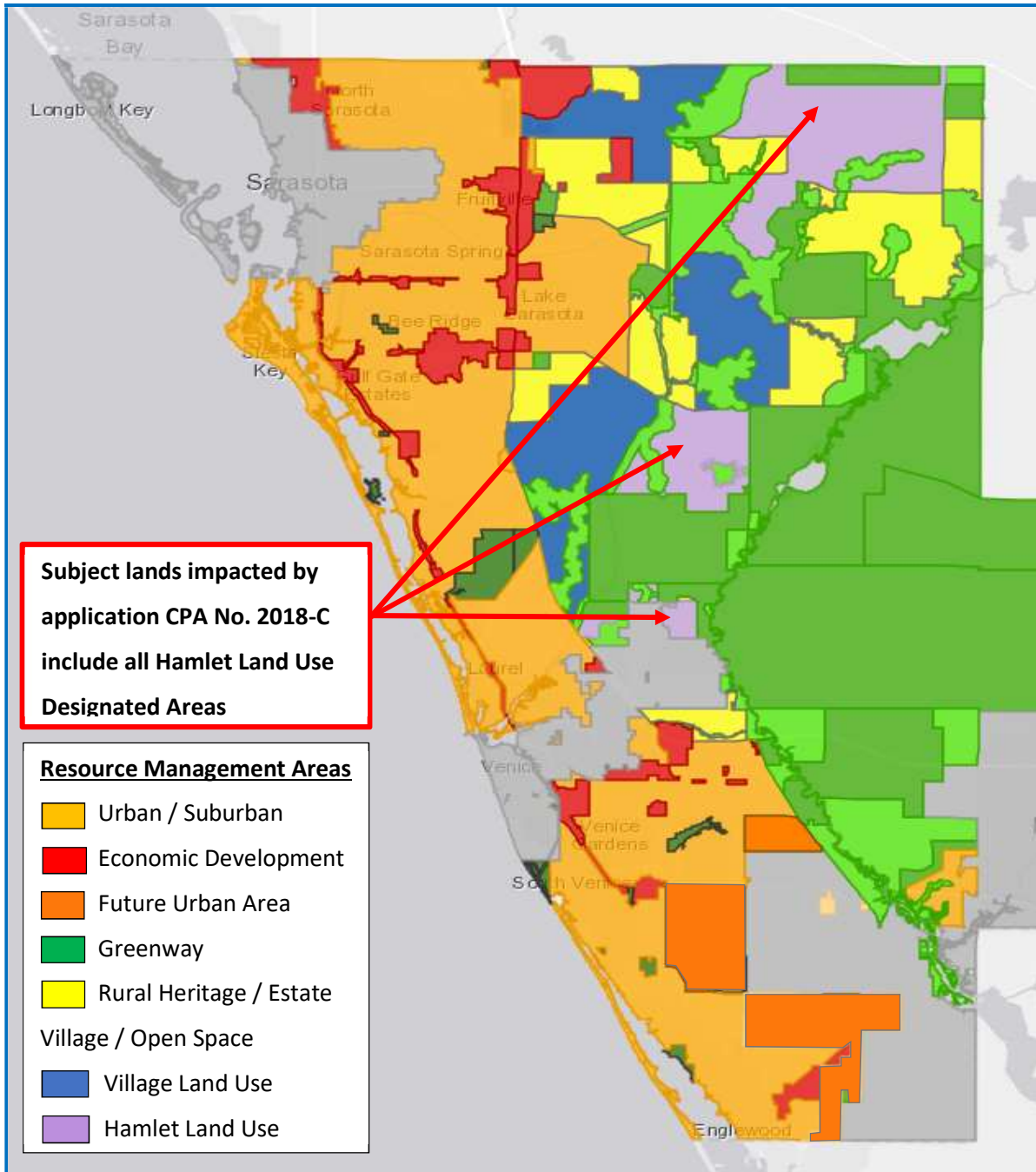


STAFF REPORT



PLANNING COMMISSION PUBLIC HEARING COMPREHENSIVE PLAN AMENDMENT



**CPA No. 2018-C
SEPTEMBER 19, 2019**



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I. APPLICATION SUMMARY

A. GENERAL APPLICATION AND PROCESS DESCRIPTION

Application CPA No. 2018-C (refer to Appendix A) is a privately initiated Comprehensive Plan Amendment (CPA) submitted pursuant to Chapter 94, Section 94-84 of the County Code. The request is a text amendment to VOS Policy 1.2B that triples the density incentive for the Hamlet Land Use form of 2050 development by doubling the allowed residential density within a Hamlet's Developed Area from one (1) dwelling unit per acre to two (2) dwelling units per acre subject to those property owners entering into a utility extension agreement with Sarasota County. Lands that may be able to take advantage of this proposed change include all those lands designated for Hamlet Land Use on Future Land Use Map (FLUM) Map 8-3: RMA-3 Village/Open Space RMA Land Use Map as depicted on Map One of the Map Series.

Privately initiated CPAs require Sarasota County Commission (Board) authorization prior to being fully processed outside of the annual cycle. The applicant obtained this from the Board on January 29, 2019. Another initial step requires the applicant to hold a public workshop on the proposed amendment prior to making a formal application. This public workshop was held by the applicant on January 24, 2019, and a summary is attached (refer to Appendix B). The applicant filed the initial formal application for CPA No. 2018-C with the County on March 26, 2019.

Subsequent to the staff reviewing the application, a staff report is prepared for the Planning Commission's consideration. The Planning Commission is then required to hold a public hearing on the CPA and make a recommendation to the Board. The Board shall hold public hearings on the CPA prior to taking final action on it.

B. STAFF CONTACT

William K. Spaeth, Planner – 941-861-5207
Jane Grogg, Long Range Planning Manager – 941-861-5244

C. AGENT

Donald A. Neu, AICP, Agent – 941-444-6644
Neumorris, LLC
6997 Professional Parkway East, Suite B, Sarasota FL 34240

D. APPLICANT

North Fruitville Hamlet Utility Group (NFHUG) pursuant to Map Two of the Map Series

- 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.)

A combined +/- 3280 acres.

E. APPLICATION SECTIONS

Part I – Application Material

Part II – Project Narrative/Exhibits

Part III – Supportive Materials

Part IV – Text Amendment

Part V – Comprehensive Plan Compliance

Part VI – Preliminary Requirements

Part VII – Traffic Study

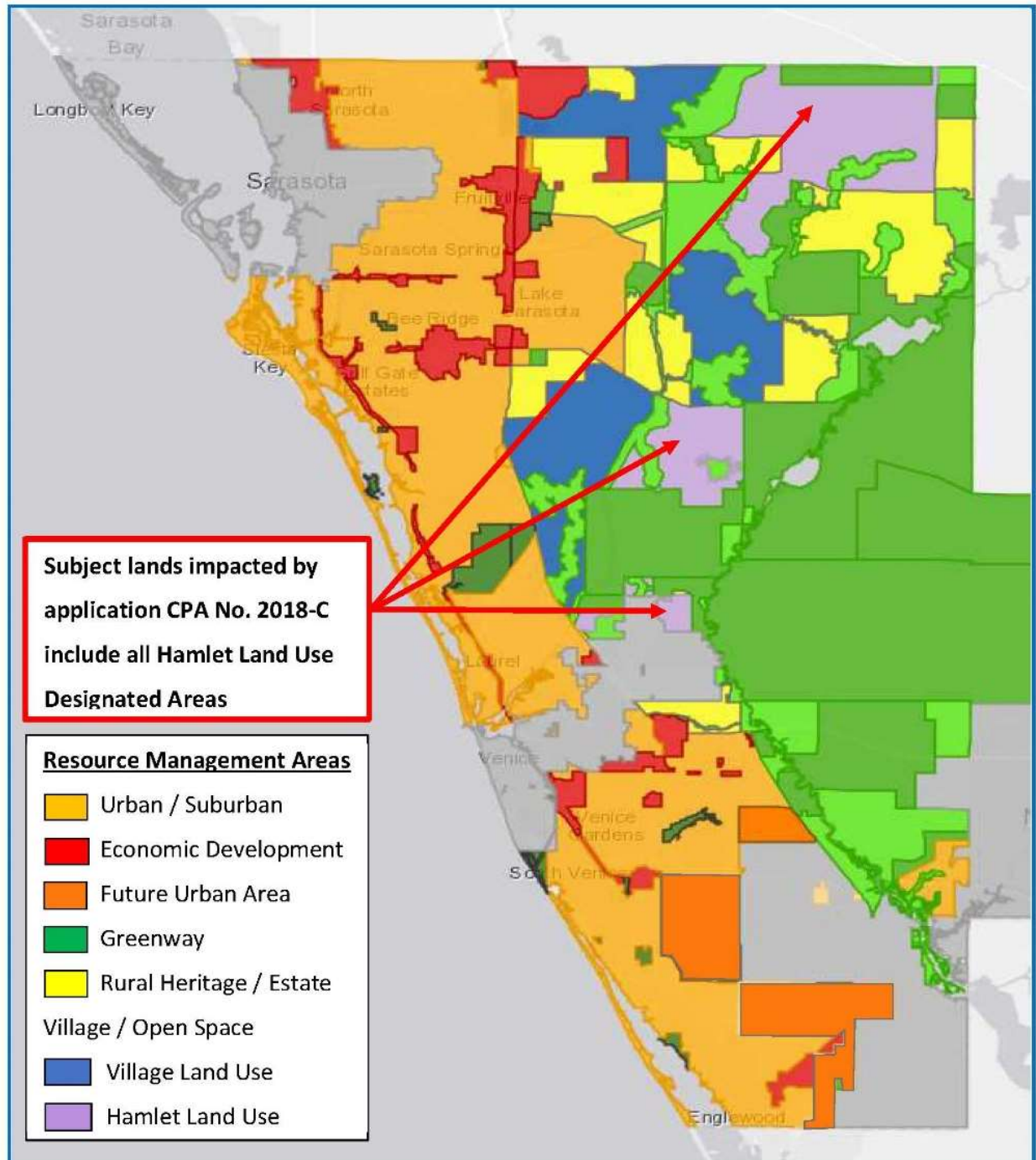
Part VIII – Map

F. GENERAL APPLICANT INFORMATION SUMMARY TABLE

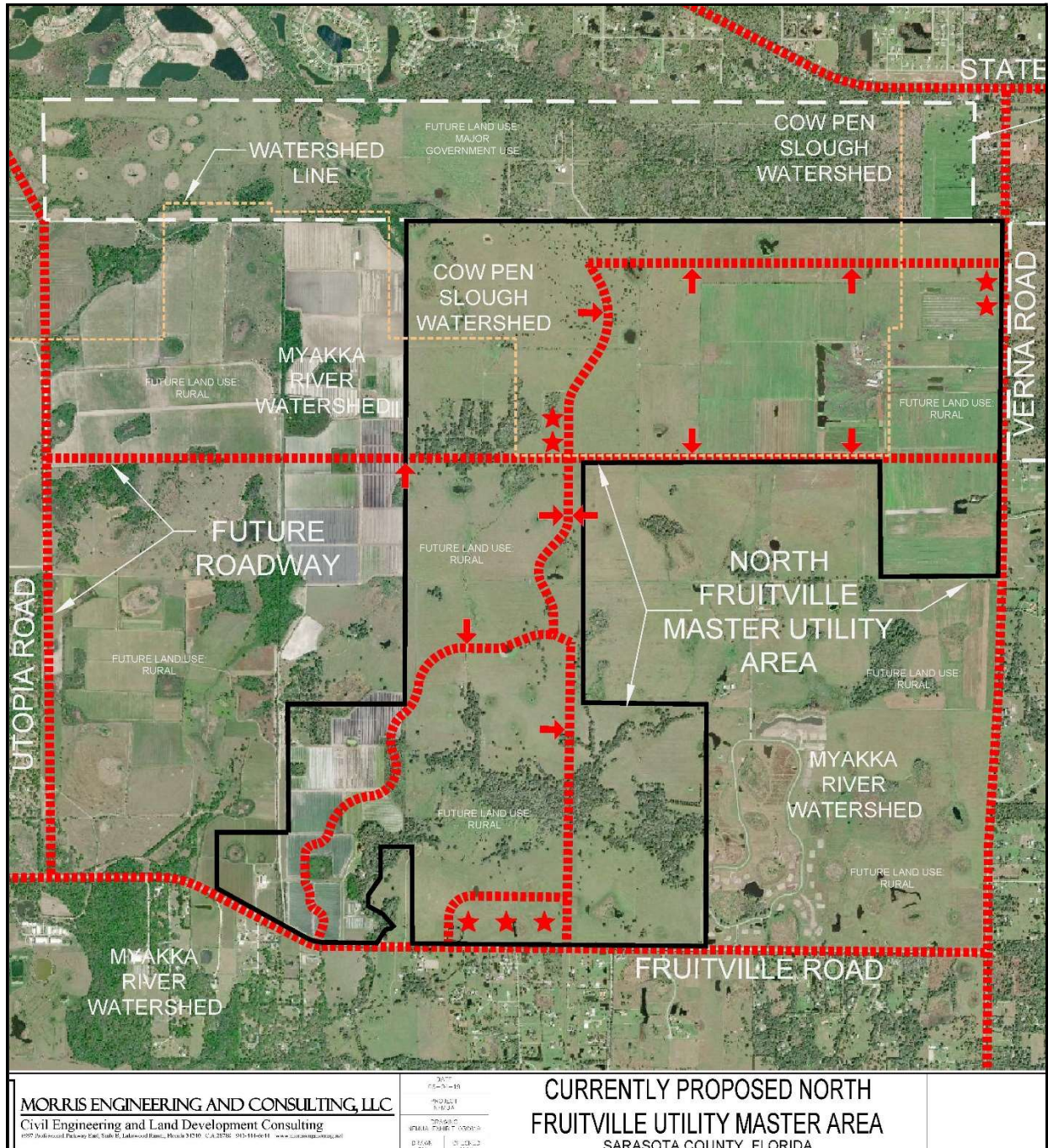
| | |
|--|---|
| Application Number | CPA No. 2018-C |
| Applicant Name | North Fruitville Hamlet Utility Group |
| Applicant Property Location | Northwest of Fruitville Rd. and Verna Rd. |
| Applicant Property Size | +/-3280 acres (See applicant listing 'D' above) |
| Applicant Property Parcel ID Numbers | See applicant listing 'D' above |
| Applicant Property Roadway Frontage | Fruitville Road +/- 2 miles Verna Road +/- 1.5 miles |
| Current Future Land Use Map (FLUM) Designation for Applicant Property | Rural (1 DU/5 acres) |
| Adjacent FLUM Designations | North: Major Government Uses |
| | East: Major Government Uses and Rural |
| | South: Rural |
| | West: Rural |
| 2050 Plan Resource Management Area (RMA) Designation for Applicant Property | Village/Open Space RMA with a Hamlet Land Use Designation, and Greenway RMA |
| Adjacent RMA or Land Use Designations | North: Greenway RMA |
| | East: Greenway RMA and Rural Heritage/Estate RMA |
| | South: Rural Heritage/Estate RMA and Village/Open Space RMA with a Hamlet Land Use Designation |
| | West: Village/Open Space RMA with a Hamlet Land Use Designation |
| Current Zoning of Applicant Property | Open Use Rural (OUR at 1 DU/10 acres) Open Use Estate (OUE at 1 DU/5 acres) |
| Adjacent Zoning | North: Government Use |
| | East: Government Use and OUR |
| | South: OUR and OUE |
| | West: OUR and Hamlet Planned Development (HPD) |
| Current Use of Applicant Property | Agricultural Pastureland |
| Adjacent Uses | North: Sarasota City Wells |
| | East: Open Space and 10-acre Res. Lots |
| | South: Agricultural Pastureland and 5-acre or 10-acre Res. Lots |
| | West: Agricultural Pastureland |

