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## CITY OF BRADENTON: PURPOSE OF THE EAR

Under state law, the City of Bradenton must evaluate how well it is meeting the goals, objectives, and policies of the Comprehensive Plan. The City must determine what changes are needed in the plan to reflect the community's vision for the future. As a result of this evaluation process, a report is generated that is known as the Evaluation and Appraisal Report (EAR). The purpose of the EAR is to review the adopted Comprehensive Plan to determine how well the City is meeting the Goals, Objectives, and Policies as set forth in the Comprehensive Plan, including what issues need to be addressed to meet the expectations of its citizenry and what tools could be used to address the issues raised by the community.

The outcome of the EAR Process is to 1) create a composite set of critical issues regarding growth management that the City will evaluate during an update and amendment to its Comprehensive Plan, 2) identify alternatives that the City will evaluate with regard to each of those issues and 3) evaluate the effectiveness of the City's current adopted Comprehensive Plan in achieving the City's established goals, objectives and policies.

This Evaluation and Appraisal Report (EAR) for the City of Bradenton provides the review and analysis of the City's current Comprehensive Plan to assure that it is meeting the needs and reflecting the future vision of the community. Through the thorough review and analysis of local issues and special topics, the EAR provides the framework for the update to the City's Comprehensive Plan.

## CITY PROFILE

The City of Bradenton is located on the Gulf Coast of Florida (see Map 1). Hernando DeSoto discovered the area which eventually became Bradenton in 1539. Bradenton encompasses the urban core and is the largest city within Manatee County. The City is situated at the mouth of the Braden and Manatee Rivers. Its waterfront location and access to major transportation corridors makes Bradenton an ideal location. Today, the City of Bradenton is a growing metropolitan area with a diversifying population and tax base. The City provides a wide range of opportunities for living, working, and playing.

The City of Bradenton is in one of the top five fastest growing real estate markets in the State of Florida. The housing market in the Sarasota-Bradenton area has increased rapidly over the last decade. From 2004 to 2005, the median sales price for an existing, single-family home in the Sarasota-Bradenton market

escalated from \$258,700 to \$347,000, an increase in price of about 34 percent, representing the largest increase in 26 years. However, the City's urban core encompasses a large area prime for redevelopment and economic revitalization. This significant housing market boom and the need for redevelopment and economic revitalizations are prime indicators of the proactive planning needs within the City and the need to assure that the City's Comprehensive Plan is truly reflective of the City's needs and future vision.

## EAR PROCESS AND PUBLIC PARTICIPATION

The new requirements for the preparation of Evaluation and Appraisal Reports (EAR) provide that the EAR be focused on responding to specific issues of local concern that are developed through an interactive process with professional City staff, City consultants, the City Council, the Planning Commission, the Comprehensive Plan Review Committee (CPRC), a citizen-based review committee, other local government agencies, and state and regional agencies.

The City of Bradenton's citizens have always been participants in the City's planning process. As part of this evaluation and appraisal process, a citizen-based review committee (the CPRC) was established to make recommendations on the EAR. The CPRC represented the five Wards in the City with the responsibility for making city-wide recommendations on the EAR. Following is a brief overview of the public participation process in the development of issues for the EAR.

The CPRC served as the primary forum for public input and development of the City of Bradenton's EAR. The CPRC consisted of an ad hoc committee of community stakeholders as identified by City staff and ensured adequate representation from each Ward in the City. The CPRC provided comments, concepts and recommendations for the EAR.

As part of the EAR process, the Consultant Team and City staff met with the CPRC six (6) times to identify and discuss major issues for the community and review issue assessments, review the draft EAR, and provide recommendations on the final EAR document as follows. These meetings were open to the public.

- CPRC Meeting # 1 – Issues Assessment Kick-Off  
DATE: July 28, 2005

- CPRC Meeting # 2 – Final List of Issues of Local Concern  
DATE: August 4, 2005

- CPRC Meeting # 3 – EAR Issues Response (includes necessary data and analysis): Affordable/Workforce Housing and Neighborhood Revitalization Issue Assessments

*DATE: August 25, 2005*

- CPRC Meeting # 4 - EAR Issues Response (includes necessary data and analysis): Transportation Connections and Enhancements, Redevelopment Corridors/Areas, and Downtown Repositioning Issue Assessments

*DATE: October 18, 2005*

- CPRC Meeting # 5 - EAR Issues Response (includes necessary data and analysis): Transportation Systems, Compatibility, and Annexation Issue Assessments

*DATE: October 27, 2005*

- CPRC Meeting # 6 – Draft EAR Review and Final Recommendations

*DATE: November 7, 2005*

In addition to the six CPRC meetings, the Consultant Team and City staff conducted two Open House Community Workshops, held on August 4, 2005 and November 3, 2005, respectively. The purpose of these workshops was to kick-off development of the City's Evaluation and Appraisal Report with the community through discussion of the EAR schedule and public participation plan, review of the EAR process and conducting a Vision Exercise and Major Issues Exercises. The first meeting served as an orientation to the community on the EAR process and development of the List of Major Issues, while the purpose of the second meeting was to have the community review and refine the Major Issue Assessments. Neighboring jurisdictions and outside regional and state agencies were also invited to participate in all meetings.

Also, the Consultant Team and City staff held several meetings with other governmental agencies to assist in identifying cross-jurisdictional issues as well as obtaining approval of the federal, state and regional regulatory agencies of the issues to be addressed in the EAR.

The Consultant Team and City staff held meetings on July 28, 2005 and July 29, 2005 with designated representatives of Manatee County and the City of Palmetto to identify cross jurisdictional concerns as well as other issues related to intergovernmental coordination. On July 28, 2005, the Consultant Team and City staff met with representatives of the School District to identify issues to be

addressed in the EAR in relation to public school facilities in the City of Bradenton.

On September 15, 2005, the Consultant Team and City staff held a Scoping Meeting with Local, State, Regional and Federal review agencies to review and discuss the Major EAR issues as expressed by the City Staff, Comprehensive Plan Review Committee, Affected Municipalities, District School Board, and members of the community and to obtain their concurrence that the local issues identified through the previous meetings were adequate for the EAR. All required Review Agencies were invited to attend and provide comments on the Major Issues. Participants included representatives from the Southwest Florida Water Management District, Florida Department of Community Affairs, City of Bradenton, and Glatting Jackson Kercher Anglin Lopez and Rinehart.



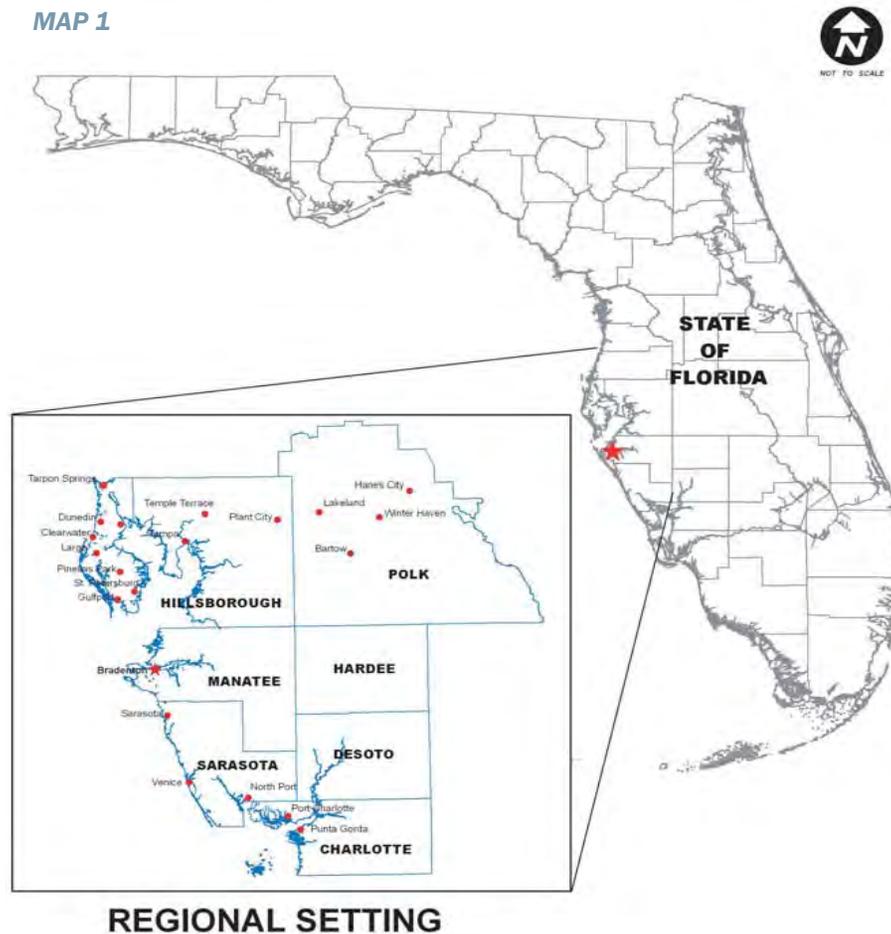
This scoping meeting provided a forum for interaction with local, state, regional, and federal agencies to 1) identify and discuss the Major Issues facing the City that should be addressed in the EAR ; 2) distribute data and share resources to assist in preparing the EAR; and 3) discuss the degree of effort that each EAR component should receive. As a part of this process, the Consultant Team developed a "Letter of Understanding" between the Florida Department of Community Affairs (FDCA) and the City to acknowledge the Major Issues upon which the City will focus and to avoid misunderstandings during the review of the adopted EAR. This Letter of Understanding was submitted to the City Council and approved on October 12, 2005. City staff has submitted this Letter of Understanding to the FDCA.

