

I. Comprehensive Plan Amendment Request

Introduction

The Manatee County Comprehensive Plan (“Plan”) was adopted in 1989 pursuant to Chapter 163 of the Florida Statutes. The Plan sets forth goals, objectives and policies which seek to provide a predictable land use pattern. The Plan’s goal is to improve the physical environment of the community as a setting for human and natural resource activities; protect the public health, safety, and welfare; ensure that long range considerations are included in the determination of short range actions; and to promote a healthy, stable, and vigorous local economy which can satisfy the goods and service needs of the local community. It is recognized that over time the County or persons having a substantial interest in property in Manatee County may seek to change the Plan through amendments to either the Future Land Use Map (“FLUM”) or to the text of the Plan. An amendment to the Plan is considered a major policy decision by the Board of County Commissioners and any amendment to the FLUM shall occur only where it is determined that growth and development patterns initially sought by Manatee County are no longer appropriate. The applicant for such an amendment must demonstrate such a change in circumstances and must provide the County with sufficient information to determine that the amendment is compatible with development trends in the area as well as the surrounding uses and densities/intensities of surrounding development. Further, it must be demonstrated that there would be no detrimental public facility impact caused by the amendment.

Specific Request

The property is located on the south side of 29th Street East and east of Ellenton Gillette Road (aka 36th Avenue East). The property is currently classified as Residential 3 du/acre (“RES-3”) and the applicant’s request is to amend the FLUM classification to Mixed Use (“MU”).

II. Reason for Requested Amendment

The requested amendment can be categorized as a change in circumstances. The purpose and intent of the MU FLUC is to provide for “areas which are established as major centers of suburban/urban activity and are limited to areas with a high level of public facility availability along functionally classified roadways. Also, to provide incentives for, encourage, or require the horizontal or vertical integration of various residential and nonresidential uses within these areas, achieving internal trip capture, and the development of a high quality environment for living, working, or visiting.”

The immediate area contains two major transportation routes, Interstate 75 and US 301. While these roadways are designed as major arterials, they carry a substantial amount of local traffic.



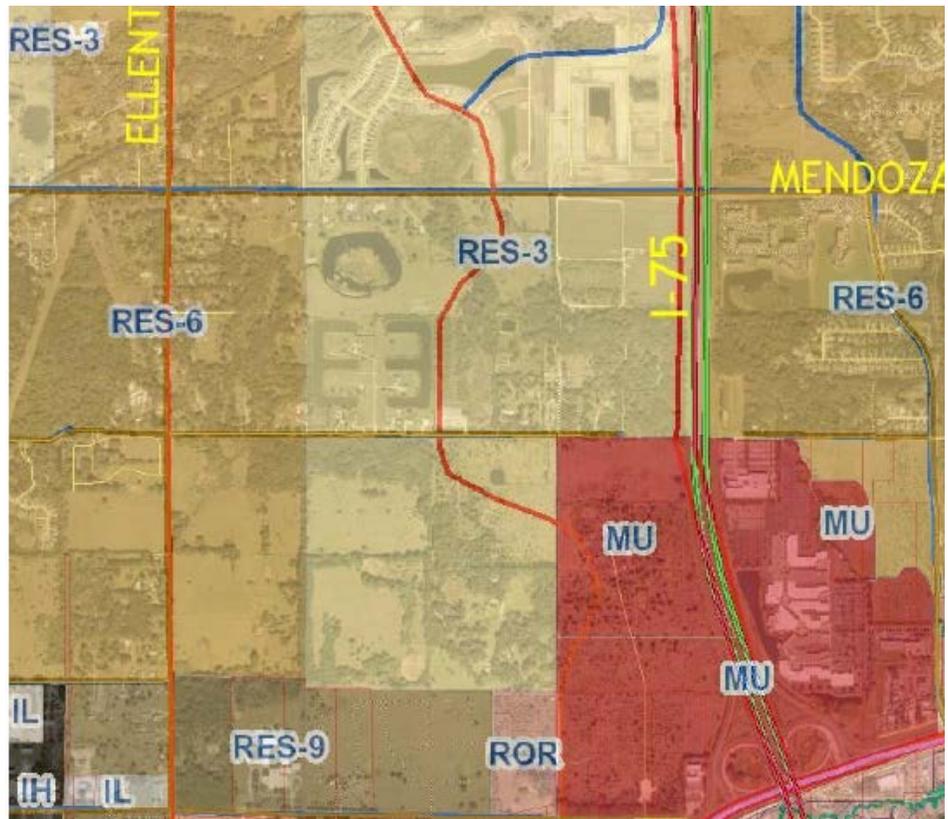
The transportation network in the immediate area is constrained on the south by the Manatee River and in the east/west by the location of the Interstate. As both of these features (the river and Interstate) are difficult and expensive to cross, there are limited locations for parallel facilities. As shown in the graphic of existing thoroughfare roadways, while 29th Street East exists on both sides of the Interstate, there is no connection. Residents or employees within the northwest quadrant must travel south to US 301 or north to Mendoza Road to reach the commercial opportunities located east of the

