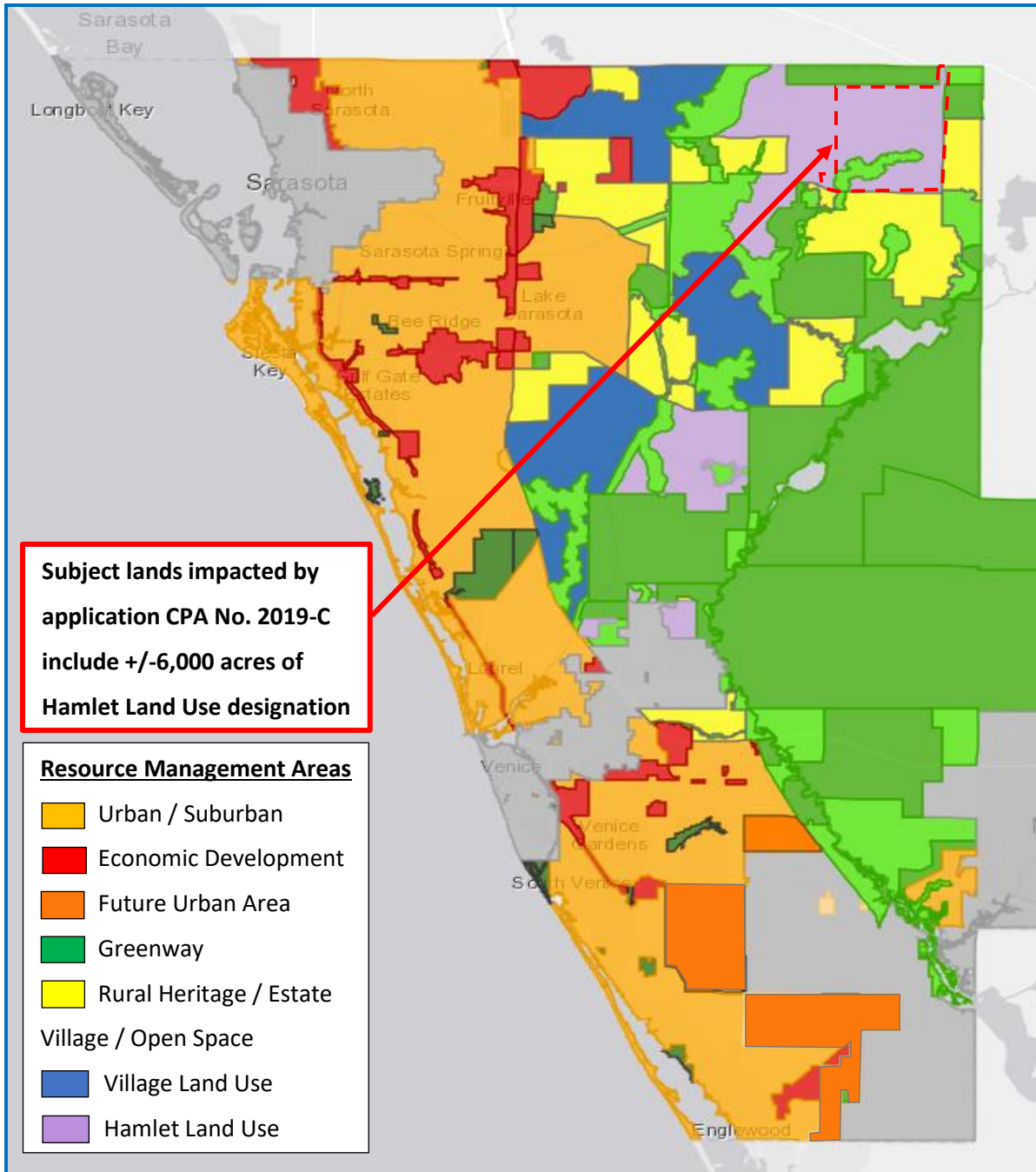


# STAFF REPORT



## ***PLANNING COMMISSION PUBLIC HEARING COMPREHENSIVE PLAN AMENDMENT***



**CPA No. 2019-C  
June 18, 2020**



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## **I. APPLICATION SUMMARY**

### **A. GENERAL APPLICATION AND PROCESS DESCRIPTION**

Application CPA No. 2019-C (refer to Appendix A) is a publicly initiated Comprehensive Plan Amendment (CPA) submitted pursuant to Chapter 94, Section 94-85 of the County Code. The request is a map amendment involving “Map 8-1 RMA-1: Resource Management Areas from Sarasota 2050 Plan” and “Map 8-3 RMA-3: Village/Open Space RMA Land Use Map from Sarasota 2050 Plan”, both of which are from the FLUM series as listed within FLU Policy 1.1.2. The proposed change would be to approximately 6,000 acres located northwest of Fruitville Road and Verna Road from a designation of Village/Open Space Resource Management Area (RMA) to Rural Heritage/Estate RMA under the optional 2050 Plan policies.

Publicly initiated CPAs require Sarasota County Commission (Board) authorization prior to being fully processed. The initial application for CPA No. 2019-C was filed with the County on March 21, 2019. Initial processing required a public workshop on the proposed scope of the amendment to be held which occurred on May 13, 2019, and a summary is attached (refer to Appendix B). CPA No. 2019-C obtained authorization from the Board on September 11, 2019.

A Planning Commission public hearing was tentatively scheduled on April 7, 2020, for the subject amendment, plus CPA No. 2018-C, that proposes to increase Hamlet land use density. A single hearing date would only require the public that are interested in both amendments to attend single hearing to give their testimony. This single hearing date would also afford the Commissioners to hear both applications together which should assist in understanding their relationship and impact to 2050 tenets and policies.

Because of schedules impacted by COVID-19, the Planning Commission public hearing was rescheduled to June 18, 2020. The Planning Commission is required to make a recommendation to the Board. The Board will hold two public hearings on the CPA; State agencies also provide comments and recommendations on the amendment elated to the amendment’s impact on state regional services. The Board transmittal public hearing is tentatively scheduled for August 28, 2020.

### **B. STAFF CONTACT**

Vivian Drawneek, Planner – 941-861-5106

### **C. COMMUNITY CONTACT**

Becky Ayech, President – 941-322-2164  
Miakka Community Club  
421 Verna Road, Sarasota FL 34240

### **D. SUBJECT PROPERTY LIST**

Property subject to proposed Resource Management Area designation change from Village/Open Space RMA to Rural/Heritage Estate RMA involving +/- 5,814.46 acres:

- Scott L. Herschberger  
13611 Fruitville Road, Sarasota FL 34240  
ID# 0545002014 (+/-4.65 ac.)
- Jose and Ivan Portilla

KM 2.1/2 VIA A Cuenca Gualaceo Apt. 0101 11 110, Azuay, Ecuador  
ID# 0545002013 (+/-30.13 ac.)

- Michael D. Schwartz  
13211 Fruitville Road, Sarasota FL 32240  
ID# 0535030002 (+/-10.18 ac.)
- Jessica Lynn Thum  
13251 Fruitville Road, Sarasota FL 34240  
ID# 0535030004 (+/-11.76 ac.)
- Jamie Lee Schwartz  
2267 Arlington Street, Sarasota FL 34239  
ID# 0535030003 (+/-10.19 ac.)
- Jared M. Schwartz  
13311 Fruitville Road, Sarasota FL 34240  
ID# 0535030005 (+/-10.0 ac.)
- Schwartz Farms Inc.  
13011 Fruitville Road, Sarasota FL 34240  
ID# 0535030006 (+/-135.01 ac.)  
ID# 0521030001 (+/-328.89 ac.)  
ID# 0512030001 (+/-166.07 ac.)
- Suntech Communities Inc.  
3600 Galileo Drive Suite 104, Trinity FL 34655  
ID# 0524010001 (+/-240.09 ac.)  
ID# 0526030001 (+/-165.79 ac.)  
ID# 0533010001 (+/-250.14 ac.)  
ID# 0531010001 (+/-359.42 ac.)  
ID# 0549001000 (+/-22.85 ac.)
- Indian Lakes Investments LLC  
3455 Compound Court, Sarasota FL 34240  
ID# 68 lots (+/-338.7 ac.)
- Marlene W. Mattie Trust  
c/o Gloria Couch 11570 SW 88<sup>th</sup> Court, Ocala FL 34481  
ID# 0532020001 (+/-113.39 ac.)  
ID# 0532010001 (+/-48.39 ac.)  
ID# 0549001010 (+/-27.77 ac.)
- Trinity Enterprise Holdings Inc.  
1000 Pinebrook Road, Venice FL 34285  
ID# 0549001020 (+/-225.3 ac.)
- David E. and Catherine Shrock  
6288 Verna Road, Myakka City FL 34251  
ID# 0507011001 (+/-4.9 ac.)
- Tiffany Jean Augustine  
4332 56<sup>th</sup> Ave. Ter. E, Bradenton FL 34203  
ID# 0507014012 (+/-0.21 ac.)
- Brian P. Brannen  
6200 Verna Road, Myakka City FL 34251  
ID# 0507013001 (+/-14.08 ac.)
- Ralph A. Vitale  
PO Box 15736, Sarasota FL 34277  
ID# 0507021001 (+/-2.92 ac.)

- ID# 0507021002 (+/-1.0 ac.)
- Steve, Phillip and Kathleen Pileggi  
2186 Sunnyside Place, Sarasota FL 34239  
ID# 0507022001 (+/-3.93 ac.)
- Freeling Properties, LLC  
46 North Washington Blvd. Ste. 30, Sarasota FL 34236  
ID# 0507023001 (+/-3.94 ac.)
- David Rosaire  
5412 Verna Road, Myakka City FL 34251  
ID# 0507001010 (+/-4.76 ac.)
- Myakka Ranch Holdings, LLC  
7507 S. Tamiami Trail, Sarasota FL 34231  
ID# 0543-01-0020 (+/-54 ac.)
- John Cannon Homes Eastmoor, LLC  
6710 Professional Parkway West, Sarasota FL 34240  
ID# 0545-00-2010 (+/-151 ac.)  
ID# 0545-00-2011 (+/-5 ac.)
- Donald & Janet Miller  
13411 Fruitville Road, Sarasota FL 34240  
ID# 0545-00-2012 (+/-5ac.)
- Indian Creek Development, LLC  
1221 South Tamiami Trail, Sarasota FL 34239  
ID# 0545-00-1000 (+/-156 ac.)  
ID# 0547-00-2000 (+/-89 ac.)  
ID# 0535-01-0001 (+/-276 ac.)  
ID# 0533-04-0001 (+/-153 ac.)
- Hamilton Porter Trust G  
14399 Fruitville Road, Sarasota FL 34240  
ID# 0534-01-0001 (+/-159 ac.)  
ID# 0547-00-3000 (+/-179 ac.)
- BDR Investments, LLC  
1221B South Tamiami Trail, Sarasota FL 34239  
ID# 0533-04-0002 (+/-16 ac.)  
ID# 0535-01-0002 (+/-29 ac.)  
ID# 0521-01-0001 (+/-300 ac.)  
ID# 0523-02-0001 (+/-328 ac.)  
ID# 0512-01-0001 (+/-157 ac.)  
ID# 0510-02-0001 (+/-245 ac.)  
ID# 0510-01-0001 (+/-41 ac.)  
ID# 0508-01-0001 (+/-162 ac.)
- John & Carol Peachey Trust  
3200 Verna Road, Myakka City FL 34251  
ID# 0523-01-0001 (+/-81 ac.)  
ID# 0525-08-0001 (+/-181 ac.)  
ID# 0526-08-0001 (+/-105 ac.)  
ID# 0526-08-0002 (+/-14 ac.)
- JMOL, LLC  
4710 Vern Road, Myakka City FL 34251  
ID# 0510-09-0001 (+/-40 ac.)

- ID# 0508-09-0002 (+/-152 ac.)
- High Acres, LLC  
3200 Verna Road, Myakka City FL 34251  
ID# 0525-01-0001 (+/-192 ac.)
- Glenn & Dena Peachey  
4710 Verna Road, Myakka City FL 34251  
ID# 0508-09-0001 (+/-10 ac.)

