CITY OF TREASURE ISLAND

COMPREHENSIVE PLAN

Executive Summary

A. RULE 9J-5.005(l)(c), F.A.C,. COMPREHENSIVE PLAN CONTENT REQUIREMENTS

The *City of Treasure Island Comprehensive Plan,* found in compliance following examination by the state land planning agency, is being amended pursuant to Subsections 163.3184 and 163.3189, Florida Statutes (F.S.), process for amendment of comprehensive plans, and Subsection 163.3191(4), F.S., requirement for plan amendment subsequent to Evaluation and Appraisal Report sufficiency determination.

Subsection 9J-5.005(l)(c), Florida Administrative Code (F.A.C.) describes the required contents of a municipal comprehensive plan. Those required contents are included in the *City of Treasure Island Comprehensive Plan.*

1. Subsection 9J-5.005(1)(c)1., F.A.C, Goals, objectives, and policies.

The goals, objectives, and policies of the *City of Treasure Island Comprehensive Plan* are found in the section titled "Goals, Objectives , and Policies."

2. Subsection 9J-5.005(1)(c)2, F.A.C., Requirements for capital improvements imp)ementatiun.

The requirements for capital improvements implementation are found in the adopted *Capital Improvements Element* goals, objectives, and policies.

3. Subsection 9J-5 005(1)(c)3., F A.C., Procedures for monitoring and evaluation of the local plan.

The "Public Participation Plan" of the City of Treasure Island is made part of the comprehensive plan adoption ordin ance. The following guidelines are also adopted in furtherance of the plan.

Public Participation Guidelines

In order to ensure that the *City of Treasure Island Comprehensive Plan* remains a viable guide to the community's future, it is important that there are methods for reviewing the accomplishments, partial successes, and failures of implementing the plan. Based on the periodic review, the plan will need to refine and, in some cases, revise parts of the adopted plan.

There are two key ingredients for ensuring periodic monitoring and evaluation. The first is the involvement of citizens through their participation in the planning process. The second is the integration of the plan into the policy-making process.

Citizen Participation and Plan Integration Procedures

The Treasure Island City Commission (in its role as the Local Governing Body) and the Planning and Zoning Board, acting as the Local Planning Agency (LPA), will represent the public in the monitoring and evaluation process.

After due notification pursuant to the public participation requirements of Subsections 163.3171 and 163.3181, F.S., and prior to making any final decisions, the LPA is responsible for holding the initial public hearing on amendments to the comprehensive plan and the future land use map. The LPA is also responsible for reviewing the updated local land development regulations for consistency with the adopted plan.

The responsibility of the Local Governing Body is to make final determination on policy decisions through the annual budget process and comprehensive plan amendment process. The budget process consists of development and adoption of the annual operating and capital budgets and the 5-year Capital Improvements Program and also includes the annual review of the *Capital Improvements Element.* Following the notification requirements of Subsection 163.3184(15), F.S., the Local Governing Body will hold the required public hearings and any additional hearing deemed appropriate, and receive input from the general public.

4. Subsection *91-5* 005(1)(c)4., F.A.C., Marina siting plan

This requirement is not applicable to the City of Treasure Island.

5. Subsection 9J-5.005(1)(c)5., F.A.C., Required maps.

The required maps are adopted together with the comprehensive plan goals, objectives, and policies .

6. Subsection 9J-5.005(1)(c)6., F.A.C., Local comprehensive plan adoption ordinance.

The adoption ordinance is attached and made part of the *City of Treasure Island Comprehensive Plan.*

7. Subsection *91-5.005(1)*(c)7., F.A.C., Intergovernmental coordination processes.

The requirements for intergovernmental coordination processes are found in the adopted *Intergovernmental Coordination Element* goals, objectives, and policies.

B. OVERVIEW

Treasure Island is located on a barrier island on the west coast of Pinellas County and occupies approximately 1,029 upland acres. In May, 1955, the towns of Boca Ciega, Sunset, and Sunshine Beach and the City of Treasure Island, all located on the same land mass, merged to become one local government, the City of Treasure Island.

