

## FORWARD PINELLAS STAFF ANALYSIS



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<b>APPLICATION NO.:</b>	Case CW 23-03
<b>STAFF:</b>	Rodney Chatman, Planning Division Manager
<b>APPLICANT:</b>	City of Madeira Beach
<b>PROPERTY SIZE:</b>	27.04 acres m.o.l.
<b>CURRENT COUNTYWIDE PLAN MAP CATEGORY:</b>	Residential Medium, Resort, Retail & Services and Recreation/Open Space
<b>PROPOSED COUNTYWIDE PLAN MAP CATEGORY:</b>	Activity Center (Neighborhood Center Subcategory)
<b>CURRENT LOCAL FUTURE LAND USE PLAN MAP CATEGORY:</b>	City of Madeira Beach – Residential Medium, Resort Facilities Medium, Residential/Office/Retail, Commercial General, Recreation/Open Space
<b>PROPOSED LOCAL FUTURE LAND USE PLAN MAP CATEGORY:</b>	City of Madeira Beach – Traditional, Commercial Core, Boardwalk, Low Intensity, Mixed Use, John’s Pass Resort, Transitional
<b>LOCATION / PARCEL ID:</b>	John’s Pass Village - Extends from properties west of Gulf Boulevard to Boca Ciega Bay on the east, and from John’s Pass north to 133rd Avenue East

### **BACKGROUND SUMMARY:**

The proposed amendment is submitted by the City of Madeira Beach to amend parcels from Residential Medium, Resort, Retail & Services and Recreation/Open Space to the Activity Center category, with a Community Center subcategory designation. The proposed amendment will create the John’s Pass Village Activity Center. The Activity Center designation is proposed as part of the John’s Pass Village Activity Center Plan (JPVAC). John’s Pass Village is located in the City of Madeira Beach and serves as the

center of tourism for the city. This area has been recognized as inconsistent with the Countywide Rules, and as such, the JPVAC aims to reconcile the inconsistencies, account for the existing development in the John's Pass Village area and provide for an increment of new development potential.

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

John's Pass Village has been a longstanding area of mixed-use, commercial development, but has misapplied its density and FAR standards in its ongoing redevelopment. As such, the city began a community planning process and review of the current Countywide Plan categories to determine the best and most responsible designation to reconcile the inconsistencies created in 2008 and finds the Activity Center category to be best suited for its needs.

The proposed amendment will involve designating six different character districts within the Activity Center: Traditional Village, Commercial Core, Boardwalk, Low Intensity Mixed Use, John's Pass Resort and Transitional character districts. If the request is approved, the city will begin the process of amending its Land Development Code to establish zoning and development standards for the associated character districts.

**STAFF RECOMMENDATION:**

In consideration of, and based upon a balanced determination of the Relevant Countywide Considerations, it is recommended that the board approve an amendment to the Neighborhood Center subcategory for the proposed amendment area.

**PLANNERS ADVISORY COMMITTEE RECOMMENDATION:**

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

**LOCAL GOVERNMENT COUNCIL/COMMISSION ACTION:**

The city presented this case at its January 11, 2023, Board of Commissioners Regular Meeting. The Board approved the first reading of Ordinance 2023-01 by a 3-2 vote. There were no public comments at the above noted meeting.

The Madeira Beach Board of Commissioners approved the Forward Pinellas Board's Alternative Compromise recommendation at the December 13, 2023 meeting.

**CURRENT PROPERTY INFORMATION:**

<b>Property Use(s):</b>	A mix of residential, temporary lodging, and commercial uses
<b>Site Features:</b>	Densities and intensities in the area vary considerably and, in some cases, exceed current standards.

**PLANNING CONSIDERATIONS:**

Within the JPVAC, Gulf Boulevard has more dense concentrations of development compared to the lower density residential areas around the city. Furthermore, Gulf Boulevard is designated as a future secondary transit corridor on the Forward Pinellas Land Use Strategy Map and other Activity Centers are located along the corridor, such as in Treasure Island. The area proposed as an Activity Center is a coastal tourist hub with a clustering of cultural, employment and retail uses, making the area suitable for a lower-intensity Activity Center designation.

