

Application No.
PA-15-10-13-LS
(Large Scale Plan Amendment)

Applicant
Board of County Commissioners /
Revisions to Comp Plan, Pt. II,
Service Area

Legislative

Countywide



MEMORANDUM

DATE: December 21, 2015

TO: Honorable Board of County Commissioners
Planning and Zoning Board

FROM: Claire Jubb
Community Development Department Director

RE: **A Large Scale Plan Amendment Petition Number PA-15-10-13-LS:
Revisions to Future Land Use (FLU) Policy 1.2.3 (The old number is FLU Policy
1.2.2): Service Area Delineation and FLU Policy 1.2.6 (The old number is FLU
Policy 1.2.5): Expansion of the Urban Service Area (Part II.1)**

Staff Recommendation

Approve transmittal of Petition No. PA-15-10-13-LS to the Department of Economic Opportunity (DEO) for review and comment, based on the findings and analysis in the Comprehensive Planning Division staff report dated December 21, 2015 and any evidence presented at the public hearing.

The Planning and Zoning Board Proposed Recommendation

Motion to forward application No. PA-15-10-13-LS to the Board of County Commissioners with a recommendation of Approval/Denial of transmittal of PA-15-10-13-LS to the Department of Economic Opportunity for review and comment, based on the findings and analysis in the Comprehensive Planning staff report dated December 21, 2015, and any evidence presented at the public hearing.

Data and Analysis

It is the Board of County Commissioners direction to revise the Comprehensive Plan to be consistent with the State requirements. Therefore, staff is proposing to revise two policies related to Urban Service Area to be consistent with the State requirements. The following is a list of the data which is used to support the proposed revisions (Part II.1):

- All data used to create the "Smart Charlotte 2050 Comprehensive Plan."

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- Charlotte County Growth Model Commercial and Industrial Lands Study, conducted by Renaissance Planning Group, dated July 2009. (Attachment 1)
- Charlotte County Board of County Commissioners Strategic Plan (2015/2016 and 2016/2017) (Attachment 2)

Major changes

- *Future Land Use (FLU) Policy 1.2.3 (The old number is FLU Policy 1.2.2): Service Area Delineation*

FLU Policy 1.2.23: Service Area Delineation

The County designates two distinct service areas, an Urban Service Area and a Rural Service Area (FLUM Series Map #3) that reinforce the preferred land use patterns of Charlotte County through policies that are designed to effectively discourage ~~the proliferation of urban sprawl~~ pursuant to Section 163.3177 F.S.(2015). Amendments to the Service Area Delineation map will be reviewed based upon the standards provided in FLU Policy 1.2.56.

Staff's Analysis:

The County is required by Florida Statutes (F.S), Section 163.3177 to discourage urban sprawl. To be consistent with Florida Statutes' requirements regarding discouraging Urban Sprawl, staff is proposing to revise this policy to incorporate Section 163.3177 F.S., which specifically addresses discouraging urban sprawl, into the Comprehensive Plan. The only change to this policy is citing the specific language located in the Florida Statutes and ensuring consistency with the terminology set forth in the Florida Statutes.

- *FLU Policy 1.2.34 (The old number is FLU Policy 1.2.3): Urban Service Area*

FLU Policy 1.2.34: Urban Service Area

For lands within the Urban Service Area, this Plan:

1. Promotes infill redevelopment and compact new development that will minimize the conversion of agricultural and rural lands for urban use.
2. Maximizes the efficient use of available urban infrastructure.
3. Establishes the priority locations for the extension of that infrastructure.
4. Prohibits the expansion of Urban Service Area land use designations, identified in FLU Table A-1 of FLU Appendix I, outside the Urban Service Area.
 - a. The County shall not allow any increases in density or intensity through rezonings or plan amendments within the Rural Service Area except through amendments to Rural Community Mixed Use or Mineral Resource Extraction FLUM categories and consistent Zoning designations.

Staff **does not** propose any revisions to this policy except that this policy number is changed from 1.2.3 to 1.2.4 because staff added new FLU Policy 1.2.2: Scriveners' Errors for FLUM Series Maps.

- *FLU Policy 1.2.5 (The old number is FLU Policy 1.2.4): Rural Service Area*

FLU Policy 1.2.45: Rural Service Area

For lands within the Rural Service Area, this Plan:

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1. Protects the existing rural character of the area and acknowledge that a certain portion of the County's population will desire to live in a rural setting.
2. Promotes lower densities in outlying rural areas which have infrastructure limitations.
3. Establishes a framework for future opportunities and development options, including standards that address the timing of future development.
4. Creates a focused strategy for the regulation of mining and resource extraction activity.

Staff **does not** propose any revisions to this policy except that this policy number is changed from 1.2.4 to 1.2.5 because staff added new FLU Policy 1.2.2: Scriveners' Errors for FLUM Series Maps.

- *FLU Policy 1.2.6 (The old number is FLU Policy 1.2.5): Expansion of the Urban Service Area*

FLU Policy 1.2.56: Expansion of the Urban Service Area

~~The County finds that the development rights assigned within this Plan and the development forms allowed by this Plan provide adequate development opportunities within and without the Urban Service Area; therefore, the County shall not expand the Urban Service Area nor accept requests to expand the Urban Service Area. Each Evaluation and Appraisal Report process shall include an assessment of the Service Area Boundary and the adequacy of the existing development rights and forms within the Urban Service Area as well as the assessment of appropriate locations of the existing development rights within the County. While the expansion of the Urban Service Area is generally discouraged, Should in the interim, should the County desire to expand the Urban Service Area during the EAR amendment stage or receives a private request to expand the Urban Service Area at the EAR amendment stage, the following standards in Section 163.3177 F.S. (6)(a)9. (2015) shall apply. must be affirmatively met:~~

- ~~1. Demonstration of Need: It must be demonstrated that additional lands or a change in development form are required to accommodate the population, housing or employment needs of the County projected over the planning horizon of this Plan.~~
 - ~~1. Contiguity to existing urban development patterns: It must be demonstrated that the expansion area is contiguous to existing urban patterns of development.~~
 - ~~2. Availability of Urban Infrastructure: A projection of requirements for public facilities and services must be completed and the ability to provide those facilities and services through private or public means shall be demonstrated.~~
 - ~~3. Compatibility: An evaluation of existing land uses and environmentally sensitive areas within the expansion area must be completed. Appropriate policies shall be written and adopted into this Plan to provide appropriate protections for the transition of land uses adjacent to rural development, to provide for non-interference with agricultural or conservation activities, and to provide for protection of environmentally sensitive lands.~~
 - ~~4. Urban Sprawl: It must be demonstrated that the expansion area and development within it will discourage urban sprawl.~~
- ~~Although the proposed revisions will allow for legally required due process to be exercised, but that the proposed revisions to this policy do not expand the urban service area.~~

Staff's Analysis:

During the rewrite of the County's Comprehensive Plan in 2009 and 2010, the Urban Service Area (USA) boundary was revised from that depicted in the 1997-2010 Comprehensive Plan to clearly distinguish urban from rural places, based upon the planned future land uses for the area and

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development limitations such as environmentally sensitive habitat. Some analysis of commercial and industrial lands was completed through the Charlotte County Growth Model Commercial and Industrial Lands Study, conducted by Renaissance Planning Group, dated July 2009(see Attachment 1: Charlotte County Growth Model Commercial and Industrial Lands Study), but no analysis was done for the residential lands.

In addition, Charlotte County Board of County Commissioners Strategic Plan (2015/2016 and 2016/2017) (See Attachment 2: Charlotte County Board of County Commissioners Strategic Plan) sets forth the County's focus areas. These areas specifically include the following:

- Quality of Life
- Infrastructure
- Economic Development
- Water Resources
- Growth Management
- Public Safety
- Human Services
- Efficient & Effective Government
- Fiscal / Financial Planning

Four priority outcomes were selected to guide the implementation of the strategic focus areas. These were:

- Identity
- Infrastructure
- Diversification
- Attractiveness.

It is the purpose of the Comprehensive Plan to work collaboratively with the goals and outcomes described in the strategic plan. The Comprehensive Plan should complement those focus areas. Having an absolute prohibition preventing the County from accepting applications to extend the Urban Service Area is in conflict with the County's strategic plan because it may be a hindrance as described and analyzed below:

Economic Development & Growth management - The Charlotte County Growth Model Commercial and Industrial Lands Study was commissioned to analyze the pattern and type of commercial and industrial development rights within Charlotte County. The study identifies that there is adequate industrial and commercial development rights within the County, but acknowledges that these development rights may not be in the most appropriate location or of the optimal size or type. The Study also shows that the County contains enough lands designated for commercial and industrial uses for the build-out at the planning horizon; however, these parcels are not always located in an ideal location for these types of development. Specifically, the report states as follows:

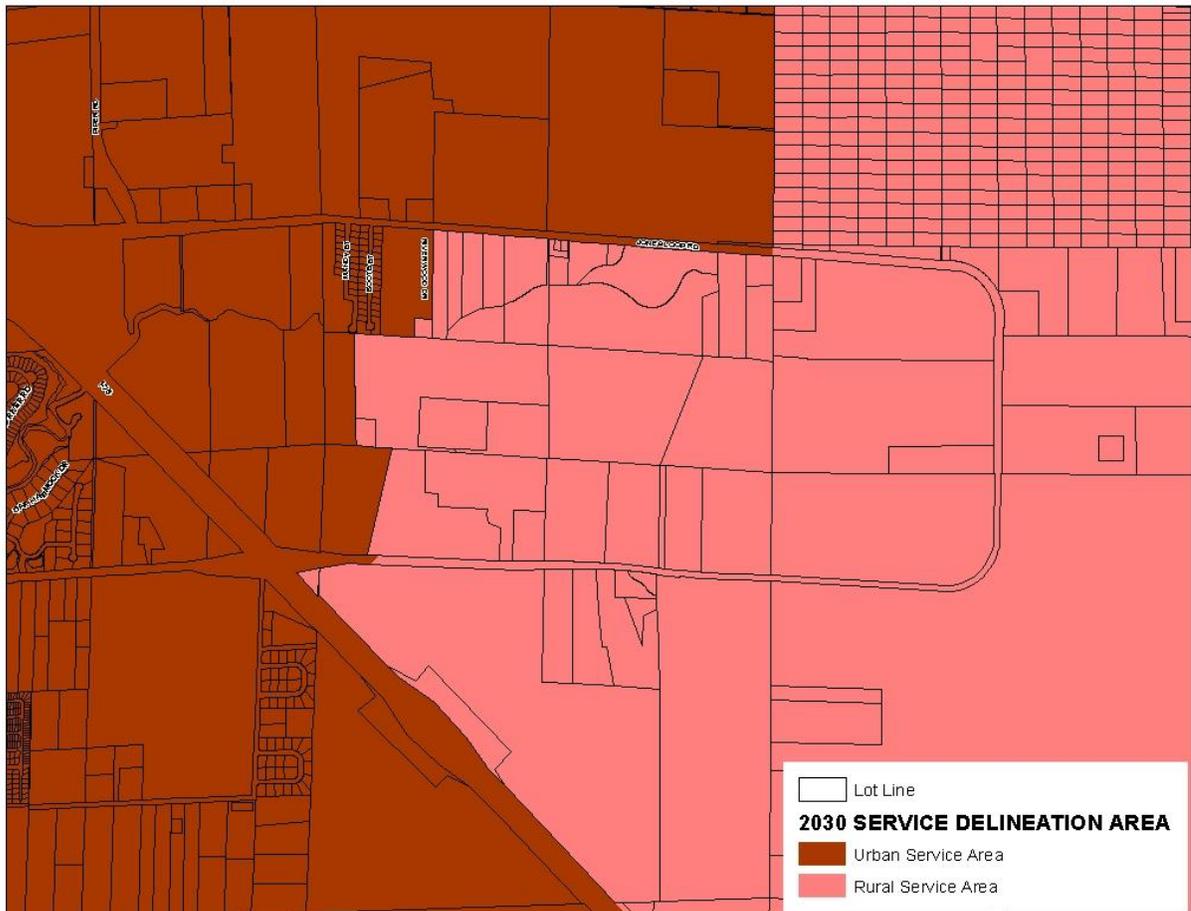
“Although there is apparently no need to look outside the existing Urban Service Area (USA), the evaluation included adjacent lands for industrial potential because, over time, some of this land could be added. Land outside the existing urban service boundary is often in larger parcels, which are better suited to the needs of some industrial uses.”

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Furthermore, in general, the USA boundary follows the existing parcel lines. In some residential areas, the USA boundary divides blocks. This is illustrated on the following map. Therefore, it is the staff's professional opinion that the first sentence in this policy, which states that "the County finds that the development rights assigned within this Plan and the development forms allowed by this Plan provide adequate development opportunities within and without the Urban Service Area," is not completely accurate. As previously mentioned, these parcels may not always be located in an ideal location for residential, commercial or industrial development.

Therefore, it is also the staff's professional opinion that it would be appropriate to provide this planning tool to the County and property owners to request to amend the urban service area outside the seven year EAR-based amendment time period.



Moreover, any request for adjustment of the USA boundary must be evaluated based on the requirements set forth in Florida Statutes, Section 163.3177 (9) (a) and (b) and also must be consistent with the intent and overall vision set forth in the County's Comprehensive Plan

Section 163.3177 F.S. contains 13 primary indicators of urban sprawl as follows:

9a. The primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The evaluation of the presence of these indicators shall consist of an

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analysis of the plan or plan amendment within the context of features and characteristics unique to each locality in order to determine whether the plan or plan amendment:

- (I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.
- (II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.
- (III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.
- (IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.
- (V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.
- (VI) Fails to maximize use of existing public facilities and services.
- (VII) Fails to maximize use of future public facilities and services.
- (VIII) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.
- (IX) Fails to provide a clear separation between rural and urban uses.
- (X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.
- (XI) Fails to encourage a functional mix of uses.
- (XII) Results in poor accessibility among linked or related land uses.
- (XIII) Results in the loss of significant amounts of functional open space.

9b. It is also required that in order to determine that a plan amendment does not constitute urban sprawl, the amendment must be analyzed as to whether it incorporates a development pattern or urban form that achieves four or more of the following eight criteria:

- (i) Directs growth and development to areas of the community in a manner that does not adversely impact natural resources;
- (ii) Promotes the efficient and cost effective provision or extension of public infrastructure and services;
- (iii) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that support a range of housing choices and a multimodal transportation system;
- (iv) Promotes conservation of water and energy;
- (v) Preserves agricultural areas and activities;
- (vi) Preserves open space and natural lands and provides for public open space and recreation needs;
- (vii) Creates a balance of land uses based on demands of residential population for the nonresidential needs of an area; and,

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- (viii) Provides uses, densities and intensities of use and urban form that would remediate an existing or planned sprawl development pattern or provides for an innovative development pattern such as transit oriented development or new towns.

The proposed revisions to this policy provides meaningful and predictable guidelines regarding the “expansion of Urban Service Area and discouraging Urban Sprawl.” Additionally, the existing review standard 1, “Demonstration of Need” is covered by Section 163.3177 (6)(a)9a(I), F.S.; review standard 2, “Contiguity to existing urban development patterns” is covered by Section 163.3177 (6)(a)9a(IV), F.S.; review standard 3, “Availability of Urban Infrastructure” is covered by Section 163.3177 (6)(a)9a(III), (VI) & (VII) F.S.; and review standard 4, “Compatibility” is covered by Section 163.3177 (6)(a)9a & b, F.S.. Therefore, staff is proposing to remove review standards and refer to standards set forth in Section 163.3177 F.S. (2015). This policy is revised to give the County and the property owners a right to apply at any time for an adjustment of the Urban Service Area (USA) boundary if there is a potential need for these types of development. The proposed change does not automatically grant any expansion of the USA.

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Attachment 1: Charlotte County Growth Model Commercial and Industrial Lands Study

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**CHARLOTTE COUNTY GROWTH MODEL
COMMERCIAL AND INDUSTRIAL LANDS STUDY
TECHNICAL MEMORANDUM 3
FINAL**

Submitted by:



RENAISSANCE PLANNING GROUP

July 2009



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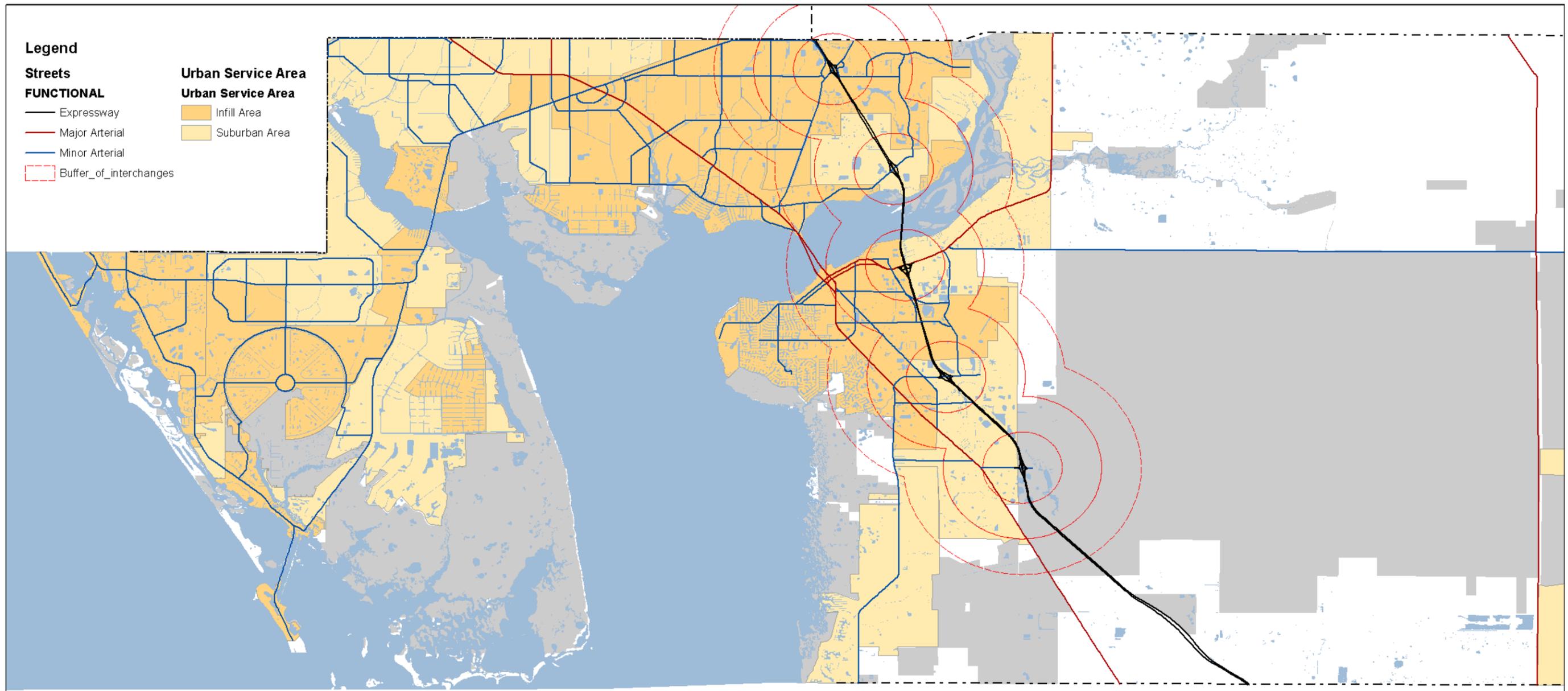
I. INTRODUCTION

Charlotte County is in the process of updating its comprehensive plan to guide implementation of a long range vision for the community, and respond to the build-out analysis developed in 2008. The new comprehensive plan will address a planning horizon of 2050. In this context, the comprehensive plan will need to identify employment land uses to support future population growth in Charlotte County.

II. INDUSTRIAL AND COMMERCIAL LANDS ANALYSIS METHODOLOGY

Existing vacant lands were intersected with Future Land Use to determine the anticipated uses at build-out. All land uses were maintained for subsequent analyses in order to allow some changes in policy to accommodate projected growth. The analysis uses the 82.5' grid cells (1/64th mile or .15625 acres) to eliminate wetlands and other restrictions on land development.