Interstate and often travel south on Interstate 75 to reach central and southern portions of Manatee County.

In testimony given at the public hearing for the recently adopted Ordinance 18-39, a FLUM amendment to MU, it was stated that the employment creation would be 800 jobs. Introduction of

major employment in this area is cause to review the existing FLUM and determine changes that may be more appropriate for future development. The lack of transportation infrastructure is a driving force in this evaluation. Interstate 75 experiences substantial congestion especially in the am and pm peak hours. In the most recent report from the Office of Economic and Demographic Research for the State of Florida, the mean travel time to work for residents of Manatee County is over 25 minutes.

The current FLUM designations in the northwest quadrant, outside of the recently expanded MU, do not exhibit a desirable land use pattern that will reduce vehicle trips on US 301 and Interstate 75. Low density residential development with limited non-residential development opportunities only in areas meeting locational



criteria creates an undesirable pattern. Applying the MU designation in a broader area may be a better option for a flexible land use pattern on not only the subject 160 acres, but the entire quadrant.

The area currently mapped as MU is dominated by regional commercial uses with some community serving uses that also serve the traveling public (e.g. restaurants, gas stations) at this interstate interchange. The recently adopted Ordinance 18-39 intends to add to this MU area employment based land uses such as warehouses and distribution centers. Policy 2.2.1.21.4. (c)(1)

requires that MU designated areas contain at least three land use categories. At present, this MU area (both east and west of Interstate 75) contains no residential development.

One of the challenges in adopting a Comprehensive Plan FLUM is trying to reach the right balance between recognizing an established land use pattern and creating a desirable pattern for future development that accomplishes the goals of the County. This is one of the reasons we must periodically evaluate a Comprehensive Plan. Traditionally in Manatee County, amendments to the FLUM have been privately initiated, whereas, the County's evaluation has been more policy focused.

The MU FLUC has been used sparingly throughout Manatee County. The reluctance to use this FLUC has centered on the fact that this category allows for the most intense floor area ratio and a higher residential density. A review of developed areas throughout Manatee County will show that these increased floor areas and increased densities have not materialized. It has been used, in fact, to merely achieve a planned area with horizontally and vertically integrated land uses. Since the adoption of the Comprehensive Plan in 1989, there are certainly more contemporary ideas for land use patterns. Interestingly, the current thoughts on land use patterns are more historic, from a time when most development occurred organically without the constraints of government regulation. What began as a way to protect society from adverse impacts of different land uses evolved into a complete separation of land uses. The result of that separation is a society wholly dependent on vehicles and escalating costs of infrastructure. MU is one of the few FLUC's available that allow and encourage land use integration.

With the introduction of an employment based land use, to an area that is largely undeveloped, we must carefully consider the remainder of the quadrant. The subject lands are presently mapped as residential. While the FLUC would allow a minor amount of non-residential development, its location and size are restricted (i.e. meeting commercial locational criteria). Expanding the area mapped as MU to include the subject lands will allow for a mixture of uses consistent with the stated goals found elsewhere in the Comprehensive Plan. Any future development under the MU FLUC would be subject to all policies of the Comprehensive Plan, including those found in Goal

2.10 (Policy 2.10.3.3) which would limit the amount and type of commercial development based upon the project’s lack of frontage on an arterial roadway.