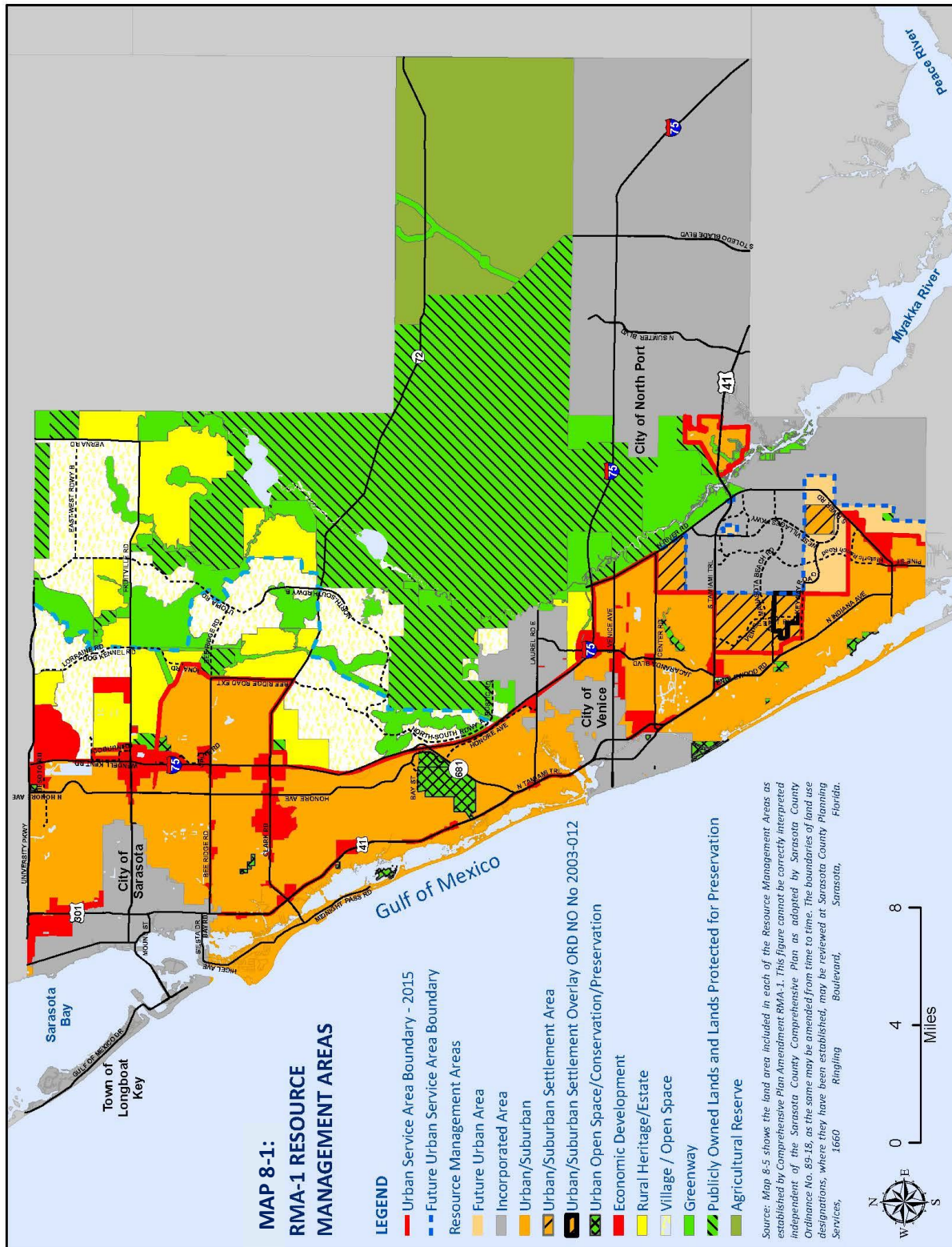
## E. GENERAL AMENDMENT INFORMATION

<b>Amendment Number</b>	CPA No. 2019-C
<b>Amendment Name</b>	Miakka Community Club Hamlet Change
<b>Amendment Property Location</b>	Northwest of Fruitville Rd. and Verna Rd.
<b>Amendment Property Size</b>	+/-6,000 acres (See listing 'D' above)
<b>Amendment Property Parcel ID Numbers</b>	See listing 'D' above
<b>Amendment Property Roadway Frontage</b>	Fruitville Road +/- 2 miles Verna Road +/- 1.5 miles
<b>Current Future Land Use Map (FLUM) Designation for Amendment Property</b>	Rural (1 DU/5 acres)
<b>Adjacent FLUM Designations</b>	<b>North:</b> Major Government Uses
	<b>East:</b> Major Government Uses and Rural
	<b>South:</b> Rural
	<b>West:</b> Rural
<b>2050 Plan Resource Management Area (RMA) Designation for Amendment Property</b>	Village/Open Space RMA with a Hamlet Land Use Designation, and Greenway RMA
<b>Adjacent RMA or Land Use Designations</b>	<b>North:</b> Greenway RMA
	<b>East:</b> Greenway RMA and Rural Heritage/Estate RMA
	<b>South:</b> Rural Heritage/Estate RMA and Village/Open Space RMA with a Hamlet Land Use Designation
	<b>West:</b> Village/Open Space RMA with a Hamlet Land Use Designation
<b>Current Zoning of Amendment Property</b>	Open Use Rural (OUR at 1 DU/10 acres) Open Use Estate (OUE at 1 DU/5 acres)
<b>Adjacent Zoning</b>	<b>North:</b> Government Use
	<b>East:</b> Government Use and OUR
	<b>South:</b> OUR and OUE
	<b>West:</b> OUR and Hamlet Planned Development (HPD)
<b>Current Use of Amendment Property</b>	Agricultural Pastureland and Residential
<b>Adjacent Uses</b>	<b>North:</b> Sarasota City Wells
	<b>East:</b> Open Space and 10-acre Res. Lots
	<b>South:</b> Agricultural Pastureland and 5-acre or 10-acre Res. Lots
	<b>West:</b> Agricultural Pastureland



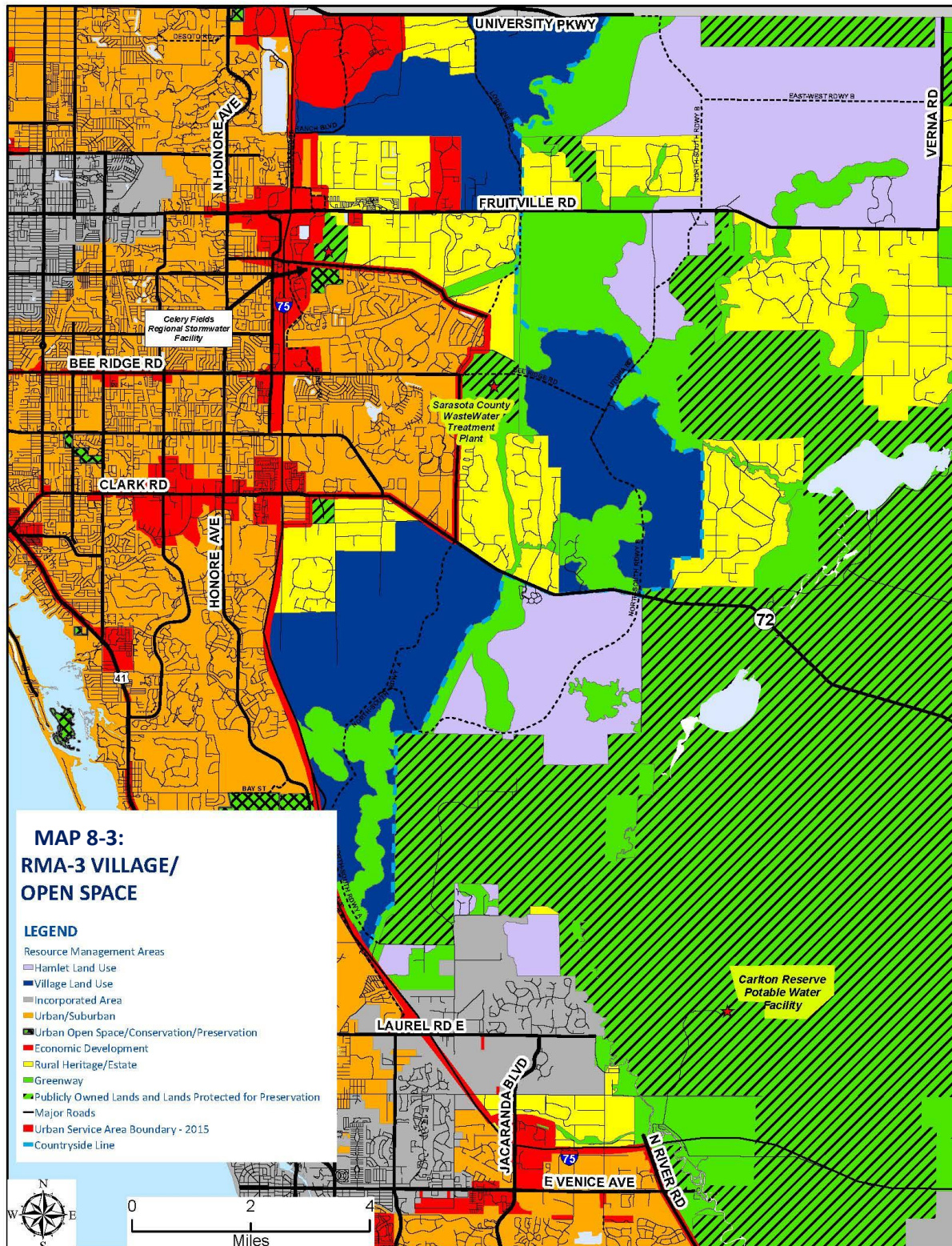
## II. MAP SERIES

### A. Map 8-1 RMA-1 (Current): Resource Management Areas from Sarasota 2050 Plan.





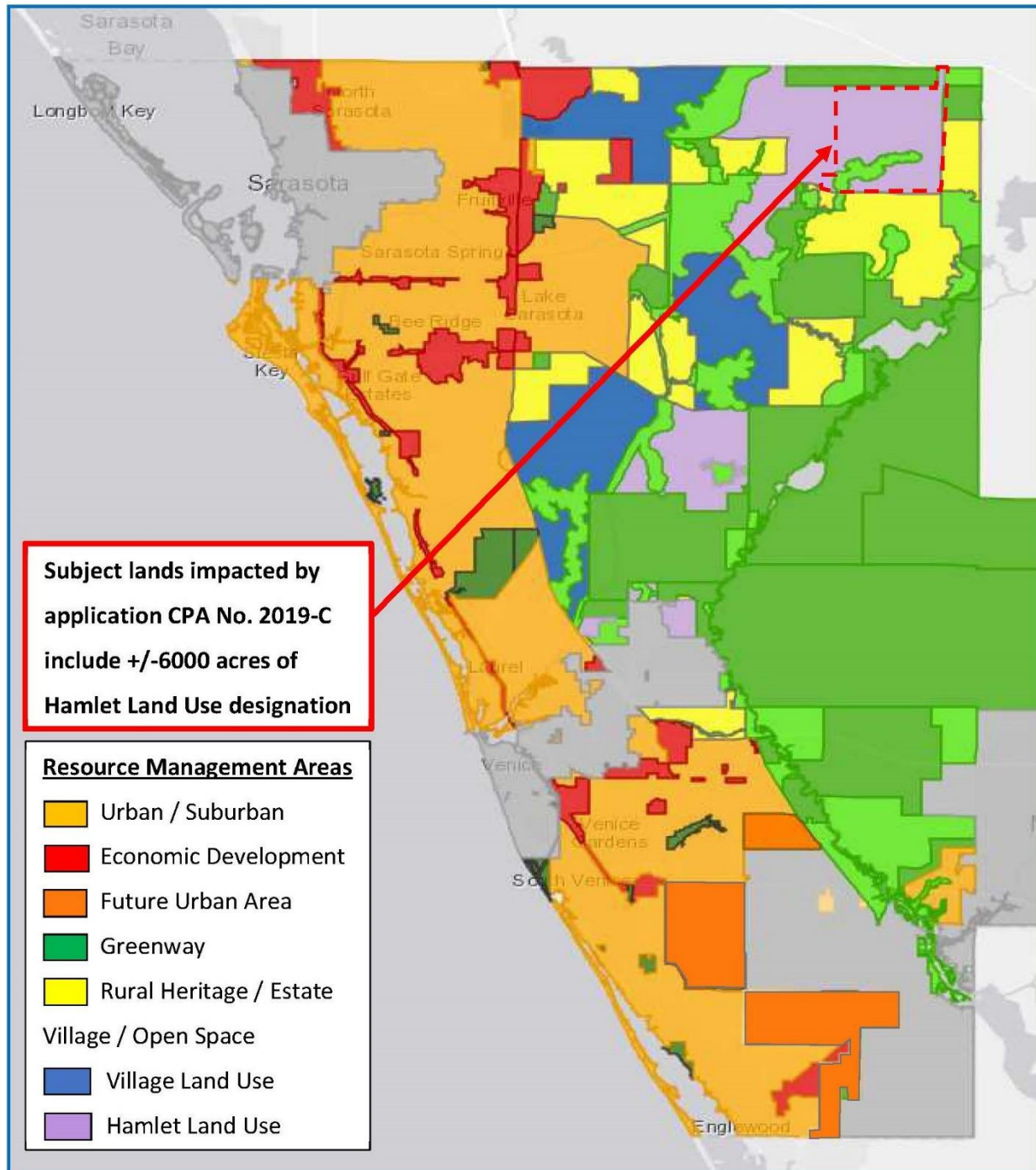
**B. Map 8-3 RMA-3 (Current):  
Village/Open Space RMA Land Use Map from Sarasota 2050 Plan.**