Figure 1 – Freeway Interchanges and Proximity Criteria



III. ACCESS TO TRANSPORTATION FACILITIES

I. FREEWAYS

This analysis involved creating a point file of freeway interchanges because these are the only access points to interstate highways. Most of the interchanges in Charlotte County are spaced at three mile intervals to meet federal standards. This spacing limits potential for additional access points within the existing urban area since because current standards recommend a minimum of 2 miles between interchanges. The criteria employed for freeway access identified parcels within 1 mile, 2 mile and 3 mile distances. These interchanges and distances are shown in Figure 1.

II. MAJOR ARTERIALS

These are large, high capacity facilities that carry extra weighting in this analysis. These are roads with intersections that will accommodate truck movements and whose land uses are not incompatible with freight movement. Selection criteria included parcels within 1 mile of major arterials.

III. MINOR ARTERIALS

Lands nearby other arterials have also been identified as potential candidates for new or expanded industrial facilities. These have the lowest weighting because larger trucks could be incompatible with the predominant surrounding land uses. Selection criteria included lands within ½ mile of arterials.

IV. URBAN SERVICE AREA

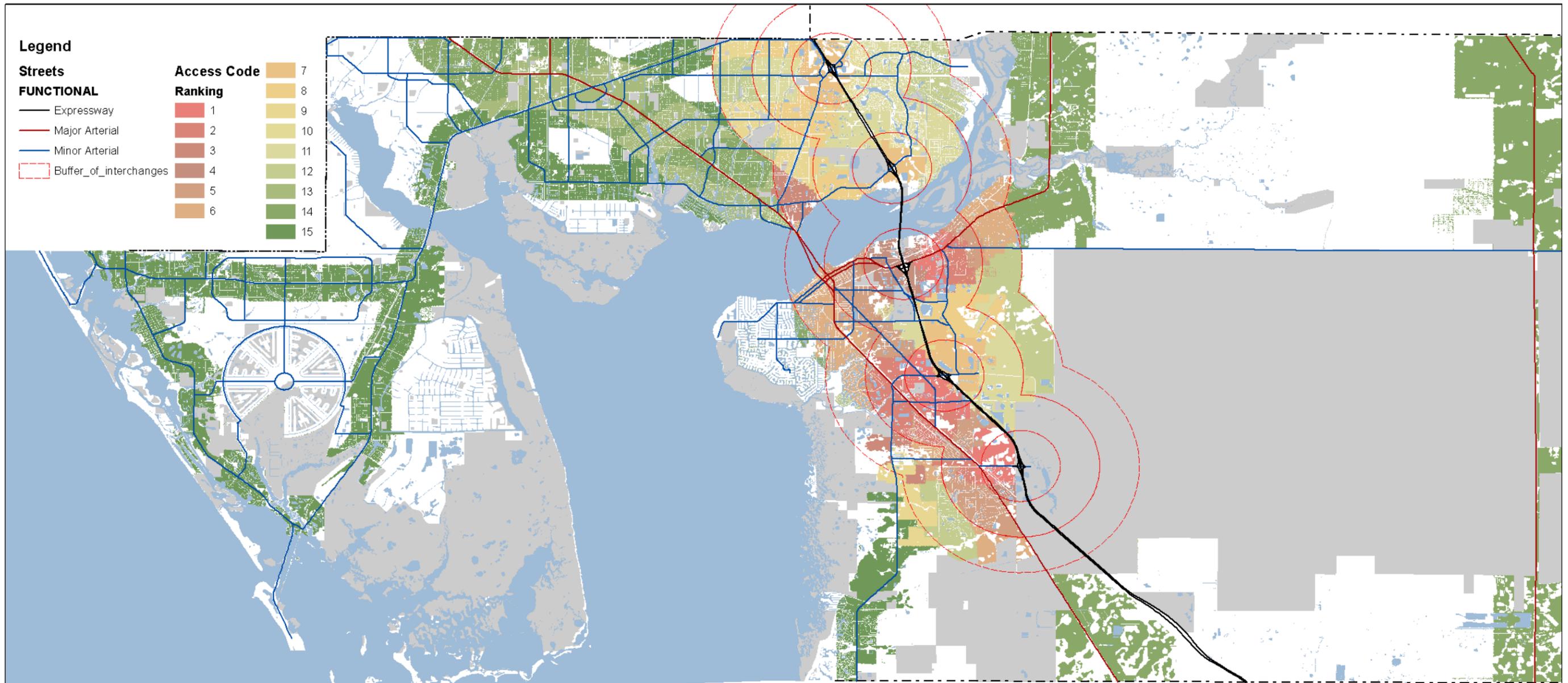
Although there is apparently no need to look outside the existing Urban Service Area USA, the evaluation included adjacent lands for industrial potential because, over time, some of this land could be added. Land outside the existing urban service boundary is often in larger parcels, which are better suited to the needs of some industrial uses. The analysis also included publicly owned land that might meet the criteria, because it is conceivable that land trades could make some of these lands available for alternative uses over time. This approach specifically excluded land designated for preservation or future parks.

V. ANALYSIS

These criteria were compiled systematically to identify lands with the greatest accessibility, and were organized into 15 categories of unique values. The approach started with lands within 1 mile of an expressway exit, within 1 mile of a major arterial and within ½ mile of a minor arterial. These lands were deemed to have the greatest access to regional transportation facilities. At the other end of the spectrum are lands within ½ mile of an arterial and meeting none of the other criteria. These were deemed to have the least access to transportation facilities. While the application of these criteria may not result in a pure hierarchical ranking they provide unique values to parcels meeting specific criteria identified above. Neighborhood commercial, for instance, would be an inappropriate use on a major highway or interchange. The assigned criteria could help identify land with the appropriate level of accessibility for a given land use and help evaluate available land for each type of commercial and industrial use. The full assignment of values is listed below:

1. Within 1 mile of a freeway exit, within 1 mile of a major arterial and within ½ mile of a minor arterial
2. within 2 miles of a freeway exit, within 1 mile of a major arterial and within ½ mile of a minor arterial
3. Within 3 miles of a freeway exit, within 1 mile of a major arterial and within ½ mile of a minor arterial
4. Within 1 mile of a freeway exit and within 1 mile of a major arterial
5. Within 2 miles of a freeway exit and within 1 mile of a major arterial
6. Within 3 miles of a freeway exit and within 1 mile of a major arterial
7. Within 1 mile of a freeway exit and within ½ mile of a minor arterial
8. Within 2 miles of a freeway exit and within ½ mile of a minor arterial
9. Within 3 miles of a freeway exit and within ½ mile of a minor arterial
10. Within 1 mile of a freeway exit
11. Within 2 miles of a freeway exit
12. Within 3 miles of a freeway exit
13. Within 1 mile of a major arterial and within ½ mile of a minor arterial
14. Within 1 mile of a major arterial
15. Within ½ mile of a minor arterial

Figure 2 – Accessible Land in Charlotte County – Highest Red - Lowest Green



As shown in Figure 2, this methodology clearly weights freeway access as the most important if it is used as a ranking tool. But it can also be seen merely as an identification of the selected criteria used in this analysis and could be used in many different ways to evaluate land in different parts of the county. Land with access to a minor arterial, possibly suitable for neighborhood commercial, can be located using access codes 15 and 13. The numeric code in this instance actually locates properties for less intensive commercial use but perhaps more appropriate for local retail. At the other end of the spectrum the coding system can help locate high intensity retail or industrial uses that require ready access to an interchange and high capacity roads by searching for lands coded 1 or 4.

Additional refinements to accessibility queries can be used to identify lands within or adjacent to the USA or lands other than those currently designated for future industrial or commercial uses. These items in the database structure have been identified in the users guide delivered with the database.

I. CONTEXT – EXISTING EMPLOYMENT AND THE EMPLOYMENT FORECAST

Improved industrial lands in Charlotte County extend to 1,228 acres. Based on this the current density of industrial employment is approximately five employees per acre on existing improved industrial land. However, if the types of land use are more carefully examined it should be noted that over half of the land (716 acres) identified as ‘Improved Industrial’ is related to mining and processing and 80 percent of this is outside the current USA. If this component is removed from the land supply, the remaining 512 developed acres accommodate the 6,136 employees at a density of 12 employees per acre, which is more consistent with national averages.

Existing commercial land in Charlotte County extends to approximately 1,550 acres and accommodates nearly 19,500 employees. This equates to an average of 12.5 employees per acre which is typical of the mix of big box retail and small shops found in the county.