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

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

**RELEVANT COUNTYWIDE CONSIDERATIONS:**

The proposed amendment area is approximately 27 acres and extends from properties west of Gulf Boulevard to Boca Ciega Bay on the east, and from John’s Pass north to 133rd Avenue East. It includes traditional tourist business uses located along the east side of Gulf Boulevard, Village Boulevard, and the Boardwalk area, as well as a mix of residential and temporary lodging uses on the west side of Gulf Boulevard, transitional residential and temporary lodging uses on the east and west sides of Gulf Boulevard north of the traditional village business area, and a mix of residential and temporary lodging uses on the east side of Pelican Lane.

The Countywide Rules state that the Activity Center category is intended to “recognize those areas of the county within each local government jurisdiction that have been identified and planned for in a special and detailed manner, based on their unique location, intended use, appropriate density/intensity and pertinent planning considerations. In particular, it is the intent of this category to recognize those important, identifiable centers of business, public and residential activity, as may be appropriate to the particular circumstance, that are the focal point of a community and served by enhanced transit commensurate with the type, scale and intensity of use. Activity

Centers are designated at a size and scale that allows for internal circulation by pedestrians, bicyclists and transit users, and typically encompass areas developed in a radial pattern within walking distance (1/4 to 1/2 mile) of a central point or hub served by transit.”

**EXISTING DENSITIES AND INTENSITIES**

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

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

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

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

**Table 3: Existing FAR and Density Range in Proposed Character Districts**

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

**PROPOSED ACTIVITY CENTER PLAN**

As mentioned, the proposed Activity Center designation will involve further differentiation of six character districts within the Activity Center, for the purpose of recognizing the district location, use, and density/intensity features of these components of John’s Pass Village and provide for their future continuation and enhancement. Table 4 below shows the proposed character districts, their allowable uses and permitted density/intensity standards. Table 4 also shows the current corresponding local future land use category and the allowable densities/intensities under those categories, in order to show the changes that will be occurring as a result of an amendment to the Activity Center category. Under normal circumstances, these would be compared to the corresponding Countywide Plan Map category. However, because the city has adopted inconsistent standards and permitted development under these standards, it is necessary to compare it to the local future land use category for an accurate reflection of standards which are changing. These differences in densities/intensities in the table below will contribute to the understanding of impacts in the Coastal High Hazard Area, which are discussed below. The proposed standards below would render the JPVAC consistent with the Countywide Rules density/intensity standards for the Neighborhood Center subcategory of Activity Centers.

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

<b>Character District</b>	<b>Allowable Uses</b>	<b>Maximum Allowable Density (UPA)</b>	<b>Maximum Allowable Intensity (FAR)</b>	<b>Current Corresponding Countywide Plan Map Category</b>	<b>Current Countywide Allowable Standards</b>
<b>Traditional Village District</b> <i>Defined by massing, rhythm, minimal setbacks orientation of buildings to the street and active ground-level retail</i>	Residential; Temporary Lodging, and Commercial	Residential 15 UPA; Temporary Lodging 45 UPA	2.0 FAR	Commercial General	Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
<b>Commercial Core District</b> <i>Defined by orientation of buildings to the</i>	Residential; Temporary Lodging; and Commercial	Residential 15 UPA; Temporary Lodging 60 UPA	2.0 FAR (2.2/3.0 FAR permitted for Temporary Lodging with	Commercial General	Residential 15 UPA; Temporary Lodging 60 UPA;