II. MAP SERIES

A. MAP ONE – Hamlet Land Use Designated Areas



B. MAP TWO – Applicant's Property



III. DRC STAFF COMMENTS

A. OVERVIEW OF APPLICATION

Application CPA No. 2018-C is a privately initiated amendment to the Comprehensive Plan. Specifically, the proposed amendment is to the optional 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 applicant's desire is to increase the potential density of development that could be derived from approximately 15,000 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 increase this by allowing 0.8 DU/acre, subject to the property owners entering into a public utility extension agreement with the County. This triples the density incentive for the Hamlet Land Use form of 2050 development by doubling the allowed residential density within a Hamlet's Developed Area from one (1) dwelling unit per acre to two (2) dwelling units per acre.

The Development Review Coordination (DRC) staff issued a letter dated April 22, 2019, finding the initial application insufficient as related to Long Range Planning, Transportation Planning, and Environmental Protection. The applicant provided a 2nd submittal on June 14, 2019, responding to said DRC determination letter. A DRC staff review of the 2nd submittal was conducted, and an application status letter issued to the applicant on July 17, 2019. Having reviewed the material included with the 2nd submittal, Long Range Planning, Transportation Planning, and Environmental Preservation provided the following comments.

B. PLANNING SERVICES / LONG RANGE

Long Range Planning – Application is insufficient as submitted.

Fundamentally, the optional 2050 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 request significantly impacts the 2050 Plan by increasing the residential density east of the Countryside Line and decreasing the amount of open space protected on a per dwelling unit basis. The Development Review Coordination (DRC) staff, through the Pre-application Conference review, indicated that there were a number of 2050 Plan policies that needed to be adequately addressed within a formal application requesting such a significant CPA. Adequately addressing these entails providing data and information that:

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

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

1. **SECTION ONE – Fundamental questions requiring an applicant response;**
2. **SECTION TWO – Goals, Objectives and Policies required to be addressed;**
3. **SECTION THREE – Goals, Objectives and Policies with applicant statements; and**
4. **SECTION FOUR – Goals, Objectives and Policies cited without applicant statements.**

1. SECTION ONE – Fundamental questions requiring an applicant response:

The applicant was instructed to address two fundamental questions within formal application CPA-2018-C related to the requested change. The initial applicant statements and staff comments are presented below. These are then followed by the applicant's response to the initial staff comments within the 2nd submittal on 6/14/2019 and subsequently followed by staff comments on those 6/14/2019 applicant responses.

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

Applicant Statement: As 16,044 acres of land, which included 4,684 acres to the North, 4,603 acres Central, and 6,777 acres south) were designated by the 2050 Plan with the vision of 47,500 units being developed in a high density environment with internal services utilizing 24,300 offsite TDRs (Transfer of Development Rights) from the eastern designated Hamlet lands and Greenways.

Subsequent to these changes that were allowed additional land classifications which have been utilized to reduce the open space requirements and also eliminated off-site TDR purchases that has resulted in the following approvals that has altered the Hamlet area intent, purpose, and goals.

- North Village which contains 6,422 units on 6,030 acres of land with open space ranging from 43% to 50% and a total of 316 off-site TDRs;
- South Village which contains 4,549 units on a total of 2,259 acres with a range of 35% to 50% of open space with a total of off-site TDRs of 654;

In addition to the above-mentioned, there was a change in the Comprehensive Plan for the Clark Road Properties per Ordinance, CPA 2013-C that eliminated the required of 4,000 off-site TDRs to achieve a density count of 3 dwelling units per Developed acres by granting 2 dwelling units per Gross acres by right.

Consequently, there has been only one Hamlet approved and it is at risk for failure due to the mandates of urban lot configuration and urban services but at a rural density which is not feasible.

However, in discussion with the Sarasota County Utilities approximately 4,047 stakeholders were asked to participate in the extension of water and sewer being proposed to the east of Fruitville area that will be established by MSBU.

The North Fruitville Hamlet Utility Group will be able to participate in the MSBU through the development of Hamlets but under current rules with the modification that the total number of units allowed on-site shall be limited to the units that are generated by utilizing the TDRs program with a maximum gross area of 1 dwelling unit.

Staff Comment: The applicant is requesting to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area for those lands so designated on the V/OS RMA. The only discernable reason given within the applicant's statement 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. The application narrative further states that this is 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 the application 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 Uses, 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-2018-C is that said Hamlet areas must enter into a utility extension agreement with the County for public sanitary sewer and potable water supply, although this is not incorporated within the proposed CPA in any way (the 2nd submittal then included language to this effect).

Therefore, the answer to this first basic question as related to the application for CPA-2018-C appears to be that nothing has been presented related to the underpinning conditions for which the 2050 Plan was responding when it was developed. While the reduction in TDR demand is a change to an element of the underpinning conditions, the potential increase in residential capacity represented by the application's request to triple the density incentive for the Hamlet Land Use form of development does not appear to be warranted. If there is less of a demand for TDRs, then there may not be a critical need for the mechanism to create as many of them.

6/14/2019 Applicant Response on Section One Question One: The fundamental question is what has changed in the 2050 process and approvals that would trigger the request. There have been major changes:

- The decimation of the TDR program by previous approvals. The two approved Villages were approved without transferring any off-site densities as contemplated by the 2050 Policies. The Villages were approved with the concept of clustering the onsite created units on the projects. This is a fundamental change in the 2050 concept.
- The densities approved for the 2050 projects are far below what was projected. In round numbers, the original 2050 plan envisioned that 47,500 units could be built on 16,000 acres of Village land at a density of 3DU/Acre with density rights purchased as TDRs from the Hamlet Lands & Rural lands. To date 10,000 units have been approved on 8,000 acres (1.3DU/acre) with a Hi Hat plan (CPA 2019-D) to approve 12,000 units on 10,000 acres (1.2DU/Acre). The approved developments used on site generated development rights, comp plan changes eliminating significant numbers of TDR requirements and discounted TDRs from ESLOC lands to achieve their required densities. This eviscerated the planned TDR program as originally envisioned.
- This proposal is still within the context of the overall Hamlet land planning; as the goal of this proposal is to only allow for density to be moved from the undeveloped land to the developed area. Based on Attachment A-2 provided by email, the proposed amendment is still below the potential residential capacity per the County's analysis.

Staff Comment on 6/14/2019 Applicant Response: A full explanation of attachment A-1 to the application needs to be submitted to provide a clearer understanding of the source and accuracy of the information included. The claim that the County will be out of land for new residential development by the year 2024 needs to be supported by evidence and that information needs to be verifiable. The only other discernable reason given within the applicant's initial submittal related to the need to adjust 2050 Plan policy was based on TDRs, which presents the applicant's other claim. Additional data is needed to support these claims beyond requesting the additional density and intensity within the Hamlet Land Use 2050 form of development to subsidize the extension of public utilities out to the Hamlet Land Use designated lands.

The second fundamental question the applicant was required to answer was:

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

Applicant Statement: None provided.

Staff Comment: The applicant did not provide a statement with the application responding to this question. Nor has the application provided a coherent basis for why this application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area should be supported. 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. Tripling the density incentive for the Hamlet Land Use form of development by doubling the allowed residential density within the Hamlet Land Use Developed Area is counter to the basic premise of the 2050 Plan. It reverses the intent of maintaining a rural land use character within the eastern lands of the County through the transferring of that residential density west of the Countryside Line. This application requests the ability to intensify the residential density east of the Countryside Line, which is the exact opposite of the 2050 Plan.

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 FLUM, which in this case is Rural at 0.2 DUs/acre. Again, while this application presents the appearance of being a very simple text amendment to a single policy within the 2050 Plan, it clearly has major ramifications on the whole concept of the 2050 Plan. There are clearly other applicable policies that were not addressed within this application at all, and potentially those policies could prohibit the ability for the Hamlet Land Use form to develop as desired.

6/14/2019 Applicant Response on Section Two Question Two: We disagree with your opinion that this request has major ramifications on the 2050 Plan. It is simply to allow for the use of existing onsite units to be used on the site that is very suitable to be used for the requested purpose. The subject area is some of the highest elevation, land in the area and relatively few protected environmental features. The request will allow for the economic installation of central utilities, therefore protecting water quality. It reduces urban sprawl by allowing tighter clustering of the units, rather than using the units in other areas, possibly less suitable for development. None of the major required components of 2050 such as open space, environmental protection or size of developed areas are being requested for change. All of the regulatory issues of the 2050 policies and implementing regulations must and will be followed.

Staff Comment on 6/14/219 Applicant Response: Again, the applicant is making a circular argument that they need the increase in Hamlet density in order to provide for the economic installation of central utilities required by the requested change to increase residential density. The applicant's statement does not establish any kind of evidence that would support the request, but rather restates that they will meet existing Hamlet requirements if they are granted an increase in residential density. However, the resulting open space from the request will be half as much per DU.

2. SECTION TWO – Goals, Objectives and Policies required to be addressed:

Goals, Objectives and Policies that the applicant was required to address within this application for a significant change in 2050 Plan policy. The full text for each policy is attached (refer to Appendix D). The initial applicant statements and staff comments are presented below. These are then followed by the applicant's response to the initial staff comments within the 2nd submittal on 6/14/2019 and subsequently by staff comments on those 6/14/2019 applicant responses.

- **RMA Policy 1.1** calls for the implementation of the RMA system “as an entire package”, indicating that individual elements should not be separated out and applied in a selectively advantageous manner;
- **VOS Objective 1.0** states that the 2050 Plan is “to prevent Urban Sprawl by guiding development of lands outside the Urban Service Area into compact, mixed-use, pedestrian friendly Villages within a system of large areas of permanent Open Space.”;
- **VOS Policy 1.2.B** sets forth a preferred size for Hamlets as being 50 to 150 dwelling units with a maximum size of 400 dwelling units;
- **VOS Policy 2.9** on fiscal neutrality for Villages and Hamlets;
- **VOS Policy 2.10** on Financial strategy for infrastructure development and maintenance;
- **VOS Objective 3.0** states that the 2050 Plan is “to ensure that adequate public facilities and services are available to serve development within the Villages/Open Space RMA.”; and
- **VOS Policy 5.3** on constrained roadways.

Applicant Statement: None provided.

Staff Comment: The above 2050 Plan policies were not addressed within the initial formal application for CPA-2018-C.

6/14/2019 Applicant Response: This proposal does consider the 2050 Policies in their entirety. The following responses address individual and cumulative need for this request and specific revisions. The request is narrow in scope in that it is specific to the North Fruitville Hamlet area. The request is based on the shortfall of the original goals and density targets of 2050. Specifically, in response to each of your referenced policies.

Staff Comment on 6/14/2019 Applicant Response: Making a statement that “this proposal considers the 2050 Policies in their entirety” does not address the policies when no specifics are presented in support of such a statement. Addressing the “individual and cumulative need for this request” again needs to be supported by actual evidence and facts presented by the applicant. The request is not “narrow in scope ... to the North Fruitville Hamlet area” because it is a text amendment to policy VOS 1.2B that applies to all Hamlet Land Use designated lands of the 2050 Plan. The statement that the “request is based on the shortfall of the original goals and density targets of 2050” restates the application's claim, however it requires evidence and facts to be presented by the applicant in order to substantiate such a claim.