Figure 3 – Existing Occupied Industrial and Commercial Land within the USA

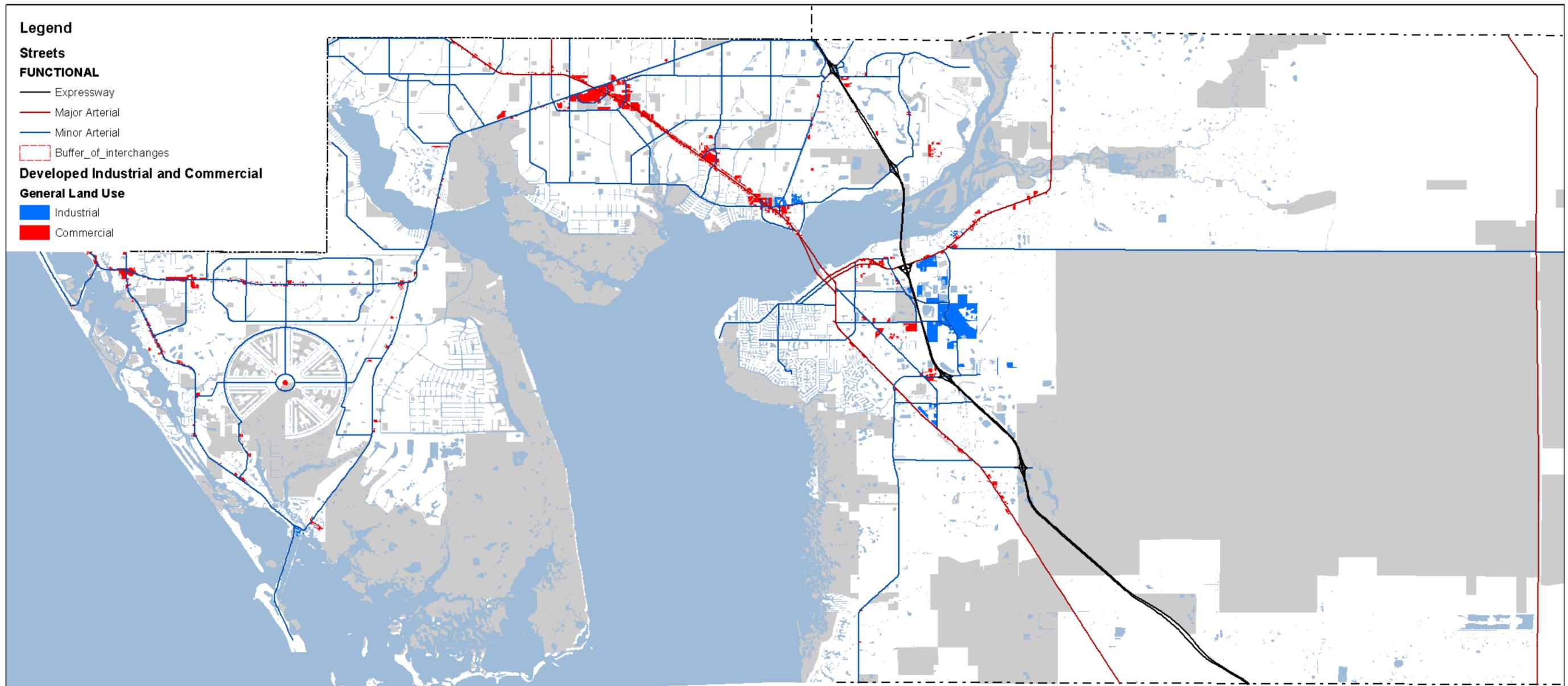
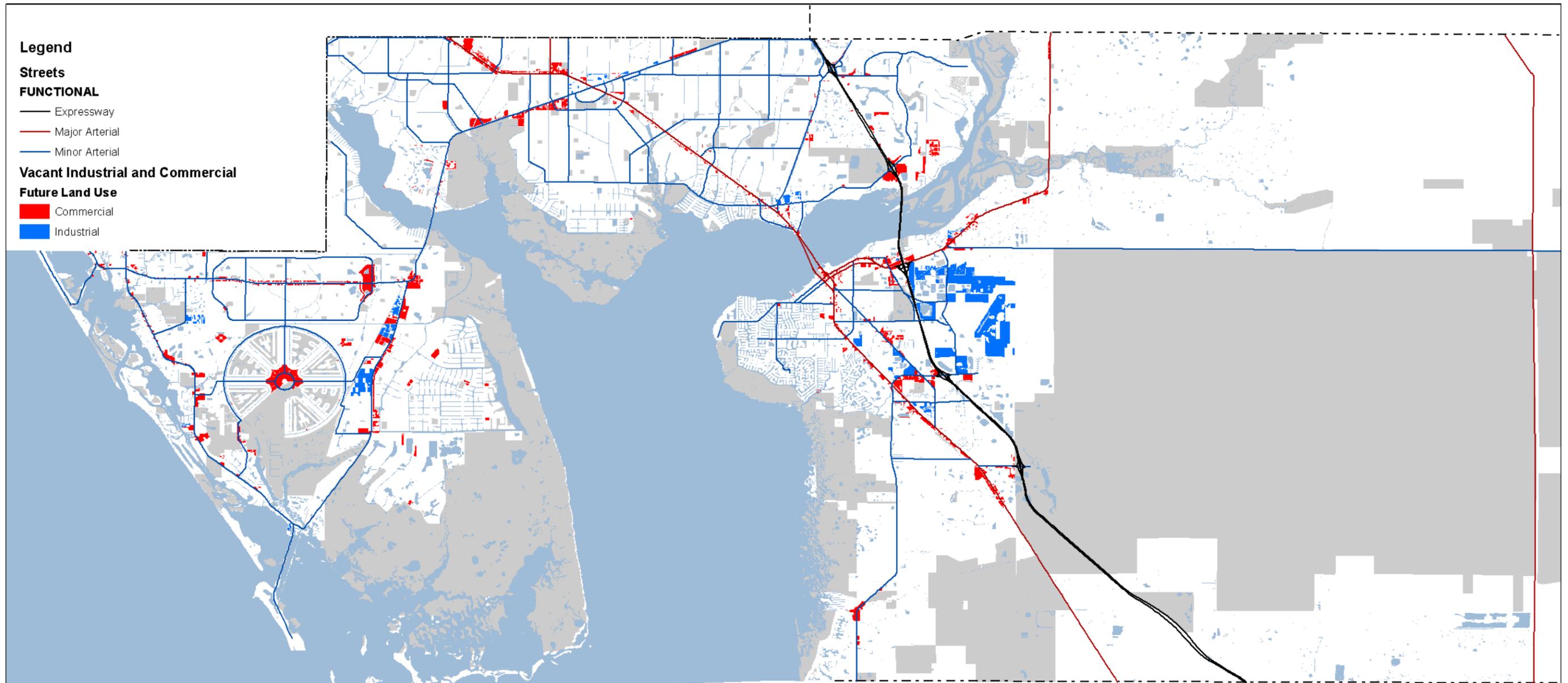


Figure 4 – Vacant Accessible Industrial and Commercial Land



II. INDUSTRIAL LAND NEED

Based upon population and employment projections prepared for Charlotte County, industrial employment in Charlotte County is projected to nearly triple by 2050 from 6,136 to 17,444 employees. Figure 4 shows the remaining vacant commercial and industrial land in Charlotte County within the existing USA. In this context Charlotte County appears to have an adequate supply of vacant industrial land to accommodate anticipated growth within the planning horizon. However, many of the remaining parcels are small and, therefore, limit the types of operations that could be accommodated. The distribution of vacant industrial parcels is as follows:

Size	# Parcels	% Total	Total Acreage	% Total Acres
< 1 Acre	893	74%	249	8%
1-5 Acres	210	17%	542	17%
5-10 Acres	55	5%	377	12%
10-20 Acres	22	2%	267	9%
20-50 Acres	10	1%	310	10%
50+	10	1%	1362	44%
Total	1200	100%	3107	100%

Source Charlotte County GIS – Existing Land Use

Nearly three quarters of the remaining parcels are less than one acre and more than 90 percent are less than five acres. While the number of parcels is high, this accounts for only 25 percent of the total acreage. Parcels larger than five acres account for 75 percent of the County's industrial land supply. More than half of vacant industrial land is on parcels larger than 20 acres, which will accommodate the vast majority of industrial operations. The largest parcels are associated with the airport, and have some access limitations without additional infrastructure to serve industrial needs. Additional acreage in this vicinity currently zoned for agriculture could be consistent with adding to the base of industrial lands. These lands are proximate to freeway access and provide good buffers from existing and proposed residential uses. Some parcels in this vicinity also have access to the CSX railroad and should be carefully considered for future industrial reserves.

If planning policies result in an increase in density for incremental industrial growth to the projected 20 employees per acre, calculated from the Capacity Analysis and based on the remaining Industrial Zoned Parcels, only 565 acres of additional land will be required. However, from experience, few places outside of Chicago and parts of Los Angeles have attained these employment densities, primarily due to competition for key sites and the limitations and cost of land. More typical industrial densities in the country are between six and 12 employees per acre. Assuming a density of, say, 10 employees per acre, an additional 1200 acres will be required to accommodate the incremental growth of 11,208 industrial employees

III. COMMERCIAL LAND NEED

This density was used to calculate land needed for the projected 12,000 new retail employees between 2007 and 2050. Based on these employment densities an additional 943 acres needed to accommodate the incremental forecast. The existing supply of vacant, commercially zoned lands is sufficient to accommodate the 2050 forecast with a 1,600-acre (120%) surplus. They are distributed throughout the urbanized area and offer a range of opportunities for access to high capacity transportation facilities and areas of greater population. In light of this, there appears to be no immediate need to enhance the land supply for this sector.

Generally commercial and office uses average 24-36 employees per acre, which allows for some infill of existing low floor area ratio (FAR) developments. And there is also greater propensity for redevelopment on commercial land, which will often accommodate 12 percent or more of projected growth.

IV. SUMMARY OF EMPLOYMENT AND LAND NEEDS

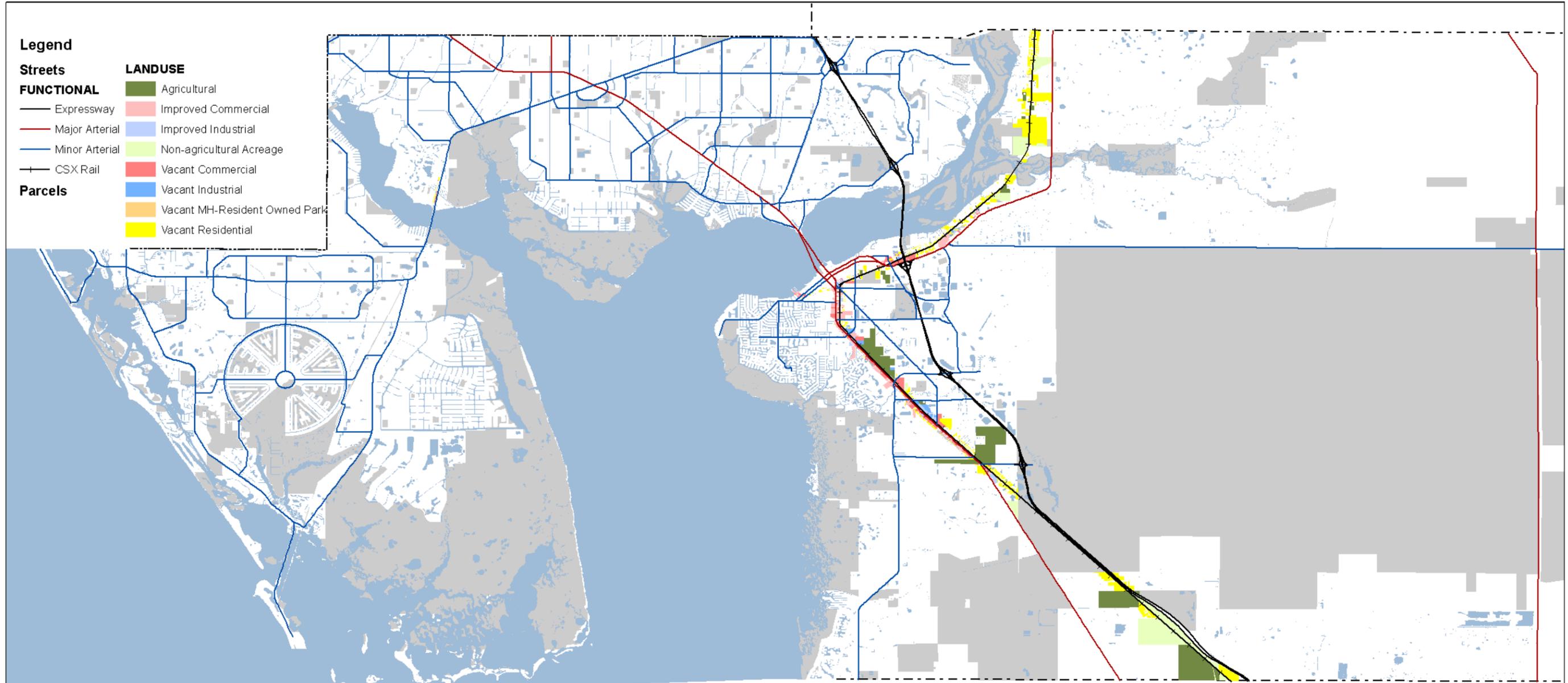
The following chart summarizes existing and future employment and acreage as well as existing and anticipated employment densities.