<i>street, wide walks, ground-level and upper-level commercial, business access, build-to lines and upper-level tourist facilities</i>		(75/100 UPA permitted for Temporary Lodging with Development Agreement)	Development Agreement)		1.2 FAR
<b>Boardwalk District</b> <i>Defined by rustic, unfinished “fishing village” style of commercial buildings accessible from the second floor along the boardwalk</i>	Commercial, Commercial Recreation, and Services	Residential 0 UPA; Temporary Lodging 0 UPA	1.5 FAR	Commercial General	Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
<b>Low Intensity Mixed Use District</b> <i>Defined by mix of residential and temporary lodging uses of various tenure and type</i>	Residential, Temporary Lodging, and Commercial only up to 20 percent of the building floor area	Residential 18 UPA; Temporary Lodging 40 UPA (60 UPA permitted for Temporary Lodging with Development Agreement)	1.5 FAR (2.0 FAR permitted for Temporary Lodging with Development Agreement)	Residential Medium	Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
<b>John’s Pass Resort District</b> <i>Defined by a mix of residential development, tourist accommodations and limited business activities</i>	Residential, Temporary Lodging, and Commercial only up to 20 percent of the building floor area	Residential 24 UPA; Temporary Lodging 75 UPA	2.0 FAR (2.5 FAR permitted with Development Agreement)	Resort Facilities Medium (with Recreation/Open Space)	17 UPA; 45, 60, 75 UPA (depending on land size); 1.0 FAR

<b>Transitional</b> <i>District serves as a buffer from higher intensity/density to lower intensity/density</i>	Residential and Temporary Lodging; Commercial is only allowed up to 20 percent of the building floor area ratio for properties on the west side of Gulf Blvd; Commercial is allowed on east side of Gulf Blvd.	Residential 18 UPA; Temporary Lodging 50 UPA (75 UPA permitted for Temporary Lodging with Development Agreement)	1.5 FAR (2.0 FAR permitted with Development Agreement)	Resort Facilities Medium; Commercial General (with Recreation/Open Space)	Resort Facilities Medium: 17 UPA; 45, 60, 75 UPA (depending on land size); 1.0 FAR  Commercial General: Residential 15 UPA; Temporary Lodging 60 UPA; 1.2 FAR
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**TRANSPORTATION CONSIDERATIONS**

Transit is a major consideration in the establishment of Activity Centers. Madeira Beach is currently served by Suncoast Beach Trolley and PSTA bus routes, connecting John’s Pass Village with other island communities in Pinellas County and connecting to the Park Street Terminal in downtown Clearwater and a transfer center at Tyrone Square Mall. The trolley route also joins John’s Pass Village with other existing Activity Centers: the Madeira Beach Town Center, the Treasure Island Downtown Special Area Plan, the St. Pete Beach Community Redevelopment Plan, and the Clearwater Downtown Redevelopment Plan. Furthermore, the Suncoast Beach Trolley operates with 30-minute headways, seven days a week.

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

Section 6.5.3. of the Countywide Rules provides the review criteria for amendments to the Countywide Plan Map. An analysis of these criteria are provided below:



**1. The manner in, and extent to, which the amendment is consistent with the Countywide Rules and with the Countywide Plan Strategies as implemented through the Countywide Rules.**

*Staff Analysis:* The proposed amendment is submitted by the City of Madeira Beach, amending approximately 27 acres of properties from Residential Medium, Resort, Retail & Services and Recreation/Open Space to Activity Center, with a Neighborhood Center subcategory designation. The proposed amendment is part of the John's Pass Activity Center Plan (JPVAC), which will be adopted by the city if this amendment is approved. The Neighborhood Center subcategory to be implemented within the JPVAC, allows for up to 60 units per acre (UPA) for residential density, up to 100 UPA for temporary lodging density and a maximum of 2.0 floor area ratio (FAR) for nonresidential or mixed-use intensity.

The proposed Activity Center, character districts, associated uses and maximum allowable densities and intensities would address and reconcile existing inconsistencies within John's Pass Village, while recognizing existing development within the amendment area. Activity Centers are intended to be areas that are the focal point of a community and served by enhanced transit commensurate with the type, scale and intensity of use. Within the JPVAC, Gulf Blvd. has more dense concentrations of development compared to the lower density residential areas around the city. Furthermore, Gulf Blvd is designated as a future secondary transit corridor on the Forward Pinellas Land Use Strategy Map and other Activity Centers are located along the corridor, such as in St. Pete Beach.