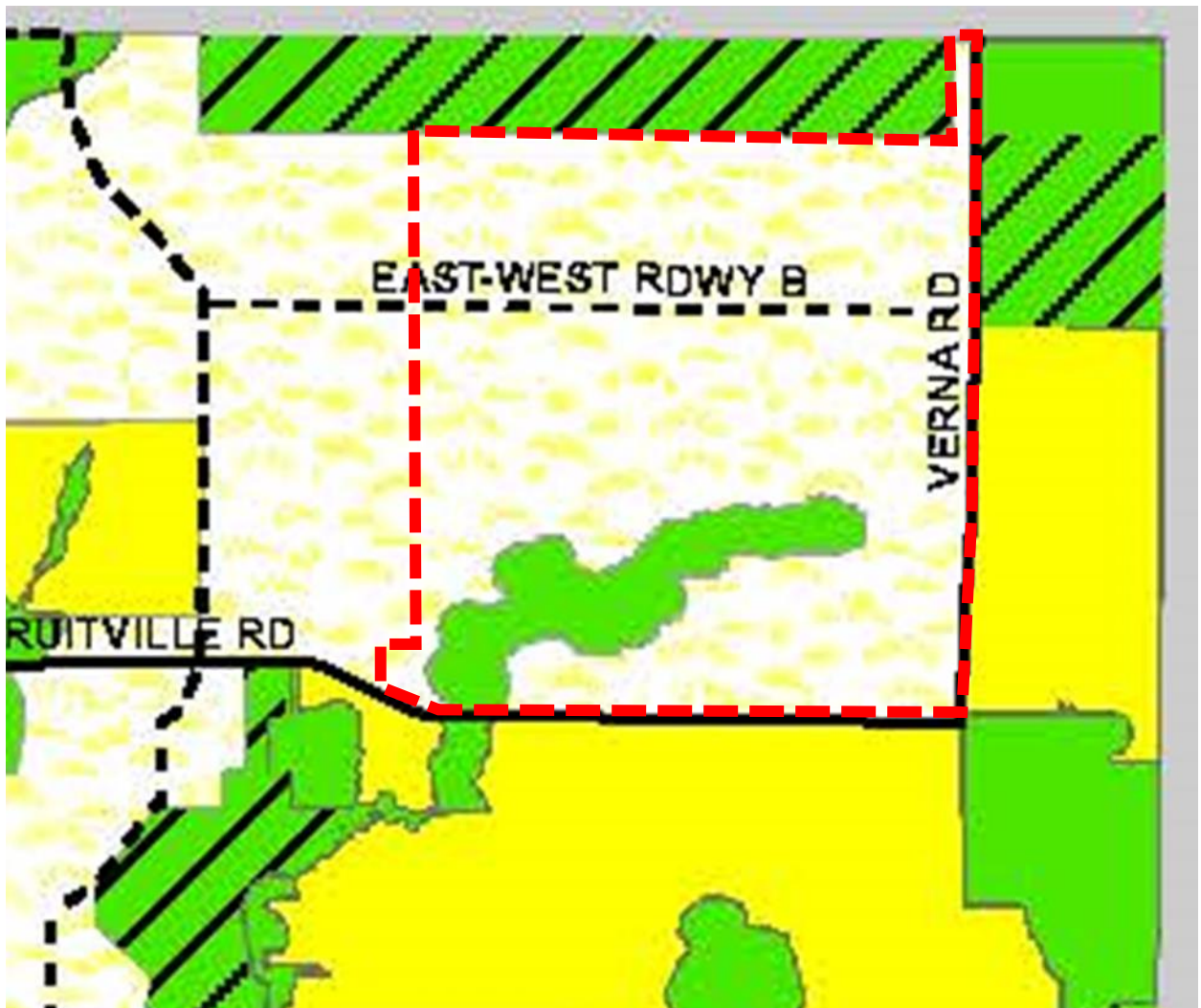


**C. Map of Subject Area Lands:**

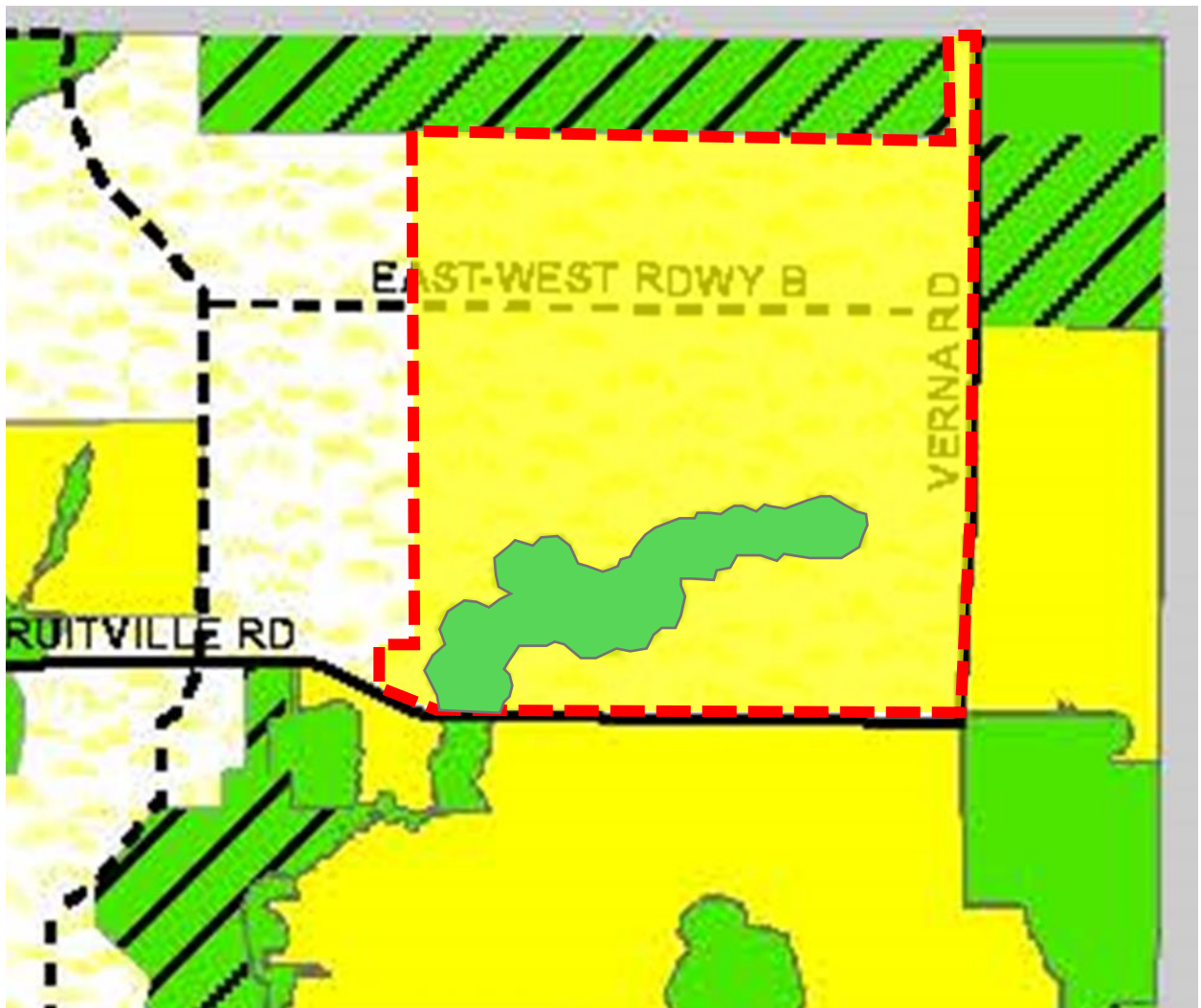
**Hamlet Land Use designated area proposed to be changed.**