RMA Policy 1.1

Calls for the implementation of the RMA system “as an entire package”, indicating that individual elements should not be separated out and applied in a selectively advantageous manner.

6/14/2019 Applicant Response to RMA Policy 1.1: The request is specifically in response to changes that have been made to 2050 by previous approvals. The changes

approved by the BCC have caused the need to react to the changes in the TDR process and to meet the demands of overall densities. The change from the original size and scope of the two approved Villages has caused the need to revise the Hamlet requirements to more adequately meet the overall goals of 2050, therefore this request is not separating out any requirements in a selective manner.

Staff Comment on 6/14/2019 Applicant Response: The applicant states that the proposed amendment is necessary due to the previous County approvals for 2050 Village Planned Development projects having a lower residential density level, which is the main argument being put forth to justify the application's claim. It is a correct characterization of the County approvals for the initial 2050 Village projects, which are at the lower residential density level scenario contemplated by the 2050 Plan. However, the applicant goes on to make the assertion that this will result in the 2050 Plan not being capable of achieving its original goals. The 2050 Plan contemplated three possible residential density level scenarios (low, medium, and high), and the approved 2050 Villages to date are at the low level. This fact does not automatically lead to the conclusion that the 2050 Plan goal will not be achieved, which includes achieving a specified number of new DUs within unincorporated Sarasota County by the year 2050. The applicant continues with the assertion that a proposed increase in the residential capability of the Hamlet Land Use designated lands is needed to make up for this perceived shortfall in residential density within the approved 2050 Villages. This assertion is not supported by evidence and facts presented by the applicant within the application.

Secondary to the above is the applicant's assertion that due to the approved lower 2050 Village residential density, there is a reduced demand for the Transfer of Development Rights (TDRs) that were planned to be available from the Hamlet Land Use designated lands. There is no disputing the fact that the lower residential density level being approved within 2050 Villages reduces the potential demand for Hamlet TDRs. The applicant further asserts that this reduction in demand for Hamlet derived TDRs eliminates an economic mechanism that could have resulted from the 2050 Plan that may have assisted with the extension of utilities out to the Hamlet Land Use designated lands. Again, given a reduced demand for TDRs, it is recognized that the ability to achieve an economic benefit from their sale is reduced, however there is no evidence presented that would indicate that this was a guaranteed benefit of the 2050 Plan for the Hamlet areas.

VOS Objective 1.0

States that the 2050 Plan is *"to prevent Urban Sprawl by guiding development of lands outside the Urban Service Area into compact, mixed-use, pedestrian friendly Villages within a system of large areas of permanent Open Space."*

6/14/2019 Applicant Response to VOS Objective 1.0: Our request is specifically designed to prevent Urban Sprawl. The allowance of onsite generated units to be used onsite to achieve a desirable density to eliminate Urban Sprawl. One of the major components of sprawl is lack of urban utilities. Our proposal is specifically to allow for the economic feasibility of providing sanitary sewer to eliminate inefficient use of the land and prevent Urban Sprawl. Further, the availability of sanitary sewer will certainly improve water quality that can be caused by Urban Sprawl.

Staff Comment on 6/14/2019 Applicant Response: The applicant's statement that doubling the number of residential DUs allowed within the Hamlet Land Use designated lands "is designed to prevent Urban Sprawl" is not supported by the evidence provided within the application. The suggestion that the "lack of urban utilities" is a major component of urban sprawl fails to be supported by the State of Florida's definition for

Urban Sprawl, which in fact indicates that “the extension of public facilities and services in an inefficient manner, and failing to provide a clear separation between urban and rural uses” are specified elements of urban sprawl. This requested change would be more associated with these elements of urban sprawl than with preventing it. Evidence to the contrary has not been included within the application.

General Staff Comment on 6/14/2019 Applicant Responses to the following Objectives and Policies where the applicant states “We are not requesting any changes to those Policies”: The request for the applicant to specifically address how each of these Objectives and Policies is impacted by the requested change and how that impact might be mitigated or how the objective or policy will be furthered by the requested change is not answered by such a statement. This is a major policy change being requested, and all concerns need to be adequately researched and analyzed in order for there to be an informed decision on the merits of such an application. This application fails to meet this requirement.

VOS Policy 1.2.B

Sets forth a preferred size for Hamlets as being “50 to 150 dwelling units” with a maximum size of “400 dwelling units.”

6/14/2019 Applicant Response to VOS Policy 1.2B: We are not requesting any changes to those Policies.

Staff Comment on 6/14/2019 Applicant Response: This policy establishes a 400 DU cap for each Hamlet, which functionally results in each Hamlet only requiring 500 acres at the requested residential density of 2DU/Developed Area acre. The resulting amount of open space associated with each DU is cut in half as demonstrated by the following straightforward calculations.

Existing Hamlet Land Use Open Space calculation

60% x 1000 acres = **600 acres of open space** with 400 acres of Developed Area having **400 DUs**

Proposed Hamlet Land Use Open Space calculation

60% x 500 acres = **300 acres of open space** with 200 acres of Developed Area having **400 DUs**

This is a major reversal of the 2050 Plan’s vision for encouraging an eastern open space corridor east of the Countryside Line.

VOS Policy 2.9

Calls for “*fiscal neutrality*” with all Village and Hamlet developments.

6/14/2019 Applicant Response to VOS Policy 2.9: We are not requesting any changes to those Policies.

Staff Comment on 6/14/2019 Applicant Response: This policy establishes the mandate that both the Village and Hamlet Land Uses be fiscally neutral to the County. Doubling this residential density to 0.8DU/acre brings this form of development much closer to that of the currently approved Village forms at 1.3DU/acre. The application fails to address all of the public services that may potentially result from such an increase, nor does it address how the requirement for the Hamlet form of development will be fiscally neutral at the requested density.

VOS Policy 2.10

Calls for a “*financial strategy*” for infrastructure development and maintenance.

6/14/2019 Applicant Response to VOS Policy 2.10: We are not requesting any changes to those Policies.

Staff Comment on 6/14/2019 Applicant Response: The full impact of this request on this policy “requiring a financial strategy to construct and maintain all required infrastructure” is difficult to assess given the lack of information provided within the application in response to VOS Policy 2.10.

VOS Objective 3.0

States that the 2050 Plan is “*to ensure that adequate public facilities and services are available to serve development within the Villages/Open Space RMA.*”

6/14/2019 Applicant Response to VOS Objective 3.0: We are not requesting any changes to those Policies.

Staff Comment on 6/14/2019 Applicant Response: The full impact of this request on this policy “to ensure that adequate public facilities and services are available to serve development within the Villages/Open Space RMA” is difficult to assess given the lack of information provided within the application in response to VOS Policy 2.10.

VOS Policy 5.3

Defines the “*constrained roadways.*”

6/14/2019 Applicant Response to VOS Policy 5.3: In accordance with our meetings with Planning and Transportation staff, we are in compliance with this policy. This proposal is for the entire North Fruitville Hamlet area which updated responses have been attached on the updated Consistency with Adopted Comprehensive Plan documentation.

Staff Comment on 6/14/2019 Applicant Response: The application does not address the impact on Fruitville Road from Sarasota Center Blvd. to Sinclair Drive, which is not a constrained roadway segment under this policy. The described segment of Fruitville Road is 2-miles long that will be impacted by the applicant’s request. No alternative transportation solution to this impact has been proposed. Additionally, the fact that Fruitville Road is effectively defined as a “constrained roadway” east of Sinclair Drive does not necessarily release the applicant from exploring other methods for compliance such as additional east-west two lane roadways.

3. SECTION THREE – Goals, Objectives and Policies cited with applicant statements:

The applicant initially provided a statement for the following Comprehensive Plan goals, objectives and policies, and then responded to initial staff comments with the 2nd submittal. The initial applicant statements and staff comments are presented below. These are then followed by the applicant's response to the initial staff comments within the 2nd submittal on 6/14/2019 and subsequently by staff comments on those 6/14/2019 applicant responses.

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.

Applicant Statement: It is clearly contemplation on the intent to incentivize the creation of Hamlets. The intent of the allowance is particularly based on the creation of Open Space and the ability for the open space to provide connectivity with both current and future corridors. The attached exhibits demonstrate that the subject project will further that policy.

Staff Comment: The applicant statement fails to establish a coherent basis for why this policy supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. VOS Policy 4.1 is under the objective to support both recreational and regional environmental goals which reduce loss of natural resources through the preservation of Open Space and the creation of connections to the Greenway RMA. This policy ties the mechanism of the TDR program into the V/OS RMA, establishing the needed connection for implementation of the RMA system.

6/14/2019 Applicant Response to VOS Policy 4.1: In regards to incentivizing the creation of Hamlets as referenced initially, this was with the thought of working all aspects in a comprehensive approach. This approach includes both the recreational and regional environmental goals in efforts to efficiently raise the quality of life for all. Realized in the long-term is that recreational and environmental protection provides practical and important benefits for stabilizing and securing the community's future. Therefore, as the lands are being developed it will be with the understanding that all will collaborate their plans to offer an overall cohesive developed area. This is a text amendment only. At the Master Plan stage innovative uses will be proposed for the open space as well as definition of how the regional environmental systems will be preserved.

Staff Comment on 6/14/2019 Applicant Response: The applicants response restates 2050 Plan goals and objectives which are already in place and must be adhered to with any Hamlet development. As already established, the proposal reduces the amount of open space protected per DU while increasing the number of actual DUs built east of the Countryside Line. This is a major reversal of the 2050 Plan goals and objectives without any evidence having been provided to support such a request.

TDR OBJ 1-Density Incentives

To create a Density Incentives Program that provides a clear separation of urban and rural uses between and around Villages and Hamlets; creates Buffer areas between new urban Villages and the traditional rural landscape; and preserve natural resources.

Applicant Statement: This Objective, incentives are offering the ability to enhance the existing natural and rural character. As in rural areas there is a blend of the functional, the

aesthetic, the natural and open pastoral character where development in this area is sought to ensure a balance that preserve and cultivates the existing landscapes and natural areas manageably that remains in context with the defined location.

The proposed Hamlet development will be clustered in the interior that will be surrounded by Open Space per the intent of this objective. Therefore, while applying, the reference objective the open space proposed will be located along the perimeter of properties that will serve as a perpetual easement, which this policy supports.

Staff Comment: The applicant statement fails to establish a coherent basis for why this objective supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. This objective actually reinforces one of the basic concepts behind the 2050 Plan for which the TDR program was established, to provide a clear separation of urban and rural uses.

6/14/2019 Applicant Response to TDR Objective 1: The separation of urban and rural uses has been acknowledged. However, the use of cluster layouts are used in different aspects. The differences in creating a rural cluster development includes reserving the rural character of the land by retaining stretches of open space and similar natural assets that will not be disturbed; reducing the development cost of bigger lots, which allows construction to bypass disturbing natural obstacles in the site. As this is truly cluster, with one of the goals being to incorporate amenities that will be beneficial to the community and future residents of the developed Hamlets. Among the features to be considered is the interior area preserving its natural condition. Therefore, the changes to the Hamlet policies and accompanying regulations for additional density to achieve a cluster development represents the departure from the urban development practices or traditional development pattern. As this proposal adheres to the policies and objectives by providing a community with larger recreation areas and creating a sense of openness that is desired by many; the greater open space offer benefits to the environment by providing habitat of wildlife, naturally filtering stormwater, reducing stormwater runoff from impervious surfaces and playing a role in protecting the natural features of the region, not just the subject area; plans to link the open space of the area to effectively develop an environmental corridor that will be cohesive regionally.

Staff Comment on 6/14/2019 Applicant Response: The applicants response restates 2050 Plan goals and objectives which are already in place and must be adhered to with any Hamlet development. As already established, the proposal reduces the amount of open space protected per DU while increasing the number of actual DUs built east of the Countryside Line. This is a major reversal of the 2050 Plan goals and objectives without any evidence having been provided to support such a request. The requested change would contribute to the erosion of the demarcation line (Countryside Line) between urban land use form and rural land use form by increasing residential density east of the line, and not further this objective in any demonstrable way.

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.

Applicant Statement: The attached graphics demonstrate not only the compliance with this Objective, but it also furtherance it. One of the goals sought by the 2050 Plan is to not only protect existing habitats and corridors, but to also create opportunities for the future of both

too. The establishment of the Open Space corridors of this area offers current and future protection as well as the enhancement of the ecological functions.

Staff Comment: The applicant statement fails to establish a coherent basis for why this objective supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. The objectives and policies within the 2050 Plan already support this objective and tripling the density incentive within the Hamlet Land Use form of development does not appear to further this in any discernable way.

6/14/2019 Applicant Response to ENV Objective 1.3: Upon the Hamlet Master Planning configuration layout for environmental management purposes it will be designed with future continuity consideration being applied. At which time, buffers will be sought to establish future connectivity while considering current conditions of open space that is not protecting habitat.

Staff Comment on 6/14/2019 Applicant Response: The applicants response restates 2050 Plan goals and objectives which are already in place and must be adhered to with any Hamlet development. As already established, the proposal reduces the amount of open space protected per DU while increasing the number of actual DUs built east of the Countryside Line. This is a major reversal of the 2050 Plan goals and objectives without any evidence having been provided to support such a request.

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.

Applicant Statement: Incentives for Hamlets would support this Policy. The additional units will support, the encouragement of the protection of Open Space in the Hamlet development concept. Presently, the lack of incentives for any additional density discourages the creation of additional Open Space set asides.