**2. An amendment adopting or amending the AC, MMC or PRD category and affecting 10 acres or more shall include the following transportation impact analysis: A) Calculate the average daily trips for the current land use category(ies) of the proposed AC, MMC or PRD category based on the acreage and traffic generation characteristics for each applicable category described in Section 2.3.3.; and B) Calculate the average daily trips for the proposed AC, MMC or PRD category based on the acreage and traffic generation characteristics for each applicable category described in Section 2.3.3, multiplied by 50%. If the proposed average daily trips calculated in (B) is smaller than the current average daily trips calculated in (A), then only the requirements of Section 6.2.3 must be met and no additional transportation assessment is required.**

*Staff Analysis:* The average daily trips for the existing categories of Recreation/Open Space, Residential Medium, Resort, and Retail & Services is 8,674. Applying the above-referenced review standards, the average daily trips that this area would generate if the proposed Activity Center is approved is 4395.



3. **If located within a Scenic/Noncommercial Corridor, the manner in, and extent to, which the amendment conforms to the criteria and standards contained in Section 6.5.4.1 of these Countywide Rules.**

*Staff Analysis:* The amendment area is not located on an SNCC; therefore, those policies are not applicable.

4. **If located within a Coastal High Hazard Area, the manner in, and extent to, which the amendment conforms to the terms set forth in Section 4.2.7.**

*Staff Analysis:* The entirety of the amendment area is located in the CHHA. As such, the proposed amendment is required to be evaluated against the balancing criteria provided in the Section 4.2.7 of the Countywide Rules.

#### **A. ACCESS TO EMERGENCY SHELTER SPACE AND EVACUATION ROUTES**

Because the proposed amendment will not result in an increase in permanent residential populations, adverse impacts to emergency shelter space capacity are not anticipated.

Gulf Boulevard is a designated evacuation route. Additionally, Madeira Beach is connected to the mainland through the Tom Stuart Causeway and Treasure Island Causeway. John's Pass Village is located within eight miles of four different shelters, and nine miles from seven different shelters. Forward Pinellas did reach out to Emergency Management for a review of the proposal. They noted the following:

A Level A evacuation status mandates the evacuation of residents, hotel staff and guests, commercial establishments and employees at all subsequent levels of mandatory evacuation orders (A-E).

The Activity Center area directly intersects with the Gulf Boulevard emergency evacuation route. Consequently, concerns regarding access during ordered evacuations are not anticipated. Per Pinellas County Emergency Management, it is recommended that the city adopt stronger mitigation and construction practices that exceed the mandates outlined in prevailing building codes. This proactive approach will help minimize the adverse consequences of wind and storm surge events and their associated hazards.

#### **B. UTILIZATION OF EXISTING AND PLANNED INFRASTRUCTURE**

The JPVAC establishes standards that are reflective of what has been developed within the amendment area. As such, it largely would be served by the existing infrastructure system.

#### **C. UTILIZATION OF EXISTING DISTURBED AREA**

Similarly, the JPVAC will be served by the existing disturbed area within John's Pass Village area, and no natural areas that buffer existing development from coastal storms will be altered as a result of the proposed amendment.

***D. MAINTENANCE OF SCENIC QUALITIES AND IMPROVEMENT OF PUBLIC ACCESS TO WATER***

The overall plan for John's Pass Village will enhance public access and visibility to the amendment area, and will also encourage new opportunities to view and access the surrounding waterfront through redevelopment activities. Furthermore, existing scenic qualities will be maintained as the JPVAC is largely reflective of what is currently developed in the area.

***E. WATER DEPENDENT USE***

The JPVAC recognizes and provides for the continuation of existing water-dependent uses along John's Pass Village.

***F. PART OF COMMUNITY REDEVELOPMENT PLAN***

In a broad sense, this proposed Special Area Plan and associated Activity Center request has been developed with the intent of serving as a redevelopment plan for the area.

***G. OVERALL REDUCTION OF DENSITY OR INTENSITY***

The analysis of impacts to densities/intensities will be conducted by comparing the existing developed densities/intensities within the amendment area to the proposed maximum allowable densities/intensities. Typically, this analysis would be conducted by comparing the densities/intensities of the current and proposed categories. However, as this area is currently nonconforming in its standards and has developed as such, it is necessary to compare what is actually developed on the ground to what will be allowed as a result of the proposed amendment.

