stairs). Units may be for rent or for sale in condominium or cooperative ownership. Target market: younger singles and couples; some empty-nesters and retirees.
2. **Flex Rowhouse:** a rowhouse with the first story available as commercial space, either independently leased or in conjunction with the residential unit above. The rear alley or parking lot accommodates the additional parking requirement. Target market: younger singles and couples, compact families.
3. **Flex House:** a single-family detached house with the front of the building available as a commercial space or as an ancillary rental unit. The rear alley accommodates the additional parking requirement. Target market: singles, couples, families.

Liner Building: a building conceived specifically to mask a parking lot or a parking structure from the frontage. Liner buildings are shallow in depth as they are conceived to mask parking without consuming it, as a conventional building would.

Sleeve: liner buildings on both sides of a thoroughfare to get past a difficult condition.

COMMERCIAL PROGRAM

Park-Once Environment: a strategy of urban design that creates a sector where it is possible after arrival to engage in a variety of activities by walking between them. Park-once environments include shopping centers as well as a main street, but not commercial strips.

Anchoring: the function played by an urban element in attracting users to itself and to adjacent elements which are not, by themselves, attractions. The most widespread use occurs at retailing sectors. A department store anchors a town center. A food market anchors a main street. A post office anchors a neighborhood store. A cinema anchors an entertainment district. The anchoring element, to be effective, must be cunningly located to create a pedestrian circulation pattern which exposes the dependent elements to the passerby.

Cross-Shopping: the effect of shops mutually supporting each other by proximity. This phenomenon was first consciously exploited with the creation of the department store which internalized multiple shops. Cross-shopping is currently reverting to its origins with the current ascendancy of the specialty retail center where each merchant has a separate, externally accessed shop, dispensing with an anchor.

Retail Management: the organizational technique by which various retail stores act in concert for their mutual benefit. The absence of retail management is the principal cause of the vulnerability and failure of main street merchants in the face of competition by shopping centers. Such management usually includes: proactive leasing, the grouping of stores to catalyze cross-shopping, standards for storefront design, signage and lighting, recommendations for

store layout and display, joint periodic and seasonal advertising, standardized business hours, parking management, as well as established procedures for public space maintenance and security. Retail management, more than any aspects of physical design is responsible for the success of most shopping centers, and its absence for the failure of most main streets.

IMPLEMENTATION

Civic Reservation: the systematic reservation of sites for civic buildings. Civic sites should be associated with honored locations at plazas or squares, or at the termination of vistas. The existence of such sites, together with a dedicated revenue stream from the community council creates the potential for institutional development.

VI TRANSPORTATION IN GENERAL

Walkable Transportation Design: Rewriting the DNA of Sprawl

For over 300 years, citizens of the United States of America have experienced a growing level of mobility. From rivers and trails to canals and rails, to the now dominant roadways designed for motorized vehicles we travel more than ever before. There is no stronger influence on American urban form than the pervasive use of private automobiles. Increased personal mobility has enabled a variety of daily experiences that were unavailable to the average 19th century citizen. Soon after the introduction of the mass produced Model T Ford, the affordable automobile became a common sight on America's streets and highways. As auto use increased, only a few individuals could visualize the dramatic change in store for our urban and rural landscapes. Within the past several decades, these and other side effects of the auto age have been analyzed to help establish an urgent course of corrective action. These corrective principles are embodied in the New Urbanism movement.

Walkability, a cherished quality of pre-war neighborhoods, was essentially absent from general urban planning practice from 1940 to 1980. Without consideration of walking as a viable travel mode, developments became auto dominant.

A clear understanding of the transportation planning history leading to suburban development will assist in solving these problems. Few have described the history of transportation and land use evolution (at the neighborhood level) better than Michael Southworth and Eran Ben-Joseph in their book, Streets and the Shaping of Our Towns and Cities. Their research discovered the following response to increased auto use:

> The result has been regulations and standards that are often in excess of actual traffic requirements. Design of the residential street network is based on statistical information and research that is primarily oriented to facilitating vehicle movement on large-scale streets and highways. Such standards have then been mechanically adopted and legitimized by local governments to shield themselves from any responsibility for road performance. Federal funds for street improvements have further entrenched uniform standards. ... Modifications have been discouraged and because higher governmental agencies have not openhandedly allowed flexibility, lesser agencies have been reluctant to do so. ... Lenders in turn have been hesitant to support a development outside the mainstream, particularly when it did not conform to established standards and regulations

In response, designers from many professions have penned texts and journal articles to clarify problems and propose solutions. Discussions within the New Urbanism movement provide the greatest insight and have led to a more diverse pattern of transportation use and community form.