**D. Map 8-1 RMA-1 (enlarged) – Current RMA:**  
Depiction of existing Village/Open Space RMA designation.

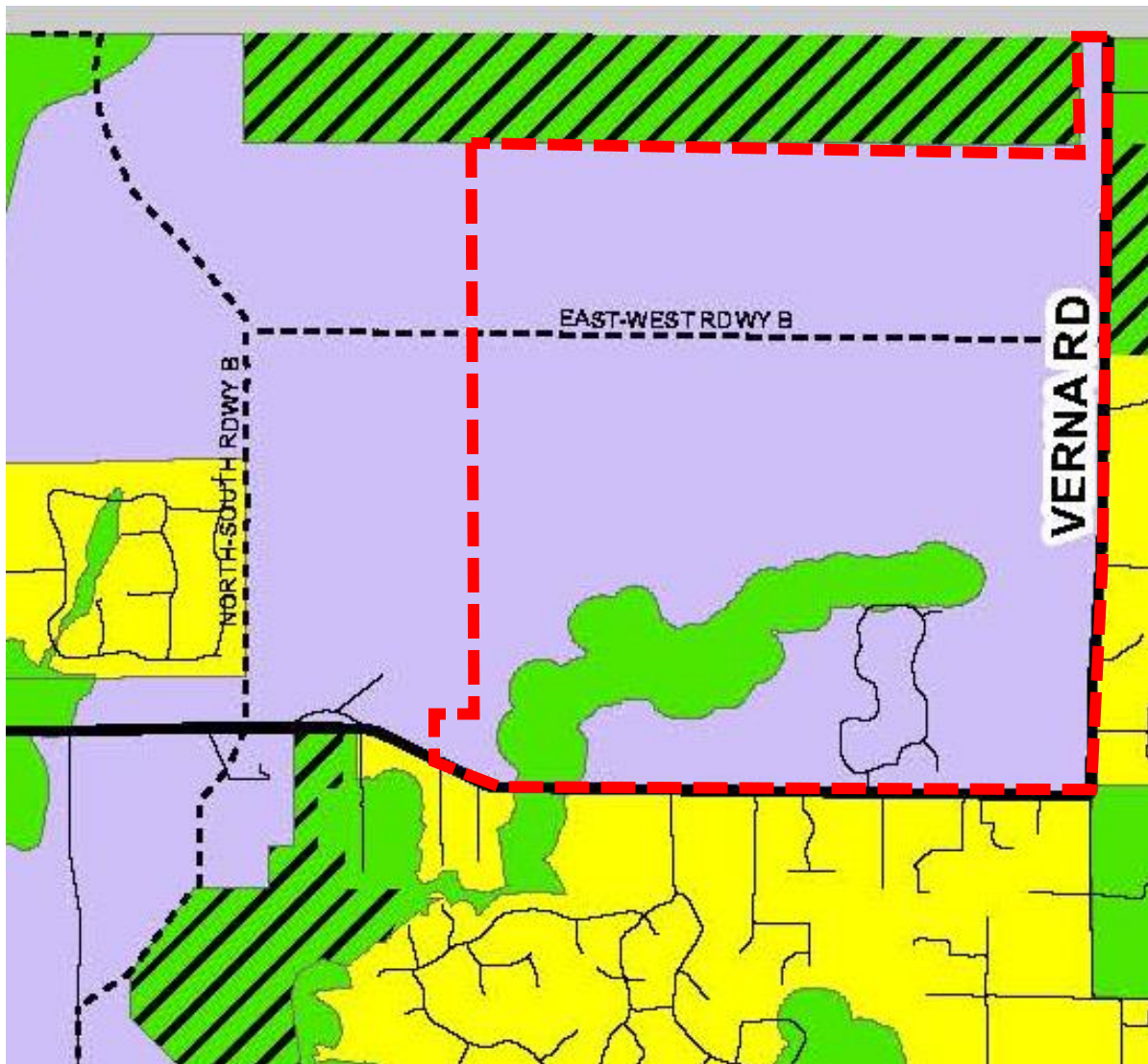


**E. Map 8-1 RMA-1 (enlarged) – Proposed RMA:**  
**Depiction of proposed Rural/Heritage Estate RMA designation.**

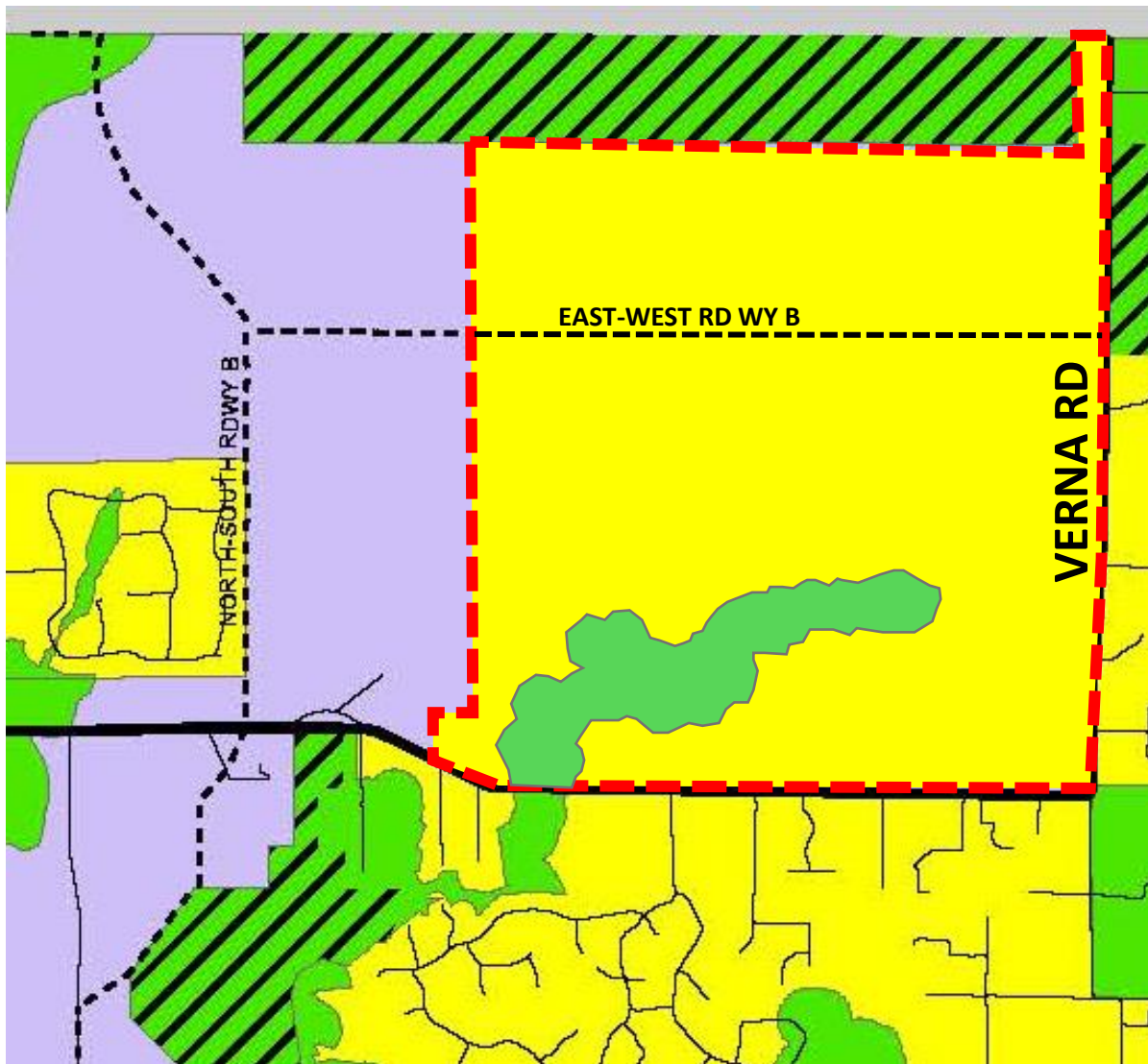




**F. Map 8-3 RMA-3 (enlarged) – Current Land Use:**  
Depiction of existing Hamlet Land Use designation.



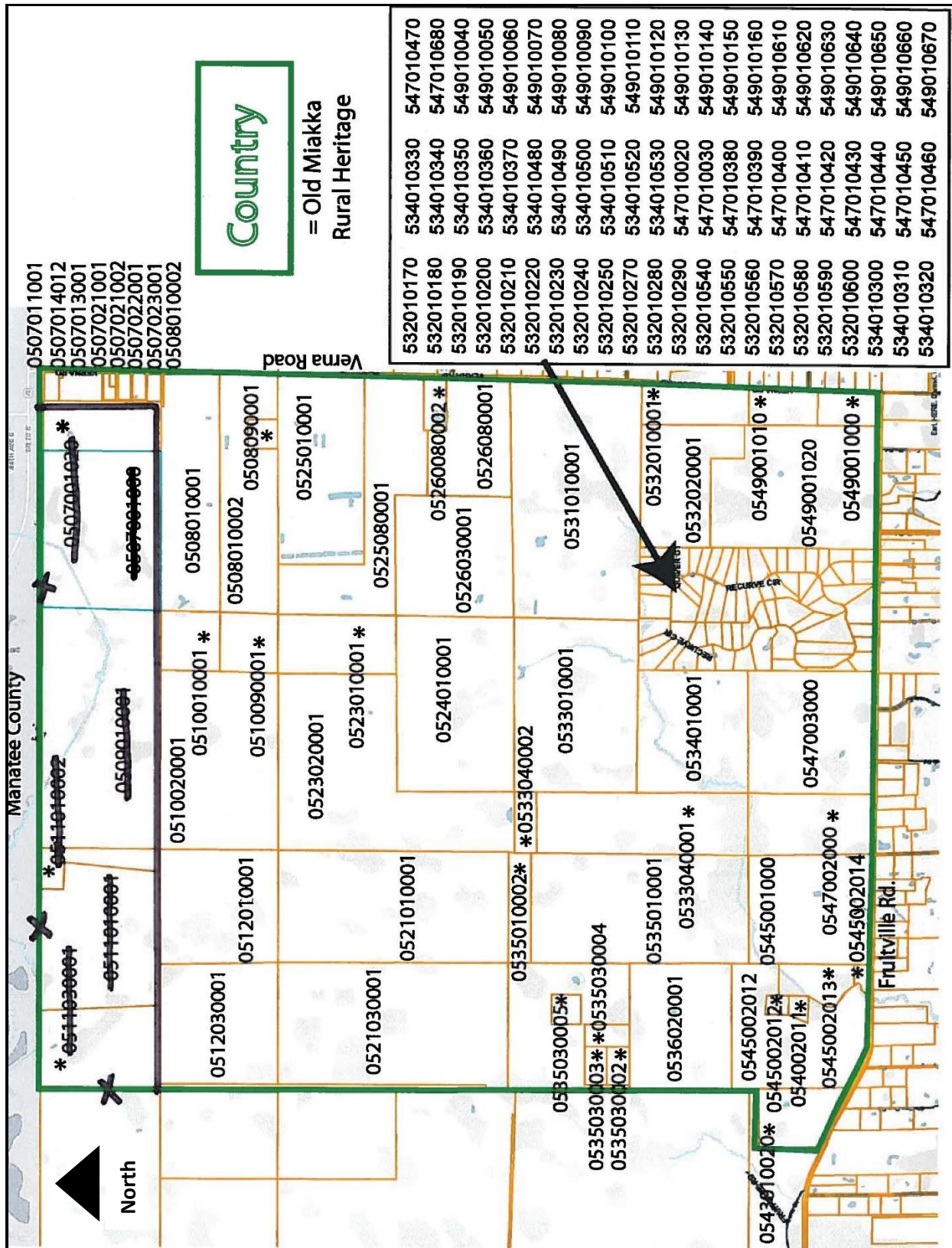
**G. Map 8-3 RMA-3 enlarged) – Proposed Land Use:**  
Depiction of proposed Rural/Heritage Estate RMA designation.





## H. Map of Parcel Identification Numbers Involved:

Parcel Identification Numbers subject to proposed Comprehensive Plan Amendment





### **III. DRC STAFF COMMENTS**

#### **A. OVERVIEW OF APPLICATION**

CPA No. 2019-C is a publicly initiated amendment to the Comprehensive Plan. Specifically, the proposed amendment is to the optional Sarasota 2050 Plan's Resource Management Area (RMA) system that is an incentive-based policy for managing growth in the County out to the year 2050. The Miakka Community Club's desire is to decrease the potential density of development that could be derived from approximately 6,000 acres currently designated as Village/Open Space (V/OS) RMA with a Hamlet Land Use designation on Future Land Use Map (FLUM) Map 8-3: RMA-3 Village/Open Space RMA Land Use Map. This designation currently affords these lands the option of developing under the Hamlet Land Use form of 2050 development at 0.4 DU/acre. The proposed amendment would limit the allowed density to the Rural FLUM designation of 0.2 DU/acre. This eliminates the density incentive of the Hamlet Land Use form by removing its availability to the subject lands, and thereby also eliminates the incentive for protecting 60% of said lands for open space/environmental features that would have the potential to reestablish habitat corridors through the area.

The Development Review Coordination (DRC) staff issued a letter dated April 30, 2019 with preliminary comments from Long Range Planning and Environmental Protection.

#### **B. PLANNING SERVICES / LONG RANGE**

##### **Long Range Planning**

Fundamentally, the optional Sarasota 2050 RMA Plan was adopted to address how the County would accommodate the projected need for residential dwelling units while protecting the open spaces/environmental features that existed within the eastern portion of the County. The attached presentation entitled "2050 Plan Overview and Background" provides a quick summary on the development of the 2050 Plan (refer to Appendix C). This amendment request would impact the 2050 Plan by decreasing the potential for higher residential density east of the Countryside Line and decreasing the amount of open space incentivized for protection. The DRC staff indicated that there were several 2050 Plan policies that need to be looked at with such a CPA. Adequately addressing these policies entails providing data and information that:

- Indicates how each policy is specifically impacted by the requested change; and
- Indicates how the requested change specifically furthers or hinders each stated policy.

Long Range Planning staff comments on the proposed amendment are organized as follows:

- 1. SECTION ONE – Fundamental questions that need to be addressed; and**
- 2. SECTION TWO – Goals, Objectives and Policies addressed within the application.**

## **1. SECTION ONE – Fundamental questions that need to be addressed:**

There are two fundamental questions related to application CPA No. 2019-C that need to be addressed for the Board to be fully informed while considering this requested change to the Comprehensive Plan. The Miakka Community Club representative's statements are summarized below, followed by staff comments.

### **Question One - Has anything changed related to the underpinning conditions to which the 2050 Plan was responding when it was developed?**

**Statement:** The representatives advocating for CPA No. 2019-C have stated in meetings with staff that one of the group's reasons for filing this proposed amendment is that it is in response to application CPA-2018-C filed by agent Don Neu of NeuMorris LLC on behalf of the North Fruitville Hamlet Utility Group (NFHUG).

CPA No. 2018-C requests a tripling of the density incentive for the Hamlet Land Use form by doubling density allowed within the Hamlet Land Use Developed Area for those lands so designated on the V/OS RMA. The only discernable reason extracted from that application for the need to adjust 2050 Plan policy is that the demand for Transfer of Development Rights (TDRs) within the Village Land Use designated areas has been dramatically reduced. This is claimed to be due to the low residential density being approved within the Village Land Use designated areas by the County, and the outright granting of residential density to a major portion of the South Village Area (south of Clark Road) by the County.

The assertion by that application (CPA No. 2018-C) is that this reduced demand for TDRs has a significant impact on the Hamlet Land Use designated areas. The logic presented suggests that the Hamlet Land Use designated areas potentially would have been the source of those TDRs for the Village Land Use designated areas, and this would have facilitated the Hamlet Land Use areas being able to financially subsidize the extension of utilities for certain Hamlet development. This is apparently why the only qualifier being suggested within the application for CPA No. 2018-C is that said Hamlet areas must enter into a utility extension agreement with the County for sanitary sewer and potable water supply, although this was not incorporated within the initial application for CPA No. 2018-C in any way.

**Staff Comments:** There is no disputing the fact that the Village Land Use designated areas zoned to date have been at a lower density level than originally anticipated by the 2050 Plan (typically density has been approved at 2 DU/gross acre). Additionally, a major portion of the South Village Area (south of Clark Road) was in fact granted residential density without requiring the need to purchase TDRs at all. These actions by the County have reduced the demand for TDRs. Therefore, there is less demand for the excess TDRs that may have been produced from designated Hamlet Land Use designated areas.

This CPA also relies on this fact of reduced demand for TDRs as the basis for their assertion that the Hamlet Land Use designation on the subject +/- 6,000 acres is no longer needed for the 2050 Plan to function. The application is presenting the argument that the subject +/- 6,000 acres should be re-designated as RH/E RMA to more closely match the existing Miakka Community Club area land use pattern. This is a reasonable argument for the subject CPA, especially in light of the fact that certain property owners of interest within the subject +/- 6,000 acres area have presented facts that support this argument within their application CPA No. 2018-C (application to increase density).

The following are more Staff Comments with a focus on the following topics:

- A. 2050 Plan fundamentals related to the Hamlet Land Use form;
  - B. Projected need for housing units on which the 2050 Plan is based; and
  - C. Potential scope of this requested change.
- A. 2050 Plan fundamentals related to the Hamlet Land Use form:

This requested change must be looked at within the context of what the 2050 Plan was essentially designed to accomplish, which is as a vehicle for planning the continued development and growth of Sarasota County out to the year 2050. It set forth an urban corridor (Village Land Use designated area) along the east side of Interstate 75 (outside the Urban Service Boundary Area (USBA) line) to facilitate a major portion of the County's projected growth.

The USBA applied limits on growth east of that line based on residential capacity needs. The urban corridor (Village Land Use) of the 2050 Plan set up parameters to allow development east of the USBA line.

The 2050 Plan also established a Countryside Line that limited the urban corridor (Village Land Use) to lands west of it and maintaining a rural land use character [VOS Policy 2.1(c)] east of the Countryside line. Largely, the residential density and intensity of development within the urban corridor was to be derived by removing the development rights from environmentally sensitive lands and other lands potentially being developed east of the Countryside Line. The Hamlet Land Use is the primary form of development for lands east of the Countryside Line.

A major element of the 2050 Plan's Transfer of Development Rights (TDR) program was to facilitate the shifting of density and intensity from those lands east of the Countryside Line to the urban corridor. There is a density incentive to develop a Hamlet allowing a maximum of 0.4 DUs/acre. This incentive represents a doubling of the allowed density and intensity because the existing FLUM designation for these same lands limits them to 0.2 DUs/acre.

- B. Projected need for housing units on which the 2050 Plan is based:

The County based the 2050 Plan on the University of Florida Bureau of Economic and Business Research (BEBR) medium population projections for the years 2000 to 2030. These figures were converted to housing units and extrapolated out to the year 2050. Those BEBR projections indicated that the number of housing units within unincorporated Sarasota County were 126,006 in the year 2000 and would be 143,399 by 2010. The U.S. Census figures coincided with the BEBR-based housing units for the year 2000 and indicated that there were actually 146,554 housing units in 2010 within unincorporated Sarasota County. Having 3000 more housing units than projected for 2010 is a clear indication that the County is not off course when it comes to the number of housing units being made available. The 2020 U.S. Census will afford the County with another accurate check point on the population projections.

Additionally, pursuant to FLU Policy 3.1.3 the County is to monitor the Residential Housing Capacity with each Comprehensive Plan Evaluation and Appraisal Report (EAR) conducted on a 7-year interval. This information is to inform the evaluation and appraisal process for updating the Comprehensive Plan. The most up-to-date analysis is the County's 2014 Residential Capacity Analysis which indicated that there was a 259% potential capacity for the following 10-year demand period, well above the threshold considered to be *impactful*. Note: an *impactful* level would be

when the residential capacity drops to a level that is no longer sufficient to accommodate projected future housing demand. The next EAR cycle is due to be initiated in 2020 and the Residential Capacity Analysis will be a part of that effort.

Using past practice as a guide and doing a basic accounting for those 2050 residential projects that have been approved subsequent to the 2014 Residential Capacity Analysis indicates that the residential capacity would not fall to a level that would be considered *impactful*. While a full capacity analysis would be needed to determine a more up-to-date residential capacity percentage level, the basic accounting described above indicates that it would remain above the level considered to be impactful on the housing market.

However, a very important fact that has a direct bearing on this question is that the methodology for calculating Residential Capacity excludes lands east of the Countryside Line. This is in line with the concept that housing units are not encouraged east of the Countryside Line. Therefore, changes to the number of units allowed east of the Countryside Line (Hamlet areas) would not impact the Residential Capacity for the County, and reducing the number of residential units capable of being built east of the Countryside Line would not necessarily be counter to 2050 Policy.

Should this CPA No.2019-C change be granted, there would be a 1200 DU reduction in potential residential capacity  $[(6,000 \text{ acres} \times 0.4) - (6,000 \text{ acres} \times 0.2)]$  due to this area being designated Rural (1DU/5 acres) on the FLUM. Effectively, there is no detrimental drop in residential capacity as examined against the County's 2014 Residential Capacity Analysis, which had indicated a 259% potential capacity for the 10-year demand. Even if this 1200 unit reduction were to be factored into the residential capacity, it would not rise to the level of being significantly impactful on the 2050 Plan given how low it is.

C. Potential scope of this requested change:

CPA No. 2019-C is specifically applicable to +/- 6,000 acres northwest of Fruitville Road and Verna Road. The change in designation requested would result in the potential reduction of 1200 residential units and would also reduce the potential source (Hamlets) for TDRs under the optional 2050 Plan.

The reduction in TDR demand is a change to the underpinning conditions on which the 2050 Plan was based. This is because with a reduced demand for TDRs comes the straightforward connection to the mechanisms that were established to potentially create those TDRs. If there is less of a demand for TDRs, then there does not appear to be a critical need for the mechanism to create as many of them.

Therefore, the answer to this basic question as related to the application for CPA No. 2019-C is that yes, there has been a change related to the underpinning conditions to which the 2050 Plan was responding when it was developed, however, that change does not rise to the level of being impactful.