III. Traffic Impact Statement

Refer to appended report prepared by Whitehouse Group

IV. Site and Surrounding Properties and Public Services

a. Current Land Uses

	Zoning	FLUC	Use
SITE	PDR	RES-3	Vacant
NORTH	A-1	RES-3	residential
SOUTH	PDR	RES-3	vacant
EAST	PDMU	MU	Industrial
WEST	PDR	RES-6	Vacant and

b. Availability of Public Services

Sanitary Sewer	North Manatee County Regional Wastewater Treatment Plant Permitted Capacity: 7,500,000 Average Daily: -3,599,000 Reserved: -2,202,935 Available Capacity 1,698,065 MGD
Potable Water	Permitted Capacity: 54,000,000 Average Daily: -44,400,000 Reserved: -7,246,580 Available Capacity: 2,553,420 MGD
Mass Transit	Manatee County has established performance standards within Chapter 5 of the Comprehensive Plan. The standards use a calculation to provide service at a projected level of 9.81 Annual

	<p>Passenger Miles per Capita. Demand is determined by multiplying the Projected Total Resident Population by 9.81. Further, the County’s Comprehensive Plan contains a policy which requires the County to address the increased demand for line haul transit service, which is projected to occur, concurrent with the increase in total resident population by budgeting, and expending as necessary, local funding to address the projected annual operating and capital costs.</p> <p>Service to this area is currently available via Route 1 with a bus stop located at the intersection of US 301 and Ellenton Gillette Road, approximately ¾ mile from the project site. The route serves downtown Bradenton and Ellenton Outlet Mall with several locations between.</p>
<p>Recreational Facilities</p>	<p>Manatee County has established a Level of Service in its Comprehensive Plan of one local park per 10,000 residents, one district park per 100,000 residents and one regional park per 500,000 residents.</p> <p>Within the vicinity* are the following state, county or city owned and maintained parks:</p> <ul style="list-style-type: none"> • Gamble Plantation Historic State Park • Blackburn Tennis Courts • Lincoln Community Park • Sylvan Oaks Park • Bennett Park • Heritage Harbour Park • Felts Audubon Preserve • Palmetto Estuary Preserve • Lamb Sutton Park • Blackstone Park • Hidden Lake Park

	<ul style="list-style-type: none"> • 14th Avenue Park • Taylor Park • Palmetto Tennis Courts • Buffalo Creek Park • Buffalo Creek Golf Course • Bradenton Waterfront Rossi Park • Manatee Mineral Springs • Manatee Village Historic Park • Riverside Park <p>*within a five mile radius</p>
Schools	<p>Manatee County has adopted a Public School Facilities Element within its Comprehensive Plan. The School Board participates in the review process of residential development projects and prepares a capacity analysis for the School Service Area in which the project is located. Additionally, the School Board may utilize available capacity from a contiguous service area to meet demands.</p> <p>Below are the currently identified construction projects of the School Board of Manatee County which are expanding capacity:</p> <ul style="list-style-type: none"> • High School – New (North County) • Elementary School-New (North County) • Middle School-New (South County) • Willis Elementary School-addition • Witt Elementary-renovation and addition • Gullett Elementary-addition
Transportation	<p>The property has frontage on both Ellenton Gillette Road and 29th Street East.</p>

c.

The project lies within hurricane evacuation zone 4. FEMA flood designations on the site are “A” and “X” with the majority of the site being “X”. The “A” zones are mapped in areas of wetlands.

This property is not subject to a special area plan and is not within the Urban Core. The project is west of the Future Development Area Boundary.

Please see the site plan exhibit for:

- Property boundary
- Surrounding streets
- Surrounding land uses
- Flood zones
-

V. Selected Site Characteristics

Refer to the Environmental Narrative and Maps prepared by ECT Consultants.