The CPRC approved the EAR at the CPRC Meeting #6, held on November 7, 2005. The Planning Commission recommended approval of the EAR to the City Council at a public hearing held on November 14, 2005. The City Council

approved and authorized transmittal of the EAR at a public hearing held on December 14, 2005. The EAR is scheduled for adoption in March of 2006 and is due to the FDCA no later than April 1, 2006.

Upon completion of the EAR Process, the City will embark upon a Comprehensive Plan Amendment Process that will include the preparation of the necessary research, data collection and analysis to create a growth management strategy that is designed to address the Major Issues and other special topic areas raised in the EAR.

MAP 1

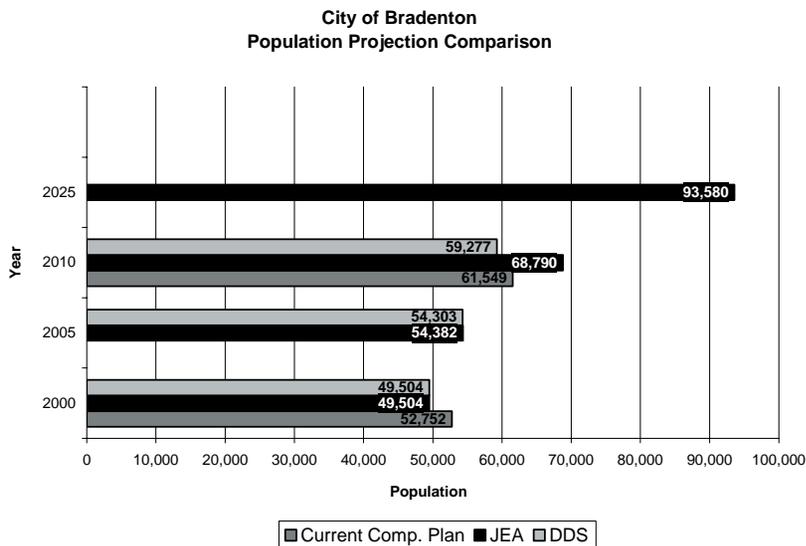


**POPULATION GROWTH**

Review of Population Projections

The currently adopted Comprehensive Plan provides resident and seasonal population projections prepared by the University of Florida Shimberg Center for Affordable Housing and Consultant Adley, Brisson, Engman for 1990, 1995, 2000, and 2010. The methodology used to project the resident population is not provided. Seasonal population is based on a 14.7 percent share of the resident population. The basis for this factor is not provided.

The following chart compares currently adopted Comprehensive Plan population projections against updated estimates from a July 2005 report prepared by Jones, Edmunds & Associates, Inc. (JEA) entitled “Evaluation of Growth and Annexation Impacts on Water and Wastewater Infrastructure” and a straight line population projection performed by the Bradenton Department of Development Services (DDS) using annual U.S. Census estimates from July 2000 through July 2004. The City has endorsed the JEA population estimates and will serve as the basis for the review and update of the Comprehensive Plan.



Year 2000 Comparison

The currently adopted Comprehensive Plan projected the permanent population in the City to reach 52,752. According to the 2000 U.S. Census, the actual total was 49,504 – a six percent difference. The Comprehensive Plan should be updated to incorporate the 2000 U.S. Census figure as a historical reference.

Year 2005 Comparison

JEA performed a current year population estimate using recent residential construction activity data along with a build out analysis of vacant land areas using 1999 existing land use neighborhood maps and current Manatee County Property Appraiser data. JEA estimates that the City added 4,005 residents from major developments and 873 residents from infill development since 2000. The current (July 2005) population of Bradenton is estimated to be 54,382 residents. This estimate closely mirrors the DDS projection of 54,303 residents.

Year 2010 Comparison

JEA projected the City population beyond the current year using information on planned and permitted projects, vacant lands build out analysis, as well as potential annexations. JEA estimates that the City population will reach 68,790 residents by 2010 taking into account recent and anticipated annexations. This estimate differs sharply with the DDS projection of 59,277 and the currently adopted Comprehensive Plan projection of 61,549. This difference may be attributed to the significant amount of land area annexed to the City since 2000 (1,949 acres) that is used or planned for residential development.

Year 2025 Estimate

Based on the methodology stated above, JEA estimates the City population to reach 93,580 residents. Just over one-quarter of these residents (25,610 persons) are anticipated to live in potential annexation areas (including the 219 acre Mixon Fruit Farm annexation approved by City Council in September 2005).

**METHODOLOGY FOR POPULATION ESTIMATES AND PROJECTIONS FOR EVALUATION OF GROWTH AND ANNEXATION IMPACTS ON WATER AND WASTEWATER INFRASTRUCTURE**

Jones Edmunds Project No. 07109-220-01  
 Bradenton, Florida  
 August 2005

The basis for current (2005) population estimates and future (through 2025) projected populations for the City of Bradenton and its water and sewer service area was the City's 2000 Census population of 49,504 persons.

(A) To estimate the current population within the present (August 2005) City limits, the following methodology was employed:

1. Year 1999 neighborhood land use maps and the City's Future Land Use Map (Updated 4-18-05) were used to identify and determine the acreage of vacant areas planned for residential use.
2. A list of all residential developments completed, under construction, or planned from 2000 to date (February 2005) was obtained from the City's Department of Development Services. This list included all of the residential areas annexed since 2000 and provided the planned number of units for each development. For the remaining vacant areas identified above, the maximum density as identified on the Future Land Use Map was used to estimate the potential number of residential units for each property.
3. The current number of occupied units for each of the completed, under- construction, and planned residential developments was estimated from site visits and interviews with City staff. The remaining vacant areas were estimated to be approximately 30 percent built/occupied since 2000.
4. A factor of 2.5 persons/unit was applied to calculate the number of persons.
5. The number of persons added to the population of the City between 2000 and 2005 was estimated to be 4,878 to give a current (2005) population of 54,382.

(B) To project the future populations for years 2010, 2015, 2020 and 2025 within the present (August 2005) City limits, the following methodology was employed:

1. Same as No. 1 above.
2. Same as No. 2 above.
3. The schedules for build out of each of the under-construction and planned residential developments were estimated based on the current status of each development and interviews with City staff. It was estimated that the remaining vacant areas will be fully built out by 2025 and the built/occupied number of units for these areas were calculated based on the following percentages:

2010	50 percent
2015	75 percent
2020	85 percent
2025	100 percent

4. The projected populations and average annual growth rates are as follows:

2005	54,382	1.90 percent
2010	63,479	3.14 percent
2015	65,977	0.77 percent
2020	67,158	0.36 percent
2025	67,967	0.24 percent

(C) In order to plan for future water and sewer needs, a prediction of areas to be annexed into the City and when they will occur over the next 20 years was made from consultation with the Director of the Department of Development Services. Projections of the City populations for years 2010, 2015, 2020 and 2025 within these areas were developed as follows:

1. The 2000 Census tract maps and populations along with aerial photographs were used to estimate the 2000 population of each future annexation area.
2. Measurement of residential acreage within each future annexation area was made based on future land use identified in the Manatee County Comprehensive Plan and the allowable density was used

to estimate the future build out population. For one area already proposed for annexation (Mixon property), information provided by the developer was used to estimate future population.

3. Estimates of the schedule for build out and schedule for annexation were made for each individual future annexation area and sub-area.