**Question Two - If there has been a change to the underpinning conditions for the 2050 Plan that would indicate a need for less housing units, should the potential for additional housing units be removed from the Hamlet Land Use development area?**

**Statement:** The main argument presented within the application for CPA No. 2019-C is that the Hamlet form of development does not blend in with the Miakka Community Club area. The preference expressed by many of those residents in the area involved is that the Rural/Heritage Estate RMA is a far better match in form of development for this area at the furthest northeastern sector of the County. The stated preference is for the area to remain *country* in feel without any additional residential density being added to that which already exists or is in place.

**Staff Comment:** It is true that the subject area consisting of +/- 6,000 acres designated Hamlet Land Use on “Map 8-3 RMA-3: Village/Open Space RMA Land Use Map from Sarasota 2050 Plan” are the most easterly lands within the County designated as such. Apparently, based on the claims made within the application for CPA No. 2018-C (Hamlet density increase), these lands are also not developable in the form of Hamlet Land Use without the financial assistance afforded through a utility extension agreement with the County. This would lean in favor of these subject +/- 6,000 acres being eliminated as a source for TDRs. The need for a utility extension agreement also raises questions related to one of the main tenets of the 2050 Plan that development be fiscally neutral to the County and its residents.

The 2050 Plan established a Countryside Line that limited the urban corridor (Village Land Use designated lands) to those lands west of it, creating a demarcation line east of which the County would maintain a rural land use character. One form of development allowed east of the Countryside Line is Rural/Heritage Estate, and this form recognizes the established land use character of the Miakka Community Club area. However, the Hamlet form is also allowed east of the Countryside Line which was encouraged through an incentive that doubled the allowed residential density (0.4 DU/acre) from that of the Rural FLUM designation (0.2 DU/acre).

The Hamlet form also has an obligation to protect 60% of the lands for open space which would be utilized for reestablishing habitat corridors. This open space would also be utilized to establish a Greenbelt around the Developed Area of the Hamlet (primarily the housing portion) to separate it from the surrounding rural land uses. This Greenbelt was to serve as a buffer for the larger 5 and 10-acre ranchettes in an attempt to minimize the impacts from the higher residential density within the Hamlet.

It is important to point out that the 2050 Plan is an optional set of policies available to property owners if there is a desire by them to pursue a more intensive form of development than that allowed by the Rural designation (0.2 DUs/acre). Amending the Comprehensive Plan to eliminate this option does reduce the number of potential housing units and the amount of protected open space. The reduction in potential TDRs is not detrimental due to the fact that not as many TDRs are needed by the 2050 Plan in order for it to still achieve its objectives. The question that remains revolves around the potential open space to be protected by the Hamlet form. This is further discussed under sections that discuss environmental protection.

## **2. SECTION TWO – Goals, Objectives and Policies addressed with the application:**

Goals, Objectives and Policies addressed by the application for consideration of this significant change in 2050 Plan policy. The full text for the policy is attached (refer to Appendix D). The application's statements followed by the staff comments are presented below.

**Generally:** The application for CPA No. 2019-C sets forth a rationale as to why the subject area should be encouraged to maintain the existing land use pattern established within the Miakka Community area and presents it in the context of the 2050 Plan's RMA "Ideals". The assertion is that the Rural Heritage/Estate (RH/E) RMA is a more appropriate designation that more closely maintains the rural character of the land uses in the Miakka Community area. Applicable portions of the 2050 Plan RMA Policy 1.1 were specifically addressed within the application stating the Myakka Community Club's belief why this CPA should be supported.

### ***RMA Policy 1.1 Resource Management Area Ideals (RMA Ideals)***

***The Resource Management Area Map, depicted in Map 8-1 RMA-1, is an overlay to the Sarasota County Future Land Use Map. The Resource Management Areas are designed to:***

- ***Preserve and strengthen existing communities;***

**Application Statement:** Old Miakka was founded in 1850. This community predates Sarasota County. Old Miakka, with the assistance of Sarasota County planners, prepared a Neighborhood Plan which defined the boundaries of Old Miakka as Hwy 70 to the north, Myakka River State park to the south, the County line to the east and Cow Pen Slough to the west. Property owners in the above area were notified by Sarasota County and were asked to participate in the Neighbor Plan. One strong statement in the plan was to NOT HAVE COMMERCIAL DEVELOPMENT UNLESS IT WAS AGRICULTURALLY RELATED i.e. NO STORES.

A community is not defined by the whims of current property owners as to inclusion or exclusion. A community is defined by its history. In planning, communities are also identified by the service area (our Fire Department) or a natural boundary (Cow Pen Slough). The existing hamlet overlay protrudes into the Community of Old Miakka. Hamlets allow for commercial development.

Hamlets are urban/suburban development. "Specifically, suburban cluster concepts are inapplicable to rural areas because of their unique issues related to rural character and lifestyles, environmental protection, and compatibility with agriculture."

Hamlets are supposed to preserve open space. "Our interviews indicated, however, that opponents of cluster developments (read hamlets, added) believe the open space will not be permanent and, eventually, be more development will occur..." Think Foxfire or Sarasota Golf Club which are now housing developments instead of the promised open space. Additionally, open space can be stormwater ponds.

**Staff Comment:** The Hamlet form of development doubles the density and intensity of the land use from the Rural designation on the Comprehensive Plan FLUM. This application attempts to make the case for recognizing the even lower density and intensity levels that exist in the Miakka Community area, which is lower than the FLUM designation of Rural. There is also a skeptical viewpoint being presented related to the undependable commitments made regarding "preserved open space" that have been established in the past and subsequently allowed to be developed in the County. The Miakka Community represented by this application believes that the RH/E RMA designation of the subject lands better serves

the stated “Ideals” taken from the goals of the Directions for the Future County document that established the RMA organizing concepts and principles for the 2050 Plan policies.

***RMA Policy 1.1:***

- ***Provide for a variety of land uses and lifestyles to support residents of diverse ages, incomes, and family sizes, including housing that is affordable to residents at or below the median income for Sarasota County;***

**Application Statement:** Rural Heritage/Estate designation on this property will meet goals. Rural Heritage/Estates provide for an agricultural/rural lifestyle. This is the only RMA that allows for a broad range of animals to be raised and slaughtered. Looking at the currently designated Rural Heritage/Estate area located on the west, south and east of the proposed change, you will find generations of families that have lived in this area.

The incomes are very diverse because of the age of the area as a community. Many of the residents are in the construction trade. This is the only land use that allows their vehicles and equipment to be stored. The retired residents' incomes vary as well. Rural residents are not afraid of the dark and do not need outdoor lighting. Rural Heritage/Estates allows for zoning of 1 per 160 acres, 1 per 10 acres and 1 per 5 acres.

The existing hamlet overlay does not provide for diversity. Housing starting in the \$300 thousands are not for low or even medium income families. If any animals can be raised, it will be on a very small scale. Deed restrictions are usually the norm. Urban/suburban people are afraid of the dark. Even with lighting restrictions, the potential for 400 houses each hamlet to light up the sky is a reality. Lakepark Estates has set the norm. 400 houses on 1-acre parcels. No diversity of land use.

**Staff Comment:** The applicant makes a legitimate point that there is no variety of land use within the Hamlet form as demonstrated by the only Hamlet development approved by the County called Lakepark Estates. The form is more in keeping with that of a typical suburban subdivision with +/- 10,000 sq. ft. lots, and nothing inherently about the form indicates affordability or diversity. The existing ranchettes in the area are more organic in nature having developed very slowly over a long period of time, which has established some degree of diversity.

***RMA Policy 1.1:***

- ***Preserve environmental systems;***

**Application Statement:** The area for the proposed Comprehensive Map Plan change is improved, unimproved pasture and undeveloped partially grazed from at least 1971 to the current time. The environmental significance of this land is that it is located in the Myakka River Watershed and the Southern Coastal Watershed. The Myakka River is designated as Class I waters from Manatee County line to Border Road at river mile 20. The portions within the park are also designated as a wild and Scenic River and as an Outstanding Florida Water.

Most notable on the updated list are impairments to Howard Creek and Clay Gully which both enter the Upper Myakka Lake. Howard Creek runs through part of the proposed map change property. The houses in the hamlet will be supplied with 100s of thousands of reclaimed water for lawn irrigation (an urban practice, not a rural one) allowing this high nutrient rich water to make its way into the Myakka River and Howard Creek. The Southern Coastal watershed extends along the southwestern shore of Florida from the mouth of Tampa Bay to the mouth of Charlotte Harbor and includes portions of Manatee, Sarasota and Charlotte counties. Within this watershed are barrier islands and some of Florida's most productive estuaries, wetlands, coastal streams and canal systems.



"EPA Watershed Academy provides 8 tools of Watershed Protection in Developing Areas. Watershed based Zoning: ... involves defining existing watershed conditions, measuring current and potential future impervious cover, classifying sub water basin based on the amount of future imperviousness, and most importantly modifying master plans and zoning to shift the locations and density of future development to the appropriate sub water sheds management categories." The article goes on to say: "Large Lot Zoning: This land use planning technique is perhaps most widely used to mitigate the impacts of development. The technique involves zoning development at very low densities to disperse impervious cover over very large areas."

The proposed Comprehensive Plan RMA Map change to Rural Heritage/Estates (maximum homes 1,200) from Hamlets (2,400 houses) will better protect both watersheds. The use of reclaimed water (high in nutrients) will only runoff this land due to high water tables and go to the Myakka River or the Gulf. Both of these waterbodies are experience nutrient problems. To add to the problem would not be preserving environmental systems

An important management tool for environmental preservation is fire. Sarasota County and Myakka River State Park regularly burn to manage the vegetation. Sarasota has a community park at the end of Fruitville Road. When controlled burns occur, smoke and dust and ashes are blown throughout the area. Rural residents accept this as a management tool. City folks complain about the ashes in their pool (yes, the ashes come through the pool cage).

**Staff Comment:** The applicant is presenting the straightforward point that "less is more" when it comes to preserving the environmental systems. The less intrusion into these important water sheds, the better off they will be. Reducing the number of DUs being introduced into the area will inherently reduce the impact on these environmental systems, and therefore be less impactful. Sometimes less intensive residential development is more beneficial for the preservation of the environmental systems.

What is not addressed in the Applicant Statement, however, is the fact that the Hamlet development form provides the ability to master plan large land areas for wildlife and environmental corridors that would be in the 60-percent protected open space. Furthermore, the Hamlet open space would be protected and managed through a Conservation Easement and Land Management Plan and which is not the case for large lot development.

Other than the large-lot development form advocated by the Miakka Community Club, or the optional 2050 Hamlet form of development, Rural Heritage/Estate designated lands can also be developed as a Conservation Subdivision if an increase in density (rezoning) is requested. The maximum density for either the large-lot or the Conservation Subdivision development is 1 unit per 5 acres, however, a Conservation Subdivision would be required to preserve 50-percent open space around the clustered smaller lots. This open space would also be protected and managed through a Conservation Easement and Land Management Plan.

***RMA Policy 1.1:***

- ***Direct population growth away from floodplains;***

**Application Statement:** Looking at Soil Survey of Sarasota County, Florida by the United States Department of Agriculture, soil Conservation Servicet the soils of the proposed Rural Heritage/Estates are Soils of Flatwoods. "EAUGALLIE-MYAKKA-HOLLLLLOPAW-PINEDA: Nearly level, poorly drained and very poorly drained soils that have a sandy surface layer and a sandy and loamy subsoil, are sandy throughout, or have a sandy surface layer and a loamy subsoil."

In the letter dated December 21 2018, from Sarasota County to Mr. Donald A. Neu, AICP, Neumorris, LLC, Re: Preapplication Conference Review by the Development Review

Coordination Staff North Fruitville Hamlet Area, CPA No. 2018-C Benjamin Choroser II (Stormwater) noted this site is located in a local community flood hazard area (CFHA).

So, while this area is not in a flood plain, EauGalle and Myakka soils have an apparent high-water table of 0.5-1.5 feet June - October. Holopaw and Pineda soils have high water of +2-1.0 feet June - February and 0-1.0 feet June - February respectively.

Rural Heritage/Estate will allow the maximum of 1,200 homes on the 6,000± acres of the proposed amendment. The homes will most likely dig a small pond to use for a house pad and for a water source for the animals. The lack of an impact from a small pond are clearly visible throughout the Rural Heritage/Estate RMA in the Old Miakka area. That is, there aren't any impacts that the county has identified. Hamlets would allow a maximum of 2,400 houses.

Lakepark Estates is a good example of the type of topographical destruction that will occur. There will be 400 houses and 600 acres of lakes. One house per acre next to another and another along with roads would cause the entire 400 acres to be raised. Since the water table is above land surface 6 to 8 months out of the year, you can't dig a stormwater pond that will hold the water because the land is saturated above land surface.

The County hasn't done any analysis on what happens to the sheet flow, vegetation changes and impacts, habitat destruction, rainfall patterns and impacts to wildlife due to changing land to stormwater ponds.

**Staff Comment:** The subject area is not heavily impacted by floodplain. However, there is merit to the applications assertion that the seasonal water levels are an environmental consideration that should be taken into account. While the subject area is not within a regulated floodplain, the stormwater regulatory review will need to incorporate the areas unique characteristics into the evaluation of any form of development.

***RMA Policy 1.1:***

- ***Avoid Urban Sprawl;***

**Applicant Statement:** Rural Heritage/Estate by its very name is not urban sprawl. The Hamlet designation area that is the subject of this Comprehensive Plan Amendment is urban sprawl. This is the farthest east and north you can go in the County. The fact that they will need water to irrigate their yards is a CLEAR indication that this is an urban lifestyle. For 2,120 the reclaimed water flow in gallons per day (GPD) is 424,000. This is also the amount of sewer GPD.

**Staff Comment:** The Hamlet form of development was incorporated within the 2050 Plan to facilitate development in a clustered form with a large amount of open space around it to assist with the mitigation of its impact. Based on 2050 regulations, the preferred size of a Hamlet is 50 to 150 units, and the maximum is 400 dwelling units per development. Hamlet applications have solely requested the maximum size.