Staff Comment: The applicant statement fails to establish a coherent basis for why this policy supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. The Hamlet Land Use Development Area does not change in size based on whether or not it contains twice as many dwelling units. The Open Space requirement within the Hamlet Land Use form of development remains at 60%.

6/14/2019 Applicant Response to ENV Policy 1.3.6: The basis used to pursue or encourage a more cluster approach for the area includes more green and open space, closer community, and an optimal stormwater management ability. Also, though the minimum required open space is 60% in allowing the ability for additional units per acre, this promotes potential extra open space.

Staff Comment on 6/14/2019 Applicant Response: The applicants response restates 2050 Plan goals and objectives which are already in place and must be adhered to with any Hamlet development. As already established, the proposal reduces the amount of open space protected per DU while increasing the number of actual DUs built east of the Countryside Line. This is a major reversal of the 2050 Plan goals and objectives without any evidence having been provided to support such a request.

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.

Applicant Statement: The incentives for Hamlets are supported by this policy. In addition, increase of units is supported by the encouragement of the protection of Open Space surrounding the perimeter of the cluster development concept.

Staff Comment: The applicant statement fails to establish a coherent basis for why this policy supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. The objectives and policies within the 2050 Plan already support this objective and tripling the density incentive within the Hamlet Land Use form of development does not appear to further this in any discernable way.

6/14/2019 Applicant Response to ENV Policy 1.3.7: The incentives for the Hamlets subdivision is certainly supported by this policy. In addition, the increase of units is supported by the encouragement of the protection of Open Space surrounding the perimeter of the Hamlet in the cluster development concept. The policy encourages the use of clustering density to preserve open space which is precisely what the proposed amendment is designed to create.

Staff Comment on 6/14/2019 Applicant Response: The applicants response restates 2050 Plan goals and objectives which are already in place and must be adhered to with any Hamlet development. As already established, the proposal reduces the amount of open space protected per DU while increasing the number of actual DUs built east of the Countryside Line. This is a major reversal of the 2050 Plan goals and objectives without any evidence having been provided to support such a request.

WATER Goal 2

Sanitary sewer service shall be provided to Sarasota County residents through the continual evolution of a centralized regional wastewater collection and treatment system, and shall be provided in a safe, clean, efficient, economical, and environmentally sound manner, concurrent with urban development.

Applicant Statement: This area is set to be served by the County centralized sanitary sewer service. Please note, this criterion was found to be essential when considering the incentive of an increase in density for the Hamlets area. As its universally known that infrastructure is important factors in the efficient and orderly use of land to a desired density.

Staff Comment: The applicant statement fails to establish a coherent basis for why this goal supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. The objectives and policies within the 2050 Plan already support this goal and tripling the density incentive within the Hamlet Land Use form of development does not appear to further this in any discernable way.

6/14/2019 Applicant Response to WATER Goal 2: This initiative demonstrates the desirability to connect to the County wastewater, which justifies an increase in density and compliance with the Comprehensive Plan policies and Unified Development Ordinances. The proposed changes further the implementation of this and other policies.

Staff Comment on 6/14/2019 Applicant Response: The applicant is making a circular argument that they need the increase in Hamlet density in order to provide for the

economic installation of central utilities required by the requested change to increase residential density. The applicant's statement does not establish any kind of evidence that would support the request, but rather restates that they will meet existing Hamlet requirements if they are granted an increase in residential density. However, the resulting open space from the proposed amendment will be half as much per DU. WATER Goal 2 includes the language that extending sanitary sewer service "...shall be provided in a safe, clean, efficient, economical, and environmentally sound manner, concurrent with urban development." The goal does not preclude septic systems by requiring the extension of sanitary sewer service at any cost. Additionally, the applicants identification of this goal as justification for increasing residential density implies that it preempts all of the land use policy in place.

WATER Objective 2.2

Maximize the use of existing and available central wastewater facilities and new facilities when they are constructed, and discourage urban sprawl.

Applicant Statement: In developing this area, existing wastewater facilities and facilitate the construction of lines at the desire of the County. Also, the incentive being pursued for the increase in density will play a viable role in discouraging the demand for urban sprawl as being sought per the related policies and objectives.

Staff Comment: The applicant statement fails to establish a coherent basis for why this objective supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. The objectives and policies within the 2050 Plan already support this objective and tripling the density incentive within the Hamlet Land Use form of development does not appear to further this in any discernable way.

6/14/2019 Applicant Response to WATER Objective 2.2: This initiative demonstrates the need to connect to the County wastewater, which justifies an increase in density and compliance with the Comprehensive Plan Policies and Unified Development Ordinances. Particularly, this proposal eliminates Urban Sprawl for the area. It creates a more efficient use of the land and requires the use of sanitary sewer.

Staff Comment on 6/14/2019 Applicant Response: The applicant is making a circular argument that they need the increase in Hamlet density in order to provide for the economic installation of central utilities required by the requested change to increase residential density. The applicant's statement does not establish any kind of evidence that would support the request, but rather restates that they will meet existing Hamlet requirements if they are granted an increase in residential density. However, the resulting open space from the proposed amendment will be half as much per DU.

WATER Policy 2.2.1

The county shall continue to require new development to connect to central wastewater systems consistent with the requirements contained in the Land Development Regulations based on the size of the development and distance to the existing system, the available capacity in the system, and the utility's rules allowing connection to the system.

Applicant Statement: As discussed with County Utilities this project demonstrates the suitability to connect to County wastewater and potable water through the extension and financing agreement. This agreement allows for the increase in density and compliance with the Comprehensive Plan Policies, Objectives and Code of Ordinances because of the following:

- Water & Sewer available to eastern area will create avoidance to the proliferation of septic tanks that has potential to jeopardize water quality

Staff Comment: The applicant statement fails to establish a coherent basis for why this policy supports the application's request to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area. The objectives and policies within the 2050 Plan already support this objective and tripling the density incentive within the Hamlet Land Use form of development does not appear to further this in any discernable way.

6/14/2019 Applicant Response on WATER Policy 2.2.1: This initiative requires connection to the County wastewater and potable water, which justifies an increase in density and compliance with the Comprehensive Plan Policies and Unified Development Ordinances. This proposal implements this policy.

Staff Comment on 6/14/2019 Applicant Response: The applicant is making a circular argument that they need the increase in Hamlet density in order to provide for the economic installation of central utilities required by the requested change to increase residential density. The applicant's statement does not establish any kind of evidence that would support the request, but rather restates that they will meet existing Hamlet requirements if they are granted an increase in residential density. However, the resulting open space from the proposed amendment will be half as much per DU.

4. SECTION FOUR – Goals, Objectives and Policies cited without applicant statements:

The initial application included a copy of many Comprehensive Plan goals, objectives and policies (25 pages) without any explanation as to how each of them were supportive or counter to the request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development. The 2nd submittal included an applicant justification statement for a number of them. The applicant's justification statements are presented below and then followed by the staff comments on those justification statements provided with the 2nd submittal on 6/14/2019.

Chapter 7 – Future Land Use Goal 1

Maintain a Future Land Use Map (FLUM) that depicts the location of the various land use categories based upon the environmental characteristics and transportation network of the county.

6/14/2019 Applicant Justification pursuant to FLU Goal 1: As required per the Sarasota County Unified Development Code, all development is mandated to be consistent with the Comprehensive Plan. In the event that properties located within the Hamlet Area have interest in providing additional density, participation in the North Fruitville Master Utility Plan will be required to ensure that all growth in the area is properly manageable and able to operate in a more holistic approach that will include the environmental characteristics and transportation networks. In doing so, ultimately the compatibility will be maintained with the existing and future developments located within the defined area of Hamlets.

Just to further explain in detail, properties in the Hamlet area were purchased with the intent of developing 5 acre ranchettes. In which, approvals from Sarasota County, SWFWMD & ACOE for the first phase of some 130 units was granted. While in the process of staking out the lots for model homes, the County launched the 2050 plan. At which during this time of the 2050 plan being in acted, the ranchette developments were still pursuing future phases. However, after being granted recommendation for approval by the Planning Commission to rezone property for the future ranchettes, the BOCC denied the proposal. The reason given for such denial was to have the land, built as 2050 Hamlets in means of avoiding urban sprawl and to have the unsafe condition of Fruitville Road addressed before creating additional trips.

In response to such changes to the Comprehensive Plan and concerns of having a safe roadway, many of the landowners on the northside of Fruitville Road donated the required ROW easements to avoid impacts to the 5 acre ranchettes on the south side. In doing so, along with the surtax funds, the road was elevated and widened to address previous safety and drainage issues. As subsequently noted, many land owners pursued the 2050 development plan which resulted in significant changes to the original 2050 plan. In saying so, though Fruitville Road was improved with the donated land from northside property owners, it is constrained to 2 lanes. This mandated constraint does not respect the rights of current residents, regardless of any future developments.

Lastly, as for the environmental characteristics, the properties located east of the County Side line are high and dry with good soil and limited wetlands. With such finding, it represents the only aggregation of land of significant size for development in the northern part of the County.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification restates the request being made with this application, and then follows that up with a

description of historical zoning and infrastructure development activity on a portion of the Hamlet designated lands. This information fails to provide supportive evidence as to why the Hamlet designated lands should be allowed to triple the density incentive by doubling the residential DUs within the Developed Area. The last portion of the justification states that this applicant's property is on the east side of the Countryside Line and that it is "high and dry with good soil and limited wetlands" without submitting any third-party analysis establishing this as a fact. While it is straightforward that the applicant's property is east of the Countryside Line and "represents the only aggregation of land of significant size for development in the northern part of the County", this does not establish a basis for granting this request.

FLU Policy 1.2.8

All future development shall be consistent with the detail master plans for each drainage basin as they are adopted through the Basin Master Planning Program.

6/14/2019 Applicant Justification pursuant to FLU Policy 1.2.8: In coherence with the adopted Basin Master Planning program, the drainage details will be provided at the time of preparing for the development of the land.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this policy or justification statement.

FLU Policy 1.2.11

Develop a comprehensive mobility strategy that includes but is not limited to:

- *Multi-modal land use planning to ensure that new developments and existing neighborhoods maximize the potential of non-automotive (e.g., transit, walking and bicycling) access to a broad range of land uses and to encourage inter-neighborhood connection;*
- *Land Use planning and incentives for concentrating intensive land uses around existing public and private infrastructure so as to take advantage of the value of such investment;*
- *Transit-oriented and active living design guidelines to help guide new development and redevelopment;*
- *Design requirements for integrating transportation facilities into neighborhoods as amenities so as to enhance the character of the neighborhoods and minimize the impacts; and*
- *Support for the development and redevelopment of viable and lively civic spaces, parks, square, plazas, and other public gathering places, tied to transit and accessible by multiple modes of transportation for residents of existing and new neighborhoods.*

6/14/2019 Applicant Justification pursuant to FLU Policy 1.2.11: Based on the existing shift in subject market, the proposed text amendments to the Hamlet policies and regulations advises to completely embrace and take advantage of existing benefits. The reference benefits to name a few is that this segment of Fruitville Road will experience a reduction in vehicular dependency by use of alternative modes of transportation while maintaining the rural context.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification is not supported by any evidence submitted with this application. The traffic analysis suggests that extensive congestion shall be contributed to by the additional DUs that are projected to be present as a result of the proposed amendment. There are no "alternative modes of transportation" incorporated within the proposed Comprehensive Plan text

amendment. Additionally, the traffic analysis submitted was limited to the Hamlet Land Use designated lands north of Fruitville Road, which is only a portion of the lands potentially eligible for the proposed amendment if approved.

FLU Policy 1.3.1

The Sarasota County Zoning Regulations shall set forth a hierarchy of zoning districts and associated buffering/open space requirements, based on the density and intensity of permitted uses, for the purpose of establishing appropriate development ratio standards commensurate with the parcel size and compatibility with adjacent uses.

6/14/2019 Applicant Justification pursuant to FLU Policy 1.3.1: In means of leading diversity to effectively offset increase in density and intensity when adjacent to different land uses in accordance with the Hamlet uniqueness to existing environment is taken into account. Therefore, based on the proposals to synergies uses the benefit of encouraging high quality design by provided greater flexibility.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to FLU Policy 1.3.1 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this.

FLU Policy 2.3.6

Appropriate densities within each density range shall be determined, in part, by the land uses and land use designations surrounding the parcel. Generally, densities at the higher end range will be most appropriate next to residential development or designations of comparable or higher density and intensive non-residential land uses or land designations such as commercial, office, professional and institutional uses.

6/14/2019 Applicant Justification pursuant to FLU Policy 2.3.6: As explained in the Project Narrative, given the growth of this area, focus is found to be directed at encouraging density that will create a complete community in the northern portion of the County. This encouragement is to carefully incorporate compatible existing uses in developing the Hamlets. This initiative is to offer allowance of a distinction along with a diversified landscape that will be firmly built within the necessary guidelines.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to FLU Policy 2.3.6 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this.

FLU Goal 3

Encourage development where public facilities are provided or schedule to be available.

6/14/2019 Applicant Justification pursuant to FLU Goal 3: In speaking with the County Utilities department, there is an option for a utility extension agreement to satisfy addressing the required infrastructure. Therefore, adequate water and wastewater services will be provided upon development that is participating with the North Fruitville Master Utility Plan.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification that "adequate water and wastewater services will be provided" fails to establish why the proposed request to triple the density incentive by doubling the residential DUs within

the Developed Area for the Hamlet Land Use form of 2050 development is supported by this.