Being a barrier island community, obstacles surrounding the municipality limit territorial expansion. The city is bordered on the north by John's Pass Village and the City of Madeira Beach; on the south by Blind Pass and the City of St. Pete Beach; on the east by Boca Ciega Bay and the City of St. Petersburg; and on the west by the Gulf of Mexico.

To effectively create a comprehehsive plan that reflects the needs of the city, the social characteristics that define the community must be considered. Using information obtained from the 1980 and 1990 U.S. Census, the following lists several socio-economic facts regarding Treasure Island.

- The population increased during the 1980s to total 7,266 in 1990. Thirty-five percent of the population was between the ages of 15 and 44, as compared to 31.8 percent in 1980. The under 15 age group continued to be the smallest (6%) as it was in previous years. Residents age 45 and over increased by 9 percent in the 1980s to total 4,279 in 1990.
- The population in 1990 was composed of 52 percent female and 48 percent male. The median age increased from 50.8 in 1970 to 52.5 in 1980, but returned to 50.8 in 1990.
- According to information supplied by the Pinellas County School System, the number of school age children residing in Treasure Island and attending public schools decreased by 19.9 percent between the 1980/81 and 1987/88 school year to 270.
  In 1990, the city remained predominantly white (99%).
- The city had a higher percentage of residents over the age of 25 with a high school diploma (85.5%) or four or more years of college (27%) than the county (78.1% and 18.5% respectively).
  In 1980, 83 percent of the city's population was born out-of-state and increased to 86 percent by 1990.
- In 1980, 52.3 percent of the number of households earned between $10,000 and $34,999 annually, but had decreased to 30 percent by 1990. Forty-seven percent of the population earns $35,000 or more per year. It is important to note that in 1980, 29.1 percent earned less than $9,999 annually, but that statistic was reduced to 14 percent by 1990.
- In 1990, Treasure Island had a per capita income of $26,856, and the median income of $32,051 was greater then that of the county ($26,296) or state ($27,483).
  In 1990, the city had a lower percentage of persons living below the poverty level than either the county or state.

The city experienced rapid growth through the 1960s which tapered off at the end of the decade. Once again, the city experienced a moderate increase in population during the 1980s with the completion of several multifamily developments located on the last large vacant sites within the community.

Table l combines the 1990 Census and future estimated permanent and seasonal populations.

Table 1
Permanent and Seasonal Population Estimates and Projections, 1995 2030

Year	Permanent Population	Seasonal Population		Total Population
		Permanent Housing	Tourist	
1990*	7,266	1,471	---	**8,737***
1995	7,355	1,489	4,210	**13,054**
2000	7,404	1,497	4,212	**13,114**
2005	7,432	1,503	4,214	**13,149**
2010	7,448	1,506	4,215	**13,169**
2015	7,457	1,508	4,216	**13,181**
2020	7,463	1,508	4,216	**13,187**
2025	7,466	1,510	4,216	**13,191**
2030	7,467	1,510	4,216	**13,193**

C. LAND USE

Treasure Island encompasses 744 upland acres, excluding public rights-of way. The majority of the city is dominated by residential uses, primarily single-family homes. Large-scale multifamily development and commercial uses are primarily found along Gulf Boulevard. Table 2 provides information regarding city acreage by land use, while Table 3 shows that only 15 acres of vacant/undeveloped land remain in Treasure Island accounting for two percent of the total land area. Of the vacant land, approximately 6.3 acres are designated as residential, 6.7 acres as mixed use, 1.8 acres as commercial, and 0.2 acres as preservation.