The question being raised by this application is the location of the Hamlet form of development this far east in the County, and the extent of that form currently available to be pursued. A series of Hamlets having a total of 6,000 acres with 2,400 homes could be considered urban sprawl when looking at it with the typical concerns raised related to residential development.

**RMA Policy 1.1:**

- **Reduce automobile trips;**

**Applicant Statement:** The proposed comprehensive Plan Amendment to change the land north of Fruitville Road and west of Verna to Rural Heritage/ Estates would reduce automobile trips to 3,000 (1,200 homes) rather than the 6,000 (2,400 houses) to be generated by the Hamlet overlay. Trips were determined by giving 2.5 persons per household and letting each 2.5 persons have a car.

While focusing on the automobile trips, the real traffic from the development must include the trips generated by the construction traffic. In the "DRAFT of Phase I of the Fruitville Hamlet Benefit Area (June 19, 2017), with an estimate of 2,120 Dwelling Units, planning horizon of 20 years, (absorption rate of 106 homes per year on average)" the construction traffic would also last for 20 years.

Here is a list, not all inclusive, of the traffic generated to build a house and road:

- |   |  |
|---|--|
| 1. Surveyors  | 17. Plumber with helper (two cars potential) rough in        |
| 2. Site prep dumb trucks (plural) with back up beepers    | 18. Drywall delivery with back up beepers                    |
| 3. Earth moving equipment with back up beepers            | 19. Drywall crew (2 car minimum)                             |
| 4. Grading equipment with back up beepers                 | 20. County inspectors (several visits)                       |
| 5. Crew for concrete forms (several cars)                 | 21. Lunch Wagon daily  |
| 6. Concrete trucks (plural) with back up beepers          | 22. Painters (2 car minimum)                                 |
| 7. Crews to work concrete (several cars)                  | 23. Window delivery truck with back up beepers               |
| 8. Road paving heavy equipment with back up beepers       | 24. Window installers (2 car minimum)                        |
| 9. Road paving crew (several cars)                        | 25. Cabinet delivery with back up beepers                    |
| 10. Concrete block delivery with back up beepers          | 26. Cabinet installation crew (minimum of 2)                 |
| 11. Wood delivery with back up beepers                    | 27. Floor covering crew (minimum of 2)                       |
| 12. Framing crew (several cars)                           | 28. General contractor visits (several)                      |
| 13. Concrete block setters (several cars)                 | 29. Door delivery with back up beepers                       |
| 14. Roofing delivery with back up beepers                 | 30. Door installation crew (minimum of 2)                    |
| 15. Roofers (several cars)                                | 31. Irrigation crew (minimum of 2)                           |
| 16. Electrician with helper (two cars potential) rough in | 32. Landscape crew (minimum of 2)                            |
|   | 33. AC person (minimum of 2)                                 |
|   | 34. Sod delivery with back up beeper                         |
|   | 35. Punch out list could have several installers called back |

By the County's own analysis, this traffic would plague the residents and their livestock of the Rural Heritage/Estates for twenty years. It would disrupt the quiet of the rural area making it akin to living next to Home Depot or Lowes. Couple this with the fact that most traffic, large and small, exceed the speed limit of 55 mph on an hourly basis.

The FINAL SUMMARY REPORT YEAR 2020 FINANCIALLY FEASIBLE TRANSPORTATION PLAN prepared for: Florida Department of Transportation and the Sarasota/Manatee Metropolitan Planning Organization does not show any road improvements on Fruitville Road or Verna Road. The traffic is already a continuous parade in a rural area. The proposed Comprehensive Plan Map change will reduce the amount of traffic.

**Staff Comment:** The basic fact is that more DUs will bring more traffic, this is undisputable. It is also true that construction traffic will be involved with any form of development. These

facts do not negate a traffic analysis on the impacts from whatever form of development that may occur.

***RMA Policy 1.1:***

- ***Create efficiency in planning and provision of infrastructure;***

**Applicant Statement:** In 1971, Sarasota County commissioned Consulting engineers Smally, Welford & Nalven and Russell & Axon to prepare a WATER AND WASTEWATER SYSTEMS MASTER PLAN. This is a true regional plan to serve the needs of Sarasota County for the next 40 year, through 2010. (Letter dated June 15, 1971 to Board of County Commissioners from Donald J. Smalley P.E. and Frank T. Osteen, Jr. P.E) Individual well-water and individual septic tank system could provide adequate solutions for a rural homestead (Section II, B. Purpose of Report).

As stated earlier, 424,000 Gallons of flow Per Day of Reclaimed Water are expected to be generated. Currently, Sarasota County does not have the capacity to contain all their reclaimed water in an environmentally safe way. The County is dumping their reclaimed water at the Bee ridge Plant into Cow Pen Slough (although the person writing the report spells slough slew). State Warning Point <https://floridadep.gov/pollutionnotice> shows that 218+ gallons per day were discharged to Cow Pen Slough and Philippi Creek since December 2018. The County cannot handle what is being generated currently. Adding 424,000 million more gallons per day is not efficiency in planning.

Appendix B TECHNICAL MEMORANDUM ON SEPTIC TANK LITERATURE REVIEW AND ANALYSIS, MEMORANDUM TO: Mike Heyl, CDM/ Sarasota FROM: Rich Wagner, CDM/ Annadale SUBJECT: Literature Review of Septic Tank Loadings, DATE: January 27, 1992, TABLE 1, FLOW RATES FOR SEPTIC TANK EFFLUENT shows a Flow Rate (gal/capita/day) of between 38 -80 gallons. Using a maximum build out of 1,200 homes under the densest Rural Heritage/Estate the rate would be 288,000 gallons per day which would be dispersed over the 6,000+ acres in 5-acre increments. This is certainly more efficient than shipping waste water from the furthest eastern and northern reaches of the County.

Sarasota County has never proven that septic systems in the Rural Heritage/Estates located in Old Miakka are polluting. Individuals pay for their own septic tank, maintenance and repair. The proposed change to Rural Heritage/Estate will eliminate the County's responsibility and associated costs to provide drinking water since each home will provide their own water by individual wells.

Previously, using the County's TDR program, development rights could be sold to help offset the infrastructure costs. With the change in the TDR program, there will not be that money available.

**Staff Comment:** The applicant presents a valid point related to the use of septic systems being employed to deal with sanitary sewage rather than a centralized system. The greater number of DUs allowed leads to a self-fulfilling argument for a centralized system. The question of whether the subject area is better served by a dispersed system (septic fields) or a centralized system should be analyzed from both perspectives.

***RMA Policy 1.1:***

- ***Conserve water and energy;***

**Applicant Statement:** Homes in the Rural Heritage/Estates supply their own drinking water, outdoor water use and animal husbandry needs from one ground water well. Typically, subdivisions in the adjoining area (Rainbow Ranches, Oakford and Ranches at Bern Creek)

typically have one well per parcel. There were only two parcels with 2 wells. "The overwhelming numbers of homeowners in these developments are able to meet both their potable and irrigation needs through one well." "Per capita use for domestic self-supply water wells is 58 gallons per day per person". "Per capita use for public supply service population and water use, 2000 is 90 gallons per day per person."

The proposed Comprehensive Plan Map Amendment would reduce the amount of water consumption. The Rural Heritage/Estates would produce 1,200 homes with a daily use of 124 gallons per day and the Hamlet overlay would produce 2,400 houses with a daily demand of 215 gallons per day. That is 148,800 gallons per day self-supplied compared to 516,000 public supply. This is using the above public per capita amount. Sarasota County estimated 530,000 gallons per day for 2,120 houses in the Fruitville hamlet Benefit Area. 17

**Staff Comment:** This once again makes the case for "less is more" in that if the desire of the County is to encourage development that is less impactful on water and energy consumption, then the Rural Heritage/Estate RMA appears to be the more appropriate choice based on the basic facts presented. Ranchettes with individual water supplies do not experience loss within distributions systems, and do not incur costs associated with those systems. This includes the energy costs from operating those systems.

***RMA Policy 1.1:***

- ***Preserve rural character, including opportunities for agriculture;***

**Applicant Statement:** Attached are the comments from two public meetings on rural character (the pluses of 5/10 /160-acre home sites versus the minuses for hamlets /urban sprawl.

**Staff Comment:** The Hamlet form does allow for agriculture uses to take place on the 60 percent of open space required within them. The general question that has been raised in this application is whether agricultural uses can be compatible with the "suburban" form of development that is the Hamlet residential. The applicant presents the case for the Rural Heritage/Estate RMA designation being the more appropriate form that would allow for actual agricultural uses without impacting "suburban" residential.

***RMA Policy 1.1:***

- ***Balance jobs with housing.***

**Applicant Statement:** As pointed out previously, many people involved in the construction industry live in the Rural Heritage/Estates RMA designated areas. This map use change would allow for more housing opportunities for this work force.

**Staff Comment:** There is no inherent difference between the Hamlet form of development and the Rural Heritage/Estate form of development as related to balancing jobs with housing, other than the more housing units that are built the more labor required. It is true that with the ranchette form of development, construction trade workers generally can store their equipment on-site without negatively impacting their neighbors.

## **C. OTHER DRC REVIEWS**

### **Environmental Protection:**

Staff of Sarasota County's Environmental Protection Division (EPD) has reviewed this proposal and has no objection to the proposed amendment to the Comprehensive Plan to change the Map 8-1: RMA-1 and Map 8-3: RMA Land Use Map.

The proposed maps changes would remove the optional Hamlet development pattern for the area. Rural Heritage/Estates is currently an allowable development outcome for the area and

all Comprehensive Plan Goals, Objective and Policies (GOP's) would be applied to any future proposed development.

The removal of the Hamlet development pattern does reduce the ability to master plan large land areas for wildlife and environmental corridors however these outcomes can only be evaluated when an application for a Hamlet is submitted so it is unknown what effect over all this will have compared Rural Heritage/Estates.

**Stormwater:**

Stormwater Division has reviewed this proposal and has no comment or objection to the proposed amendment to revise RMA 3 Map 8-7. It is understood that this proposal does not look to change Comprehensive Plan, Chapter 12 – Watershed Management as it relates to stormwater and surface water management requirements for development. Please follow the Unified Development Code for the development.

Development will be required to meet the level of service requirements of the Sarasota County Comprehensive Plan Future Land Use Policy and the Unified Development Code. Therefore, Stormwater Planning and Regulatory does not object to the land use change proposed by this amendment.

Issues to be Resolved: No issues identified at this time.

**Transportation:**

*Trip Generation* - Table 1 shows the daily trip generation potential under the adopted and proposed land use designations. It is expected that the potential daily trips will decrease by approximately 9,124 trips per day and decrease by 1,043 trips during the PM peak hour.

Table 1. Trip Generation Comparison				
<u>Scenario</u>	<u>Land Use</u>	<u>Intensity</u>	<u>Net New Trips</u>	
			<u>Daily</u>	<u>PM Peak</u>
<b>Existing</b>	Hamlets (0.4 du/ac) ITE LUC 210	2,400 du	19,352	2,147
<b>Proposed</b>	Rural Heritage/Estates (0.2 du/ac) ITE LUC 210	1,200 du	10,228	1,104
<b>Trip Increase:</b>			<b>-9,124</b>	<b>-1,043</b>

Based on ITE Trip Generation, 10th Edition

*Impact Analysis* - The analysis of future road conditions was based on the estimated volume from the Florida Standard Urban Transportation Model Structure (FSUTMS) program. The Florida Department of Transportation's (FDOT) District One Regional Planning Model (D1RPM) was used for base input information. The short range (2024) conditions analysis was based on 2017 traffic volumes adjusted to estimate the 2024 conditions using a conservative

growth rate, compounded annually, plus vested trips. The long range (2040) conditions analysis was based on D1RPM model output.

The results of the short-range analysis are summarized in Table 2. The 2024 traffic conditions indicate that the study area roadway network will operate at the adopted level of service standard except for Fruitville Road from Sarasota Center Boulevard to Verna Road. The widening of Fruitville Road from two to four lanes from Sarasota Center Boulevard to Lorraine Road will alleviate this deficiency.

The proposed development traffic was added to 2040 estimated volume and the generalized level of service analysis performed. The results of the analysis are summarized in Table 3. The long-range transportation analysis shows that East-West Roadway B from North-South Roadway B to Verna Road, Verna Road from Manatee County line to Fruitville Road, and North-South Roadway B from East-West Roadway B to Fruitville Road will operate at the adopted level of service standard while Fruitville Road from Sarasota Center Boulevard to Verna Road will continue to operate below the adopted level of service standard.

#### **PLANNED ROAD NETWORK**

Map 8-7 of the Comprehensive Plan identifies the transportation network within the Village/Open Space RMA that is needed to support development. The subject development is within the location of one (1) future roadway improvements identified in the Future Thoroughfare Plan and Map 8-7. The alignment for segment East-West Roadway B is within the boundary of the subject development. Access to East-West Roadway B would be provided by North-South Roadway B and Verna Road.

East-West Roadway B is currently designated a two-lane minor arterial in the Future Thoroughfare Plan from North-South Roadway B to Verna Road. Two lanes of East-West Roadway B shall be constructed from North-South Roadway B to Verna Road within the subject development.

North-South Roadway B is currently designated a two-lane minor arterial in the Future Thoroughfare Plan from the Manatee County line to Fruitville Road. Two lanes of North-South Roadway B will be constructed from East-West Roadway B to Fruitville Road.

Fruitville Road from Sarasota Center Boulevard to Lorraine Road is a designated four-lane major arterial in the Future Thoroughfare Plan, however it is not scheduled for improvement in the current Five-Year Capital Improvement Program (CIP).

#### **CONCLUSIONS**

According to the short-range generalized level of service analysis, Verna Road from Manatee County line to Fruitville Road is expected to operate at the adopted level of service standard with the addition of development traffic. Fruitville Road from Sarasota Center Boulevard to Verna Road is expected to operate below the adopted level of service standard with the addition of development traffic. Mitigating the project traffic in the short-term requires a separate text and map amendments to the Comprehensive Plan (i.e. VOS Policy 5.3, Thoroughfare Plan) to permit capacity improvements for Fruitville Road from Lorraine Road to Verna Road from two (2) lanes to four (4) lanes.