4. The above information was used to estimate the following populations of the future annexation areas:

Year	Total	Population	Population in City
2000	9,128	0	
2005	11,143	0	
2010	18,279	5,313	
2015	22,678	9,059	
2020	24,514	13,142	
2025	25,613	25,615	

5. The populations of the future annexation areas that are projected to be in the City as shown above were added to the projected populations within the current (2005) City limits to give the following projected populations:

2005	54,382
2010	68,792
2015	75,036
2020	80,300
2025	93,582

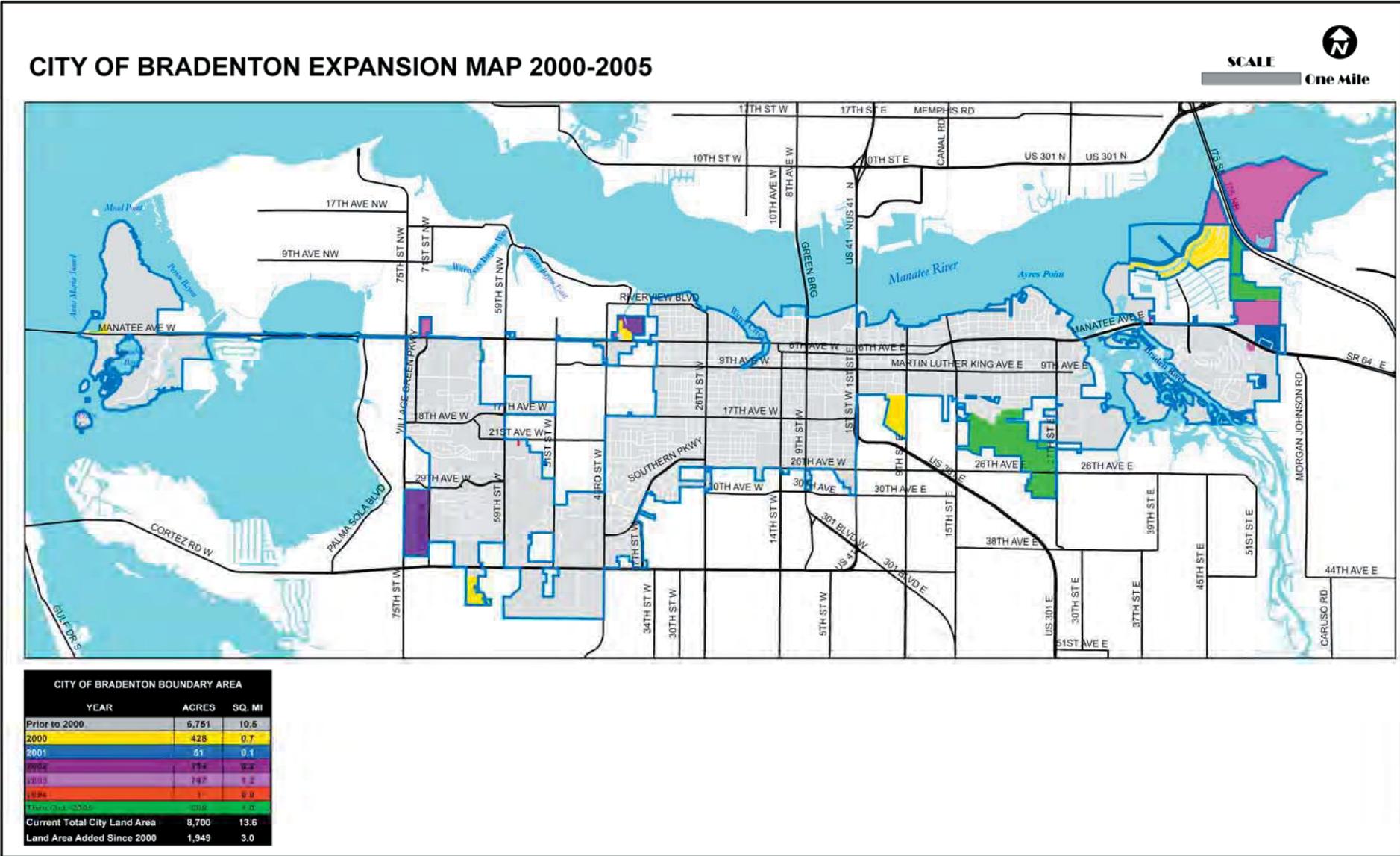
(D) Several of the future annexation areas are currently developed and are provided water and sewer service by Manatee County Utilities (MCU). It is assumed that these areas will continue to be served by MCU following annexation into the City. Allowing for this, the projected populations to be served by the City's water and sewer system are:

2005	54,382
2010	68,454
2015	73,565
2020	74,846
2025	75,655

## CHANGES IN LAND AREA

Map 2 shows the location of all annexations since 2000. During this time-frame, the City of Bradenton annexed 1,949 acres, enlarging its borders by approximately three miles for a total land area of 13.6 square miles. Ninety-one percent of the annexations occurred in 2000 (Inlets, Tropicana, and Village of Cortez), 2003 (Tidewater Preserve, Aurora) and 2005 (Magnolia Lakes, Mixon Fruit Farms).

MAP 2



**DEVELOPMENT PATTERN AND RELATIONSHIP TO FUTURE LAND USE MAP**

Analysis of the location and pattern of development in 2005 as compared to the Future Land Use Map provides insight into the ability of the City to manage growth. This analysis is comprised of two parts:

1. Comparison of existing land uses from the 2000 Comprehensive Plan and 2005.
2. Comparison of Future Land Use Classifications from 2000 Future Land Use Map and 2005 Future Land Use Map.

*Existing Land Use 2000 and 2005*

Comparison of the existing land uses from 2000 and 2005 is complicated by the source data for 2000 and 2005. The source data for 2000 is not documented within the Comprehensive Plan and provides a generalized break out of existing uses. However, the best available data regarding existing land uses in 2005 is from the Manatee County Property Appraiser parcel data as analyzed by the City of Bradenton Development Services Department. These two data sources provide differing definitions of land use types and allocations. Due to this difference in data sources, the comparison of existing land uses from 2000 to 2005 is focused on the relative change in land use types as a percentage of the total city, Table 1.

Residential land uses continue to represent the predominate land use type within the city. Although, it appears on the surface that the overall percentage decreased, a large portion of this decrease can be attributed to the differences in classifications between the two data sets. An example is that in 2000 group homes were classified as residential while in 2005 group homes are classified under public/semi-public.

This predominance of residential land uses within the city is further demonstrated by the stagnant percentage of commercial/professional and industrial land uses. The relative percentage of these uses accounted for 12% in 2000 and 12% in 2005.

**TABLE 1**

**Existing Land Use Comparison**

	2000		2005		Change in %
	Acres	% of Total	Acres	% of Total	
Industrial	93	1%	272	3%	2%
Residential	4,597	57%	3,324	34%	-23%
Professional/Commercial	912	11%	887	9%	-2%
Public/Semi-Public	368	5%	2,284	23%	18%
Recreation/Open Space	1,133	14%	573	6%	-8%
Agriculture	-	0%	1,695	17%	17%
Vacant	993	12%	887	9%	-3%
Total	8,096	100%	9,922	100%	0%

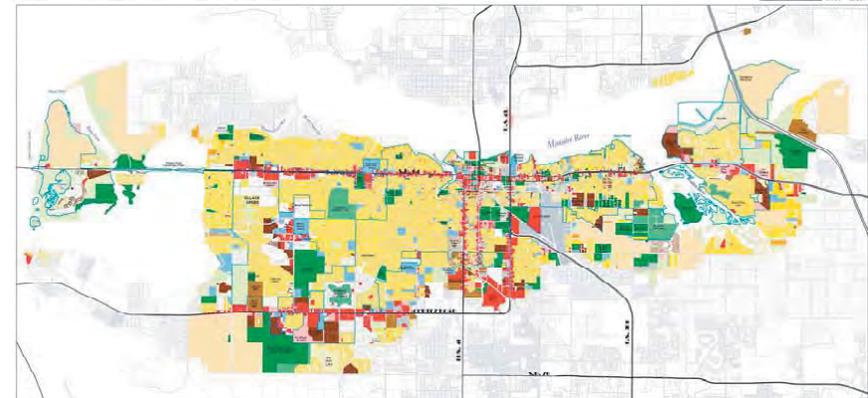
Source: 2000 from Currently Adopted City of Bradenton Comprehensive Plan; 2005 from City of Bradenton Development Services Department, 2005.

Notes: There is not a one to one match in existing land use classifications between 2000 and 2005. 2005 data aggregated to closely match classifications in 2000.

Vacant lands in 2005 are those identified as developable within the Vacant Lands Analysis of the EAR.

**MAP 3**

**GENERALIZED EXISTING LAND USE**



Future Land Use 2000 and 2005

As with the existing land use analysis, the comparison of the Future Land Use Map from 2000 and 2005 is complicated by the source data for 2000 and 2005. The 2000 data is based on information within the currently adopted Comprehensive Plan. The 2005 best available data is from the City of Bradenton’s Geographic Information System (GIS) and is current as of September 2005. The focus of the analysis is on the relative change in future land use allocation over time and its relationship to the development patterns in the previous existing land use discussion.

The largest proportion of future land use classification in the City is for the Residential – 10 dwelling units per acre classification. In 2000, this classification accounted for 49% of the future land uses, and in 2005, the proportion decreased slightly to 48%. In aggregate almost two-thirds of the city is designated for residential development (64%). This fact is confirmed by the predominance of the residential land uses within the existing land use pattern.