AASHTO Green Book

The 1994 American Association of Highway and Transportation Officials (AASHTO) publication, A Policy on Geometric Design of Highways and Streets, is the primary guide for roadway design in the United States. Progress is being made in achieving design flexibility for rural and suburban roads. Historically, state and local officials have interpreted AASHTO strictly. They are somewhat more relaxed since FHWA policy makers are encouraging changes from the top. However, even with the positive Context-Sensitive design emphasis, AASHTO Policies in urban areas are still fundamentally in conflict with New Urbanism. Pedestrian mobility, the key to New Urban walkability, is not currently included in the defined purpose of each functionally classified roadway type.

The Green Book's first chapter defines the function of three roadway categories: Arterial, Collector and Local roadways. This introductory chapter, entitled "Highway Functions," contains within its seventeen pages the vehicle-oriented functional classifications that guide the remaining 1,000 pages of design discussion. All design parameters relate to these three defined functions. As stated in the Green Book:

> The functional concept is important to the designer. Even though many of the geometric standards could be determined without reference to the functional classification, the designer must keep in mind the overall purpose that the street or highway is intended to serve. This concept is consistent with a systematic approach to highway planning and design. The first step in the design process is to determine the function that the facility is to serve. ...The use of functional classification as a design type should appropriately integrate the highway planning and design process. (pp, 16-17, AASHTO Green Book)

The Green Book establishes a functional hierarchy of roadways based on volume of vehicular traffic and length of vehicle trip served. These factors relate directly to a roadway's dual function of providing (1) access to property and (2) vehicular travel mobility. The conflict between providing access to land and serving through vehicle movements requires different roadway types, or classifications. Local streets should primarily provide vehicular access to land. Arterial roadways (theoretically) should primarily provide for vehicle movement. Collector roads connect the two. Thus, arterial access to adjacent land is heavily regulated to maintain higher vehicle mobility.

This highly controversial regulatory activity has grown into the Access Management specialization; professionals dedicated to preserving vehicle mobility on arterial roadways in the face of constant requests for land access by the private sector. Traffic Calming creates no less controversy as its goals for vehicular travel speed reduction conflict with the ultimate, long-standing goal of increased vehicular mobility and higher Level of Service (LOS). For arterials, speed is the primary measure of LOS, which could be more accurately labeled as the Vehicular Speed Index, except that LOS is perfectly in line with the AASHTO functional classification defining vehicle mobility as the ultimate purpose of the arterial roadway. These definitions are the root cause of emotional discussions about slowing traffic on main streets and in other highly walkable urban environments.

Along with other forces, the Green Book definitions and their contingent design criteria have guided development toward suburban patterns since World War II. At the expense of urban design, the functional classification definition contains much of the DNA for Suburban America. As DNA guides cell growth, these simple definitions encode instructions for how all roadways function. Arterials provide vehicle mobility, local roadways access land. Transportation agencies throughout the country follow these instructions with great conviction.

Several key factors explain the conflicts between the Green Book and New Urbanism design. First, the entire functional classification system was conceived during the 1960s when walking was no longer considered a viable mode of transportation. This led to functional definitions based on vehicle mobility only. Because of this, the theory yields rural and suburban patterns where no one is expected to walk. Suburban theory results in suburban development versus urban development.

Second, vehicle mobility depends on operating speed (i.e., travel time). Higher average speeds on arterials lead to better levels of service. As stated many times, high auto speed severely limits pedestrian activity. In keeping with the functional class theory, level of service (LOS) analysis only applies to the vehicle mobility (or speed) of arterial roadways. Collectors and locals have land access as a priority function and thus, no LOS.

As a result of functional classification theory, communities that desire walkability are limited to an existence within a square mile area or so, bounded

by arterials and major collectors. As land use densities along arterials increase, traffic from widely spaced (to few) connections require four lane collectors. These wide collectors, in turn, disrupt walkability deep into the neighborhood.

The functionally classified hierarchy of roadways, performing their specific functions of vehicle mobility and access, was intended to provide a logical street and highway network for American travelers. For rural and suburban places the theory performed as planned. However, one major unintended consequence occurred. New, urban scale communities, with walking as a viable mode of travel, were essentially absent until the advent of Seaside in 1980.

A substantial disparity exists between the AASHTO policies on geometric design and the transportation design parameters leading to greater walkability in New Urbanism communities. Two key differences are lower vehicular speeds (to accommodate pedestrians) and narrow street width (to achieve these lower speeds). Design conflicts with AASHTO arterial streets at neighborhood centers and edges routinely hinder New Urbanism.