	Commercial	Industrial
Current Employees	19,223	6,136
Developed Acres	1,490	512
Existing Employment Density	12.5	11.98
Projected Employment	31,771	17,444
Incremental Employment	12,548	11,308
Vacant Acres	2,756	3,107
Assumed Employment Density	12.9	10
Required Acres	973	1,131
Remaining Acres	1,783	1,976

V. RAIL

Figure 5 shows parcels greater than five acres that are adjacent to active rail in Charlotte County. In the context of unstable fuel costs, rail should be given additional weight in the analysis, as this is an increasingly competitive mode for transporting goods. Obviously the proximity to major roadway facilities is significant because local distribution of goods will be completed by trucks. This analysis carries out the first analysis of parcels adjacent to rail with ready access to major roads and freeway interchanges.

Figure 5 – Rail-Served Vacant Land



VI. LAND REQUIREMENTS

Intermodal facilities have special requirements for accessibility and land area. The standard in Chicago for a prime intermodal site requires one mile of rail frontage, 500 acres of vacant land and close proximity to an interstate highway. Those criteria are for a major train yard in the rail capital of North America. However, coordination with CSX might result in somewhat lesser standards for a regional distribution facility. While there are distribution facilities for WalMart and Home Depot in DeSoto County, neither of these have access to rail. Given the likelihood that railroads will continue to increase their market share of freight movement, these sites should be protected to ensure potential future facilities within or near the urban area. Access to rail could provide a competitive advantage to facilities developed in Charlotte County.

VI. SUMMARY AND CONCLUSIONS

Based on the above analysis there does not appear to be a need to add land for future industrial needs. However, it is recommended that the County reserve as much land as possible adjacent to CSX rail for industrial uses. Access to both rail and the existing interstate highway will retain a competitive edge for industrial growth in Charlotte County.

Industrial uses tend to cluster together to take advantage of access to transportation facilities and inherent relationships to each other. Some residential parcels have been noted in industrial areas that could cause conflicts and limit the effectiveness of the County's land use designations. The County should identify these parcels and take steps to rectify these inconsistencies. Potential options could include a land swap, transfer of development rights, or outright purchase of these parcels.

In addition, some of the smaller vacant industrial sites are intermingled with existing commercial uses and have more limited utility for viable industrial uses. Some of these could be converted to commercial uses while focusing industrial development on larger, more flexible sites. In addition, redevelopment of some industrial parcels in commercial zones could be encouraged to generate more compatible uses in central areas of the county.

Vacant commercial land is distributed throughout the County and, in combination with potential redevelopment, should suffice for the forecast horizon.

VII. APPENDIX – ACCESSIBILITY DATABASE

One of the task work products is a coded database shapefile (Access_Subareas.shp) that includes existing land use, future land use and accessibility codes. This will allow staff to identify land to be considered for future commercial or industrial uses. The data is stored in 82.5 foot square grids (1/64th mile) which includes an item to link back to the parcel file provided by Charlotte County. The database will include instructions for queries and sources of data used to construct the file.

Subarea File

The accessibility was determined using the subareas file created for the Charlotte County capacity determination and forecast distribution. It coded to reflect the following:

Res_Nores

- 1 Residential
 - 2 Non-Residential
 - 3 Vacant
 - 5 Agricultural
 - 6 Non-Residential, non-'vacant"
-

NEWLU

Each record is also coded with the future land use for additional detail. Thus a vacant parcel with a certain accessibility code can be evaluated regardless of its proposed land use. In some cases changes may be appropriate in the context of surrounding land uses.

USB

This is coded 1 if inside the Urban Service Boundary.



A-code2

- 1 X1majmin 1 mile from exit, 1 mile from major arterial and ½ mile of minor arterial
- 2 X2majmin 2 miles from exit, 1 mile from major arterial and ½ mile of minor arterial
- 3 X3majmin 3 miles from exit, 1 mile from major arterial and ½ mile of minor arterial

- 4 X1maj 1 mile from exit, 1 mile from major arterial and ½ mile of minor arterial
- 5 X2maj 2 miles from exit, 1 mile from major arterial and ½ mile of minor arterial
- 6 X3maj 3 miles from exit, 1 mile from major arterial and ½ mile of minor arterial

- 7 X1min 1 mile from exit and 1 mile from major arterial
- 8 X2min 2 mile from exit and 1 mile from major arterial
- 9 X3min 3 mile from exit and 1 mile from major arterial

- 10 X1 1 mile from exit
- 11 X2 2 mile from exit
- 12 X3 3 mile from exit

- 13 MajMin 1 mile from major arterial and ½ mile from minor arterial
- 14 MajMin 1 mile from major arterial
- 15 Min ½ mile from minor arterial

RPGARC_ID links each cell back to the parcel from which it was derived. This allows searches to be carried out using the Subareas file and then joined back to parcels for more detailed analysis.

Punta Gorda

- PG = 1 Within Punta Gorda
- PG = 0 Outside Punta Gorda

Queries can be created using the items in the database to find specific combinations of conditions. Thus, agricultural land that meets certain accessibility criteria can be identified and mapped back, quantified and viewed in context with surrounding land uses to determine compatibility.

Example query:

USB = 1 AND A-Code2 > 0 AND A-Code2 is < 7 AND Res_Nores > 2

This identifies parcels inside the Urban Service Area that are vacant, are within 3 miles of a freeway exit and have access to a major or minor arterial. It will return all future land use designations. Acreage can be summarized by FLUM.

Rail Adjacent

The following can be added to queries to determine whether parcels, regardless of future land use, are adjacent to the active CSX rail line.

Rail_Adj = 1	Adjacent to Rail
Rail_Adj = 0	Not Adjacent to Rail

Attachment 2: Charlotte County Board of County Commissioners Strategic Plan

COMMUNITY DEVELOPMENT DEPARTMENT

18500 Murdock Circle

Port Charlotte, FL 33948

Phone: 941.764.4909 | Fax: 941.764-4108



Charlotte Board of County Commissioners

Strategic Plan

2015/16 – 2016/17 Budget Process

Introduction

Charlotte County has a two-year budget and planning cycle. Every two years that process begins with the Charlotte Board of County Commissioners (BCC) updating their strategic focus areas and developing their strategic plan for the next two to five years. In January and February of 2015, the BCC met to discuss and establish long-range outcomes as well as specific initiatives for the next two to five years. In setting this direction the Board considered several sets of input.

Citizen input: During November and December a citizen survey was conducted by ICMA and the National Research Center. The National Citizen Survey is a standardized survey that makes use of statistically valid methodology, questions and sample sizes. This survey is similar to ones done in 2007, 2010 and 2012 giving the county the ability to compare not only with those results but also with 500+ governments across the nation.

Employee input: In October of 2014 we asked our employees to evaluate the organization through an on-line survey. This survey provided us with an assessment of our strengths and weaknesses as well as a comparison our results from 2010 and 2012.

Internal expertise: To take advantage of the wide range of knowledge and expertise within the organization we brought together subject matter experts from across County departments to conduct an analysis of our Strengths, Weaknesses, Opportunities and Threats (SWOT) by BCC Focus Area. In addition we asked them to forecast what they saw as the key issues for the next 2, 5 and 10 years. This year we expanded the participation in the SWOT analysis to include other agencies to provide a broader perspective.

Charlotte Assembly: In the summer of 2013, 125 community residents spent two days in facilitated conversations to provide input on a variety of county-wide issues. The end result was a policy statement that included specific projects and issues.