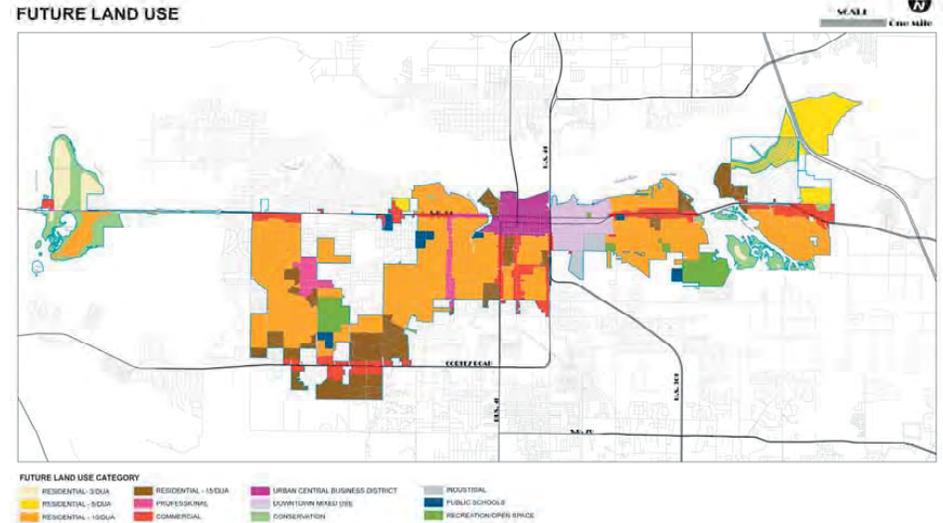
TABLE 2

Future Land Use Comparison

	2000		2005		Change in %
	Acres	% of Total	Acres	% of Total	
Residential - 3	289	4%	238	3%	-0.55%
Residential - 6	110	1%	87	1%	-0.25%
Residential - 10	3,998	49%	3,821	48%	-0.89%
Residential - 15	996	12%	965	12%	-0.06%
Professional	240	3%	212	3%	-0.27%
Commercial	772	10%	708	9%	-0.55%
Recreation/Open Space	346	4%	351	4%	0.18%
Downtown Mixed Use	342	4%	365	5%	0.41%
Industrial	102	1%	85	1%	-0.18%
Conservation	473	6%	615	8%	1.96%
Urban Central Business District	337	4%	335	4%	0.09%
Public Schools	112	1%	118	1%	0.11%
Total	8,117	100%	7,900	100%	2.02%

Source: 2000 from Currently Adopted City of Bradenton Comprehensive Plan; 2005 from City of Bradenton Development Services Department, 2005.  
 Notes: Discrepancy in total acres between 2000 and 2005 due to mapping differences in 2000 and 2005.

MAP 4



Opportunities for Future Land Use Map Amendments

Based on the existing development pattern, its relationship to the Future Land Use Map, and the analysis within the Major Issue #3: Compatibility the following amendments to the City’s Future Land Use Map should be considered as part of the EAR based amendments:

New Future Land Use Category – Urban Core

The City should create a new land use category for the Urban Core area. The Urban Core is the most intensely developed area of the City. It includes the Central Business District, Riverwalk, and West Historic District. Together, these sub-areas form the downtown of the City and provide a vital place for social, cultural, and economic interchange. The Urban Core is also a hub for governmental and civic uses. The purpose of the Urban Core category is to establish, define, promote, and facilitate the redevelopment and enhancement of the City’s primary and historical urban center. The purpose of the new Urban Core land use category would be to further implement the downtown and general redevelopment goals, objectives, and policies of the Future Land Use Element as well as to promote the accomplishment of the City’s Community Redevelopment Area (CRA) designation for the downtown area and the implementation of redevelopment plans, studies and regulations.

The new Urban Core future land use category should allow and encourage a mixture and range of uses generally associated with or considered compatible with traditional urban core central business districts, particularly those that are pedestrian friendly, and not necessarily catering to automobile traffic. Proposed uses within the area encourage the development of a lively, mixed-use, walkable downtown that effectively serves Bradenton residents, merchants, visitors, and employees. Uses would include offices, personal and professional services, commercial, retail, public and semi-public facilities, educational, institutional, restaurants, parks, recreation, and entertainment venues, and medium to high density residential uses are desired, subject to compatibility with and appropriate transition considerations to adjacent low density residential uses.

New Future Land Use Category – Urban Village

The City should create a new land use category for the Urban Village area. The Urban Village includes areas near the fringe of the Urban Core, and is anticipated to develop with the character, lifestyle, and friendliness of a village. Proposed uses within the Urban Village should encourage the development of a district with a distinct sense of place and a walkable environment that supports and enhances abutting neighborhood areas. Uses should include professional offices and services, personal services, retail, parks, recreation, public and semi-public facilities. Live-work, vertical mixed use and complementary multiuse developments should be preferred and medium density residential use and limited mid-block high-density residential use are desired, subject to compatibility with and appropriate transition considerations to adjacent low density uses.

Land Use Compatibility Matrix

The Comprehensive Plan should define appropriate transitional uses adjacent to neighborhoods and waterfront areas, and include a matrix that provides a scaled approach that appropriately considers massing within the context of existing and new land use categories.

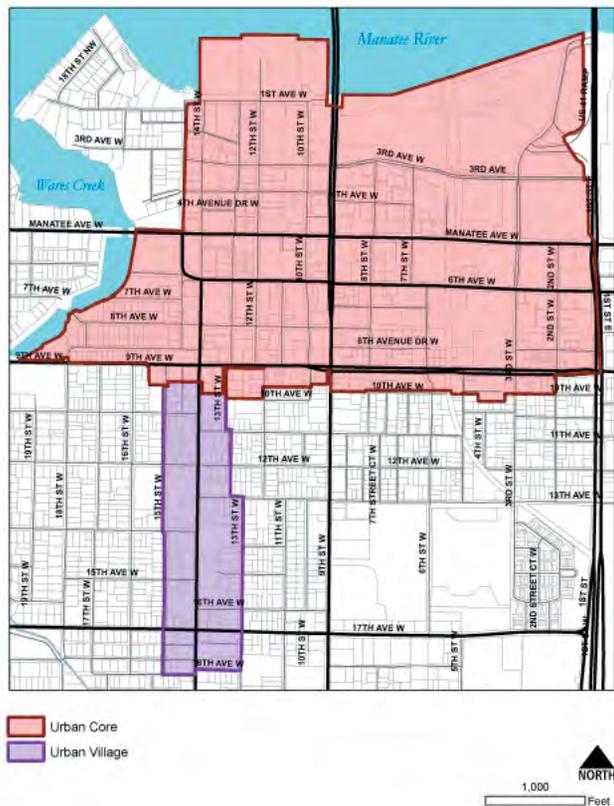
Enhance Opportunities for Industrial and Commercial Development

The relatively limited availability of land uses for industrial and commercial development in the city should be enhanced to provide additional opportunities to expand and diversify the City’s tax base. The identification of these new industrial and commercial areas is subject to compatibility with and appropriate transition considerations to adjacent residential uses.

**AMOUNT AND LOCATION OF VACANT LANDS**

The extent of vacant land available for development in the City of Bradenton is relatively limited. According to data from the Manatee County Property Appraiser in September 2005, 887 acres, 9%, of the City’s total parcels are vacant. The vacant lands are allocated as shown on Map 1. Since 2000, the acreage of vacant developable land in the City decreased from 941 acres to 887 acres.

The supply of vacant lands is based on the classification of the Manatee County Property Appraiser as lands that are shown as either vacant residential, vacant commercial, vacant industrial, and vacant institutional. Additional vacant lands classified by the Manatee County Property Appraiser as “other” were evaluated using aerial imagery from Manatee County to assign an appropriate vacant land type classification based on surrounding land uses and development patterns.