Recommended Solutions

First, there must be a refinement of the FHWA and AASHTO use of a single area type to define urban areas. A variety of area types would better reflect the true diversity of urban character (and associated roadway types). The land use district definitions of Suburban, General Urban and Urban Center accurately describe different patterns within urban areas. These area type descriptions are recommended as a framework for specifying roadway design types.

Second, we should define this broader array of roadway functional classifications. The roadway's primary function should be established as either vehicle mobility or pedestrian mobility (or bike, or transit). This solution is also recommended in ITE's TND Report. Portland manages its mobility by designating each urban street function by mode. Varying priority levels for each of the four modes (walk, bike, transit and auto) can be designated for one street.

The main difference from current design practice would involve a focus on functional priority between pedestrian and vehicle mobility. The primary function of Highways, including freeways, would still be vehicle mobility, but they would only be designed for rural or suburban zones.

Design criteria should be established for the new walkable functional classification. To maintain speeds more accurately, lower design speeds are essential and posted speed should equal design speed in walkable areas. Preliminary studies in urban settings show that lane width effectively controls vehicle speed in the low ranges of 15 to 25 mph, needed for walkability.

Revised functional classifications and design criteria should be adopted by agencies with jurisdiction over planning and public works. Designers would have significantly reduced liability after adoption. Local agency reviewers would also have ordinances that facilitate walkability as a valid part of the transportation system.

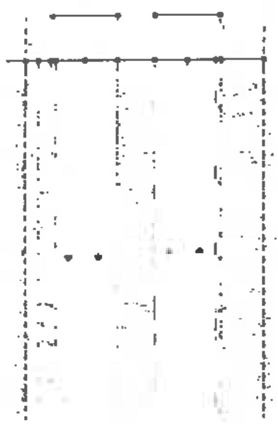
THOROUGHFARE STANDARDS

THOROUGHFARE TYPES

PT: Path
LA: Lane
RD: Road
ST: Street
PS: Passage
AL: Alley
CS: Commercial Street
AV: Avenue
BV: Boulevard
HW: Highway
DR: Drive
RR: Rural Road

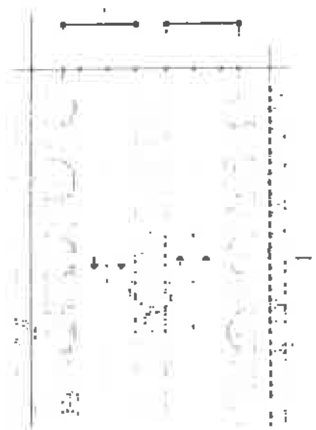
bp: Bike Path (optional as noted)
Bike Route (all, n.o.s.)
bl: Bike Lane (optional as noted)

Thoroughfares: the urban element that provides the major part of the public open space as well as paved lanes for vehicles. A thoroughfare is endowed with two attributes: capacity and character. Capacity is the number of vehicles that can move safely through a segment of thoroughfare within a given time period. It is physically manifested by the number of lanes and their width, by the centerline radius, the curb radius, and the superelevation of the pavement. Character is the suitability of a thoroughfare as a setting for pedestrian activities and as a location for a variety of building types. Character is physically manifested by the thoroughfare's associated building and frontage types as determined by its location within the transect.



150th AVE 95' R.O.W.
EXISTING

25 MPH 95' R.O.W.
PROPOSAL



30 MPH 95' R.O.W.
PROPOSAL

Type	Avenue	Avenue	Avenue
Movement	Speed	Free	Free
Design Speed	+45 mph	25 mph	30 mph
R.O.W. Width	10 ft.	25'	35'
Pavement Width	97/60'	57'/67'	50/70'
Traffic Flow	4 lanes, 2 way	4 lanes, 2 way	4 lanes, 2 way
Parking	None	Parallel 7'	Parallel 7'
Curb Type	Raised Curb	Raised curb	Raised curb
Curb Radius	25'	15'	25'
Planter Width	6'/16' Median/17'	5', 17' median	5.5', 12' median
Planter Type	Continuous planting strip	5'x5' tree pit, Continuous on median	Continuous
Planting Pattern	Unknown	Double allee 30' o.c.	Double allee 30' o.c.
Tree Type	Unknown	TBD	TBD
Street Light Type	Unknown	TBD	TBD
Street Light Spacing	Unknown	30' o.c.	30' o.c.
Bike Way Type	None	None	None
Bike Way Width	n/a	N/A	N/A
Sidewalks	One side	Both sides	Both sides
Sidewalk Width	[illegible]	14.5'	[illegible]