Village/Open Space RMA

The Village/Open Space RMA is a land use overlay as depicted in Map 8-1, RMA-1, the Resource Management Areas Map, which provides an opportunity for a new form of development outside the Urban Service Area Boundary as an alternative to Urban Sprawl. The intent of this new form of development is to prevent the need for the further extension of the Urban Service Area in North County which may result in incremental sprawl. This new form of development is regulated through two mixed-use land use designations, (Villages and Hamlets) as depicted on Figure RMA-3, Village/Open Space RMA Land Use Map. Each of these development types is designed to avoid the negative impacts of Urban Sprawl by minimizing infrastructure costs, traffic congestion, and environmental degradation.

6/14/2019 Applicant Justification pursuant to Village/Open Space RMA: The proposed text amendments to the Hamlets RMA, furthers and supports opportunity to address development pattern established in this designated area that necessitates additional density for those participating in the North Fruitville Master Utility Plan in a form of cluster development. Inevitably, this is a proposed update to reflect mixed land use pattern within the Hamlet RMA.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to the Village/Open Space RMA and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this.

HOU OBJ 1.6

Strive to fulfill the County housing needs while promoting a sustainable, compact community.

6/14/2019 Applicant Justification pursuant to HOU OBJ 1.6: As the proposed increase in housing density intensification within a clustering manner, this certainly represents the development type typically described as a Hamlet area. Overall there are demands for an environment that fosters sustainability, which includes non-vehicular options that provides for efficient and relevant housing choices.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to HOU OBJ 1.6 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this.

ENV OBJ 1.3

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

6/14/2019 Applicant Justification pursuant to ENV OBJ 1.3: Per the goals mentioned in the 2050 Plan, its purpose is not to only protect the existing habitats and corridors, but to establish an opportunity for the corridors of the future. Therefore, the open space in the Hamlet area will allow protection and enhancement of the ecological functions currently and in the future.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to ENV OBJ 1.3 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. Additionally, the proposal will reduce the amount of open space being provided per DU, which is counter to the objective.

ENV Policy 1.3.3

Open space required through development review shall be configured to enhance or maintain on-site and adjacent off-site habitat connectivity that contributes to local and regional environmental greenways.

6/14/2019 Applicant Justification pursuant to ENV Policy 1.3.3: Upon the Hamlet lands being developed, a configuration layout for environmental management purposes will be designed with future continuity consideration being applied as well. At which time, buffers will be sought to establish future connectivity while considering current conditions of open space that is not protecting habitat.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to ENV Policy 1.3.3 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. Additionally, the proposal will reduce the amount of open space being provided per DU, which is counter to this policy.

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, whenever areas of significant native habitats are involved.

6/14/2019 Applicant Justification pursuant to ENV Policy 1.3.6: The Hamlets will be designed with all homes clustered within the interior portion of the property. At the time of developing the Hamlet land, if there are any grand trees identified, they will be protected by open space. Also, the existing and future habitats will be protected as well as the corridors that may perform a superior ecological function than the existing land does at this time.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to ENV Policy 1.3.6 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. Additionally, the proposal will reduce the amount of open space being provided per DU, which is counter to this policy.

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.

6/14/2019 Applicant Justification pursuant to ENV Policy 1.3.7: The incentives for the Hamlets subdivisions is supported by this policy. In addition, the increase of units is supported by the encouragement of the protection of Open Space surrounding the perimeter of the Hamlet in the cluster development concept.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to ENV Policy 1.3.7 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. Additionally, the proposal will reduce the amount of open space being provided per DU, which is counter to this policy.

ENV Policy 6.1.2

Acquire and physically link natural areas into a contiguous system or otherwise protect environmentally significant lands through a voluntary program (Environmentally Sensitive Lands Protection Program). Coordinate county resources with federal, state, and regional programs, not-for-profit organizations, and local conservation trusts. Priority is given to acquiring and otherwise protecting properties that are adjacent to or in close proximity to existing preservation and conservation areas and public resource lands, with emphasis on maintaining opportunities for a regional greenways system that may include a mix of flow ways, areas subject to flooding, native habitats, recreational trails and wildlife corridors.

6/14/2019 Applicant Justification pursuant to ENV Policy 6.1.2: The interdependence will provide a permanent Open Space easement that will be a protective bond in the future for existing wildlife corridors and ecosystems. Where this is found to be in concern with the Comprehensive Plan, which established that it is an allowed density incentive.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to ENV Policy 6.1.2 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. Additionally, the proposal will reduce the amount of open space being provided per DU, which is counter to this policy.

WATER Goal 2

Sanitary sewer service shall be provided to Sarasota County residents through the continual evolution of a centralized regional wastewater collection and treatment system, and shall be provided in a safe, clean, efficient, economical, and environmentally sound manner, concurrent with urban development.

6/14/2019 Applicant Justification pursuant to WATER Goal 2: This area is set to be served by the County centralized sanitary sewer service. Please note, this criterion was found to be essential when considering the incentive of an increase in density. As its universally known that Urban Services are considered important factors in the efficient and orderly use of land to a desired density.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to WATER Goal 2 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this.

WATER OBJ 2.2

Maximize the use of existing and available central wastewater facilities and new facilities when they are constructed, and discourage urban sprawl.

6/14/2019 Applicant Justification pursuant to WATER OBJ 2.2: The area will be served by the proposed services, which will be established through an agreement as

discussed with the County Utilities department. Also, the incentive of an increase in density will discourage the demand of urban sprawl.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to WATER OBJ 2.2 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. The premature extension of utilities that leap over extended open areas is considered to be one of the determining factors in identifying urban sprawl.

WATER Policy 2.2.1

The county shall continue to require new development to connect to central wastewater systems consistent with the requirements contained in the Land Development Regulations based on the size of the development and distance to the existing system, the available capacity in the system, and the utility's rules allowing connection to the system.

6/14/2019 Applicant Justification pursuant to WATER Policy 2.2.1: This initiative demonstrates the suitable ability to connect to the County wastewater and potable water, which justifies an increase in density and compliance with the Comprehensive Plan Policies and Land Development Ordinances.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to WATER Policy 2.2.1 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. The premature extension of utilities that leap over extended open areas is considered to be one of the determining factors in identifying urban sprawl.

WATER OBJ 2.5

Ensure that the issuance of development permits shall be conditioned upon adequate sanitary sewer service capacity.

6/14/2019 Applicant Justification pursuant to WATER OBJ 2.5: Many of the Goals, Objectives and Policies are supported by location and appropriateness of the subject area, which further demonstrates the suitability for an increase in density. This increase in density is located where County Potable, Wastewater and Reuse Water will be available.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to WATER OBJ 2.5 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. The premature extension of utilities that leap over extended open areas is considered to be one of the determining factors in identifying urban sprawl.

WATER Policy 3.5.4

Potable Water Level of Service:

- 1. System capacity shall be based on 250 gallons per Equivalent Dwelling Unit per day based on peak flow plus the maintenance of minimum fire flow standards.*
- 2. Minimum potable water quality shall be as defined by the U.S. Environmental Protection Agency, except where the State, or County may impose stricter standards.*

6/14/2019 Applicant Justification pursuant to WATER Policy 3.5.4: Many of the Goals, Objectives and Policies are supported by location and appropriateness of the subject area, which further demonstrates the suitability for an increase in density. This increase in density is located where County Potable, Wastewater and Reuse Water will be available.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to WATER Policy 3.5.4 and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050 development is supported by this. The premature extension of utilities that leap over extended open areas is considered to be one of the determining factors in identifying urban sprawl.

VOS Policy 5.1 – Greenbelts

The purpose of establishing a Greenbelt around each Village and each Hamlet is to help define these as separate and compact communities. As part of the Open Space requirement for development within the Village/Open Space RMA, the Master Development Plan for each Village and each Hamlet shall establish a Greenbelt that is a minimum of 500 feet wide around the perimeter of the Developed Area that preserves Native Habitats, supplements natural vegetation, and protects wildlife within the area. Existing agricultural uses are permitted within this Greenbelt. New uses are restricted within this Greenbelt to Native Habitat and to low intensity agriculture and wetland mitigation that do not involve the conversion of Native Habitat. Land within the Greenway RMA may be included within the Greenbelt requirement. To encourage the consolidation of Open Space for environmental and agricultural uses, the Greenbelt widths between multiple Hamlet Development Areas each may be 50 feet where adjacent Master Development Plans are approved simultaneously. Each of these adjacent Green Belt widths may be averaged for the common length between the Hamlet Developed Areas, however each Greenbelt width shall be no less than 30 feet as measured perpendicularly at any given point along the common length.

6/14/2019 Applicant Justification pursuant to VOS Policy 5.1 – Greenbelts: In accordance with these policies, and objectives, incentives are offered for the ability to develop clustered developments, which is recognized in the instance as a Hamlet. Further, the finding was in the creation of clustered development in the Hamlet area, it will be permitted based on the establishment of Open Space and the ability of providing connectivity either currently or in the future as corridors of open space.

In addition, these policies and objectives suggest that the Hamlet designation of lands has substantial native habitat to preserve within the open space. The subject area has minimum native protection, which is the reason for being preserved. The majority of the area is improved agricultural land which is deemed appropriate for Hamlet development.

Lastly, the proposed change to create additional density with the intent of it being clustered internally of each site that participates with the North Fruitville Master Utility Plan. Therefore, while applying, the policies and objectives, the proposal represents and supports the intent and purpose of the Hamlets.

Staff Comment on 6/14/2019 Applicant Justification: The applicant's justification fails to establish a specific connection to VOS Policy 5.1 - Greenbelts and fails to provide any evidence related to why the proposed request to triple the density incentive by doubling the residential DUs within the Developed Area for the Hamlet Land Use form of 2050

development is supported by this. Additionally, the proposal will reduce the amount of open space being provided per DU, which is counter to this policy.

C. TRANSPORTATION PLANNING

Transportation Planning – Application is sufficient as submitted.

Transportation Planning has reviewed the proposed methodology statement for the proposed Fruitville Hamlet comprehensive plan amendment, dated February 28, 2019, submitted via Planning Services on March 25, 2019. The methodology is generally acceptable. Please note and address the following items:

1. Please include all input HCS I Synchro, Excel spreadsheets, FSUTMS, and SIDRA files on a CD-ROM for submission.
2. Please sign and seal two copies of the report for submission.

Please include a copy of this approval letter with the traffic study when it is submitted to the County for review.

6/14/2019 Applicant Response to Transportation Planning: As required, please find the traffic study prepared by Kimley-Horn and Associated attached.

Staff Comment on 6/14/2019 Applicant Response: Comprehensive Plan Amendment (CPA 2018-C) requesting to amend maximum density within Developed Area outlined in VOS Policy 1.2.B of the Sarasota 2050 Resource Management Area (RMA) and Article 14, Section 124-271 of the Unified Development Code (UDC) is complete as submitted.

Transportation Planning Formal Review Comments

Overview

The Applicant is proposing a text amendment to the Future Land Use Chapter of the Sarasota County Comprehensive Plan, 2050 Resource Management Area (RMA), and Unified Development Code (UDC) in order to change density components of the ±3,409 acres of parcels located north of Fruitville Road and west of Verna Road. The Applicant proposes to revise the Sarasota 2050 RMA Plan Policy 1.2.B for Hamlets to modify the language for Residential Density and Article 14, Section 124-271 of the UDC.

Trip Generation and Impact Analysis

Table 1 shows the daily trip generation potential under the adopted and proposed land use designations in the comprehensive plan amendment. It is expected that the potential daily trips will increase by approximately 13,190 trips per day and increase by 1,495 trips during the PM peak hour.

| Table 1. Trip Generation Comparison for CPA 2018-C | | | | |
|--|---|------------------|----------------------|----------------|
| Scenario | Land Use | Intensity | Net New Trips | |
| | | | Daily | PM Peak |
| Existing Designation | Residential Single-Family Housing (LUC 210) | 1,364 du | 11,507 | 1,248 |
| Proposed Designation | Residential Single-Family Housing (LUC 210) | 2,727 du | 21,765 | 2,427 |
| | Variety Store Retail (LUC 814) | 70,000 sf | 2,932 | 316 |
| Proposed Designation Total: | | | 24,697 | 2,427 |
| Trip Increase Potential: | | | 13,190 | 1,495 |
| Based on the Institute of Transportation Engineers (ITE) Trip Generation, 10th Ed. | | | | |

The Applicant submitted a traffic impact study evaluating the level of congestion on each roadway within the study area. The short range (2024) conditions analysis was based on the 2017 traffic volumes adjusted to estimate 2024 conditions using a calculated annual growth rate. The results of the analysis are summarized in Table 2. The 2024 traffic conditions indicate that Fruitville Road from Sarasota Center Boulevard to Lorraine Road will operate below the adopted level of service standard for background traffic. Fruitville Road from Lorraine Road to Verna Road will operate below the adopted level of service standard for total traffic. Widening the segment of Fruitville Road from Sarasota Center Boulevard to Lorraine Road from two (2) lanes to four (4) lanes will mitigate capacity deficiencies. Sarasota County's Comprehensive Plan VOS Policy 5.3 constrains all arterial, collector, and local roads starting a half-mile east of Lorraine Road, and its proposed connection to Lorraine Road, to no more than two (2) lanes. Per VOS Policy 5.3 the segment of Fruitville Road from Lorraine Road to Verna Road will not be widened to four (4) lane unless a Comprehensive Plan Amendment changes the policy.