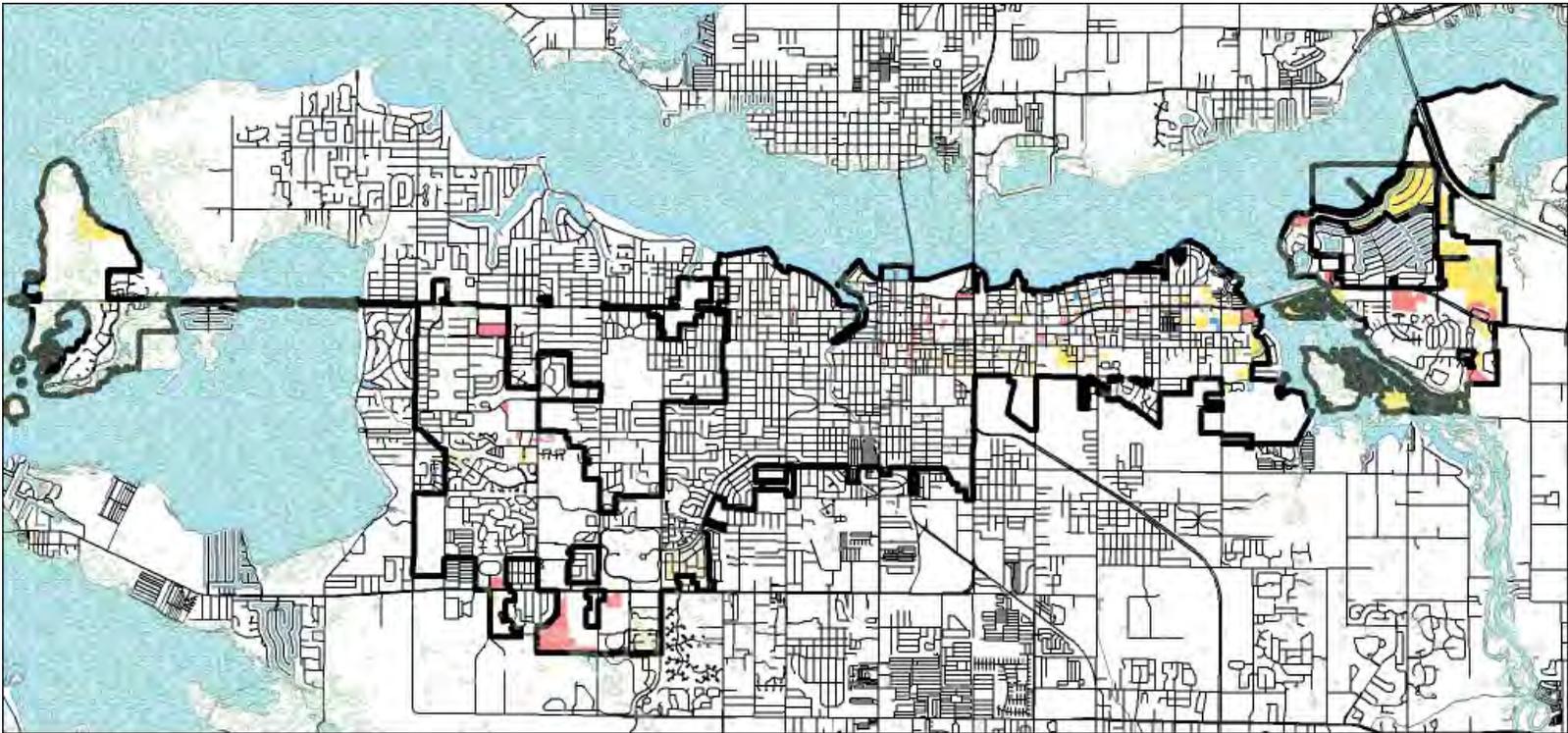


The largest supply of vacant land is land designated by the Property Appraiser as residential. Vacant residential property accounts for 70% of the vacant lands. With the exception of a few areas in eastern Bradenton, these vacant residential lands are scattered throughout the city and do not provide much opportunity for any single-large scale aggregation of property.

The remaining 30% of the vacant lands are classified as commercial (26%), institutional (3%), and industrial (1%). These vacant lands are generally scattered throughout the city and do not provide much opportunity for any single-large scale aggregation of property.

Environmental constraints on the lands identified as vacant are limited to those vacant lands on Perico Island and along the Braden River. According to data from the National Wetlands Inventory, the vacant lands in these two locations may have development limitations due to wetlands and other coastal resource issues.

MAP 5



**VACANT LANDS**  
**City of Bradenton, Florida**

**Vacant Lands by Existing Land Use**

- Vacant Residential
- Vacant Commercial
- Vacant Industrial
- Vacant Institutional

- Roads
- City of Bradenton
- Areas of Environmental Sensitivity  
National Wetland Inventory

Acreage of Vacant Lands	
Vacant Residential	- 618
Vacant Commercial	- 235
Vacant Industrial	- 4
Vacant Institutional	- 20
<b>TOTAL</b>	<b>- 887</b>



Source: City of Bradenton GIS, 2005;  
 Manatee County Property Appraiser, September 2005;  
 FGDL, September 2005

## CONCURRENCY MANAGEMENT AND FINANCIAL FEASIBILITY

### Concurrency Management

The City of Bradenton's Comprehensive Plan and Land Use Regulations address concurrency. No structure or alteration to a structure shall be permitted unless the Development Services Director determines that adequate capacity is available to serve the development or will be available at the time of issuance of the Certificate of Use. This concurrency requirement applies to roadways, sanitary sewer, potable water, drainage, solid waste, and recreation.

Levels of Service Standards are as follows:

Roadways – Minimum Level of Service D or better on all roadways.

Roadway concurrency should be strengthened due to the amount of growth the City is experiencing and anticipates. The existing system was adequate for the timeframe it which it was developed, but revised standards and procedures are needed. Particular emphasis for transportation concurrency is focused on downtown Bradenton and the opportunity to implement a Transportation Concurrency Exception Area to promote and accommodate the redevelopment of the urban core of Manatee County. The City has indicated that a system that provides and tracks remaining capacity will be part of the EAR based amendments.

Significant congestion concerns within the City are on roadways that are either under the jurisdiction of Manatee County or the State of Florida. Consequently, the burden of resolving these congestion issues is not limited to only the City but is a shared burden between the City, County, and State.

Finally, the traffic signal system in Bradenton is owned and operated by the City. There are 43 signalized traffic systems, and there is a central software system. Manatee County is slated to house a new Traffic Management System as part of the Advanced Traffic Management System being implemented in Manatee and Sarasota County. The City most likely will have its signal system housed at the new complex, but keep an existing facility for special event traffic management and coordination. Signalization timing and operations is a major contributing factor in roadway level of service.

Sanitary Sewer – The City is to provide treatment and collection at a Level of Service of 115 gallons of wastewater per person per day (Public Facilities Element). There is a discrepancy with the Capital Improvement Element and the City's Land Use Regulations that indicate a Level of Service of 110 and 100 gallons per person per day respectively.

The City operates one wastewater treatment plant that currently has reserve capacity. Generally, maintaining the adopted level of service is not a concern. One exception is the eastern portion of the City, where improvements to the sanitary sewer and transmission system are planned.

In addition, the City currently has contracted with a consultant to produce a reclaimed (reuse) water study. The City has had mixed results with the success of its reclaimed water system. This reclaimed water study is investigating the requirement of new development to hook into the reclaimed water system and is concentrating on irrigation for larger users, as opposed to smaller residential uses. It is hoped that by using reclaimed water for greater irrigation purposes, the City will be able to address a problem with surface water discharge and wastewater disposal.

Potable Water – The Public Facilities and Capital Improvement Elements provides for a Level of Services of 125 gallons per person per day. There is a discrepancy with the Land Use Regulations that states the City is to provide potable water at a level of service of 100 gallons per person per day.

The City has its own water system comprised primarily of a water treatment facility and reservoir. No issues currently exist relating to meeting the City's adopted level of service for potable water for existing and future development with reserve water supply and treatment capacity.

Solid Waste – Curbside collection and disposal equivalent to 35 pounds per capita per week of solid waste.

Solid Waste capacity is not a concern as solid waste is transported to the County landfill site. Should annexation or growth cause a significant increase in solid waste tonnage, the City would have

to increase service and expand equipment in order to meet this demand.

Recreation – One acre of neighborhood parks per 500 people.

Based on the current population of the City at approximately 53,000 less 10,000 per the Comprehensive Plan for population served by private recreation facilities, the City needs to provide 86 acres of neighborhood parks. Based on the inventory within the Comprehensive Plan, the City has three surplus acres of neighborhood parks. However, this surplus will be eliminated with the addition of 1,500 new residents. Due to the relatively built-out condition of the City and the emphasis on requiring new development to accommodate recreational amenities within the City the level of services for recreation should be reassessed through the EAR based amendments to establish a new level of service standard as part of a parks and recreation master planning process that is more reflective of the condition of the City as well as the needs of the residents.

Drainage - Post development discharge rate equal to or less than the pre-development discharge rate based on the Southwest Florida Water Management District's 24-hour, 25 year rainfall maps.

Drainage level of service is maintained through the permitting process with the City of Bradenton and with the Southwest Florida Water Management District. In order to obtain a permit for development from either the City or the Water Management District, the project must meet these minimum drainage design standards.

The Public Facilities, Recreation and Open Space, and Transportation Elements' goals, objectives, and policies in the Comprehensive Plan support the City's effort to meet the infrastructure demands for existing and proposed development. The level of service requirement of each of these elements calls for the provision of public facilities in a manner that protects investments in existing facilities, promotes orderly, compact urban growth, and promotes the quality of life within the City. Policies address level of service standards related to development approval and the five-year Capital Improvement Element of the Comprehensive Plan. If the level of service calculation for any of these public facilities subject to concurrency shows a level of service failure, then the development project would not be able to continue without appropriate proportionate mitigation to resolve the level of service deficit. However,

successful implementation of such policies is dependent upon review and monitoring procedures established by the City.