Table 2
Existing Land Use Acreage, 1996*

Land Use	Acreage	% of Total
Single-Family	303 acres	41%
Duplex-Triplex/Multifamily	171 acres	23%
Commercial-Office	86 acres	12%
Vacant	15 acres	2%
Public/Semi-Public	10 acres	1%
Recreation/Open Space	33 acres	4%
Conservation/Preservation	126 acres	17%
Total	**744 acres**	**100%**

* Excludes right-of-way acreage

Table 3
Vacant Land by Future Land Use, 1996

Future Land Use Category	Acreage
Residential Urban	1.1 acres
Residential Medium	5.2 acres
Resort Facilities Medium	2.3 acres
Resort Facilities High	4.4 acres
Commercial General	1.8 acres
Preservation	0.2 acres
Total	**15.0 acres**

D. TRANSPORTATION

The city's existing transportation network has essentially remained unchanged since the adoption of the *Transportation Element* of the 1989 *Treasure Island Comprehensive Plan.* There are three minor arterial facilities serving Treasure Island, including Gulf Boulevard, Blind Pass Bridge, and the Treasure Island Causeway. In addition, major local roads include West Gulf Boulevard, Capri Blvd. and Paradise Blvd., 115th Avenue, and Bayshore Drive.

The existing Treasure Island Causeway bridge system has exceeded its design life and is in need of repair and eventual replacement. Repairs in excess of $1 million are contained in the Capital Improvements Program and the Schedule of Capital Improvements contained in the *Capital Improvements Element.* Replacement is scheduled in the future. At the present time, ownership and maintenance alternatives are being investigated, one of which would tum the bridge over to the State of Florida.

E. HOUSING

Like many other Florida beach communities, Treasure Island is considered home for thousands of winter residents. Generally, these residents have purchased their own homes, live in them during the winter months, and leave them unoccupied during the summer season. However, the U.S. Bureau of the Census includes these type of situations into the total vacancy rate. A housing unit is considered vacant if the unit is occupied at the time of enumeration entirely by persons with a usual residence elsewhere. According to the 1990 U.S. Census, of the 1,629 "vacant" units, 1,047 housing units or 64 percent were held for seasonal, recreational, or occasional use.

Table 4
Total Housing Inventory, 1990

Occupied	% of total	Vacant	% of total	Total
3,896	70.5%	1,629	29.5%	**5,525**

Although single-family dwellings occupy more land area, multifamily dwellings account for a larger percentage of the total housing stock. In 1995, 62 percent of the housing inventory was comprised of multifamily homes, the vast majority of which are condominium complexes that line the Gulf of Mexico shoreline. At the same time, 37 percent were single-family units with the remaining one percent consisting of 23 mobile homes (which have since been removed) and other types of dwelling units, including houseboats.

Table 5
Housing Units by Type, 1990

	# of dwellings	% of total
Single-Family	**2,059**	**37%**
Multifamily	**3,410**	**62%**
Mobile Home	**23**	0.4%
Other*	**33**	0.6%
Total	**5,525**	100%

* Includes campers, vans, and houseboats.

According to the 1990 U.S. Census, of the 3,896 occupied housing units (excluding seasonal units), only 2,370 or 61 percent were owner-occupied while the countywide average was 69 percent.

Table 6
Housing Units by Tenure for Occupied Units, 1990

Owner-Occupied	% of Total	Renter Occupied	% of Total	Total
2,370	60.8%	1,526	39.2%	3,896

The 2000 to 2010 housing demand projection, based on the population projections developed by the Pinellas County Planning Department, includes the number of units necessary to maintain a 13 percent vacancy rate.

Table 7
Estimated and Projected Total Demand and Need for Housing*

	1995	2000	2005	2010
Estimated and Projected Total Householders	3,999	4,092	4,146	4,207
Housing Supply	4,486	**4,486**	4,486	4,486
Projected Demand for Non-Seasonal Housing Units (Includes amount needed to maintain 13.0 percent vacancy rate)	**N/A**	4,703	4,766	4,836
Projected Need for Housing Units	***N/A***	**217**	**280**	**350**

* A 13% permanent vacancy rate was assumed to occur in all projection years. Calculations for only permanent, non-seasonal households.

F. INFRASTRUCTURE

1. Potable Water

Pinellas County Utilities System (PCUS) provides potable water to Treasure Island residents and maintains the water distribution system up to individual property lines. Currently serving 62 percent of the county's population, the PCUS estimates current potable water demand at 125 gallons per capita a day (gpcd). According to the Pinellas County Planning Department, potable water will adequately meet the projected needs of the service area through 2015.