THOROUGHFARE STANDARDS

THOROUGHFARE TYPES

PT:	Park
LA:	Lane
RD:	Road
ST:	Street
PA:	Passage
AL:	Alley
CS:	Commercial Street
AV:	Avenue
BV:	Boulevard
HW:	Highway
DR:	Drive
RR:	Rural Road
bp:	Bike Path (optional as noted)
	Bike Route (sft, s.r.o.)
bl:	Bike Lane (optional as noted)

ST-57-28-bl

- Bicycle Lane
- Pavement Width
- Right of Way Width
- Thoroughfare Type

Thoroughfare: the urban element that provides the major part of the public open space as well as paved lanes for vehicles. A thoroughfare is endowed with two attributes: capacity and character. Capacity is the number of vehicles that can move safely through a segment of thoroughfare within a given time period. It is physically constrained by the number of lanes and their width, by the curvature radius, the curb radius, and the superelevation of the pavement. Character is the suitability of a thoroughfare as a setting for pedestrian activities and as a location for a variety of building types. Character is physically conditioned by the thoroughfare's associated building and frontage types as determined by its location within the transect.

13000 GULF BV - 80' R.O.W.
EXISTING
T2

25 MPH 80' R.O.W.
PROPOSAL
T5

30 MPH 80' R.O.W.
PROPOSAL
T4

Type			
Movement			
Design Speed	+45 mph	Free	Free
R.O.W. Width	80 ft.	55 mph	30 mph
Pavement Width	69'	90'	80'
Traffic Flow	4 lanes, 2 way, 1 turn lane	84'	57'/67'
Parking	None	2 lanes, 2 way	2 lanes, 2 way
Curb Type	Raised Curb	Parallel 7'	Parallel 7'
Curb Radius	25'	Raised curb	Raised curb
Planter Width	None	15'	25'
Planter Type	N/A	5'	4', 5' median
Planting Pattern	N/A	5'x5' tree pit	Continuous planting strip
Tree Type	N/A	Double allee 30' o.c.	Double allee 30' o.c.
Street Light Type	Unknown	TBD	TBD
Street Light Spacing	Unknown	TBD	TBD
Bike Way Type	None	30' o.c.	30' o.c.
Bike Way Width	N/A	None	None
Sidewalks	Both sides	N/A	N/A
Sidewalk Width	5.5'	Both sides	Both sides
		15'	8'

THOROUGHFARE TYPES

ST-ST-00-bl

Bicycle Lane

Pavement Width

Right of Way Width

Thoroughfare Type

14800-14100 GULF BV - 75' R.O.W.
EXISTING
T2

25 MPH 75' R.O.W.
PROPOSAL
T5

30 MPH 75' R.O.W.
PROPOSAL
T4

Type	
Boulevard	
Design Speed	
R.O.W. Width	
Pavement Width	
Traffic Flow	
Parking	
Curb Type	
Curb Radius	
Planter Width	
Planter Type	
Planting Pattern	
Tree Type	
Street Light Type	
Street Light Spacing	
Bike Way Type	
Bike Way Width	
Sidewalks	
Sidewalk Width	

Boulevard	
Speed	
+45 mph	
75 ft.	
60'	
2 lanes, 2 way, 1 turn lane	
Main	
Raised Curb	
10'	
Trees	
N/A	
N/A	
N/A	
Unknown	
Unknown	
None	
N/A	
Both sides	
7 ft	

Boulevard	
Free	
25 mph	
75'	
64'	
2 lanes, 2 way	
Parallel 7'	
Raised curb	
10'	
5	
5'x9' tree pit	
Double allees 30' o.c.	
TBD	
TBD	
30' o.c.	
None	
N/A	
Both sides	
10.5'	

Boulevard	
Free	
30 mph	
75'	
39'60"	
2 lanes, 2 way	
Parallel 7' on side	
Raised curb	
10'	
4, 1' median	
Continuous planting strip	
Double allee 30' o.c.	
TBD	
TBD	
30' o.c.	
None	
N/A	
Both sides	
6	

THOROUGHFARE STANDARDS

THOROUGHFARE TYPES

PT:	Path
LA:	Lane
RR:	Road
ST:	Street
PR:	Parkway
AL:	Alley
CS:	Commercial Street
AV:	Avenue
BV:	Boulevard
HW:	Highway
DR:	Drive
RR:	Rural Road
bp:	Bike Path (optional as noted)
	Bike Route (sll, s.s.o.)
bl:	Bike Lane (optional as noted)

ST-57-20-bl

- Bicycle Lane
- Pavement Width
- Right of Way Width
- Thoroughfare Type

Thoroughfares: the urban element that provides the major part of the public open space as well as paved lanes for vehicles. A thoroughfare is endowed with two attributes: capacity and character. Capacity is the number of vehicles that can move safely through a segment of thoroughfare within a given time period. It is physically constituted by the number of lanes and their width, by the construction radius, the curb radius, and the superelevation of the pavement. Character is the suitability of a thoroughfare as a setting for pedestrian activities and as a location for a variety of building types. Character is physically constituted by the thoroughfare's associated building and frontage types as determined by its location within the transect.