The Concurrency Management System is to ensure that the impact of development will not degrade the levels of service adopted in the City of Bradenton's Comprehensive Plan for public facilities and services. Concurrency review addresses only the availability of facilities and capacity of services and a Certificate of Concurrency does not represent overall development approval.

The Comprehensive Plan states that the City requires a concurrency review be made with applications for development approvals and a Certificate of Concurrency issued prior to development. If the application is deemed concurrent, a Certificate of Concurrency is to be issued by the Development Services Department. If the project requires any other development permit, a copy of the Certificate of Concurrency will be included with any future application for development permit.

The City of Bradenton's Development Services Department reviews applications for development and a development approval will be issued only if the proposed development does not lower the degrade the level of service of public facilities and services below the adopted level of service standards in the Comprehensive Plan. At a minimum, necessary public facilities and services must be in place in an enforceable development agreement concurrent with the impact of development.

The concurrency test for facilities and services is to be determined by comparing actual capacity of a facility or service to the demand created by the proposed project. Available capacity is determined by adding together the total excess capacity of existing facilities and the total capacity of any new facilities that meet the previously defined concurrency standards and subtracting any capacity committed through concurrency reservations or previously approved development orders. For example, the City's Public Works Department is currently tracking concurrency by way of demand, using a per capita number for water and wastewater infrastructure. As long as the level of service is not impacted, concurrency for the development project is granted.

Certificates of Concurrency remain in effect for the same time period as the development order with which it was issued. If the development order does not have an expiration date, the Certificate is valid for twelve months from date of issuance.

Updating the Concurrency Management System is a top priority for the City as part of the EAR based amendments to the City's Comprehensive Plan.

## Financial Feasibility

The City of Bradenton’s Comprehensive Plan identifies all facilities and services to be provided by the City of Bradenton with public funds in accordance with its five-year capital program. This includes all infrastructure that falls under the Concurrency Management System (CMS). The City of Bradenton Capital Improvements Program and Capital Improvement Element of the Comprehensive Plan are financially feasible. The five-year CIP includes improvements necessary to correct identified facility deficiencies and maintain adopted level of service for existing and permitted development.

The City of Bradenton’s Capital Improvement Element (CIE) serves as the City’s plan to identify infrastructure requirements of the Comprehensive Plan Elements. It identifies the required expenditures for satisfying the infrastructure needs of both the existing and future population. The CIE also includes the financial policies to guide the funding and construction of improvements. The City’s CIE contains projects needed to meet the level of service standards as well as other capital projects proposed by the City. The CIE ensures compliance with adopted level of service standards for major public facilities along with meeting other projected needs for facilities and services in a financially feasible manner.

The City of Bradenton’s Capital Improvement Program (CIP) is designed to support and be consistent with the CIE. The CIP is a plan for capital expenditures to be incurred each year over a fixed period of time to meet anticipated capital needs. It sets forth capital project expenditures that the City plans to undertake, and provides estimates of the resources needed to finance each project. The CIP includes a 5-year schedule of capital improvement projects consistent with the CIE. The CIP may be converted into the annual capital budget with long-range expenditures depicted in the 5-year program. The City currently adopts an annual capital budget but has not formally adopted a five-year CIP.

It is financially feasible that the City of Bradenton can provide the required infrastructure needed for public facilities. Generally, the condition of existing facilities continues to be good, as the City approaches the “build out” condition. Overall, the City’s annual budget, capital improvement planning, and comprehensive planning processes determine that the City will be able to provide public facilities that are essential.

The City of Bradenton’s CIP program does a good job of integrating the local

planning process consistent with the adopted Comprehensive Plan. Ideally, however, a municipality of this size (50,000 plus) will have a five or ten year Capital Improvement Plan (CIP), with an updated CIP formally adopted annually. This document is an excellent, financially feasible, realistic planning guide for the annual budget. Capital improvements will be funded by the appropriate funding sources and placed in the annual budget as scheduled, or by priority need. Projects scheduled in a five or ten year CIP tend to stay on course and are funded unless unanticipated needs or extenuating services arise. This type of process lends itself to a strategic planning process.

## 2005 “Pay as You Grow”

The 2005 Florida Legislature passed significant changes to the Chapter 163, Part II, Florida Statutes, that placed significant emphasis on the connection between infrastructure needs, land uses, and financing. The new requirements were coined “Pay as You Grow”. The City’s Capital Improvement Element, the related level of service standards, and the financial planning policies need to be significantly revised to reflect the intent of the new regulations.

## COORDINATION OF TRANSPORTATION IMPACT METHODOLOGIES

The transportation network within the City of Bradenton is comprised of facilities of the State of Florida, Manatee County, and the City. This diversity in responsibility of the City’s road network requires close coordination between the various governmental entities.

Currently, the Comprehensive Plan identifies level of service (LOS) determination procedures for roadways. If the preliminary level of service information indicates a LOS failure, the developer can accept the LOS information set forth in the Comprehensive Plan or prepare a more detailed Highway Capacity Manual analysis. If the alternative Highway Capacity Manual analysis methodology indicates an acceptable LOS where the Comprehensive Plan indicates an LOS failure, the alternative methodology will be used. Any proposed development generating greater than 750 daily trips is required to provide a trip distribution model in addition to the other requirements for LOS calculations. The City does not currently provide calculations or update tables related to trips encumbered for transportation level of service analysis.

The coordinated establishment of roadway level of service within the City’s Comprehensive Plan assures that the City, County, and the State are all looking

at the same condition assessments to allow for the appropriate allocation of resources to maintain the appropriate level of service on the roadways. This coordination of level of service will be included as part of the EAR-based amendments to the Comprehensive Plan.

In addition, the EAR-based amendments will identify opportunities for regional coordination of not only roadway level of service but also a level of service measure, which is non-regulatory but advisory, for pedestrians and bicyclists. This enhanced transportation impact assessment will provide a more accurate picture of the true state of mobility for the City and the region. Continued participation in the Sarasota-Manatee Metropolitan Planning Organization provides an effective forum to promote this enhanced transportation impact coordination.

#### **LOCATION OF DEVELOPMENT AS ANTICIPATED IN THE PLAN: EFFECTIVENESS OF COMPREHENSIVE PLAN IN DIRECTING GROWTH**

To analyze the effectiveness of the Comprehensive Plan in directing growth, amendments to the Comprehensive Plan from 2000 to 2005 were reviewed. The following list provides a summary of the amendments during this period.

##### **Comprehensive Plan Amendments 2000 – October 2005**

**Source: City of Bradenton Development Services Department, October 2005**

##### **M-(CPA)-99-12**

Review of the amendments to the Comprehensive Plan of the City of Bradenton to recommend that the City Council of the City of Bradenton transmit said amendments to the Department of Community Affairs.

##### **M-CPA-00-03**

Request of Clifford Walters of Blalock, Landers, Walters and Vogler, P.A., as agent for Episcopal Day Private School, d/b/s St. Stephens Episcopal School, for approval of a minor Comprehensive Plan Amendment to include a 9.99 acre parcel recently annexed into the City of Bradenton, located at 3950 Manatee Avenue West.

##### **M-CPA-00-04 WARD 1 NEIGHBORHOOD 4.07**

Request of Garret Barnes, agent for B.O.H. Investments, for approval of a preliminary PDP and a comprehensive plan amendment to change the Future Land Use designation of the subject property

from residential to professional. The property is located at 6400 8th Avenue West and consists of 9.8 acres.

##### **M-CPA-00-05 WARD 5 NEIGHBORHOOD 7.03**

Request of Tropicana Employees Credit Union for an amendment to the Comprehensive Plan in order to designate the Future Land Use category of Industrial to the property located at 604 13th Avenue East.

##### **M-CPA-00-09**

EVV REALTY – 4500 66TH STREET WEST – Change the Future Land Use Designation from County Res-16 to City Residential 15.

##### **M-CPA-00-10**

TROPICANA PRODUCTS INC., 850 13TH AVENUE EAST – Change the Future Land Use Designation from County IU (urban industrial) to City Industrial.

##### **M-CPA-00-11**

City of Bradenton - Change the future land use designation from County Res-6 to City Res-10 for the property located at or about 3300 12th Avenue East; change text in the Transportation Element regarding representation on the bikeway committee; change “Public Transit Trip Generators City Census Tracts and Characteristics” chart to reflect Neighborhood 7.03.

##### **M-CPA-01-01 WARD 5 NEIGHBORHOOD 7.03**

Request of Tropicana Products Inc., 1001 13th Avenue East, for a small scale Comprehensive Plan Amendment to change the Future Land Use Designation on the property located at 11th Street and 12th Avenue East from Residential\10 UA to Industrial.