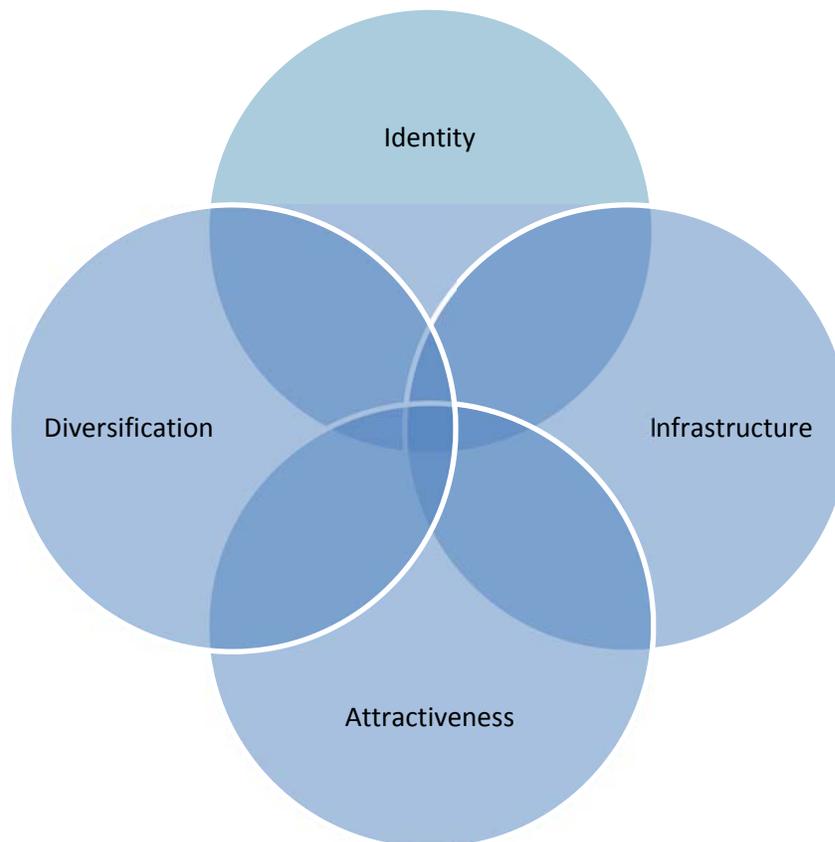
With this information in mind, the Board then went through four distinct steps.

1. Review and amend their **Strategic Focus Areas**. This year the Board added Infrastructure as a distinct focus area. The county has a vast and complex network of roads, bridges, canals, pipes and facilities, and as conversations progressed it became evident that to ensure the proper attention was afforded this network, it merited its own focus area. The revised strategic focus areas are:
 - Quality of Life
 - Infrastructure
 - Economic Development
 - Water Resources
 - Growth Management
 - Public Safety
 - Human Services
 - Efficient & Effective Government
 - Fiscal / Financial Planning

2. The Board then articulated desired **Long-range Outcomes** for each of the Strategic Focus Areas. This was a new step this year. In the past the Board developed a list of specific initiatives for the next few years but what was missing were longer range outcomes that would provide continuity to the organization.
3. At a facilitated workshop the Board prioritized which outcomes were most critical in moving Charlotte County forward. The chart below illustrates the four **Priority Outcomes** which then served as filters for selecting specific initiatives for the near term.
4. For each focus area the Board then selected specific **Initiatives** to provide direction to the organization for the next two to five years. These initiatives will be incorporated into the 2015/16 & 2016/17 Budget Process to develop action steps and resource allocation.

Priority Outcomes from 1/26/15 Workshop

Economic and Demographic Diversification
Consensus on Community Identity
Improved Community Attractiveness
Competitive Infrastructure



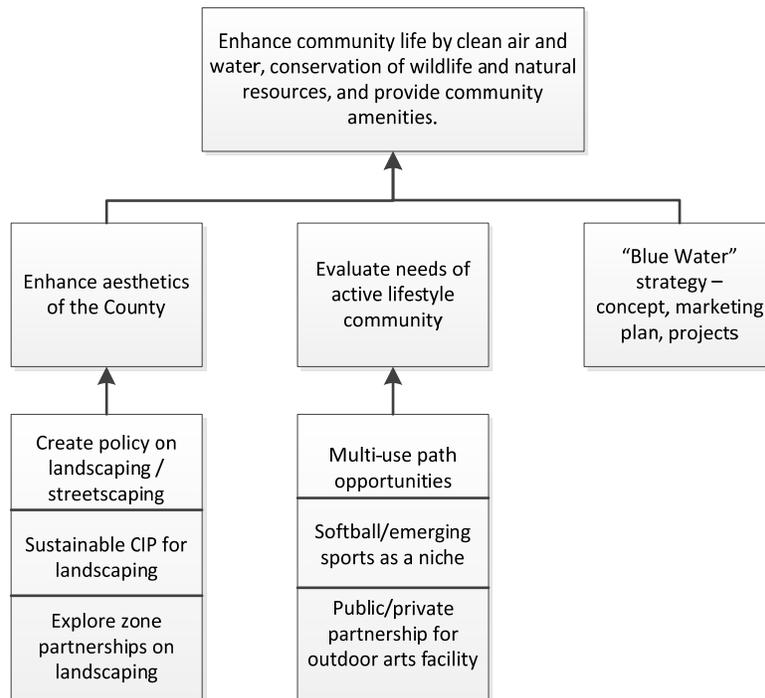
Quality of Life: Enhance community life by clean air and water, conservation of wildlife and natural resources, and provide community amenities.

Long-range Outcomes:

- Increase access to and awareness of local natural resources
- Develop a community brand or brands
- Delineate the core community identity and implement strategies to foster it.
- Improve the appearance of the community
- Support efforts to improve education
- Prioritize “blue water”

2015/16 & 2016/17 Initiatives

- Develop “Blue Water” strategy - concept, marketing plan, projects
- Enhance aesthetics of the County (gateways, US 41, SR 776)
 - Create policy on landscaping / streetscaping
 - Sustainable CIP for landscaping
 - Explore zone partnerships on landscaping
- Evaluate needs of active lifestyle community
 - Multi-use path opportunities
 - Softball/emerging sports as a niche for active life style
 - Explore outdoor arts facility through a public/private partnership



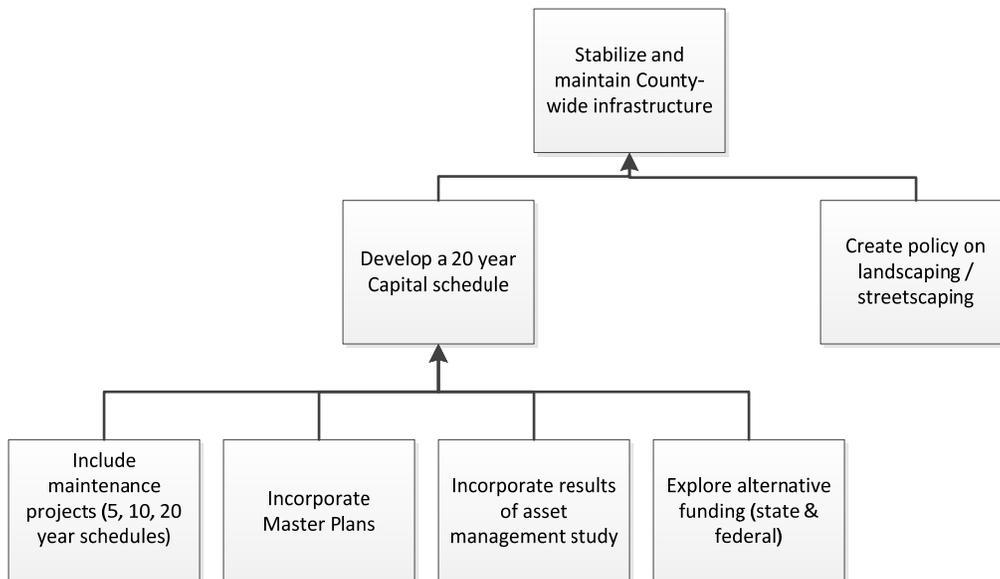
Infrastructure: Stabilize and maintain County-wide infrastructure

Long-range Outcomes:

- Implement current projects
- Maintain maintenance programs & delineate costs
- Plan for Unfunded projects – Justice Center, roads
 - Analyze value of various funding mechanisms– Impact Fees; MSBUs
 - Determine the amount of infrastructure needed vs. funding sources (vacant land)
 - Compare the costs of replacing old infrastructure vs. infrastructure needed for growth

2015/16 & 2016/17 Initiatives

- Develop a 20 year Capital schedule and identify funding
 - Expand to include maintenance projects (5, 10, 20 year schedules)
 - Incorporate results of asset management study and master plans (parks, library, facilities, Sheriff)
 - Seek all means of alternative funding (including state and federal)
- Create policy on landscaping / streetscaping



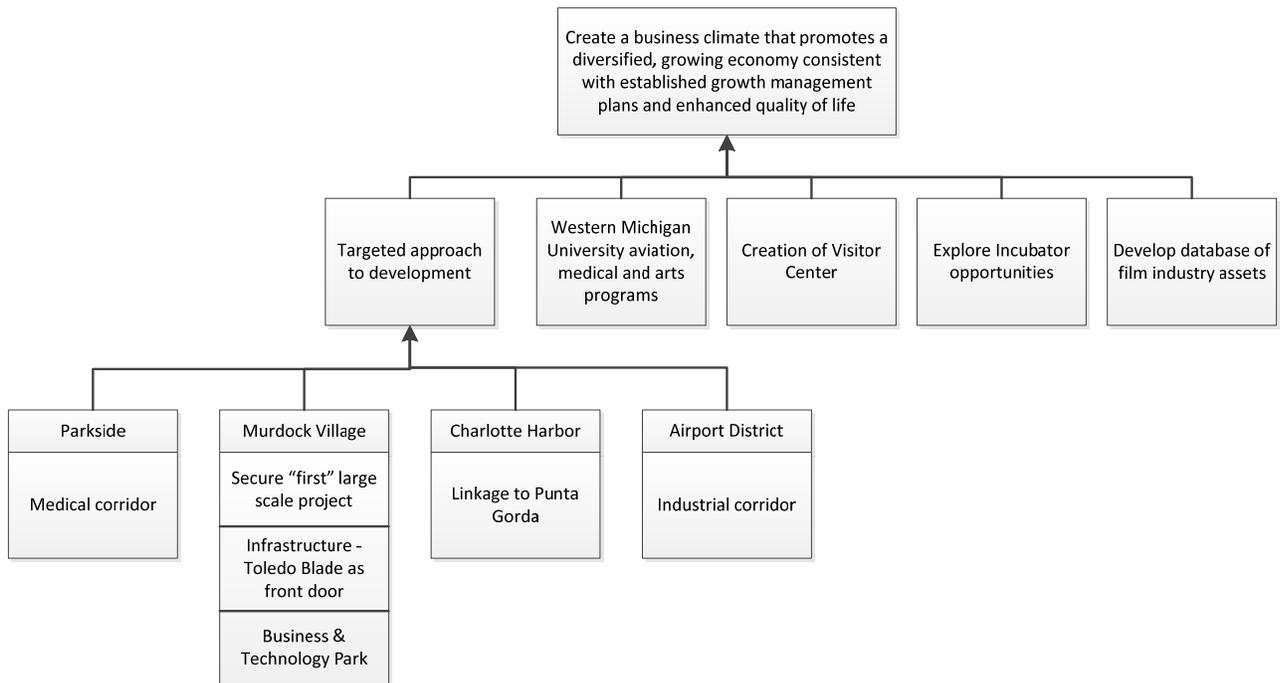
Economic Development: Create a business climate that promotes a diversified, growing economy consistent with established growth management plans and enhanced quality of life.