35 MPH 80' R.O.W.
FDOT GREEN BOOK OPTION
T3

35 MPH 75' R.O.W.
FDOT GREEN BOOK OPTION A
T3

35 MPH 75' R.O.W.
FDOT GREEN BOOK OPTION B
T3

Type	Boulevard
Design Speed	Speed
R.O.W. Width	+35 mph
Pavement Width	80 ft.
Traffic Flow	76'
Parking	2 lanes, 2 way
Curb Type	Parallel 8'
Curb Radius	Raised Curb
Planter Width	25'
Planter Type	None
Planting Pattern	N/A
Tree Type	N/A
Street Light Type	N/A
Street Light Spacing	Unknown
Bike Way Type	Unknown
Bike Way Width	Bike Lane
Sidewalks	5'
Sidewalk Width	Both Sides
	5'

	Boulevard
	Speed
	35 mph
	75'
	70'
	2 lanes, 2 way
	Parallel 8'
	Raised curb
	15'
	None
	N/A
	N/A
	N/A
	TBD
	TBD
	Bike lane
	5'
	Both sides
	2.5'

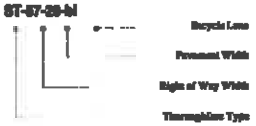
	Boulevard
	Speed
	35 mph
	75'
	61'
	2 lanes, 2 way
	Parallel 8' one side
	Raised curb
	15'
	None
	N/A
	N/A
	N/A
	TBD
	TBD
	Bike lane
	4.5'
	Both sides
	7'

THOROUGHFARE STANDARDS

THOROUGHFARE TYPES

PT: Path
LA: Lane
RD: Road
ST: Street
PS: Passage
AL: Alley
CS: Commercial Street
AV: Avenue
BV: Boulevard
HW: Highway
DR: Drive
RR: Rural Road

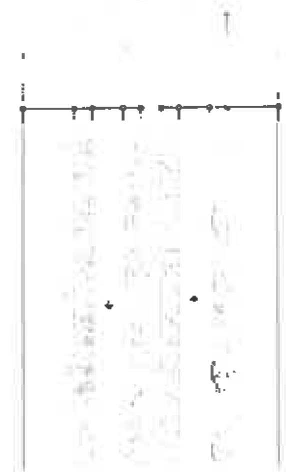
bp: Bike Path (optional as noted)
Bike Route (all, n.o.s.)
bl: Bike Lane (optional as noted)



Thoroughfares: the urban element that provides the major part of the public open space as well as paved lanes for vehicles. A thoroughfare is endowed with two attributes: capacity and character. Capacity is the number of vehicles that can move safely through a segment of thoroughfare within a given time period. It is physically manifested by the number of lanes and their width, by the centerline radius, the curb radius, and the superelevation of the pavement. Character is the suitability of a thoroughfare as a setting for pedestrian activities and as a location for a variety of building types. Character is physically manifested by the thoroughfare's associated building and frontage types as determined by its location within the transect.

25 MPH 80' R.O.W.
EXISTING
16 SPACES / 100'

25 MPH 100' R.O.W.
PROPOSAL A
22 SPACES / 100'



25 MPH 80' R.O.W.
PROPOSAL B
16 SPACES / 100'

Type	Commercial Street	Commercial Street	[illegible]
Movement	Free	Free	Free
Design Speed	+25 mph	25 mph	25 mph
R.O.W. Width	80 ft.	100'	100'
Pavement Width	[illegible]	84'	[illegible]
Traffic Flow	4 lanes, 2 way	2 lanes, 2 way	2 lanes, 2 way
Parking	Angle 21.5', 16 spaces per 100'	Angle [illegible], 22 spaces per 100'	Parallel 7', 16 spaces per 100'
Curb Type	Raised Curb	Raised curb	Raised curb
Curb Radius	25'	10'	10'
Planter Width	None	[illegible]	8'
Planter Type	N/A	N/A	5'x8' tree pit
Planting Pattern	N/A	N/A	Double allee 30' o.c.
Tree Type	N/A	N/A	TBD
Street Light Type	Unknown	TBD	TBD
Street Light Spacing	Unknown	TBD	TBD.
Bike Way Type	None	None	None
Bike Way Width	N/A	N/A	N/A
Sidewalks	Both sides	Both sides	Both sides
Sidewalk Width	[illegible]	8'	[illegible]