In the long-range analysis, Verna Road from Manatee County line to Fruitville Road will continue to operate at the adopted level of service standard. East-West Roadway B from North-



South Roadway B to Verna Road and North-South Roadway B from East-West Roadway B to Fruitville Road will operate at the adopted level of service standard. However, Fruitville Road from Sarasota Center Boulevard to Verna Road will continue to operate below the adopted level of service standard. The widening of Fruitville Road from two to four lanes from Sarasota Center Boulevard to Lorraine Road will mitigate the deficiency. A separate text and map amendments to the Comprehensive Plan will be needed to permit capacity improvements for Fruitville Road from Lorraine Road to Verna Road from two (2) lanes to four (4) lanes.

**Table 2. Comprehensive Plan Amendment CPA-2019-C Short-Range (2024) Conditions Analysis**

Road	Limits	Lanes	Adopted Standards		2017 <sup>¶</sup> Volume	Background <sup>¶</sup> Traffic	Project <sup>¶</sup> Traffic	2024 <sup>¶</sup> Total <sup>¶</sup> Traffic	2024 <sup>¶</sup> LOS
			Service Volume	LOS					
Fruitville Road	Sarasota Center Boulevard to Lorraine Road	2	1,057	C	903	134	342	1,380	D
	Lorraine Road to Verna Road	2	1,057	C	723	107	673	1,504	D
Verna Road	Manatee County Line to Fruitville Road	2	1,057	C	271	40	77	389	C

Based on Generalized Level of Service Analysis<sup>¶</sup>

Background Traffic may include an assumed 2% average growth rate, plus any known vested trips.

<sup>¶</sup>

**Table 3. Comprehensive Plan Amendment CPA-2019-C Long-Range (2040) Conditions Analysis**

Road	Limits	Lanes	Adopted Standards		2040 <sup>¶</sup> Traffic*	Background <sup>¶</sup> Traffic	Project <sup>¶</sup> Traffic	2040 <sup>¶</sup> Total <sup>¶</sup> Traffic	2040 <sup>¶</sup> LOS
			Service Volume	LOS					
Fruitville Road	Sarasota Center Boulevard to Lorraine Road	2	1,057	C	1,372	N/A	254	1,626	D
	Lorraine Road to Verna Road	2	1,057	C	1,142	N/A	144	1,285	D
East-West Roadway B	North-South Roadway B to Verna Road	2	1,057	C	N/A	N/A	287	287	C
Verna Road	Manatee County Line to Fruitville Road	2	1,057	C	909	N/A	77	986	C
North-South Roadway B	East-West Roadway B to Fruitville Road	2	1,057	C	N/A	N/A	817	817	C

Based on Generalized Level of Service Analysis<sup>¶</sup>

\*2040 traffic volume estimates are based on FSUTMS output

### Utilities:

Applicant is requesting a publicly initiated CPA to change +/- 6,000 acres from Village/Open Space (V/OS) RMA (Hamlet Land Use) to Rural Heritage/Estates (RH/E) RMA. The changes would be to “Map 8-1: RMA-1” and “Map 8-3: RMA Land Use Map”. The application impacts residential capacity as related to the 2050 Plan policies. Should the change be granted, there would be a 1,200 EDU reduction in residential capacity [ (6,000 ac x 0.4) – (6,000 ac x 0.2)] (Long-Range Planning comment).

No changes to Chapter 12 - Watershed Management and the sanitary sewer, reuse, and potable water sub-chapters of the Comprehensive Plan are contemplated with this application. Therefore, development in the application area will need to follow the Unified Development Code and Utility Code in effect at the time of development.

Sarasota County Public Utilities Water/Wastewater Division has reviewed proposed Comprehensive Plan Amendment, CPA-2019-C Miakka Community Club and has no objections.

Issues to be Resolved: No issues identified at this time.

## IV. LONG RANGE PLANNING STAFF ANALYSIS

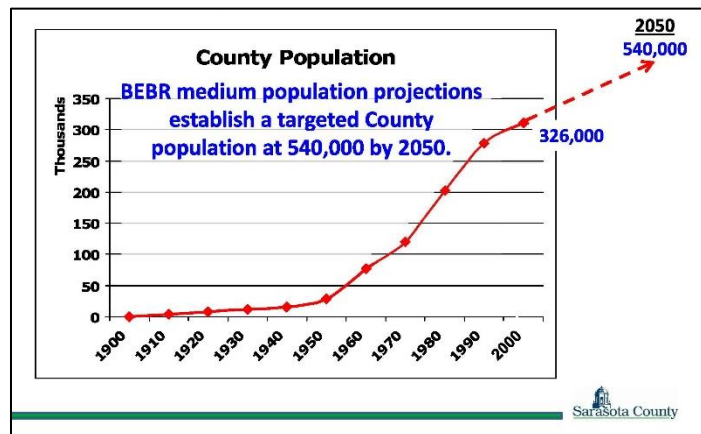
Application CPA No. 2019-C has been reviewed by staff for sufficiency. Initially the application was found to be insufficient by Long Range Planning and Environmental Protection (refer to DRC Staff Comments in previous report section).

The scope of this Comprehensive Plan Amendment will require consideration of the following:

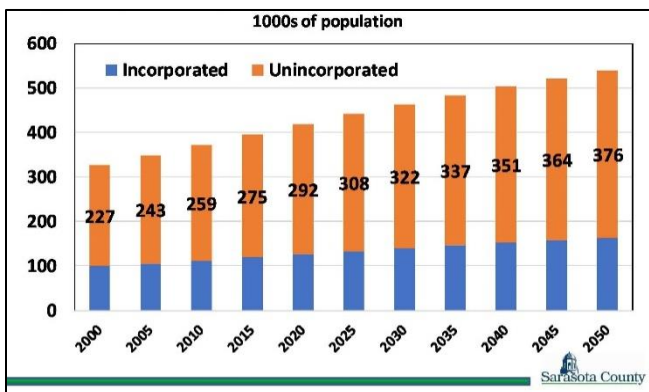
- A. **2050 Plan's residential capacity target;**
- B. **2050 Plan's source of Transfer of Development Rights (TDRs);**
- C. **2050 Plan's 3 main tenets;**
  - **Open Space – Balance between community and environment;**
  - **New Urbanism – Walkable, livable, comfortable;**
  - **Fiscal Neutrality – New development pays for itself;**
- D. **Major roadway network;**
- E. **Rural lifestyle east of the Countryside Line; and**
- F. **Environmental systems east of the Countryside Line.**

### A. IMPACT ON 2050 PLAN'S RESIDENTIAL CAPACITY TARGET

This requested change must be looked at within the context of what the 2050 Plan was essentially designed to accomplish. The 2050 Plan was established as a vehicle for planning the continued development of Sarasota County out to the year 2050. It set forth an urban corridor (Village Land Use designated area) along the east side of Interstate 75 to facilitate a major portion of the County's projected growth, which was held to be essential for the County's future as summarized within the attached "2050 Plan Overview and Background" presentation (refer to Appendix C).



There was a projected population of 540,000 for Sarasota County at the point in time that the 2050 Plan was adopted. This was divided between the unincorporated areas and the



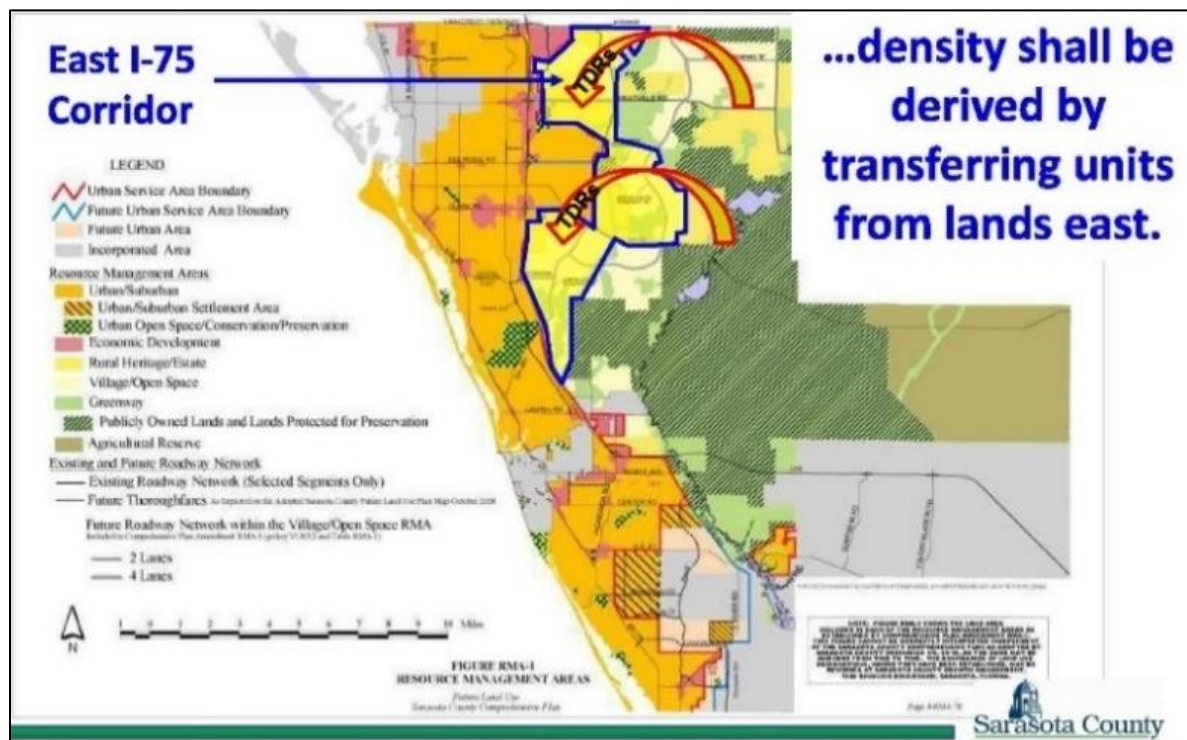
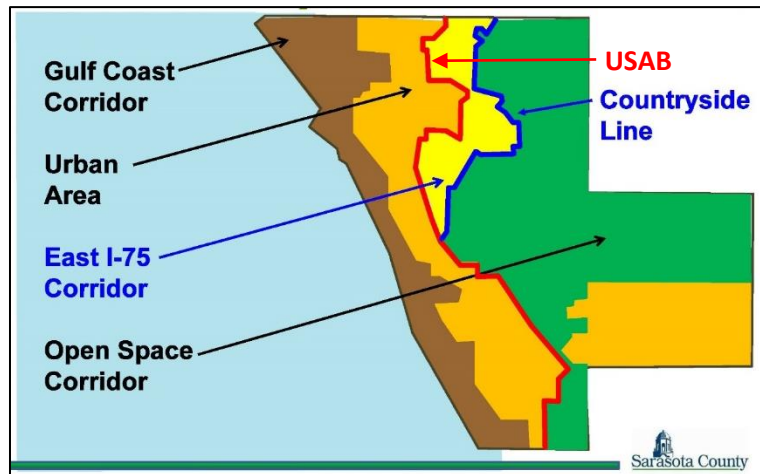
municipal jurisdictions at 376,000 and 164,000 respectively. This population projection was then translated into a projected need for additional housing units to accommodate the added population.

The 2050 Plan established an urban corridor east of the Urban Service Area Boundary (USAB) line within which projected housing needs could be accommodated. The USAB, which

already existed on the Comprehensive Plan, involved regulatory controls that applied limits on growth east of that line based on residential capacity needs. The urban corridor east of I-

75 established by the 2050 Plan set up parameters under which development would be allowed to occur east of the USAB line.

The 2050 Plan also established a Countryside Line that limited the urban corridor (Village Land Use designated lands) to those lands west of it, creating a demarcation line east of which the County would maintain a rural land use character [VOS Policy 2.1(c)]. Primarily, the residential density and intensity of development within the urban corridor was to be derived through its removal of development rights from environmentally sensitive lands and other lands that may be developed east of the Countryside Line. The Hamlet Land Use designation of the Village/Open Space RMA is the primary form of new development identified within the 2050 Plan for those lands east of the Countryside Line. The primary purpose of the Hamlet form is to assist with the implementation of open space and natural habitat corridors. The Rural/Heritage Estate RMA primarily recognized the existing 5-acre and 10-acre ranchettes that are prevalent in the area.



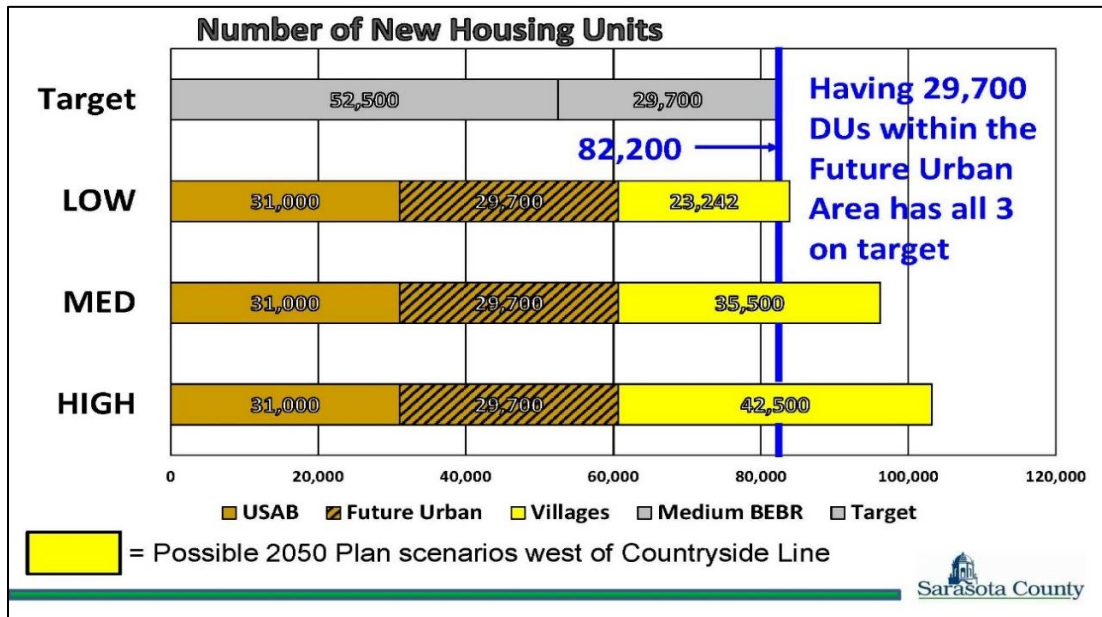
The 2050 Plan's Transfer of Development Rights (TDR) program was established to facilitate the shifting of density and intensity from those lands east of the Countryside Line (Hamlet) to those lands west of that line (Village). There was also a built-in incentive that provided the Hamlet form of development with the option to develop at a maximum of 0.4 DUs/acre. This density incentive already represents a doubling of the allowed density and intensity existing on said lands because the existing FLUM's Rural designation for these same lands still limits them to 0.2 DUs/acre.

