

**City of Treasure Island, Florida**  
**Memorandum**

**To:** Reid Silverboard, City Manager  
**From:** Lynn Rosetti, City Planner  
**Date:** March 3, 2008  
**Subject:** Res 08-21, Downtown Redevelopment Consulting Services

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Over the past several months, staff has had a series of meetings with various individuals in order to develop a strategy that builds on the work that has already been accomplished by the Community, City Commission, prior Administration, and HDR, Inc., and the City Manager Ralph Stone in conjunctions with the Downtown Redevelopment Plan.

The following steps are required in order to implement the Downtown Redevelopment Plan:

**1. Special Area Plan:** Under the requirements of Section 4.2.7.5.1 of the Pinellas County "Countywide Plan Rules", the City must undertake a Special Area Plan in order to amend the Countywide Plan map to designate the downtown area to a land use category that will accommodate the level activity and mix of uses recommended Option 3 of the Downtown Redevelopment Plan. The special area plan must then be approved by the City Commission.

The Special Area Plan must include, at a minimum, information addressing the following:

A. Plan Issues and Objectives

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

B. Plan Composition

1. Permitted uses and any differentiation by location;
2. Density/intensity standards for permitted uses;
3. Design guidelines, if any, appropriate to the plan;
4. Affordable housing provisions, if any, appropriate to the plan;
5. Mixed-use provisions, if any, appropriate to the plan;
6. Special provision for mobility and circulation, including mass transit, access management, parking, pedestrians, and bicycles;
7. Identification of and reference to land development regulations that implement the plan;

8. Public and/or private improvements, contributions and/or incentives, if any, appropriate to the plan; and
9. The local government plan approval process.

### C. Plan Impacts

1. Identification of water, sewer, and stormwater drainage impacts that may be anticipated based on the plan, identification of overall system capacities, and an analysis of the difference between these anticipated impacts on the systems as compared to the impacts based on the current Countywide Plan Map designations; and
2. Relevant Countywide Consideration, including the manner in, and extent to, which the amendment is consistent with Article 4, Plan Criteria and Standards of these Countywide Rules and with the Countywide Plan as implemented through the Countywide Rules and the manner in, and extent to, which the amendment significantly impacts an adjoining jurisdiction.

The special area plan must address the above items in one document, but to accomplish this local government may reference other documents as needed. The proposed Countywide Plan Map amendment, along with the special area plan, shall be reviewed in accordance with the provisions of Article 5 of these Countywide Rules.

### **2. Amending the City Comprehensive Plan Map:**

The City's Comprehensive Plan and Future Land Use Map must be amended.

**3. Amending the Countywide Plan Map:** Application for an amendment of the Countywide Plan Map shall be transmitted to the Pinellas Planning Council after the City Commission has authorized the transmittal of the proposed City Comp Plan amendment to the Florida Department of Community Affairs. Once the application has been determined to be complete, the PPC shall hold a public hearing on the matter. The PPC shall then make a recommendation to the County Planning Agency (CPA: BOCC) within sixty (60) days of receipt of a complete application for amendment. The PPC may recommend approval, denial, continuation or alternative action to the CPA. The CPA shall then consider the application and take appropriate action.

**4. Amending the City Land Development Codes:** Once the Comprehensive Plan amendment has been approved by the City Commission, and the amendment to the Countywide Plan Map has been approved by the County Planning Agency, the specific land development regulations shall be developed. These regulations which will be Form Base in orientation and will provide the rules under which development will take place in the future. This should include all of the traditional features such as permitted uses, special exception uses and accessory uses, setbacks and height. It will also include "special" features to implement the adopted plan such as Floor Area Ratio that is both market and bonus driven; design requirements that deal with the pedestrian area, structure "build to" lines, 107<sup>th</sup> Avenue step back (not setback) requirements, surface and structure parking, etc.