The analysis of long-range roadway conditions was based on the estimated volume from the Florida Standard Urban Transportation Model Structure (FSUTMS) program for Florida Department of Transportation (FDOT) District 1. The Sarasota-Manatee Metropolitan Planning Organization's 2040 Transportation Cost Feasible Plan model data were used for base input information. The proposed text amendment was added to 2040 estimated volume and the generalized level of service analysis performed. A summary of the analysis is shown in Table 3. The long-range condition analysis indicates the road segments of Fruitville Road from I-75 to Coburn Road South, Coburn South Road to East Road, East Road to Tatum Road, Sarasota Center Boulevard to Lorraine Road, and Utopia Road (North-South Roadway B) to Verna Road will operate below the adopted level of service standard. The roadway segments of Fruitville Road operating below the adopted level of service standard are at their ultimate configuration and will not be widened except for the segment from Sarasota Center Boulevard to Lorraine Road from two (2) lanes to four (4) lanes. The segment of Fruitville Road from Lorraine Road to Verna Road will not be widened due to VOS Policy 5.3. The segment of Lorraine Road from University Parkway to Fruitville Road will operate below the adopted level of service standard and it is built to its ultimate roadway configuration.

Planned Road Network

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

Short-Range Conditions

According to the short-range generalized level of service analysis, Fruitville Road from Sarasota Center Boulevard to Verna Road is expected to operate below the adopted level of service standard with background traffic. The capacity improvement needed to mitigate background traffic in the short-range consist of widening Fruitville Road from Sarasota Center Boulevard to Lorraine Road from two (2) lanes to four (4) lanes. 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.

Table 2. Comprehensive Plan Amendment Short Range (2024) Conditions Analysis

| Road | Limits | Lanes | Adopted Standards ¹ | | 2017 Volume ¹ | Background Traffic ² | | Project Traffic | 2024 Total Traffic | 2024 LOS |
|--|---|-------|--------------------------------|-----|--------------------------|---------------------------------|-----|-----------------|--------------------|----------|
| | | | Service Volume | LOS | | Volume | LOS | | | |
| Fruitville Road | North Cattlemen Road to I-75 | 6 | 5,660 | D | 4,293 | 4,517 | C | 312 | 4,829 | C |
| | I-75 to Coburn South Road | 4 | 3,401 | D | 2,469 | 2,598 | C | 447 | 3,045 | C |
| | Coburn South Road to East Road | 4 | 3,078 | D | 2,469 | 2,598 | C | 461 | 3,059 | D |
| | East Road to Tatum Road | 4 | 3,078 | D | 2,342 | 2,464 | C | 475 | 2,939 | D |
| | Tatum Road to Sarasota Center Boulevard | 4 | 3,249 | D | 1,868 | 1,966 | C | 515 | 2,481 | C |
| | Sarasota Center Boulevard to Lorraine Road ² | 2 | 1,057 | C | 903 | 1,538 | F | 570 | 2,108 | F |
| | Lorraine Road to Verna Road | 2 | 1,057 | C | 723 | 761 | C | 1,003 | 1,726 | F |
| Verna Road | Fruitville Road to Singletary Road | 2 | 1,057 | C | 271 | 285 | C | 108 | 394 | C |
| | Singletary Road to County Line | 2 | 1,057 | C | 271 | 285 | C | 95 | 290 | C |
| Lorraine Road | University Parkway to Fruitville Road | 4 | 1,179 | D | 777 | 817 | C | 204 | 1,021 | C |
| Myakka Road | Fruitville Road to Myakka River State Park | 2 | 1,057 | C | 269 | 283 | C | 68 | 351 | C |
| 1. Based on Sarasota County 2017 Generalized Level of Service Analysis 2. Based on Traffic Impact Study by Kimley-Horn, dated June 12, 2019 | | | | | | | | | | |

Long-Range Conditions

The long-range analysis indicates the road segments of Fruitville Road from I-75 to Coburn Road South, Coburn South Road to East Road, East Road to Tatum Road, Sarasota Center Boulevard to Lorraine Road, and Utopia Road (North-South Roadway B) to Verna Road will operate below the adopted level of service standard. Lorraine Road from University Parkway to Fruitville Road will operate below the adopted level of service standard. A separate text and map amendments to the Comprehensive Plan to permit capacity improvements for Fruitville Road from Lorraine Road to Verna Road from two (2) lanes to four (4) lanes. Also, the Future Thoroughfare Plan will need to be amended to re-designate Lorraine Road from University Parkway to Fruitville Road as a six-lane minor arterial.

Table 3. Comprehensive Plan Amendment Long Range (2040) Conditions Analysis

| Road | Limits | Lanes | Adopted Standards ¹ | | 2040 Volume ^{2,3} | Background Traffic | Project Traffic ³ | 2040 Total Traffic | 2040 LOS |
|--|--|----------------|--------------------------------|-----|----------------------------|--------------------|------------------------------|--------------------|----------|
| | | | Service Volume | LOS | | | | | |
| Fruitville Road | North Cattlemen Road to I-75 | 6 | 5,660 | D | 5,294 | N/A | 217 | 5,511 | D |
| | I-75 to Coburn South Road | 4 | 3,401 | D | 4,265 | N/A | 203 | 4,468 | F |
| | Coburn South Road to East Road | 4 | 3,078 | D | 3,223 | N/A | 217 | 3,440 | F |
| | East Road to Tatum Road | 4 | 3,078 | D | 3,017 | N/A | 244 | 3,261 | F |
| | Tatum Road to Sarasota Center Boulevard | 4 | 3,249 | D | 1,614 | N/A | 258 | 1,871 | C |
| | Sarasota Center Boulevard to Lorraine Road | 2 | 1,057 | C | 1,302 | N/A | 312 | 1,614 | F |
| | Lorraine Road to Utopia Road | 2 | 1,057 | C | 598 | N/A | 420 | 1,018 | D |
| | Utopia Road to Verna Road | 2 | 1,057 | C | 637 | N/A | 1,003 | 1,640 | F |
| Verna Road | Fruitville Road to Singletary Road | 2 | 1,057 | C | 490 | N/A | 95 | 585 | C |
| | Singletary Road to County Line | 2 | 1,057 | C | 229 | N/A | 95 | 324 | C |
| Lorraine Road | University Parkway to Fruitville Road | 4 | 1,179 | D | 1,352 | N/A | 27 | 1,379 | F |
| Myakka Road | Fruitville Road to Myakka River State Park | 2 | 1,057 | C | 208 | N/A | 68 | 276 | C |
| Utopia Road (North-South Roadway B) | University Parkway to East-West Roadway B | 2 ⁴ | 1,057 | C | 332 | N/A | 244 | 576 | C |
| | East-West Roadway B to Fruitville Road | 2 ⁴ | 1,057 | C | 377 | N/A | 244 | 621 | C |
| | Fruitville Road to Bee Ridge Road | 2 ⁴ | 1,057 | C | 309 | N/A | 163 | 472 | C |
| 1. Based on Sarasota County 2017 Generalized Level of Service Analysis 2. Based on FSUTMS output for the year 2040 3. Based on Traffic Impact Study by Kimley-Horn, dated June 12, 2019 4. Future Thoroughfare lane designation | | | | | | | | | |

D. ENVIRONMENTAL PROTECTION

Environmental Protection – Application is insufficient as submitted.

The formal application will need to include an analysis of the extents of the on-site Greenway with the addition of any attached AE zones. Staff recommends a meeting to discuss the process on how to determine the extent of the AE that should be included as part of the Greenway. EPD staff recommends that the Greenway RMA map be updated to memorialize the accurate Greenway area. An analysis needs to be conducted and submitted for review to show that the redefined Greenway RMA will not be adversely affected by the requested density increase for the Hamlet area.

6/14/2019 Applicant Response to Environmental Protection: The request to update the Greenway is premature. This is a text amendment only. A map amendment would be different a process and we are not requesting that at this time. The proper time to map any revised Greenway will be at the Master Plan stage and rezoning. The fact that the current request is for a Comprehensive Plan text amendment only and that physical master planning and rezoning may be in the distant future precludes mapping of any possible revised Greenway. The mapping may very well be different in the future as the "best available data" may change. Therefore, the Greenway cannot be memorialized as requested in the context of the currently pending text amendment. It will only be properly done in due course during the Master Planning and rezoning process.

Staff Comment on 6/14/2019 Applicant Response: Staff does not see how the current ENV Policies and justifications proposed in the “Comprehensive Plan Compliance & Supplemental Criteria” are being addressed or affected by the current increase of Hamlet Density proposal. The map series and work provided does not demonstrate any of the ENV Policies nor does it show that it is compliant with them. These ENV Policies should be removed from the compliance list until such time that they can be fully identified and address by an application.

After review of the documentation submitted thus far, EPD staff is not clear on how an increase in density would further any habitat protections within the affected area. With the allowance of increased density typically is a direct reduction of habitat and Open Space protection. How does this increased density allowance provide better environmental outcome than what currently is in place for Hamlet Density?

Environmental Protection Formal Review Comments

Staff of Sarasota County’s Environmental Protection Division (EPD) has reviewed this proposal and has an objection to the proposed amendment to the Comprehensive Plan Text to change the VOS Policy 1.2.B of 2050 Resource Management Area (RMA). The proposed text change is to permit the doubling of the allowable density for all hamlets (not just the boundaries being presented by the applicant). The applicant has provided staff with no information that clearly shows how any environmental policies within the Comprehensive Plan are being met for this request. With no clear analysis (or even justification statements) provided from the applicant, it makes it impossible for staff to clearly be able to evaluate the proposed change against the Comprehensive Plan Goals, Objectives and Policies (GOP’s). With the lack of information provided, EPD staff cannot confirm consistency with the Comprehensive Plan or adequately identify any conflicts or unintended consequences from this proposal.

IV. LONG RANGE PLANNING STAFF ANALYSIS

Application CPA No. 2018-C has been reviewed by staff for sufficiency twice. Initially the application was found to be insufficient by Long Range Planning, Transportation Planning, and Environmental Protection (refer to DRC Staff Comments in previous report section). The 2nd submittal for the application was reviewed and found to be insufficient by Long Range Planning and Environmental Protection (refer to DRC Staff Comments in previous report section). The applicant requested that the application be moved forward through the public review process as stated in applicant letter (refer to Appendix C) despite the finding of insufficiency.

The application in its present form includes various claims for the need to amend the Comprehensive Plan. The Long Range Planning analysis focused on the following reasons the applicant has given for why the proposed amendment is necessary:

- A. Potential scope of proposed amendment is limited with minimal impacts, and septic systems are not desirable on the applicant's property;
- B. Sarasota County is in need of additional housing units because the number of DUs anticipated from the 2050 Plan are going to be far below the projected numbers on which the 2050 Plan is based, and the County will be out of land for new residential development by the year 2024; and
- C. Due to the County's past action, there is a reduced demand for Hamlet Land Use derived TDRs, and an increase in Hamlet Land Use density is needed to offset the loss in revenue that could have otherwise been used to subsidized the cost of extending public utilities out to the Hamlet Land Use areas.

A. APPLICANT'S POSITION ON SCOPE BEING LIMITED AND SEPTIC SYSTEMS:

Staff's review of this main reason focused on these basic elements:

- 1. Potential scope of proposed amendment is limited with minimal impacts; and**
 - 2. Septic systems are not desirable on the applicant's property.**
- 1. Potential scope of proposed amendment is limited with minimal impacts** – The applicant has made several statements to the effect that the proposed amendment will have a limited impact based on the applicant's property involved with this application. In fact, this requested change is potentially applicable to all Hamlet Land Use designated lands (+/- 15,000 acres), because all of the lands so designated could take advantage of the change by entering into a utility extension agreement with the County. Should the change be granted, there could potentially be a 6,000 DU increase in residential DUs $[(15,000 \text{ acres} \times 0.8) - (15,000 \text{ acres} \times 0.4)]$ east of the Countryside Line. The staff analysis within subsection 'B' below establishes the fact that the need for an additional 6,000 housing units east of the Countryside Line is not needed and represents a reversal of the 2050 Plan policy. The proposed change is a text amendment to the Hamlet Land Use provisions that applies to all Hamlet Land Use designated lands.
- 2. Septic systems are not desirable on the applicant's property** – The application's narrative states: "This proposal is to change density components of the 2050 [Plan] for properties in the Hamlet designated area that participate with the North Fruitville Hamlet Utility Group...In addition, this request performs the important function of eliminating the use of septic systems that are found not to be environmentally safe." The applicant also focused a significant amount of their presentation at the public workshop on this point, to which the attending residents in the area strenuously objected.

Generally, County policies are designed to discourage the use of septic systems where sanitary sewer service is readily available or where there is documentation that septic systems will potentially be harmful to the environment. Existing County policies do allow septic systems consistent with state law, and the 2050 Plan's Hamlet Land Use form allows septic systems subject to site specific soil and topographical conditions. This is a fact-based determination that would need to be made.

Therefore, a number of questions need to be answered prior to making a determination that sanitary sewer service is required for the applicant's property as well as the other Hamlet Land Use designated lands:

- a. Has it been determined that septic systems would not function on the applicant's lands or the other Hamlet Land Use designated lands?
- b. Has it been determined that septic systems would pose an environmental risk on the applicant's lands or the other Hamlet Land Use designated lands?
- c. Has it been determined that the Hamlet Land Use form of development is not feasible on the applicant's lands or the other Hamlet Land Use designated lands?