##### **M-CPA-01-06 WARD 4 NEIGHBORHOOD 20.03**

Request of Stephen Thompson, agent for Nordic of Florida, George T. Stolt, Cindy Dring, Pamela K. Howard, Tracy L. Hallenbeck, Andrew Pyne, Kim A. Pyne, Rick M. Stowe, Juan Carlos Curci, Maria C. Pardo, Willis Ray Hermann Trustee and Marita J. Hermann Trustee for approval of a Comprehensive Plan Amendment to assign a Future Land Use Designation of Residential \10 in lieu of the County Future Land Use Designation of Res 6 for the property located in Riverdale Subdivision recently annexed into the City of Bradenton by the

mentioned property owners.

**M-CPA-01-07 WARD 1 NEIGHBORHOOD 12.04A**

Request of Stephen Thompson, agent for Walid Saba and Perico Harbor Marina LLC, for approval of a Comprehensive Plan Amendment to assign a Future Land Use Designation of C (Commercial) from the County Future Land Use Designation of Res 3 for the property located at 12300 and 12310 Manatee Avenue West.

**M-CPA-01-08**

Request of the City of Bradenton for approval of a Comprehensive Plan Amendment to change text in the Future Land Use Element and the Public Facilities Element of the Plan, and to assign specific upland area designated by survey for the property known as Pine Island.

**M-CPA-01-16 WARD 4 NEIGHBORHOOD 20.04**

Request of Keith Bachman representing Continental Properties for approval of a small scale Comprehensive Plan Amendment to change the Future Land Use Designation from Manatee County Residential-6 to City of Bradenton Residential 10 for the property located at 702 51st Street East.

**M-CPA-01-18 WARD 4 NEIGHBORHOOD 20.03**

Request of Clifford Walters representing Erie Road Corporation for approval of a small scale Comprehensive Plan Amendment to change the Future Land Use Designation from Manatee County Residential-6 to City of Bradenton Commercial for the property located at 5413 State Road 64 East.

**M-CPA-02-01 WARD 4 NEIGHBORHOOD 20.03**

Request of Clifford Walters representing Diocese of Venice and Erie Road Corporation for approval of a Comprehensive Plan Amendment to change the Future Land Use Designation from Manatee County Residential-6 to City of Bradenton Commercial for the property located at 5101 State Road 64 East.

**M-CPA-02-03 WARD 1 NEIGHBORHOOD 4.07**

Request of Robert Schermer representing Florida Homebuyers Insurance Inc. for approval of a Comprehensive Plan Amendment to change the Future Land Use Designation from Professional to Residential 10 for the property located at 6301 7th Avenue West. (Zoned PDP)

**M-CPA-02-08 WARD 4 NEIGHBORHOOD 7.02B**

Request of Richard Bedford, as agent for Ken McKeithen of Sunbay Properties, for an amendment to the City of Bradenton Comprehensive Plan to change the Future Land Use Designation from Residential 10 units per acre to Commercial for the property located at 2422 6th Avenue Drive East.

**M-CPA-02-10 WARD 2**

Request of Clifford Walters, as agent for Episcopal Day Private School, for a Comprehensive Plan amendment to change the Future Land Use Designation from Manatee County Res 6 to City of Bradenton Residential 10 on the property located at 315 41st Street West.

**M-CPA-02-11**

Request of the City of Bradenton for a Comprehensive Plan amendment to make certain changes to the Future Land Use Element and Future Land Use Map.

**M-CPA-02-13**

Request of the City of Bradenton for a Small Scale Comprehensive Plan amendment to change the Future Land Use Map Designation from Residential 10 to Commercial for the property located on the east side of 15th Street West between 9th Avenue and 17th Avenue West.

**M-CPA-02-14**

Request of the City of Bradenton for a Comprehensive Plan text amendment as it relates to transfer of density in the Future Land Use Element and the Coastal Management Element.

**CPA-M-03-01 WARD 5 NEIGHBORHOOD 1.03\1.04**

Request of The City of Bradenton for a small scale Comprehensive Plan amendment to change the Future Land Use Map Designation from Commercial to Residential for the property located at 1600 1st Street West (Zoned C-3).

**CPA-M-03-02 WARD 4 NEIGHBORHOOD 20.03**

Request of Maurice and Renee Healey, owner for a small scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from ROR (County-Suburban Agriculture) to Commercial for the property located at 404 39th Street East (Zoned A-1),

**CPA-M-03-03 WARD 1 NEIGHBORHOOD 4.08**

Request of Edward Vogler for Palma Sola Golf Club, owner, for a large scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from County Res 9 and Res 16 to City Residential 10 and Residential 15 for 103.30 acres located at 3807 75th Street West,

**CPA-M-03-04 WARD 4 NEIGHBORHOOD 20.04 JB**

Request of Robert Schmitt, AICP, agent for Braden River Animal Hospital, owner, for a small scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from County Res-6 to City Commercial for the property located at 5012 State Road 64 East. (Zoned A-1 and Res 6)

**CPA-M-03-05 WARD 4 NEIGHBORHOOD 20.03 JB**

Request of Caleb Grimes, agent for McClure Properties Limited, owner, for a large scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from County Res 6 and CON to City Residential 6 for the property located at 101 48th Street Court N.E. (Zoned PDMU, PDR, A-1)

**CPA-M-03-06 WARD 4 NEIGHBORHOOD 20.03 JB**

Request of Stephen Thompson, agent for Aurora Foundation, owner, for a large scale Comprehensive Plan Amendment to change the Future Land Use Designation from County Res 6 to City Residential 6 for the property located at 415 48th Street Court East. (Zoned Res 6 and A-1)

**CPA-T-03-07 LF**

Request of the City of Bradenton for a text amendment to the City of Bradenton Comprehensive Plan to address the wetlands.

**CPA-T-03-08 LF**

Request of the City of Bradenton for an amendment to the City of Bradenton Comprehensive Plan to include text changes.

**CPA-M-03-09 WARD 2 NEIGHBORHOOD 12.02 JB**

Request of H. Hamilton Rice, Jr., Esq., agent for Christ Episcopal Church of Bradenton, Inc., owner for approval of a small scale Comprehensive Plan Map Amendment to change the Future Land

Use Map Designation from County R/O/R to City Commercial or other appropriate designation for the property located at 401 42nd Street West; 411 42nd Street West; 415 42nd Street West; 420 41st Street West and 422 41st Street West. (Zoned RSF 4-1/2)

**CPA-M-03-10 WARD 2 NEIGHBORHOOD 12.02 JB**

Request of Steve Kirk, agent for 950, Inc., owner for approval of a small scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from County R/O/R to City Commercial, or other appropriate designation for the property located at 5016 Manatee Avenue, West. (Zoned GC)

**CPA-M-04-01 WARD 4 NEIGHBORHOOD 20.02 LF**

Request of Thomas C. McCollum, AICP, Zoller Najjar & Shroyer, L.C., agent for Tom Brown Real Estate Investments, LLC, owner for approval of a large scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from County Res-3 to City Commercial or other appropriate designation for the property located at 5101 S.R. 64 East. (Zoned Res-3)

**CPA-M-04-02 WARD 4 NEIGHBORHOOD 20.02 JB**

Request of Stephen W. Thompson, Esq., agent for Nordic of Florida Development, Inc., owner for approval of a small scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from County Res-6 to City Commercial or other appropriate designation for the property located at 4465 S.R. 64 East. (Zoned Res-6)

**CPA-M-04-03 WARD 1 NEIGHBORHOOD 12.02 JB**

Request of Beachway Associates, Inc., owner for approval of a large scale Comprehensive Plan Amendment to change the Future Land Use Map Designation from County ROR to City Commercial or other appropriate designation for the property located at 7208 Manatee Avenue West. (Zoned GC)

**CPA-M-04-04 WARD 1 NEIGHBORHOOD 12.04B LF**

Request of Robert Schmitt, AICP, Land Planning and Associates, agent for Alfred Parente, owner for approval of a small scale Comprehensive Plan Amendment to change the Future Land Use Map Designation from Commercial to Residential-15 or other appropriate designation for the property located at 9915 Manatee Avenue West. (Zoned C-2)

**CP.04.0001 WARD 1 NEIGHBORHOOD 4.05/4.06 MM**

Request of Stephen Thompson, agent for Trotzale Properties, owner for approval of a small scale Comprehensive Plan Map Amendment to change the Future Land Use Map Designation from County RES-3 to Professional, or other appropriate designation for the property located at 5716 21st Avenue West (Zoned County PRM)

**CP.05.0002 WARD 4 NEIGHBORHOOD 20.03**

Request of Cedarwood Development Inc, Agent for Southern Hospitality Associates, LLC, Owner for a Large Scale Comprehensive Plan Amendment changing the Future Land Use from County Res 6 to City Res 6 for the property located at 5055 3rd Avenue East

**CP.05.0003 WARD 4 NEIGHBORHOOD 20.03**

Request of White Oak Development Inc, Agent for Mark Heller, Rosa Heller, Walt Eppard, David McNabb and Florida Coast Development, Owners for a Large Scale Comprehensive Plan Amendment changing the Future Land Use from County Residential 6 to City Residential 6 for the property located at 101 48th St Ct NE

**CP.05.0004**

Request of the City of Bradenton for Comprehensive Plan Amendment changes to Future Land Use, Public Facilities, Intergovernmental Coordination and Capital Improvements Elements.