THOROUGHFARE STANDARDS

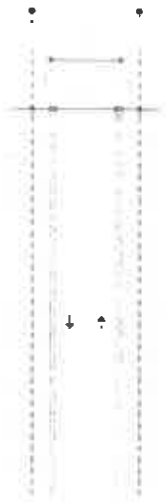
THOROUGHFARE TYPES

PT:	Path
LN:	Lane
RD:	Road
ST:	Street
PS:	Passage
AL:	Alley
CR:	Commercial Street
AV:	Avenue
BV:	Boulevard
HW:	Highway
DR:	Drive
RR:	Road Road
bp:	Bike Path (optional as noted)
br:	Bike Route (sill, n.s.e.)
bl:	Bike Lane (optional as noted)

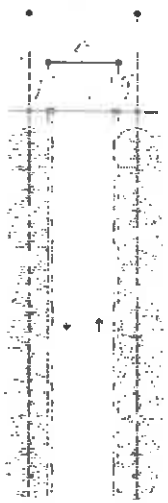
ST-57-29-bl

- Bicycle Lane
- Pavement Width
- Right of Way Width
- Thoroughfare Type

Thoroughfare: the urban element that provides the major part of the public open space as well as travel lanes for vehicles. A thoroughfare is endowed with two attributes: capacity and character. Capacity is the number of vehicles that can move safely through a segment of thoroughfare within a given time period. It is physically manifested by the number of lanes and their width, by the centerline radius, the curb radius, and the superelevation of the pavement. Character is the suitability of a thoroughfare as a setting for pedestrian activities and as a location for a variety of building types. Character is physically manifested by the thoroughfare's associated building and landscape types as determined by its location within the transect.



LYNN WAY 40' R.O.W.
EXISTING



LYNN WAY 40' R.O.W.
PROPOSAL
T3

Type	Street	Street
Movement	Speed	Free
Design Speed	+30 mph	30 mph
R.O.W. Width	40'	40'
Pavement Width	28'	28'
Traffic Flow	2 lanes, 2 way	2 lanes, 2 way
Parking	None	None
Curb Type	Pan Curb	Pan curb
Curb Radius	15'	15'
Planter Width	7'	7'
Planter Type	Swale	Swale
Planting Pattern	None	Double allees 30' o.c.
Tree Type	None	TBD
Street Light Type	Unknown	TBD
Street Light Spacing	Unknown	TBD
Bike Way Type	None	None
Bike Way Width	N/A	N/A
Sidewalks	None	None
Sidewalk Width	n/a	N/A

THOROUGHFARE TYPES

[illegible]	Path
[illegible]	Lane
[illegible]	Street
[illegible]	Passage
[illegible]	Alley
[illegible]	Commercial Street
[illegible]	Avenue
[illegible]	Boulevard
[illegible]	Highway
[illegible]	Drive
[illegible]	Road Street
[illegible]	Bike Path (optional as noted)
[illegible]	Bike Route (all, n.o.s.)
[illegible]	Bike Lane (optional as noted)

ST-57-28-bl

- Bicycle Lane
- Pavement Width
- Right of Way Width
- Thoroughfare Type

Thoroughfares: the urban element that provides the major part of the public open spaces as well as paved areas for mobility. A thoroughfare is composed with two attributes: capacity and character. Capacity is the number of vehicles that can move safely through a segment of thoroughfare within a given time period. It is physically manifested by the number of lanes and their width, by the curvature radius, the crest radius, and the superelevation of the pavement. Character is the suitability of a thoroughfare as a setting for pedestrian activities and as a location for a variety of building types. Character is physically manifested by the thoroughfare's associated building and frontage types as delineated by its location within the transect.

MARGUERITE 50' R.O.W.
EXISTING

MARGUERITE 50' R.O.W.
PROPOSAL
T3

Type	
Movement	
Design Speed	
R.O.W. Width	
Pavement Width	
Traffic Flow	
Parking	
Curb Type	
Curb Radius	
Planter Width	
Planter Type	
Planting Pattern	
Tree Type	
Street Light Type	
Street Light Spacing	
Bike Way Type	
Bike Way Width	
Sidewalks	
Sidewalk Width	

Street	
Speed	
<30 mph	
50'	
50'	
2 lanes, 2 way	
None	
Two Curb	
10'	
12'	
Curb	
Plain	
None	
Unknown	
Unknown	
None	
N/A	
None	
N/A	

Drive	
Flow	
30 mph	
60'	
50'	
2 lanes, 2 way	
Plain	
Two curb	
10'	
8' median	
Continuous planting strip	
Double allees 20' o.c.	
TBD	
TBD	
TBD	
None	
N/A	
Both sides	
6'	