Therefore, the County was not seeking to utilize the Hamlet Land Use form as a vehicle to facilitate residential capacity, but rather as an incentive-based land use form of clustered development that would yield a substantial amount of open space (60%). This is substantiated by the fact that the County does not factor in potential residential DUs east of the Countryside Line with the Residential Capacity Analysis. Rather, the Hamlet form allowed for clustered housing development within a large open space type setting while maintaining a very low residential density.

## B. IMPACT ON 2050 PLAN'S SOURCE OF TRANSFER DEVELOPMENT RIGHTS

The demand for Hamlet derived TDRs has been reduced. The Village Land Use designated areas zoned to date have been at the lower density level (2 DU/ gross acre) originally anticipated by the 2050 Plan. Additionally, a major portion of the South Village Area (south of Clark Road) was granted residential density without the need for purchasing TDRs. These past actions by the County have reduced the overall demand for TDRs, and there is less of a demand for the excess TDRs that may have been produced from designated Hamlet Land Use areas. Maintaining the intended purpose of the 2050 Plan should remain an overarching consideration with any proposed change to this policy.

The following chart illustrates how the low residential density level remains on track to achieve 2050 Plan goals and objectives. Essentially, the 2050 Plan's target for new residential housing units remains at 82,200 DUs. There were three levels of residential density contemplated within the Village Land Use designated area of the 2050 Plan: low with 23,242 DUs; medium with 35,500 DUs; and high with 42,500 DUs. All three of these residential density scenarios can achieve the dwelling unit target in conjunction with new residential capacity being encouraged west of the USAB.



### **C. IMPACT ON 2050 PLAN'S 3 MAIN TENETS**

Staff's review of this CPA's impact on the 3 main tenets of the 2050 Plan focused on:

1. Open Space – Balance between community and environments;
2. New Urbanism – Walkable, livable, comfortable; and
3. Fiscal Neutrality – New development pays for itself.

1. Open Space – A primary purpose of the open space in 2050 development areas was to establish or re-establish environmental corridors in those areas. The large land areas, as part of rezone applications for Village or Hamlet Planned Development, would provide the ability to master plan the areas for wildlife and environmental corridors. The removal of the Hamlet Planned Development would reduce this ability. Ranchette and Conservation Subdivision forms of development would still require that all Comprehensive Plan Goals, Objective and Policies (GOP's) be applied to any future proposed development. However, the ranchette form of development would not be required to formally preserve the environmental areas through Conservation Easements and Land Management Plans.

A secondary purpose of the open space was to maintain the rural character of the area. The ranchette form of development with its associated agricultural activities is the embodiment of rural character. The required 500-foot greenbelt surrounding Village and Hamlet development, and the required 100-foot setback surrounding Conservation Subdivision development are to help maintain distance and *help support* the rural character of the area, however, neither of these new forms of development personify "rural".

2. New Urbanism – Walkable, livable, comfortable: The majority of the "new urbanism" elements of the 2050 Plan are to be implemented through the Village form of development. However, any form of development pursued within the subject lands should strive to implement the basic planning principles that are fundamental for a walkable, livable, and comfortable living environment. Those that favor the ranchette form of development would most likely state that they are "walkable, livable and comfortable" as they expect from their community. The Conservation Subdivision form of development, which is allowed in Rural Heritage/Estate, applies design standards (smaller lots, trails and multi-use path) that provide a "walkable, livable and comfortable" environment.
3. Fiscal Neutrality – New development pays for itself: The idea behind this tenet is straight forward and reducing the potential number of residents in the area indicates that there would be less fiscal impact from the Rural Heritage/Estate form of development. It has been suggested that the County will see less financial benefit from the Rural Heritage/Estate form of development, and this is likely to be true because there will be less residential units from which to draw tax revenues. However, this is not a stated purpose of the Hamlet form of development, and it has not been the goal of the County to seek residential development in the form of Hamlets at the eastern most part of the County to increase revenues.

### **D. IMPACT ON MAJOR ROADWAY NETWORK**

The impact of the subject amendment will result in a reduction in the number of vehicles being introduced into the transportation system due to the potential number of residential

units being reduced. It is expected that the potential daily trips will decrease by approximately 9,124 trips per day and decrease by 1,043 trips during the PM peak hour.

## **E. IMPACT ON RURAL LIFESTYLE**

The elimination of the ability for introducing a more intensive residential form, such as the Hamlets, would tend to be a compatible change with the Rural FLUM designation, and the rural lifestyle, in the vicinity of the +/-6,000 acres under consideration. A Conservation Subdivision, which is an allowable use and required when requesting to increase density in Rural Heritage/Estate, would introduce a different form of residential development (clustered homes, smaller lots) but the maximum density would be the same as the large-lot development ( 1 unit/ 5 acres).

## **F. IMPACT ON ENVIRONMENTAL SYSTEMS**

This topic is related to the open space discussion in C1 above. While the introduction of less residences will potentially reduce the impact of people and construction on the environment, it's through the ability to master plan large land areas that environmental corridors can be identified and re-established, onsite and to adjoining properties. The latter part is a main tenet of the Sarasota 2050 Plan. It will be nearly impossible to master plan through the approval of individual 5-acre lots. Additionally, large developments have the ability to mitigate impacts, such as recreating floodplain areas and wetlands, as occurred in LT Ranch Village (Skye Ranch).

The change back to Rural Heritage/Estate from Hamlet Land Use would not support the following objectives and policies.

### ***VOS Policy 4.1-Incentiatives for Preservation of Open Space***

*Incentives to preserve the Open Space within the Village/Open Space RMA are established as detailed in Objective TDR1. These incentives provide for the Transfer of Development Rights and create the opportunity to achieve Density Incentives within the Village/Open Space RMA based upon the level of significance of resources preserved, the amount of land preserved and the connectivity of the Open Space to ecological resources.*

### ***ENV Objective 1.3***

*Preserve a network of habitat connectivity across the landscape that ensures adequate representation of native habitats suitable to support the function and values of all ecological communities.*

### ***ENV Policy 1.3.6***

*Encourage the clustering of residential developments or the implementation of other measures to first avoid, then minimize and then mitigate adverse environmental impacts, wherever areas of significant native habitats are involved.*

### ***ENV Policy 1.3.7***

*Encourage the use of cluster and planned development that preserves and protects habitats in open space, and encourage development forms that provide enhanced open space preservation and protection of habitats in all zoning districts.*



Any new development in the Rural Heritage/Estate would be reviewed for consistency with the following policies:

***RHE Policy 1.2***

*Incentives to protect natural resources within the Rural Heritage/ Estate RMA are established as detailed in Objective TDR2. These incentives provide for the creation of Conservation Subdivisions and allow the Transfer of Development Rights within an individual site and from eligible lands within a Sending Zone pursuant to the Transfer of Development Rights Program established under Policy TDR1.2. Density Incentives may be authorized when Open Space within the Conservation Subdivision is designed to connect the Open Space to ecological resources through wildlife linkages or trails or to protect significant Native Habitats.*

***ENV Policy 1.1.1***

*Review all development proposals for consistency with the “Principles for Evaluating Development Proposals in Native Habitats.”*

***ENV Policy 1.3.10***

*Maintain and promote rural and natural resource land management practices such as prescribed burning including a requirement that all new development in the Rural area or areas adjacent to Public Conservation/Preservation Lands shall, as part of the development review process, recognize and protect existing rural and natural resource land management practices.*

***ENV Policy 1.5.8***

*During the development review process, encourage the private sector to preserve naturally vegetated areas that are not designated as preserve or conservation areas, to relocate elsewhere native vegetation that cannot be preserved, and to remove invasive and nuisance plants.*

***ENV Policy 2.1.10***

*Special measures shall be taken to protect Florida Scrub-jays to support the long-term persistence of the population within Sarasota County.*

***ENV Policy 5.1.5***

*The county shall support the implementation of Best Management Practices, as provided by the Sustainable Agriculture programs of the state and USDA, for local agriculture as a means of public education of sustainable agriculture’s role in reducing our ecological footprint, in maintaining a healthy and sustainable environment and in local economic and community foodshed development.*

***ENV Policy 5.1.6***

*Encourage and support the development and adoption of sustainable farming practices, as provided by the Sustainable Agricultural Programs of the state and the USDA in order to:*

- promote utilization of agricultural commodities and technologies that are better adapted to local growing conditions and less demanding of water resources*
- promote environmental enhancement on all farms and ranches to provide connectivity with adjacent conservation lands*
- promote establishment of wildlife habitat on agricultural lands that will contribute to habitat corridors and ecosystem functions.*



***ENV Policy 6.1.4***

*Sarasota County shall continue establishing incentive programs for landowners to protect the naturally beneficial features of the lands identified as having high ecological value pursuant to FLU Policy 1.1.2, rather than emphasizing reliance upon regulatory police power authority. These additional incentives shall utilize a full range of techniques as appropriate (including, but not limited to, tax incentives, incentives for on-site habitat enhancements and provisions for variable lot sizes in Rural Areas) without increasing densities.*

## V. LONG RANGE PLANNING RECOMMENDATION

### A. CONCLUSIONARY STATEMENTS

All applicants for CPAs are required to demonstrate with factual data and information why the County should change policy or a map designation. The 2050 RMA designation that is being considered for change (from Hamlet to Rural Heritage/Estate) has been in place for nearly 18 years. This proposed amendment is fairly simplistic; however, it does involve the core concept of the 2050 Plan and the RMA system because the Hamlet Land Use incentivized the re-establishment of environmental corridors through the eastern portion of the County.

Each of the following individual conclusionary statements support staff's recommendation:

- A. **Residential Capacity** - The County was not seeking to utilize the Hamlet Land Use form as a vehicle to facilitate residential capacity, but rather as an incentive based land use form of clustered development that would yield a substantial amount of open space at 1.5 acres per DU or greater encouraging the re-establishment of environmental corridors.
- B. **Transfer of Development Rights** – Past actions by the County have reduced the overall demand for TDRs, however, there is less of a demand for the excess TDRs that may have been produced from designated Hamlet Land Use areas.
- C1 **Open Space** - The primary purpose of the open space in 2050 development areas was to establish or re-establish environmental corridors in those areas and the secondary purpose of the open space was to maintain the rural character of the area. Open space would be formally preserved with a Conservation Subdivision (less than the Hamlet open space) but not individual ranchette lots. The ranchette form of development, with its associated agricultural activities, however, is the embodiment of rural character in Sarasota County.
- C2 **New Urbanism** - The majority of the “new urbanism” elements of the 2050 Plan are to be implemented through the Village form of development. However, any form of development pursued within the subject lands should strive to implement the basic planning principles that are fundamental for a walkable, livable, and comfortable living environment. Hamlet development form requires these design standards.
- C3 **Fiscal Neutrality** - Reducing the potential number of residents in the area suggests that there would be less fiscal impact from the Rural Heritage/Estate form of development to the County. It was not the goal of the County to seek residential development in the form of Hamlets to increase revenues.
- D **Major Roadway Network** - The impact of the subject amendment will result in a reduction in the number of vehicles being introduced into the transportation system due to the potential number of residential units (1,200) being reduced.
- E **Rural Lifestyle** - The elimination of the ability for introducing a more intensive residential form such as the Hamlets, would tend to be a compatible change with the Rural FLUM designation, and the rural lifestyle, in the vicinity of the +/-6,000 acres under consideration.
- F **Environmental Systems** - The large land areas, as part of rezone applications for Village or Hamlet Planned Development, would provide the ability to master plan and

permanently protect the areas for wildlife and environmental corridors, a core concept of 2050. The removal of the Hamlet Land Use would reduce this ability.

## **B. STAFF RECOMMENDATION**

Staff finds the application for CPA No. 2019-C to be generally consistent with the primary tenets of Sarasota 2050, except it does not fully meet the intention of Open Space. The removal of the Hamlet Land Use greatly reduces the ability to effectively and permanently establish and protect the environmental corridors in this part of the County.

The representatives advocating for the subject amendment have stated that one of the group's reasons for filing this proposed amendment is in response to application CPA-2018-C, filed by agent Don Neu of NeuMorris LLC on behalf of the North Fruitville Hamlet Utility Group (NFHUG). Without this amendment that proposes to increase density in the Hamlet areas, the subject CPA would probably not have been filed. Therefore, this means that the current 2050 land use designations can be deemed as appropriate for the area.

Based on the above, staff recommends denial of the proposed amendment; the current 2050 designations should remain.

## **VI. APPENDICES**

**APPENDIX A – Application Materials**

**APPENDIX B – Public Workshop Summary**

**APPENDIX C – Additional Information: 2050 Plan Overview and Background**

**APPENDIX D – Goals, Objectives and Policies**

**APPENDIX E – Correspondence**

**APPENDIX F – Planning Commission Resolution**

- 1. Denial Resolution**
- 2. Approval Resolution**