The application fails to address these questions to any degree of reliability and the facts that are relevant do not support the requested change in policy as stated below:

a. Has it been determined that septic systems would not function on the applicant's lands or the other Hamlet Land Use designated lands?

In general, the state's position is that septic systems are allowed on 1 acre or larger lots if compliant with Chapter 64E F.A.C. The County Office of Environmental Health also adheres to this position and is not aware of any specific issues that would prevent the use of septic systems on the applicant's property. Additionally, there has been no determination made by them that septic systems are not a functional option in this area.

This fact is supported by the development currently taking place on the north side of Fruitville Road, west of Verna Road. There is a development under construction with 67 single-family lots on +/- 338 acres being marketed as Hampton Lakes by Medallion Homes. The original approval was for a subdivision called Indian Lakes with lots ranging between 3 and 12 acres in size. This subdivision has recently been issued a half dozen building permits with septic systems, and the applicant's property is generally located directly west and north of this subdivision.

b. Has it been determined that septic systems would pose an environmental risk on the applicant's lands or the other Hamlet Land Use designated lands?

The applicant has stated that the Hamlet Land Use designated lands north of Fruitville Road are the highest elevation lands within Sarasota County. This statement appears to be consistent with topographical and flood plain maps that the County staff has reviewed, although there has been no documentation provided on this within the application. This tends to be counter to the applicant's claim that septic systems are not a functional option for this area. In fact, the Office of Environmental Health has stated that septic systems can be utilized in this area if compliant with Chapter 64E-6 F.A.C. Additionally, their office is not aware of any documented cases of negative environmental impacts from failing septic systems in this vicinity, and there are no known premature septic system failures in this particular area of the County.

c. Has it been determined that the Hamlet Land Use form of development is not feasible on the applicant's lands or the other Hamlet Land Use designated lands?

The Utilities Department follows the generalized rule that a 1-acre lot is needed for a single-family home on well and septic, and a ½ acre lot is needed for a home on central water with a septic system. Given the existing requirement that the Hamlet Land Use form must utilize a central water supply, a 400DU Hamlet on central water and septic systems currently could have 400 acres of Developed Area. This would include 200 acres with ½ acre single-family lots for the 400 single-family homes, and another 200 acres in other development elements such as roadways, stormwater ponds etc. There would also be 600 acres of Open Space or an additional 1½ acres of open space for every single-family home. All of this being very clearly possible on the applicant's property.

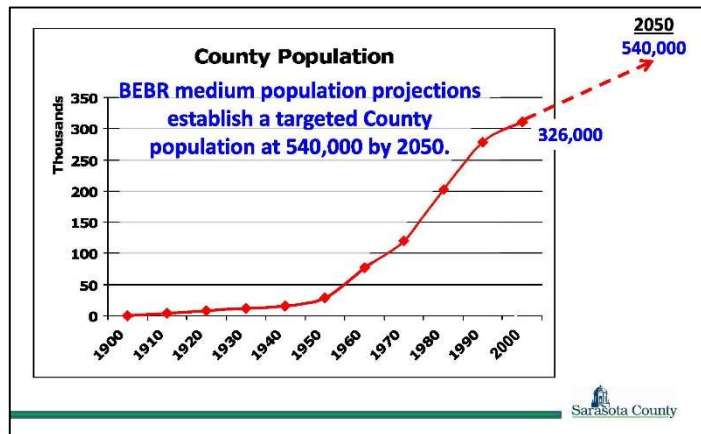
The above described scenario is not possible at the density level being requested with the proposed amendment. The requested density level triggers the need for having a central sanitary sewer system due to the resulting smaller lots associated with such residential density. Thus, the application presents a circular argument for the higher residential density because there is a need for central sanitary sewer system due to the requested higher residential density. This circular argument results from the applicant's utilization of the existing 2050 Plan's option to increase residential density from the existing Rural FLUM designation (0.2DU/acre) to the Hamlet Land Use designation (0.4DU/acre), and then wanting to double that residential density (0.8DU/acre).

A key part of any County decision to extend central sanitary sewer service out to the far eastern portions of the County is whether the septic systems can potentially be an acceptable level of service for this purpose. The cost of construction and long term operational and maintenance costs for central sanitary sewer systems need to be evaluated against the service level costs associated with septic systems and the full impacts of either system. Making a premature decision to go with a central sanitary sewer system without any kind of analysis would be considered to be a specific element of what contributes to "urban sprawl". The application fails to provide any specific data or information related to this topic on the applicant's property let alone all of the other Hamlet Land Use designated lands for which the proposed amendment would be applicable.

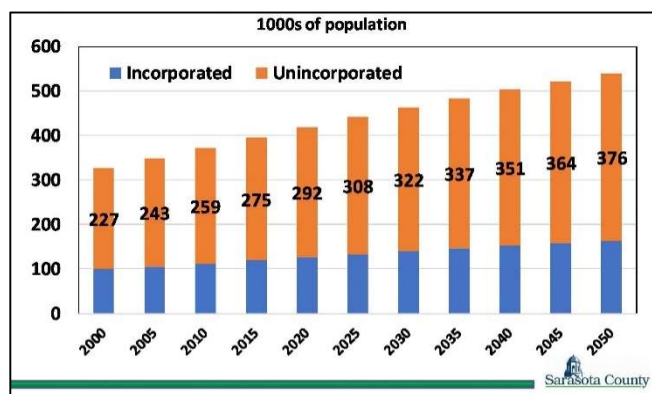
B. APPLICANT'S POSITION ON COUNTY HOUSING UNIT NEED:

Staff's review of the applicant's position on the County's housing unit need to achieve the 2050 Plan's population target focused on these basic elements:

1. **2050 Plan fundamentals related to the Hamlet Land Use form;**
 2. **Projected need for housing units on which the 2050 Plan is based;**
 3. **2050 Plan residential DU compilation exercise; and**
 4. **Impacts on the Urban Service Area.**
1. **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. 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).

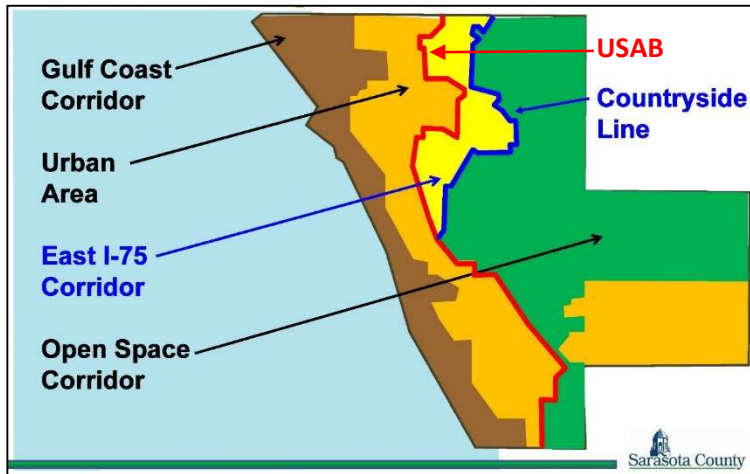


There was a projected population of 540,000 for Sarasota County at the point in time that the 2050 Plan was adopted. This was divided between the unincorporated areas and the municipal jurisdictions at 376,000 and 164,000 respectively. This population projection was then translated into a projected need 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.

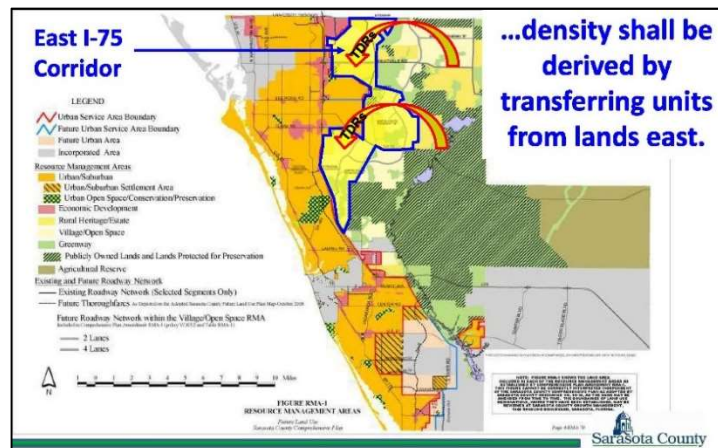


However, the 2050 Plan also established a Countryside Line that limited the urban corridor (Village Land Use designated lands) to those lands west of it, creating a demarcation line east of which the County would maintain a rural land use character [VOS Policy 2.1(c)]. Primarily, the residential density and intensity of development within the urban corridor

was to be derived through its removal 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.

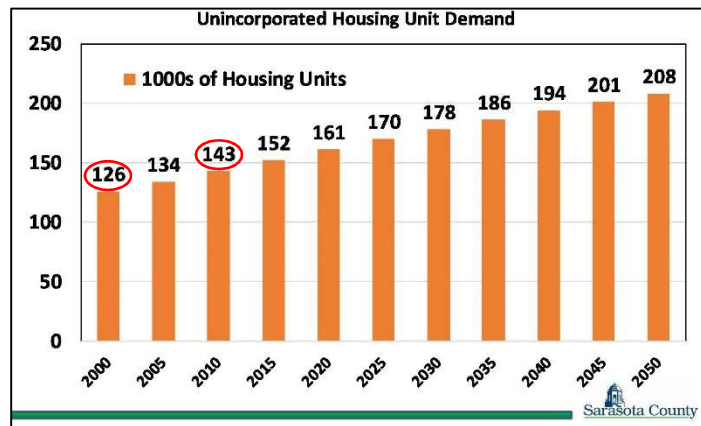
The 2050 Plan's Transfer of Development Rights (TDR) program was established to facilitate the shifting of density and intensity from those lands east of the Countryside Line to those lands west of that line. There was also a built-in incentive that provided the Hamlet form of development with the option 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 at all, 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. 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 there to be clustered housing development within a large open space type setting while maintaining a very low residential density.

2. **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 coincide with the BEBR based housing units for the year 2000 and indicate that there were actually 146,554 housing units in 2010 within unincorporated Sarasota County. This is a clear indication that the County is not off course when it comes to the number of housing units being made available, having 3,000 more housing units than projected for 2010. The 2020 U.S. Census will afford the County with another accurate check point.



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. The function of this exercise is to inform the evaluation and appraisal process while 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 for new residential DUs. The next EAR cycle is due to be initiated in 2020 and the residential capacity analysis will be a part of that effort to provide monitoring of dwelling unit availability.

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. An impactful level is when the residential capacity drops to a level that is no longer sufficient to accommodate projected future housing demand. The applicant was asked to conduct a full residential capacity analysis that would determine a more up to date residential capacity percentage level, however the applicant did not provide a full and complete analysis. Therefore, the basic accounting described above sufficiently indicates that residential capacity would remain above the level considered to be impactful on the housing market, clearly indicating that there is sufficient residential capacity for the projected demand period.

3. **Sarasota County 2050 Plan residential DU compilation exercise** – Given the lack of additional information from the applicant, staff proceeded with the following compilation exercise on the number of DUs anticipated from zoned and planned projects as related to the original 2050 Plan projections. This exercise utilizes several data values taken from the applicant's information including: the lower density level of 1.3DU/acre for the projects still at the planning stage; the number of new residential DU building permits issued from 2001 through 2018; and the annual DU building permit rate of 2,200 DUs per year. The conclusion from this exercise is that there are almost 30 years of residential capacity remaining at the stated rate, and that the 2050 Plan remains on track to achieve the targeted DU and population projection.

SARASOTA COUNTY 2050 PLAN RESIDENTIAL DWELLING UNIT COMPILATION EXERCISE

The following data has been compiled in response to application CPA No. 2018-C statement that the County will run out of land for residential development by 2024:

- 1 The 2050 Plan was based on a target of **82,200** new residential dwelling units (DUs) being needed within unincorporated Sarasota County by the year 2050, excluding any increase within the municipalities recognizing that new DUs within them already furthers County FLU Goal #3 - "Encourage development where public facilities are provided or scheduled to be available."
- 2 There were 3 basic geographic areas contemplated by the 2050 Plan that were to be the source of new residential DU capacity:

- A. Inside the Urban Service Boundary Area;
- B. Inside the East I-75 Urban Corridor; and
- C. Inside the Future Urban Area.

| | | |
|---|---|-------------------|
| 3 | These new residential DUs can now be specifically accounted for: | DUs |
| | A. Urban Service Area (unincorporated) as of 2014* | 33,074 |
| | <i>Vacant Residential as of 2014</i> | <i>25,222</i> |
| | <i>Remaining capacity in Planned Areas (e.g., DRIs/DOCCs)</i> | <i>7,852</i> |
| | B. East I-75 Urban Corridor (2050 Villages & Overlays) | 33,126 |
| | <i>Lakewood Ranch South (Zoned)</i> | <i>5,142</i> |
| | <i>Fruitville Rd. Properties (Zoned)</i> | <i>900</i> |
| | <i>Hidden Creek (Zoned)</i> | <i>178</i> |
| | <i>Worthington (Zoned)</i> | <i>156</i> |
| | <i>High Hat Ranch @ 1.3DU/ac.</i> | <i>12,000</i> |
| | <i>LT Ranch (Zoned)</i> | <i>3,450</i> |
| | <i>Clark Rd. Properties @ 1.3DU/ac.</i> | <i>5,894</i> |
| | <i>Palmer Ranch Holdings @ 1.3DU/ac.</i> | <i>2,954</i> |
| | <i>Grand Lakes (Zoned)</i> | <i>1,097</i> |
| | <i>Strazzera Property @ 1.3DU/ac.</i> | <i>650</i> |
| | <i>Rivo Lakes (Zoned)</i> | <i>107</i> |
| | <i>Affordable Housing Overlay (Zoned)</i> | <i>598</i> |
| | C. Future Urban Area (2050 Settlements Areas) | 29,675 |
| | <i>Grand Palm (Zoned)</i> | <i>2,051</i> |
| | <i>Fairway Vistas (Zoned)</i> | <i>877</i> |
| | <i>Manasota Beach (Zoned)</i> | <i>1,563</i> |
| | <i>Sarasota National (Zoned)</i> | <i>1,584</i> |
| | <i>Winchester Ranch CAP</i> | <i>10,600</i> |
| | <i>West Villages (North Port**)</i> | <i>13,000</i> |
| | Total Potential Dwelling Units | 95,875 |
| 4 | Unincorporated DU permits issued 2001 through 2018: | -30,427 |
| | Adjusted Total: | 65,448 |
| 5 | Annual DU permit rate for 2014 - 2018 within unincorporated area: | 2,200 |
| 6 | Number of years from 2018 to build potential DUs at stated rate: | 29.7 years |

- * - Most recent Unincorporated Sarasota County Residential Capacity Analysis. It is recognized that no additional DUs have been added for this compilation exercise from approved projects within the Urban Service Area even though it is known that there are in fact 1000s of such newly approved DUs subsequent to 2014, again in furtherance of County FLU Goal #3.