VI. Consistency with Comprehensive Plan

Manatee County's Land Development Application requests a response to "Consistency with Comprehensive Plan/State Comprehensive Plan (187.201, F.S.). In 2011, significant changes to Chapter 163 of the Florida Statutes eliminated the State Comprehensive Plan from the definition of "in compliance" in Section 163.3184(1)(b) and the Department of Economic Opportunity ("DEO") no longer can consider it as a basis for a compliance determination. The County has not, since that legislation change, updated its application form. However, that section includes the requirement for consistency with the appropriate strategic regional policy plan. The Consistency section of has been prepared in conformance with the current rules and addresses goals, objectives and policies from the Manatee County Comprehensive Plan and the Tampa Bay Regional Planning Council ("TBRPC") Strategic Policy Plan.

Manatee County Comprehensive Plan

Policy 2.2.1.21. MU: Establish the Mixed-Use future land use category as follows:

Policy 2.2.1.21.1. Intent: To identify, textually in the Comprehensive Plan's goals, objectives, and policies, or graphically on the Future Land Map, areas which are established as major centers of suburban/urban activity and are limited to areas with a high level of public facility availability along functionally classified roadways. Also, to provide incentives for, encourage, or require the horizontal or vertical integration of various residential and nonresidential uses within these areas, achieving internal trip capture, and the development of a high quality environment for living, working, or visiting.

Policy 2.2.1.21.2. Range of Potential Uses (see Policies 2.1.2.3—2.1.2.7, 2.2.1.5): Retail, wholesale, office uses, light industrial uses, research/corporate uses, warehouse/distribution, suburban or urban residential uses, lodging places, recreational uses, public or semi-public uses, schools, hospitals, short-term agricultural uses, other than special agricultural uses, agriculturally-compatible residential uses, and water-dependent uses.

Policy 2.2.1.21.3. Range of Potential Density/Intensity:

Maximum Gross Residential Density:

9 dwelling units per acre; thirty (30) along Urban Corridors (forty (40) dwelling units per acre if a density bonus is approved).

Minimum Gross Residential Density:

7.0 only in UIRA for residential projects that designate a minimum of twenty-five (25) percent of the dwelling units as "Affordable Housing."

Maximum Net Residential Density:

Twenty (20) dwelling units per acre

Twenty-four (24) dwelling units per acre within the UIRA for residential projects that designate a minimum of twenty-five (25) percent of the dwelling units as "Affordable Housing."

Net densities shall not apply along Urban Corridors.

Maximum Floor Area Ratio:

1.0 (2.0 along designated Urban Corridors if an FAR bonus is approved).

2.0 inside the UIRA.

Maximum Square Footage for Neighborhood, Community, or Region-Serving Uses:

Large (three hundred thousand (300,000) s.f.), except along Urban Corridors where the size of development shall be limited by the FAR noted above.

Policy 2.2.1.21.4. Other Information:

(a) All projects require special approval, unless the project is located within a designated Urban Corridor or the UIRA.

(b) All projects are subject to the following criteria, except for:

(1) Individual single family dwellings located on a lot of record; and

(2) Developed without generating a requirement for either subdivision review, or final site or development plan review, or equivalent development order review.

(c) Nonresidential uses exceeding one hundred thousand (150,000) square feet of gross building area (region-serving uses) may be considered only if consistent with the requirements for large commercial uses, as described in this element.

(1) Development in areas designated with the Mixed Use category shall contain the minimum percentage of at least three (3) of the following general categories of land uses:

- **Ten (10) percent Residential.**
- **Ten (10) percent Commercial/Professional.**
- **Ten (10) percent Light Industrial/Distribution.**
- **Five (5) percent Recreation/Open Space.**
- **Three (3) percent Public/Semi-Public.**

(2) Access between these uses shall be provided by roads other than those shown on the Major Thoroughfare Map Series of this Comprehensive Plan or alternative vehicular and pedestrian access methods acceptable to the County.

(d) Development or redevelopment within the area designated under this category shall not be required to achieve compliance with the commercial locational criteria described in Objectives 2.10.4.1 and 2.10.4.2 of this element.

Applicant Response: The area presently mapped as MU, covering the northwest and the northeast quadrant of Interstate 75 and US 301, is dominated by regional commercial and highway oriented commercial development. The recently adopted Ordinance, 18-39, expanded the MU lands to accommodate an employment based land use. In order to achieve the goals and implement the policies of the MU, land for residential development should be included in the quadrant of MU. The 40 acre parcel is included in a 160 acre tract, that is under single ownership and has the opportunity to introduce this necessary land use, create a transition of uses to the west and to provide complimentary support uses within the northwest quadrant that will serve to reduce trips along US 301 and Interstate 75.