Long-range Outcomes:

- Articulate community identity from an economic strategy perspective
- Strengthen education options for a skilled workforce needed for that identity
- Create infrastructure needed to foster development of that identity
- Improve data and analytic capacity
- Improve position in film industry

2015/16 & 2016/17 Initiatives

- Targeted approach to CRAs
 - Murdock Village
 - Secure “first” large scale project and develop alternative configurations
 - Infrastructure - Toledo Blade as front door
 - Business & Technology Park
 - Parkside – medical corridor
 - Charlotte Harbor – linkage to Punta Gorda
- Airport District as industrial corridor
- Western Michigan University aviation, medical and arts programs
- Creation of Visitor Center
- Explore Incubator opportunities
- Develop database of film industry assets



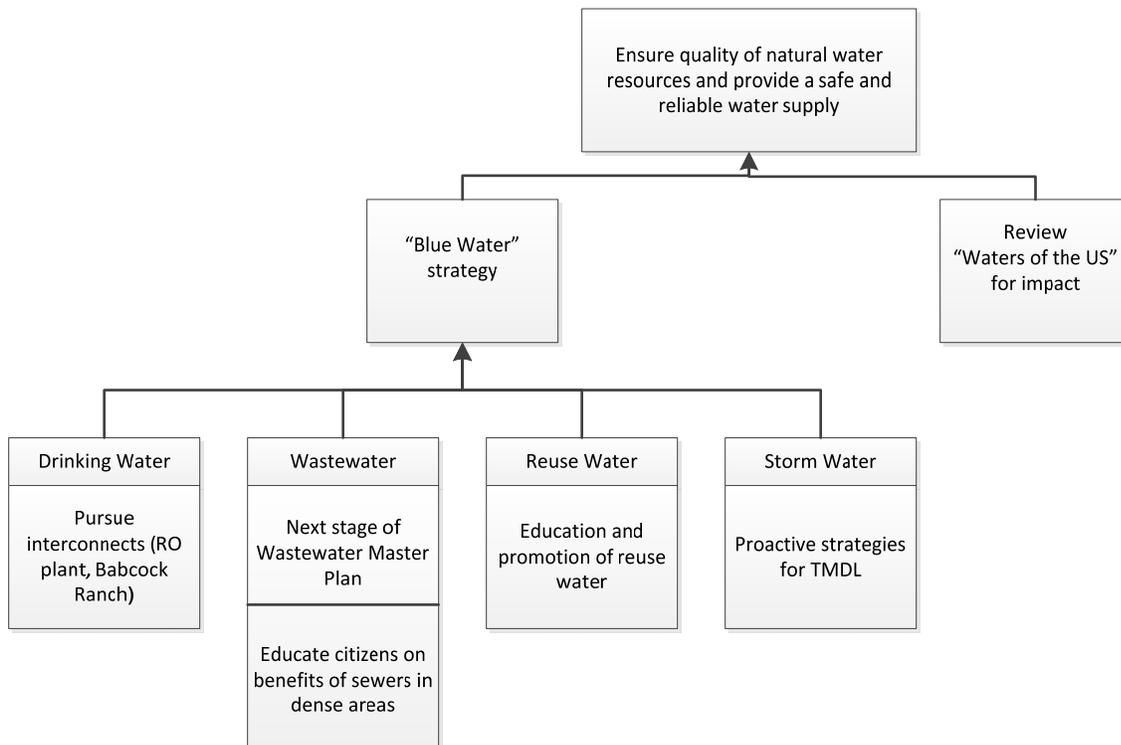
Water Resources: Ensure quality of natural water resources and provide a safe and reliable water supply.

Long-range Outcomes:

- Develop a Central Sewer System
- Improve water quality in the Harbor - Make it possible to swim at PC Beach
- Strengthen public appreciation of the local natural environment and its importance to our local economy
- Ensure long term water supply with regional partners
- Enhance the credibility of CCU

2015/16 & 2016/17 Initiatives

- Develop “Blue Water” strategy
 - Drinking water – Pursue interconnects (RO plant and Babcock Ranch)
 - Wastewater
 - Develop next stage of Wastewater Master Plan
 - Educate citizens on benefits of having sewers in population dense areas
 - Reuse - Education and promotion of reuse water
 - Storm water - Proactive strategies for TMDL
- Review “Waters of the US” for impact



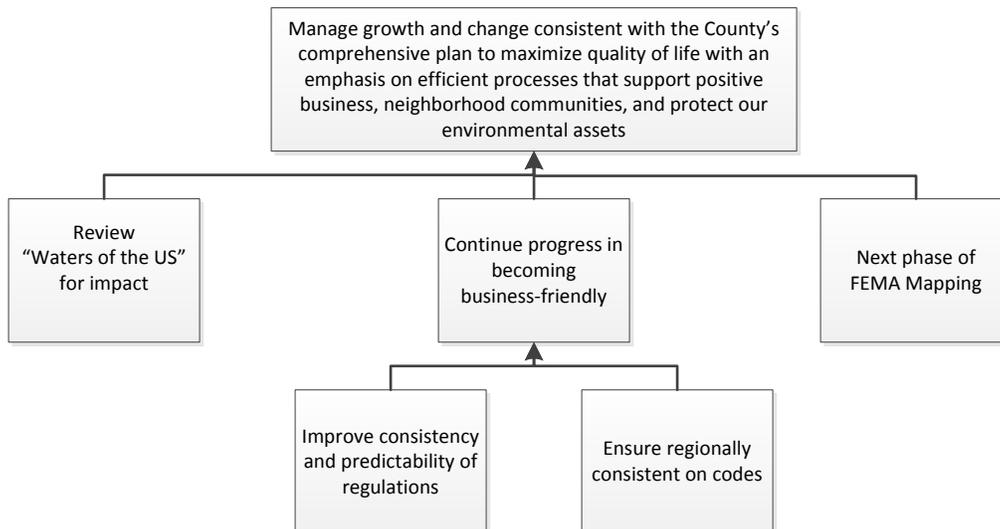
Growth Management: Manage growth and change consistent with the County’s comprehensive plan to maximize quality of life with an emphasis on efficient processes that support positive business, neighborhood communities, and protect our environmental assets.

Long-range Outcomes:

- Improved community appearance
- Improved traffic flow management
- More efficient review processes
- More consistent application and interpretation of rules
- Modified land layout that would make the community more attractive to residents and businesses

2015/16 & 2016/17 Initiatives

- Continued progress in becoming “business-friendly”
 - Improve consistency and predictability of regulations
 - Ensure regionally consistent on codes
- Review “Waters of the US” for impact
- Next stage of FEMA mapping



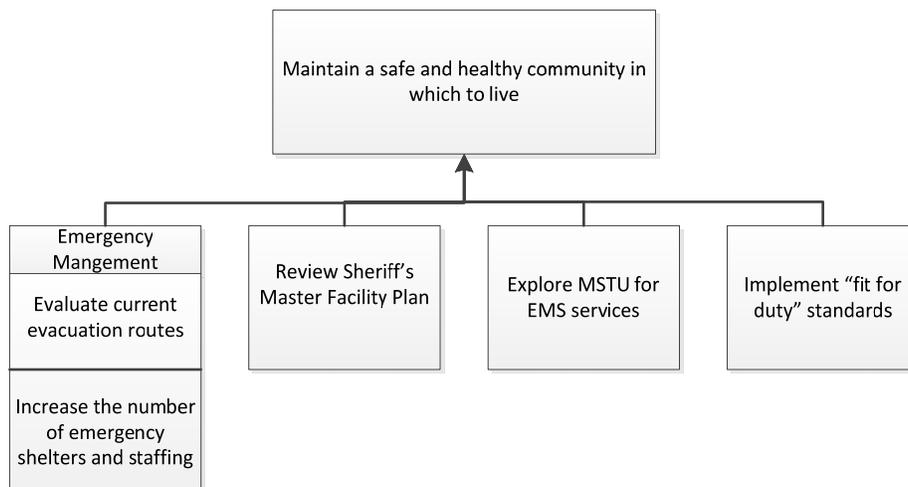
Public Safety: Maintain a safe and healthy community in which to live.

Long-range Outcomes:

- Maintain low crime rate
- Improve community safety features such as lighting, sidewalks, bike paths
- Improve the capacity to meet growth demands with respect to response times, equipment, space
- Execute strategies to manage risks such as code violations, driver safety, homelessness
- Maintain good working relationships with other safety providers such as hospitals
- Strengthen community education efforts
- Healthier workforce

2015/16 & 2016/17 Initiatives

- Conduct an evaluation of current evacuation routes throughout the County
- Increase the number of available emergency shelters and staffing
- Sheriff’s Master Facility Plan
- Explore MSTU for EMS services
- Implement “fit for duty” standards



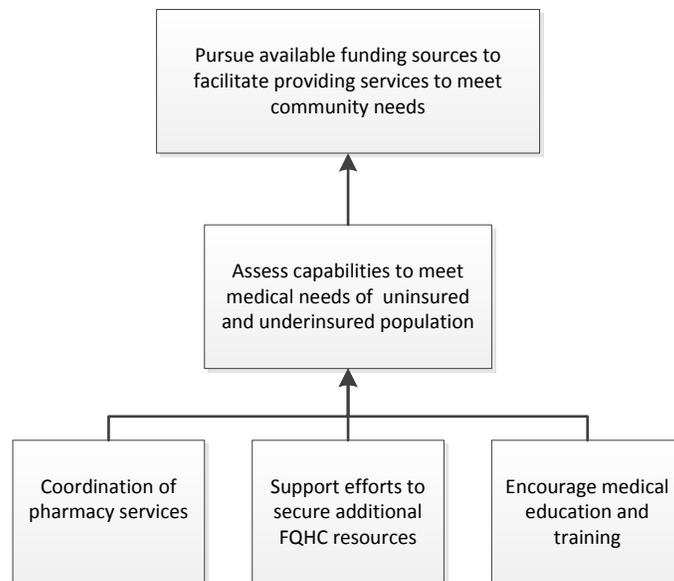
Human Services: Pursue available funding sources to facilitate providing services to meet community needs.