To that end, Table 5 below incorporates information shown earlier in this staff report and combines them for a clear comparison, showing the existing density/intensity ranges and comparing them to the proposed maximum allowable densities/intensities within the amendment area, by character district. While many of the proposed densities/intensities of the character districts are reflective of the existing development within the JPVAC, there will be increases in the allowable development potential as compared to what is currently developed in the amendment area. It should be noted, however, that increases in Temporary Lodging density do not impact emergency shelter and evacuation route considerations. Furthermore, the increases in density can be deemed minor when considering what is already developed within the CHHA. For example, the Commercial Core District is currently developed at a maximum 14.5 UPA, and the proposed maximum density for this district is 15 UPA.

The proposal results in maintaining an overall residential density of 16 UPA. Because this area is highly vulnerable to climate hazards, Forward Pinellas is not in support of any increase in residential density.

In Table 5, it is also apparent that the maximum developed densities of some of the character districts (namely, the Low Intensity Mixed Use, John's Pass Resort and Transitional districts), surpass the proposed maximum densities allowed in those respective districts. Per information provided by Madeira Beach staff, these character districts contain certain older condominiums and multifamily properties that were built in the 1950s, '60s, and '70s, which predate the adoption of the city's zoning regulations provided for in the Madeira Beach Code of Ordinances and further, the Comprehensive Plan.

The Madeira Beach Code of Ordinances has provisions that allow for those nonconforming multifamily properties to continue lawfully but restrict further investment. Currently in the Madeira Beach Code of Ordinances, Sec. 110-96 outlines the process to rebuild nonconforming structures after a catastrophic loss from a disaster. Multifamily residential and temporary lodging developments may be rebuilt to the same density, height, and side setbacks, but must comply with the front setback, the county coastal construction control line, floodplain regulations, fire codes, and parking regulations as contained in their certificate of occupancy and any other requirements effective at the time of building permit application. Commercial development must meet the current intensity standards after a catastrophic loss. Many of the commercial buildings within John's Pass Village exceed the allowed FAR. However, it is of note that the city is considering amending their regulations to permit commercial development to build back to the same FARs.

**Table 5: Existing Densities/Intensities and Proposed Maximum Densities/Intensities**

Character District	Existing Residential and Temporary Lodging Density (UPA)		Proposed Maximum Residential and Temporary Lodging Density (UPA)		Existing FAR Range	Proposed Maximum FAR
	<i>Residential</i>	<i>Temporary Lodging</i>	<i>Residential</i>	<i>Temporary Lodging</i>		
<b>Traditional</b>	10.9	0	15	45	0.03-1.7	2.5 (3.0 with Development Agreement)
<b>Commercial Core</b>	14.5	12.4	15	60 (75/100 with Development Agreement)	0.2-1.1	2.0 (2.2/3.0 with Development Agreement)
<b>Boardwalk</b>	0	0	0	0	0.4-1.3	1.5
<b>Low Intensity Mixed Use</b>	9.4-37.7	17.5-34.0	18	40 (60 with Development Agreement)	0.2-0.7	1.5 (2.0 with Development Agreement)

<b>John's Pass Resort</b>	4.8-70	36.4	18	60 (75/100 with development agreement)	0.1-1.6	2.2 (2.5 with Development Agreement)
<b>Transitional</b>	8.3-45.5	42-58.9	18	50 (75 with Development Agreement)	0.2-1.3	1.5 (2.0 with Development Agreement)

**H. CLUSTERING OF USES**

As the entirety of the city, including the area encompassing the proposed Activity Center is within the CHHA, it is not possible, nor is there any opportunity or ability, to cluster uses outside of the CHHA.

**I. INTEGRAL PART OF COMPREHENSIVE PLANNING PROCESS**

The proposed JPVAC Plan has been prepared as an important part of the city's comprehensive planning process and represents the city's expressed objective to recognize and provide for the preservation and enhancement of John's Pass Village as a vital tourist, business and residential component of the city.