2. Sanitary Sewer

Treasure Island owns and maintains 25 miles of sanitary sewer lines and 11 lift stations. All sewage is treated at the Northwest Wastewater Reclamation Facility which is owned and

operated by the City of St. Petersburg Utilities Department. Currently, the Northwest Facility is operating at an average of 64.5 percent of capacity and maintains a level of service of 152 gallons per capita a day. The City of St. Petersburg has forecasted the Northwest Facility will adequately serve the 2005 and 2010 projected service area population.

3. Solid Waste

Treasure Island collects all refuse generated within the city, with the exception of items left to be recycled. All solid waste is sent to the Pinellas County Refuse-to-Energy Plant, the Bridgeway Acres Sanitary Landfill, or is recycled. According to city collection figures, Treasure Island produced 8,869 tons of solid waste in fiscal year 1995. Of this amount, 10 percent was recycled and 90 percent was delivered to the Refuse-to-Energy Plant and landfill. With a total population of 13,054, the city generates solid waste in the estimated amount of 3.72 pound per capita a day, with 3.3 ppcd sent to the incinerator or buried in the landfill. Due to the high proportion of seasonal residents living within the city that are included within these estimations, the average generation rate is over 50 percent less than the countywide average.

4. Stormwater Management

As part of Pinellas County's barrier island system, Treasure Island is subject to the effects of heavy rains, storm surges, and high tides. Currently, the city requires that stormwater management systems be designed according to a 25-year, 24-hour storm event. Realizing the difficulty in adhering to these requirements and continued flooding problems, the city commissioned Tampa Bay Engineering, Inc. to develop a master drainage plan. The *Treasure Island Master Drainage Plan* was completed in December, 1996. It brought forth several recommendations to improve the stormwater management system and recommended a series of modifications to existing design requirements.

G. COASTAL MANAGEMENT AND CONSERVATION

The City of Treasure Island has been extensively altered by the effects of development. Apart from two offshore islands, the only natural areas remaining include scattered wetlands fronting the Boca Ciega Bay shoreline and the beach and dune system along the Gulf of Mexico. The city supports local, state, and federal programs aimed at preserving these vital resources and consistently applies regulations that protect them from further destruction. Treasure Island is entirely located within the Coastal High Hazard Area and as such, is most susceptible to the threat of strong storms and hurricanes. Hurricane preparedness, mitigation, and post-disaster recovery procedures are outlined in the *Treasure Island Disaster Recovery Planning Guide* that works in conjunction with the county's *Emergency Management Plan* and *Post-Disaster Recovery Guide.*

H. RECREATION AND OPEN SPACE

The City of Treasure Island is well-served by its many recreational opportunities. A large number of parks and beach access points provide activities such as swimming, boating, bicycling, and picnicking, while recreation centers offer facilities for tennis, golf, basketball, and other sports.

Recreational classes, holiday festivals, and children's events are also sponsored. The city meets or exceeds all level-of-service standards for parks, open space, and activities, and provides adequate access for residents, tourists, and visitors of varying ages and physical ability levels.

I. INTERGOVERNMENTAL COORDINATION

The City of Treasure Island maintains intergovernmental relations with a variety of local, regional, and state entities. Those relationships are essentially the same as they were when the original comprehensive plan was adopted in 1989. By the end of 1999, together with all other municipalities and counties, Treasure Island is required to update and adopt a new Intergovernmental Coordination Element.

J. CAPITAL IMPROVEMENTS

The City of Treasure Island is in the forefront of innovative budget preparation and financial reporting. The capital improvements program together with the operating budget provide the citizenry with a wealth ofinformation about the community. Needed capital improvements have been identified and incorporated into the adopted Schedule of Capital Improvements and made part of the comprehensive plan goals, objectives, and policies. The city's financial position is good and all projected needs can be financed from current or anticipated revenue sources.