Long-range Outcomes:

- Develop a comprehensive strategic plan with community partners; integrating various plans, needs assessments; duplication of services and improving access.
- Enhance coordination with outside agencies
- Expand funding options – grants
- Strengthen community education about services
- Identify who uses our services and trend data about possible future use - Retirees, workers
- Better coordination with Sarasota and other surrounding counties regarding homelessness and transportation

2015/16 & 2016/17 Initiatives

- Assess capabilities to meet medical needs of uninsured and underinsured population
- Coordination of pharmacy services between Family Health Centers and Virginia B Andes
- Support efforts to secure additional FQHC resources
- Encourage medical education and training



Efficient and Effective Government: Facilitate the organization’s capacity to govern and manage effectively in the rapidly changing and challenging environment.

Long-range Outcomes:

- Increase the technological & human relations skills of staff
- Make the electronic services of the county more user friendly
- Strengthen a culture of innovation, performance and accountability
- Strengthen the capacity for analytics and data driven decision making
- Improve the customer experience
- Healthier workforce
- Improving our communications with the public
- Proactive approach to disbursing information (ex. press conference)

2015/16 & 2016/17 Initiatives

- Learn from other county’s best practices
- Explore cooperative efforts with North Port
- Actively engage in Peace River Water Authority policy direction
- Provide SWFWMD participation
- Improve communication and correct misinformation
 - Develop one page data sheets for Public Hearing issues
 - Utilization of social media
- Promote benefit of employee health center
- Payment structure to retain employees



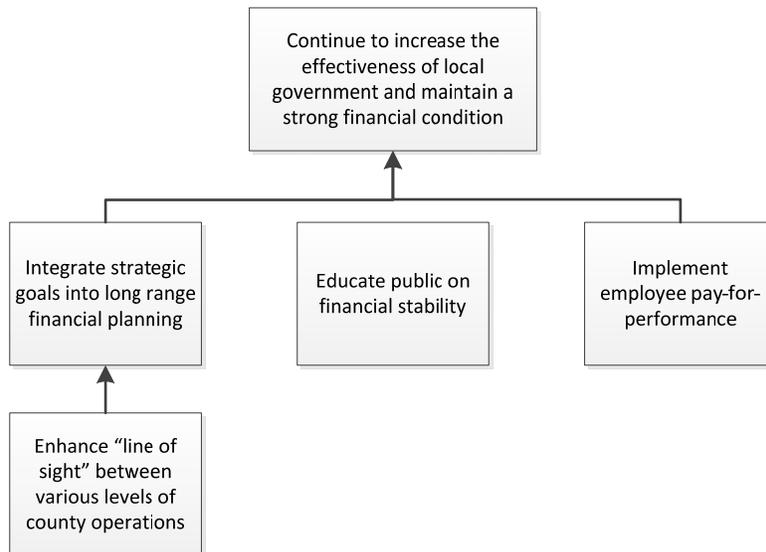
Fiscal/Financial Planning: Continue to increase the effectiveness of local government and maintain a strong financial condition.

Long-range Outcomes:

- Improve performance and fiscal data
- Educate staff on tools to improve fiscal management
- Develop state level strategy for funding

2015/16 & 2016/17 Initiatives

- Implement employee pay-for-performance
- Enhance “line of sight” between various levels of county operations
- Integrate strategic goals into long range financial planning
- Educate public on financial stability
 - Periodic financial updates
 - Provide education on specific issues prior to and at public hearings





CHARLOTTE COUNTY
 COMMUNITY DEVELOPMENT DEPARTMENT

APPLICATION for
 LARGE SCALE PLAN AMENDMENT (TEXT)

Date Received:	Time Received:
Date of Log-in:	Petition #:PA-15-10-13-LS Accela #:
Receipt #:	Amount Paid:

1. PARTIES TO THE APPLICATION

Name of Applicant: Charlotte County Board of County Commissioners

Mailing Address: 18500 Murdock Circle

City: Port Charlotte

State: FL

Zip Code: 33948

Phone Number:

Fax Number:

Email Address:

Name of Agent: Charlotte County Community Development Department

Mailing Address: 18400 Murdock Circle

City: Port Charlotte

State: FL

Zip Code: 33948

Phone Number:

Fax Number:

Email Address:

2. APPLICANT'S ATTACHMENTS

- a. Submit a strikethrough/underline version of the proposed changes.
- b. Describe the purpose of/reason for the proposed change. Revisions to Future Land Use (FLU) Policy 1.2.3 (The old number is FLU Policy 1.2.2): Service Area Delineation and FLU Policy 1.2.6 (The old number is FLU Policy 1.2.5): Expansion of the Urban Service Area to be consistent with the overall intent and vision set forth in the County's Comprehensive Plan.

3. ADDITIONAL REQUIREMENTS

- a. *Traffic Impact Study:* If the proposed change could influence traffic patterns, supply a study that identifies the impacts that could occur through adoption of the proposed change. N/A
- b. *Environmental Impact Assessment:* If the proposed change could have an impact on environmental resources, supply a narrative discussing what those impacts could be and how they will be mitigated. N/A
- c. *Public Infrastructure and Service Impact Assessment:* If the proposed change could have an impact on infrastructure or services, supply a narrative discussing what those impacts could be

and how they will be mitigated or addressed. N/A

AFFIDAVIT

I, the undersigned, being first duly sworn, depose and say that all data and other supplementary matter attached to and made a part of the application and staff report are honest and true to the best of my knowledge and belief.

STATE OF FLORIDA, COUNTY OF CHARLOTTE

The foregoing instrument was acknowledged before me this 23rd day of DECEMBER, 2015, by JIE SHAO who is personally known to me or has/have produced

as identification and who did/did not take an oath.



Notary Public Signature

Jie Shao

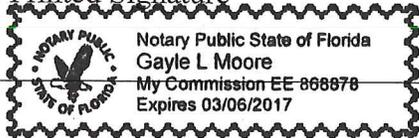
Signature of Applicant or Agent

Jie Shao

Notary Printed Signature

Printed Signature of Applicant or Agent

Title



Address

Commission Code

Charlotte County Community Development
Department - Comprehensive Planning
City, State, Zip 18500 Murdock Circle, B-205
Port Charlotte, FL 33948

Telephone Number

FUTURE LAND USE - GOALS, OBJECTIVES AND POLICIES

FLU Policy 1.2.23: Service Area Delineation

The County designates two distinct service areas, an Urban Service Area and a Rural Service Area (FLUM Series Map #3) that reinforce the preferred land use patterns of Charlotte County through policies that are designed to effectively discourage ~~the proliferation of urban sprawl~~ pursuant to Section 163.3177 F.S. (2015). Amendments to the Service Area Delineation map will be reviewed based upon the standards provided in FLU Policy 1.2.56.

FLU Policy 1.2.34: Urban Service Area

For lands within the Urban Service Area, this Plan:

1. Promotes infill redevelopment and compact new development that will minimize the conversion of agricultural and rural lands for urban use.
2. Maximizes the efficient use of available urban infrastructure.
3. Establishes the priority locations for the extension of that infrastructure.
4. Prohibits the expansion of Urban Service Area land use designations, identified in FLU Table A-1 of FLU Appendix I, outside the Urban Service Area.
 - a. The County shall not allow any increases in density or intensity through rezonings or plan amendments within the Rural Service Area except through amendments to Rural Community Mixed Use or Mineral Resource Extraction FLUM categories and consistent Zoning designations.

FLU Policy 1.2.45: Rural Service Area

For lands within the Rural Service Area, this Plan:

1. Protects the existing rural character of the area and acknowledge that a certain portion of the County's population will desire to live in a rural setting.
2. Promotes lower densities in outlying rural areas which have infrastructure limitations.
3. Establishes a framework for future opportunities and development options, including standards that address the timing of future development.
4. Creates a focused strategy for the regulation of mining and resource extraction activity.

FLU Policy 1.2.56: Expansion of the Urban Service Area

~~The County finds that the development rights assigned within this Plan and the development forms allowed by this Plan provide adequate development opportunities within and without the Urban Service Area; therefore, the County~~

~~shall not expand the Urban Service Area nor accept requests to expand the Urban Service Area. Each Evaluation and Appraisal Report process shall include an assessment of the Service Area Boundary and the adequacy of the existing development rights and forms within the Urban Service Area as well as the assessment of appropriate locations of the existing development rights within the County. While the expansion of the Urban Service Area is generally discouraged, Should in the interim, should the County desire to expand the Urban Service Area during the EAR amendment stage or receives a private request to expand the Urban Service Area at the EAR amendment stage, the following standards in Section 163.3177 F.S. (6)(a)9. (2015) shall apply. must be affirmatively met:~~

- ~~1. *Demonstration of Need:* It must be demonstrated that additional lands or a change in development form are required to accommodate the population, housing or employment needs of the County projected over the planning horizon of this Plan.~~
- ~~1. *Contiguity to existing urban development patterns:* It must be demonstrated that the expansion area is contiguous to existing urban patterns of development.~~
- ~~2. *Availability of Urban Infrastructure:* A projection of requirements for public facilities and services must be completed and the ability to provide those facilities and services through private or public means shall be demonstrated.~~
- ~~3. *Compatibility:* An evaluation of existing land uses and environmentally sensitive areas within the expansion area must be completed. Appropriate policies shall be written and adopted into this Plan to provide appropriate protections for the transition of land uses adjacent to rural development, to provide for non-interference with agricultural or conservation activities, and to provide for protection of environmentally sensitive lands.~~
- ~~4. *Urban Sprawl:* It must be demonstrated that the expansion area and development within it will discourage urban sprawl.~~