THOROUGHFARE STANDARDS

THOROUGHFARE TYPES

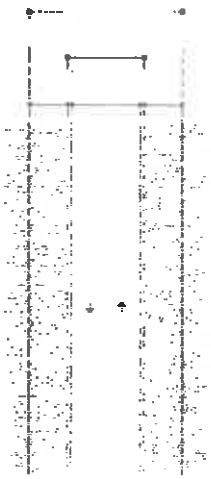
PTh	Path
LAr	Lane
BTh	Road
STr	Street
PSg	Passage
ALy	Alley
CSt	Commercial Street
AVn	Avenue
BVd	Boulevard
HWy	Highway
DRv	Drive
RRd	Rural Road

bp: Bike Path (optional as noted)
Bike Route (all, u.n.o.)
bl: Bike Lane (optional as noted)

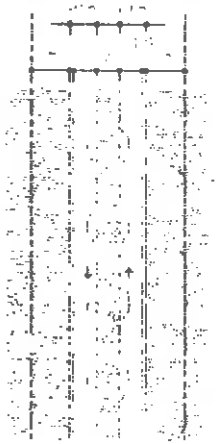
ST-57-20-bl

- Bicycle Lane
- Pavement Width
- Right of Way Width
- Thoroughfare Type

Thoroughfare: the urban element that provides the major part of the public open space as well as travel lanes for vehicles. A thoroughfare is endowed with two attributes: capacity and character. Capacity is the number of vehicles that can move safely through a segment of thoroughfare within a given time period. It is physically constituted by the number of lanes and their width, by the construction radius, the curb radius, and the superelevation of the pavement. Character is the suitability of a thoroughfare as a setting for pedestrian activities and as a location for a variety of building types. Character is physically constituted by the thoroughfare's associated building and frontage types as determined by its location within the transect.



NORMANDY 60' R.O.W.
EXISTING



NORMANDY 60' R.O.W.
PROPOSAL
T3

Type	Street
Movement	Speed
Design Speed	+30 mph
R.O.W. Width	60'
Pavement Width	36'
Traffic Flow	2 lanes, 2 way
Parking	None
Curb Type	Pan Curb
Curb Radius	15'
Planter Width	13'
Planter Type	Swale
Planting Pattern	None
Tree Type	None
Street Light Type	Unknown
Street Light Spacing	Unknown
Bike Way Type	None
Bike Way Width	N/A
Sidewalks	None
Sidewalk Width	n/a

Type	Street
Movement	Flow
Design Speed	25 mph
R.O.W. Width	60'
Pavement Width	10.5/10.5'
Traffic Flow	2 lanes, 2 way
Parking	Male
Curb Type	Pan curb
Curb Radius	15'
Planter Width	11', 4' median
Planter Type	Continuous planting strip
Planting Pattern	Double allees 30' o.c.
Tree Type	TBD
Street Light Type	TBD
Street Light Spacing	TBD
Bike Way Type	None
Bike Way Width	N/A
Sidewalks	None
Sidewalk Width	N/A