The Planning and Zoning Board, sitting as the LPA, will review the proposed Codes and conduct a public hearing on the matter. The Board will make a recommendation to the City Commission. City Commission will review the proposed District Regulations for tentative approval and approval of ballot language for the required city referendum.

**5. Citywide Referendum:** It is anticipated that pursuant to the City Charter, a referendum will have to be held to approve those portions of the proposed regulations that will have the affect of increasing either density or heights. Since the Downtown Redevelopment Plan provides for certain residential and transient lodging uses in the Downtown area, density standards appropriate to the economic feasibility for such uses will be needed; this could trigger the Charter requirement for referendum approval. Community education and outreach prior to the referendum will be a major focus of time and effort.

This briefly outlines the actions required to put into place the development regulations needed to facilitate developer investment in the City's plan for it's city center.

**Proposal from HDR, Inc.:**

Since HDR prepared the City's Downtown Redevelopment Plan, staff asked HDR to prepare a proposal that outlines the necessary work tasks and related consultant fees to prepare the above referenced Special Area Plan and also to develop revised Land Development Codes necessary to implement the recommendations outlined in the Treasure Island Downtown Redevelopment Plan and further refined in the Special Area Plan.

The Treasure Island Downtown Redevelopment Plan prepared by HDR and approved by resolution by the Treasure Island City Commission on November 21, 2006 defines specific redevelopment strategies for the commercial district along 107th Avenue. The Downtown Redevelopment Plan provides general guidance regarding the community's preferences for redevelopment, including recommendations regarding the following:

- Future land uses;
- Scale and intensity of development;
- Building form, height and orientation;
- Streetscape improvements; and
- Public space improvements.

To proceed with implementation of the Downtown Redevelopment Plan and the Special Area Plan there will also be related Comprehensive Plan and Plan Map amendments that will allow for those changes recommended by the Downtown Redevelopment and the Special Area Plan. It is anticipated that these changes will include the allowance of mixed-use development along with changes in intensity and possibly density controllers within the downtown core. Once the Comprehensive Plan and Plan Map have been amended, the land development regulations will need to be revised in a manner that ensures new development meets the intent of the Downtown Redevelopment Plan and Special Area Plan.

## **Scope of Services**

HDR's continued services would be used to accomplish the following:

- Refine land use and development concepts presented in the Downtown Plan;
- Prepare a Special Area Plan consistent with PPC requirements, defining plan issues, objectives, and potential development entitlements, and assessing impacts associated with such entitlements; and
- Prepare form-based land development regulations to guide redevelopment consistent with the Downtown Plan and Special Area Plan.

A detailed description of services is as follows:

### **Task 1. Initiation Meetings & Work Sessions**

To begin the process, HDR staff will participate in one two-hour work session with the Planning and Zoning Board/LPA, one one-hour meeting with the staff of the Pinellas Planning Council, and up to four one-hour meetings with staff and local stakeholders. These work sessions and meetings will provide opportunities to review the scope of services, discuss potential issues in preparing the Special Area Plan and revised Land Development Regulations, and identify opportunities to clarify and refine recommendations in the approved Downtown Redevelopment Plan.

### **Task 2. Preparation of Special Area Plan**

Using redevelopment recommendations in the Downtown Redevelopment Plan as the primary guide, HDR will prepare a Special Area Plan for the core blocks of the downtown pursuant to PPC Countywide Plan Rules Section 4.2.7.5. As required, the Special Area Plan will summarize plan issues and objectives, address potential development entitlements and requirements, and assess impacts associated with planned development. A review of work required to prepare each section of the Special Area Plan follows:

#### ***2.1 Plan Issues & Objectives.***

To prepare this section of the Special Area Plan, HDR will draw directly from material presented in the Downtown Redevelopment Plan. Text, graphics, and notes from meetings and workshops will be used as the primary source material. It is assumed that no additional research or public engagement will be required to complete this section.