Policy 2.6.2.9. Require a gradual transition in density and utilize the mitigation techniques under Objective 2.6.1 when siting residential development adjacent to nonresidential uses.

Applicant Response: The subject lands are under single ownership and the applicant has the ability to master plan the 160 acres. The development plans brought forth will demonstrate compliance with this policy.

Policy 2.6.5.2. Encourage, in locations which are suited to diverse uses, mixed and multiple use projects to provide for integration and synergy between land uses. Nothing in this policy shall preclude single use or homogenous projects if mixing of uses on a single project, or intrusion of a different use into a homogenous area, will create inappropriate diversity or incompatibilities between adjacent land uses.

Applicant Response: The area presently mapped as MU, covering the northwest and the northeast quadrant of Interstate 75 and US 301, is dominated by regional commercial and highway oriented commercial development. The recently adopted Ordinance, 18-39, expanded the MU lands to accommodate an employment based land use. Expansion of this MU area will further the above noted policy by allowing the introduction of residential development along with support and complementary uses.

Policy 2.11.1.2. Permit the development of office uses or mixed office/traditional industrial uses within all categories permitting industrial development to accommodate projected increases in industrial, and service employment.

Applicant Response: The MU FLUC is the only land use category, outside of Industrial Light (“IL”) and Industrial Heavy (“IH”) that will allow the mixture of these land uses. This area is not well suited for traditional industrial but the expansion of the MU in this quadrant provides an opportunity for additional mixed office/industrial in conjunction with the needed residential development.

Policy 2.11.1.3. Provide for Industrial and Mixed Use designations in a variety of geographic locations, containing a range of raw land values, with a variety of road and rail access scenarios, and with a variety of property ownership scenarios to accommodate a broad range of end-user requirements with regard to per-unit costs, size of parcel, context of parcel (i.e., freestanding or within an improved industrial/office park setting), level of road or rail access, level of required visibility or image, and need for proximate support, or related, industries.

Applicant Response: The area presently mapped as MU, covering the northwest and the northeast quadrant of Interstate 75 and US 301, is dominated by regional commercial and highway oriented commercial development. The majority of the land in the northeast quadrant is developed with a regional commercial property under single ownership. Likewise, the recently adopted Ordinance 18-39 is a large parcel under single ownership and planned for a single land use. The expansion of the MU in the northwest quadrant, coupled with the text language limiting the geographic extent of its planned uses, will provide the County with additional opportunities for mixed use.

The application can be found consistent with the following goals of the Tampa Bay Regional Planning Council (“TBRPC”) Strategic Policy Plan.

Location

1.12: Site and design residential development in a way that: enhances and protects life and property from natural and man-made hazards; is compatible with the type and scale of surrounding land uses; fosters a pedestrian friendly environment; enhances connectivity with adjacent development; and protects existing residential areas from the encroachment of incompatible activities. Likewise, other land use areas should be protected from the encroachment of incompatible residential activities. The implementation or interpretation of these provisions, however, should not be seen as discouraging mixed-use development.

Sustainable Development

2.69: Recognize that sustainable development requires adherence to the following guiding principles:

- **Creating Livable Communities:** Building active, attractive communities with easy access to residential, commercial, and recreational areas;
- **Mixed-use Development:** Encouraging mixed-use development which includes a combination of compatible land uses having functional interrelationships and aesthetic features;
- **Pedestrian-friendly Communities:** Encouraging development which proceeds in a manner that encourages people to walk to obtain the things they need;

Goals:

Land Use/Transportation

5.14: Promote the implementation of programs which reduce the overall number of person and vehicle trips per mile and to promote internal capture within large developments and heavily-developed areas.

5.23: Facilitate the best use of residential, commercial, and/or industrial land uses and infrastructure systems and decrease urban sprawl by promoting infill redevelopment, rehabilitation, and/or adaptive reuse of existing areas and/or structures.

VII. Prior History

The property has not been the subject of any prior Comprehensive Plan amendment applications.