- 5. If the amendment involves the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category, the manner in, and extent to, which the amendment conforms to the purpose and requirements of the applicable category, and addresses the relevant Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies.**

*Staff Analysis:* The amendment area involves the establishment of a new Activity Center. As such, it is required to meet the Planning and Urban Design Principles detailed in Section 6.2.6 of the Countywide Rules Land Use Goal 16.0 in the Countywide Plan Strategies. Below are some examples of how these standards have been met, and the associated JPVAC Plan addresses them in further detail:

**LOCATION, SIZE AND DENSITY/INTENSITY STANDARDS**

The proposed Activity Center is consistent with the locational criteria of Activity Centers and is appropriate in its size. Furthermore, the proposed density/intensity recommendations for the Activity Center do not exceed the maximum standards for the Neighborhood Center subcategory.

**CONNECTIVITY**

The JPVAC involves improvements in connectivity, particularly along Gulf Boulevard. A key initiative of the proposed Activity Center is to locate and design transit connections on Gulf Blvd. (which is a designated Secondary Transit Corridor), to achieve a more visible, direct and safe connection for pedestrians to and from the village, to improve the connections to off-street parking to reduce automobile traffic within the JPVAC and to provide improved connections to the

transit system for both automobile and bicycle travel. However, commitments should be made to complete the sidewalk network in the amendment area so that pedestrians can move about in a safe manner.

### ***SITE ORIENTATION***

Site orientation provides opportunities to create convenient, safe, and comfortable experiences for pedestrians in relationship to the buildings that adjoin the public right-of-way or building entryway. Many buildings in the Traditional Village, Boardwalk and Commercial Core Character Districts are oriented towards the pedestrian. Furthermore, pedestrians can be unaware of the parking located in the back of the building and is able to focus more on interacting with ground levels of buildings, encouraging them to visit the uses along the pedestrian right-of-way.

### ***PUBLIC REALM ENHANCEMENT***

Public realm refers to the publicly owned space and privately owned space adjoining the rights-of-way that can be accessed and used by the public. Within the JPVAC, pedestrian safety and comfort will be achieved by maintain an unobstructed means of accessing both the Traditional Village and Commercial Core Character Districts. Furthermore, the JPVAC identifies two key focal points – one at the main pedestrian point of access to Village Boulevard, and one at the southern terminus of Village Boulevard at 129<sup>th</sup> Avenue West – as opportunities for significant place-making potential and the establishment of wayfinding, public seating and landscaping to enhance the public realm. Redevelopment initiatives will consider these two identified focal points.

### ***GROUND FLOOR DESIGN AND USE***

The current development pattern in the JPVAC achieves the desired objective of a continuation of interaction between the public right-of-way and adjoining private use through its direct uninterrupted access and use of the ground floor for existing structures.

### ***TRANSITION TO NEIGHBORHOODS***

The proposed Activity Center has planned for transitional areas through the Transitional Character District along Gulf Blvd at its northern terminus. This character district provides for a decrease in temporary lodging use density, as well as non-residential floor area intensity from the John's Pass Resort Character District.

Overall, the JPVAC has sufficiently addressed the required Planning and Urban Design Principles. Furthermore, the implementation of these principles will be monitored as zoning and development standards are established.

- 6. The manner in, and extent to, which the amendment significantly impacts a public educational facility or an adjoining jurisdiction.**

*Staff Analysis:* The proposed amendment is not adjacent to a public educational facility or adjoining jurisdiction; therefore, those policies are not applicable.

- 7. If the amendment involves the conversion from the Employment (E), Industrial (I), or Target Employment Center (TEC) category, the extent to which the amendment area can continue to provide for target employment opportunities as evaluated and set forth in Section 6.5.4.5.**

*Staff Analysis:* The proposed amendment area does not involve the reduction of land designated as Industrial or Employment; therefore, those policies are not applicable.

## **PUBLIC CORRESPONDENCE**

City staff have held the following community engagement opportunities:

- Three public meetings
  - One business focus
  - Two general public focus
- Online Survey
- Alternatives were presented
- Input from meeting guided current proposal

Forward Pinellas has received 36 emails of public opposition. The following were main areas of concern:

- Main concern: increase in density / intensity
- Traffic congestion
- Allowing more hotel/condos
- Ruin Madeira Beach appeal
- Overdevelopment