#### ***2.2 Plan Composition.***

To prepare this section of the Special Area Plan, HDR will work with staff to refine the preferred development scenario and identify potential maximum development entitlements and controls. HDR will work with staff to identify refinements to the development scenario consistent with Commission action on the plan.

For the preferred development scenario, HDR will prepare:

- A plan drawing indicating building locations, orientation, and frontage conditions;
- Massing sketches illustrating the scale of preferred development;

- Use and parking tables indicating the possible intensity (dwelling units per acre and floor area ratio) of development; and
- Notes regarding development controls, special requirements or incentives required to achieve plan objectives.

Following a work session with staff to review refinements to the preferred development scenario, HDR will prepare a brief report describing the preferred scenario in a manner appropriate for the Plan Composition section of the Special Area Plan. As part of this phase of the project, HDR will review the PPC's Future Land Use Categories and prepare a recommendation regarding the most appropriate for application downtown. Emphasis will be placed on the existing CBD and CRD categories as well as the recently added Planned Redevelopment categories.

### ***2.3 Plan Impacts & Countywide Considerations.***

Pursuant to Section 4.2.7.5 of the Countywide Plan Rules, HDR will assess transportation, utility, and other impacts associated with the preferred development scenario. HDR will rely on staff to provide information regarding existing levels of service and capacity for affected water, sewer, and stormwater drainage systems and roadways. As the study area is located in a Coastal High Hazard Area and portions of the Treasure Island Causeway is defined as a Scenic Non-Commercial Corridor, the impact section of the plan will address criteria and standards in the Countywide Plan Rule Sections 4.2.7.1, 4.2.7.1.4, and 4.2.7.4.

HDR will prepare a preliminary draft of the Special Area Plan for review by staff, a draft for review by the LPA/City Commission, and a final draft for adoption. Following completion of the preliminary draft, HDR will participate in a meeting with PPC staff and up to two, two-hour work sessions with the LPA or City Commission.

### **Task 3: Downtown Form-Based Code**

Based on the preferred development scenario identified in the Special Area Plan, HDR will prepare a draft form-based code for the core blocks of downtown. As with the initial draft prepared by HDR, the code will identify permitted uses, maximum heights, building restriction lines, building heights and setbacks, frontage conditions, incentives, parking requirements, and other provisions to implement the Special Area Plan. Requirements will be described in text and in a series of simple graphic illustrations.

HDR will prepare a preliminary draft for review by staff, a draft for review by the LPA/City Commission, and a final draft for adoption. Following completion of the preliminary draft, HDR will participate in up to two, two-hour work sessions with the LPA or City Commission.

Those work items such as the preparation of the Comprehensive Plan and Plan Map amendments discussed on page two (2) of this report will be prepared by the City's Planning staff.

### **Fee**

HDR's estimate of professional fees and expenses to complete work described above is \$50,400. The proposed basis of compensation is lump sum that includes professional fees and direct

reimbursable expenses, including costs for reproduction, delivery, and travel between Tampa and Treasure Island.

Fees will be invoiced monthly as services are rendered, subject to the provisions of an executed agreement. Services for work not described above such as additional meetings with staff, stakeholders, the LPA, or the City Commission, may be provided as additional services on a time and materials basis or under separate agreement as mutually agreed.

**Funding:**

There is approximately \$4,200 that has been carried over from last year's budget that has been earmarked for downtown redevelopment planning efforts. It will be necessary to approve a supplementary budget appropriation later in the year to fund the remainder of the cost for this portion of the Downtown Redevelopment program. These funds will be appropriated from LOISS Fund which has funded development of the Downtown Redevelopment Plan.

**Recommendation:**

Staff recommends Commission approval of Resolution 08-21 accepting the proposal from HDR in the amount of \$50,400. If approved, an item will be added to the supplementary budget appropriation to be prepared later in the year in order to fund the remainder of the cost for this portion of the Downtown Redevelopment program.

Respectfully Submitted,

Lynn Rosetti  
City Planner