IMPLEMENTATION MATRIX

PRIORITY	INITIATIVES	REF. NO.	LEAD	SUPPORT	FUNDING SOURCES	ESTIMATED COSTS **	COMMENTS
1	Create a Madeira Beach Town Center Community Redevelopment District	III.01 III.02	City of Madeira Beach	Pinellas Planning Council	City Operating Budget	Administrative Staff Time	
1	Develop a Community Park Around Tom Stuart Causeway west of the Causeway Bridge	III.16	City of Madeira Beach	FDOT; Community Land Trust; Pinellas County; Adjacent Property Owners	City CIP Budget; Community Land Trust; Private Property Owners; FDOT;SWFWMD; FRDP	$650,000 to $1.4 million	The smaller figure indicates costs for the park site. The larger amount includes the entire causeway. No R/W costs included.
1	Pursue a National Quality Developer for a Mixed-Use Residential Project on the C-4 Waterfront Property along the Causeway	III.21	Private Property Owner	City of Madeira Beach	Negotiated Public-Private Partnership with Developer	Administrative Staff Time	
1	Revitalize and Redevelop the Marina Property west of the Bridge on the Tom Stuart Causeway	III.22	City of Madeira Beach	Developer of Adjacent Property	Negotiated Public-Private Partnership with Developer		
1	Within Residential Areas, Change all Non-Conforming Uses into Conforming Uses	III.09	City of Madeira Beach		City Operating Budget	Administrative Staff Time	
1	Develop a Neighborhood Center at the intersection of Gulf Boulevard & 140th Avenue	III.28	City of Madeira Beach	FDOT; Pinellas County; Private Property Owners; Developers	Planning: City CIP Budget; FDOT Construction: FDOT; Private Property Owners; Developers; SWFWMD	$400,000 to $800,000	This is a portion of a current $1.0 million project scheduled for construction in 2003. The costs shown indicate improvements within existing R/W.
1	Add the Necessary Staff Positions to Ensure the Success of the Master Plan	III.29	City of Madeira Beach		City Operating Budget	Administrative Staff Time	
2	Encourage Infill Development Along Gulf Boulevard	III.05	City of Madeira Beach	Private Property Owners; Private Developers	Private Property Owners; Private Developers	Administrative Staff Time	
2	Develop Guidelines & Incentives for Residential Redevelopment	III.06	City of Madeira Beach		Private Property Owners; Private Developers	Administrative Staff Time	
2	Develop a Plan for Controlling Traffic Along Gulf Boulevard; Include Provisions to make Gulf Boulevard Pedestrian Friendly	III.03 III.04	City of Madeira Beach	Pinellas County; FDOT	City CIP Budget; Penny for Pinellas; Pinellas County; FDOT	$5.5 million to $7 million	The figures indicate project costs and are based on employing traffic calming features, landscaping, hardscaping and upgraded mastarm signals.
2	Create a John's Pass Village Area Community Development District	III.01 III.02	City of Madeira Beach	Pinellas County; FDOT	City Operating Budget	Administrative Staff Time	
2	Encourage Appropriately-Scaled Redevelopment of West Side of Gulf Boulevard near John's Pass CRD	III.27	City of Madeira Beach		City Operating Budget	Administrative Staff Time	
2	Encourage Mixed-Use Infill Development on C-4 Property in John's Pass CRD	III.26	City of Madeira Beach	Private Property Owners; Private Developers	Planning: City CIP Budget, Private Property Owners, Private Developers; Construction: Private Property Owners; Private Developers	Administrative Staff Time	
2	Redevelop the Tom Stuart Causeway as a Mixed-Use Civic Boulevard entering onto the Beach	III.17	City of Madeira Beach	FDOT; Private Property Owners	City CIP Budget; Penny for Pinellas; Pinellas County; FDOT	$1.1million to $1.3 million	
2	Create an Active Mixed-Use Pedestrian-Oriented Shopping Street along Madeira Way	III.20	Private Property Owners & Developers	City of Madeira Beach; FDOT	Private Developer; City CIP Budget; Pinellas County	$800,000 to $800,000	

PRIORITY	INITIATIVES	REF. NO.	LEAD	SUPPORT	FUNDING SOURCES	ESTIMATED COSTS **	COMMENTS
3	Develop Appropriate Open Space Designs within the City	III.11	City of Madeira Beach	Pinellas County; Private Sector	Planning: City CIP Budget; Penny for Pinellas; Pinellas County; Construction: Private Sector; Proposed Civic Improvements Fund	$80,000 to $100,000	
3	Develop Appropriate Distinctive Landscape Plans for all Streets within the City	III.10	City of Madeira Beach	Pinellas County; Utility Companies; Private Sector	Planning: City CIP Budget; Penny for Pinellas; Pinellas County; Construction: Private Sector; Utility CompaniesFund	$60,000 to $80,000	
3	Rebuild the John's Pass Bridge within the Existing Footprint	III.06	FDOT	City of Madeira Beach; City of Treasure Island; Pinellas County	FDOT	Community Services Staff Time	
3	Redesign the Intersection of 150th Avenue & Duhme Road to Calm Traffic	III.14	FDOT	City of Madeira Beach; Pinellas County School Board	Planning: FDOT Construction: FDOT	$550,000 to $700,000	
4	District Parking Plan for John's Pass Village Area CRD	III.25	City of Madeira Beach	Private Property Owners	Planning: City CIP Budget; Private Sector Construction: Private Sector; Bonds	Administrative Staff Time	
4	Redevelop Village Way & Pelican Lane into a Mixed-Use Zone Incorporating Retail, Commercial & Live-Work Options	III.24	City of Madeira Beach	Private Property Owners; Private Sector Developers	Planning: City CIP Budget; Private Sector Construction: Private Sector; City CIP Budget	Administrative Staff Time	
4	Develop a Civic Complex to Replace the Existing Municipal Building	III.19	City of Madeira Beach	Pinellas County; US Post Office; State of Florida	Planning: City CIP Budget; Pinellas County Construction: Civic Improvements Fund; Pinellas County; State of Florida; US Post Office		
**	Project Costs are in 2002 dollars						