** - The original basis of the 2050 Plan included all land areas within the Future Urban Area which includes those lands subsequently annexed into the City of North Port calculated at the low rate of 1.3DU/acre.

CONCLUSION: This statement of application CPA No. 2018-C is not supported by these facts.

4. **Impacts on the Urban Service Area** – The compilation exercise above did not make any adjustments to the number of DUs identified within the Urban Service Area, and instead used the DU availability count established by the 2014 Residential Capacity Analysis. This was done to obtain an extremely conservative picture of where the County is regarding the number of DUs that remain to be potentially constructed. This is, as noted within the exercise, despite the fact that there have been 1,000s of DUs added to the Urban Service Area subsequent to the 2014 capacity report. It also does not account for the continued benefit of both the USAB line and 2050 Plan which encourage DU development within the municipal jurisdictions and in close proximity to existing public infrastructure.

| Year Added | Unincorporated County Project Names | DUs Added |
|----------------------|-------------------------------------|--------------|
| 2015 | Sawgrass Subdivision | 133 |
| 2015 | Palmer Ranch DRI | 2,650 |
| 2015 | Village on the Trail | 300 |
| 2017 | Desoto Road Apartments | 233 |
| 2017 | Fruitville Initiative | 2,064 |
| 2017 | Residence at Commerce Center | 282 |
| 2016 | Springs at Bee Ridge | 360 |
| 2016 | Arbor Lakes at Palmer Ranch | 75 |
| 2018 | Live Oaks Apartments | 300 |
| 2018 | Siesta Promenade | 414 |
| Partial Total | | 6,811 |

| Jurisdiction | 2000 Census DUs | 2010 Census DUs | No. of DUs added |
|---------------------------|------------------------|-----------------|------------------|
| Unincorporated County | 126,006 | 147,348 | 21,342 |
| City of Sarasota | 26,898 | 29,614 | 2,716 |
| City of Venice | 13,516 | 17,282 | 3,766 |
| City of North Port | 10,302 | 26,099 | 15,797 |
| Town of Longboat Key* | 5,745 | 5,570 | (175) |
| *-Sarasota County Portion | Municipal Total | | 22,104 |

The first table above notes the number of units that have been added within the unincorporated area of the County that are not included within the 2014 Residential Capacity Analysis. The above two tables indicate that there have been substantial gains in the number of DUs within the Urban Service Area both within unincorporated areas of the County and within the jurisdictions of the municipalities. This data demonstrates that the 2050 Plan, in coordination with the USAB, is furthering Future Land Use Goal 3 which states “*Encourage development where public facilities are provided or scheduled to be available.*” Together, these existing policies are having the desired effect of encouraging new residential DUs west of the USAB through development and redevelopment of lands in close proximity to existing infrastructure.

Therefore, the basis for maintaining the 25,222 DUs as being available within the Urban Service Area for this exercise is valid, as well as the conclusion from the exercise that there appears to be +/-30 years of housing unit development remaining in the years ahead at the stated rate.

C. APPLICANT’S POSITION ON TDR DEMAND/SANITARY SEWER SERVICE:

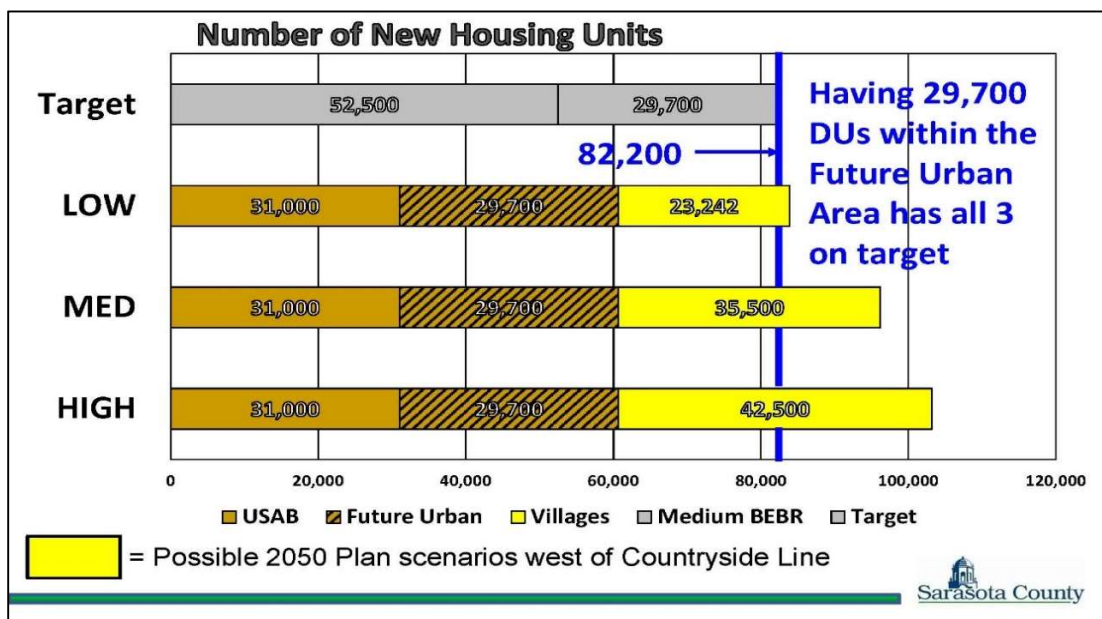
Staff’s review of this claim focused on these basic elements:

1. **Issue with reduced demand for Hamlet derived TDRs; and**
2. **Extension of sanitary sewer service to Hamlet Land Use designated lands.**

1. **Issue with reduced demand for Hamlet derived TDRs** – The application lacks substantive details to support the claim being made that an inability to sell excess Hamlet derived TDRs has taken away the Hamlet Land Use form’s ability to develop with sanitary sewer service. Supportive policy for this claim would need to be identified and information/evidence would need to be established to substantiate it. However, there is no disputing the fact that the Village Land Use designated areas zoned to date have been at the lower density level originally anticipated by the 2050 Plan, and this is why the “2050 Plan Residential Dwelling Unit Compilation Exercise” presented above utilized the lower density level for the planned projects anticipated DU count. Additionally, it is true that a major portion of the South Village Area was granted residential density without the need for purchasing TDRs at all. These past actions by the County have reduced the overall demand for TDRs. Therefore, there is also less of a demand for the excess TDRs that may have been produced from designated Hamlet Land Use areas.

The response to this fact does not necessarily lead to the 2050 Plan being reversed by doubling residential density within the Hamlet Land Use form to support the extension of sanitary services. There has been no evidence presented that this was the intended purpose of excess Hamlet derived TDRs. The question remains if there are other options for the Hamlet form of development that do not dramatically increase the density and intensity east of the Countryside Line. 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 described by the applicant can still 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.



Therefore, there are no supportive policies identified nor justification for the utilization of TDRs on site to increase residential density in Hamlets east of the Countryside Line.

2. **Extension of sanitary sewer service to Hamlet Land Use designated lands** – The applicant also states that the ability to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area is needed to off-set the costs associated with the extension of utilities out to the eastern Hamlet Land Use designated lands. VOS Policy 3.8.2 does not mandate sanitary sewer service for the Hamlet Land Use form, however the policy does call for a full analysis based on location, soil conditions, and proximity to existing central services. Other factors involved include environmental impacts and the County's growth management considerations. This type of information or data has not been provided within this application.

However, the point being raised by the applicant does bring focus to an important question related to infrastructure improvements required for development. This may involve much more than just sanitary sewer service and the provision of a potable water system. Roadway improvements will inevitably be involved along with the provision of other public services such as schools, fire department and sheriff's office. If the residential density and intensity is elevated to more of a Village Land Use level of intensity, it does bring in the need to evaluate the fiscal impact of such a change. Fiscal neutrality analysis is a central principle of the 2050 Plan. There has been nothing submitted that would suggest that impact fees for development of property at the requested level of density and intensity will cover the public costs associated with providing infrastructure and public services to the increased level of population being introduced into the area.

V. LONG RANGE PLANNING RECOMMENDATION

A. CONCLUSIONARY STATEMENTS REGARDING APPLICATION

All applicants for CPAs are required to demonstrate with factual data and information why the County should change policy. The policy that this applicant is seeking to change has been in place for nearly 20 years. While this proposed amendment is very simplistic on the surface and in its appearance, it actually strikes at the very core of the 2050 Plan and the RMA system that it established.

This is why the applicant was instructed to answer two very basic questions prior to beginning this CPA process. The application submitted (and resubmitted a 2nd time) lacks substantive facts and information necessary for an informed decision on the proposed amendment, and it fails to adequately address those 2050 Plan policies that are directly applicable. This alone, and any one of the following individual conclusionary statements, are adequate to support staff's recommendation:

- A1** - The application presents the argument that the scope of the proposed amendment is limited, however all Hamlet Land Use designated lands are eligible to take advantage of the increase in residential density;
- A2** - The application fails to provide any specific data or information related to the suitability of septic systems on the applicant's property, nor on all of the other Hamlet Land Use designated lands that can take advantage of the proposed amendment;
- B1** - The application and proposed amendment are a major reversal of the 2050 Plan's goals and objectives despite its simplistic appearance;
- B2** - The application fails to establish an adequate rationale as to why there is a need to triple the density incentive for the Hamlet Land Use form by doubling density within the Hamlet Land Use Developed Area east of the Countryside Line, nor how the proposed amendment furthers applicable policy;
- B3** - The application is not supported by the actual facts presented within this staff report which demonstrate there has been no significant change to the underpinning conditions of the 2050 Plan as related to the need for additional housing units;
- B4** - The application is not supported by Future Land Use Goal 3 which states "*Encourage development where public facilities are provided or scheduled to be available*";
- C1** - The application fails to establish an adequate rationale for why an increase in residential density is supported by the reduction in demand for TDRs derived from the Hamlet Land Use form of development; and
- C2** - The application presents a self-serving circular argument that the increase in residential density is needed to offset the cost of extending sanitary service to the Hamlet Land Use designated lands, and the need for extending sanitary service to the Hamlet Land Use designated lands is due to the increase in residential density.

The bottom line is that this application is seeking to change County policy to offset the cost of extending public utilities to serve the applicant's property by doubling the density allowed within the Hamlet Land Use form. There has been no data presented as to why this should be considered at this time. The proposed amendment is more accurately characterized as premature and a potential contributor to urban sprawl.

Additionally, the Hamlet Land Use form of 2050 development is not factored into the County residential capacity because it is east of the Countryside Line. The function of the Hamlet Land Use form is to contribute towards the establishment of open space east of the Countryside Line and provide north-south habitat corridors. The 2050 Plans TDR program was only one part of this effort to facilitate this function of the Hamlet form. The optional incentive of doubling the density established with the Hamlet Land Use from 0.2DU/acre (Rural density) to 0.4DU/acre was also to encourage the open space outcomes while maintaining a very low intensity impact. This proposed amendment to triple the density incentive for the Hamlet Land Use form of 2050 development by doubling the allowed residential density within a Hamlet's Developed Area and reducing the open space on a per unit basis is counter to this objective.

Finally, the proposed amendment would substantially alter one of the more significant purposes for the Sarasota 2050 Plan. The plans existence has encouraged further residential development/redevelopment within the Urban Service Area in close proximity to existing infrastructure. Increasing residential density within the Hamlet Land Use form of 2050 development will encourage "leap frog" development through the extension of sanitary sewer services out to the most eastern portions of the County.

B. STAFF RECOMMENDATION

Staff finds the application for CPA No. 2018-C lacking adequate substantive data and information to support the proposed amendment to Comprehensive Plan VOS Policy 1.2B and recommends that application CPA No. 2018-C be denied.

VI. APPENDICES

APPENDIX A – Application Materials

- 1. Original Submittal**
- 2. 2nd Submittal**

APPENDIX B – Public Workshop Summary

APPENDIX C – Additional Information

- 1. 2050 Plan Overview and Background**
- 2. Applicant Letter dated July 30, 2019**

APPENDIX D – Goals, Objectives and Policies

APPENDIX E – Correspondence

APPENDIX F – Planning Commission Resolution

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