**CP.05.0005 WARD 1 NEIGHBORHOOD 11.03 MM**

Request of James T. Farr, agent for CABE LLC, owner for a Large Scale Comprehensive Plan Amendment changing the Future Land Use from Commercial to Residential-15 for the property located at 5501 Cortez Rd West (Zoned PDP)

**CP.05.0006 WARD 3 NEIGHBORHOOD 6.01 RS**

Request of King Engineering & Associates, agent for Wares Creek Development LLC, owners for a Small Scale Comprehensive Plan Amendment changing the Future Land Use from City Residential-10 to Professional located at 1915 Manatee Avenue West (Zoned R-1C).

**CP.05.0009 WARD 4 NEIGHBORHOOD 20.03 MM**

Request of Stephen Thompson, agent , for G.E. Apartments, Ltd. for a Small Scale Comprehensive Plan Amendment changing the Future Land Use from County Res 6 to City Res 6 for the property located at 407 48th Street Court East

The amendments to the Comprehensive Plan and Future Land Use map since 2000 are concentrated within the annexed areas of the City, with over 50% changing from a County future land use designation to a City future land use designation. The other revisions were generally small in size with the majority reflecting a change to a residential future land use classification.

Overall, the Comprehensive Plan and Future Land Use Map appear to appropriately be directing the timing and location of development within the City as evidenced by the relative few Future Land Use Map amendments since 2000 that were not related to annexations. The focus is now on the character and compatibility of development in order to promote the quality of life desired by the citizens of Bradenton. This new focus will require a reassessment within the EAR-based amendments of the opportunities to enhance the Future Land Use regulations to assure that development is sensitive to its context within the urban fabric of the city and embraces a design concept that promotes efficient, diverse, vibrant, and quality development patterns.

**EVALUATION OF SUCCESS OF COORDINATION FOR SCHOOL PLANNING**

Students from the City of Bradenton are served by 11 elementary schools, three middle schools, and four high schools operated by the Manatee County School Board. These schools are (bolded schools are within the city limits):

- **Ballard Elementary School**
- **Manatee Elementary School**
- **Miller Elementary School**
- **Moody Elementary School**
- **Orange Ridge Elementary School**
- **Prine Elementary School**
- **SeaBreeze Elementary School**
- Palma Sola Elementary School
- Wakeland Elementary School
- Samoset Elementary School
- Rowlett Elementary School
- King Middle School

- Lee Middle School
- Johnson Middle School
- Haile Middle School
- **Sugg Middle School**
- Bayshore High School
- Braden River High School
- **Manatee High School**
- Southeast High School

In addition, the Manatee County school system utilizes a school choice program that allows the student to attend schools outside of their assigned school zone.

In a presentation by staff of the Manatee County School Board regarding school impact fees in September 2005, the construction of two new elementary schools and the renovation and expansion of several existing elementary, middle, and high schools within the Bradenton area was identified. This extensive need for new, renovated, and expanded schools is a signal indicating the need for effective coordination between land use decisions and school facility planning.

Since adoption of an interlocal agreement for school coordination in September 2003, coordination between the Manatee County School Board, the County, the City of Bradenton, and other municipalities has improved. The following actions are in place to promote coordination between school planning and land use decisions:

- School Board representative appointed as an advisory member of the Planning Commission;
- Public School Facility Planning Interlocal Agreement in September 2003;
- Participation in the “ACCORD” and the Joint Planning Committee; and
- Participation of School Board elected officials with elected officials of the County and cities in the Council of Governments meetings.

Each of these actions independently and collectively provide for a means of coordination and cooperation between the various governmental entities in Manatee County to address the needs of providing an efficient and effective public education system.

The City’s current Comprehensive Plan provides for the following objectives and policies for school coordination:

#### Future Land Use Element

**Objective 1.4:** By January 2000, amend the City’s Land Use, as necessary, to provide the opportunity for the location of adequate school sites within the City consistent with growth and development patterns and compatibility with nearby uses, including provisions relating to the following policies.

**Policy 1.4.1:** Public schools shall be considered an appropriate land use within the residential, professional and commercial land use categories.

**Policy 1.4.2:** Public schools shall be allowable as Special Uses and shall be compatible with existing or anticipated uses on nearby properties based upon the type of school (i.e. elementary school, middle school, high school, or school of special education) and the type of facilities proposed for the site.

**Policy 1.4.3:** Environmental concerns and traffic patterns shall be considered when a proposed school site is under review to ensure compatibility with on-site and adjacent natural features and the health and safety of students, neighborhood residents, and local motorists.

#### Recreation and Open Space Element

**Objective #5:** Continue to coordinate with other public agencies and the private sector in the acquisition and development of open spaces and recreation facilities with the Future Land Use Chapter.

**Policy #1:** The City shall coordinate development and maintenance of open spaces and recreation facilities with the private sector and including neighborhood associations, with Manatee County and the School Board of Manatee County.

### Intergovernmental Coordination

**Objective #8:** Consistency between the plans of the City and those of Manatee County School Board.

**Policy #1:** Supply the Manatee County School Board with a copy of the adopted Comprehensive Plan for the City of Bradenton and encourage the School Board to participate in any subsequent plan amendments or updates.

**Policy #2:** Send notification of major residential project plan reviews to the School Board.

**Policy #3:** Cooperate with the School Board in its efforts to provide the revenues and sites necessary to accommodate the educational infrastructure needs associated with the City's growth.

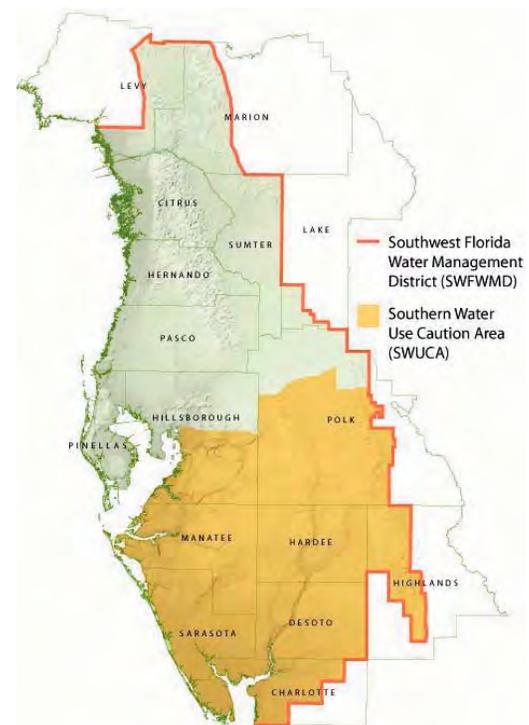
The current objectives and policies provide a base level of coordination for school planning. However, the 2005 Florida Legislative Session resulted in a new requirement for the development of a Public School Facilities Element and concurrency standards for public school facilities. This new element and concurrency standards are required to be coordinated on a countywide basis. The timeframe for the implementation of these new school planning requirements for Bradenton is by April 2008. In the EAR-based amendments, the City will include appropriate Objectives and supporting Policies within the Future Land Use and Intergovernmental Coordination Element to reflect the requirement to adopt a new Public School Facilities Element and implementation of public school concurrency by the 2008 deadline. Until the new Public School Facilities Element and concurrency standards are in place, the City will continue to work closely with the School Board through the existing Interlocal Agreement and the "ACCORD" to coordinate school facility planning and land use planning.

### **EVALUATION OF SUCCESS IN MEETING WATER SUPPLY NEEDS**

The City of Bradenton primarily obtains its public water supply from the Bill Evers Reservoir located south of S.R. 70 eight miles east of the City. The reservoir was created in 1939. The reservoir, water treatment plant, and distribution system are all owned by the City. The City's Public Works Department operates and maintains the facilities. The City's water supply is supplemented by limited groundwater withdraws and a wholesale water agreement with Manatee County.

The need for aggressive and comprehensive water supply planning for the City of Bradenton is demonstrated by the fact that the City is located within an area designated by the Southwest Florida Water Management District (SWFWMD) as the Southern Water Use Caution Area (SWUCA). A water use caution area is an area that water resources are or will become critical in the next 20 years. The SWUCA encompasses a 5,100-square-mile area including all of DeSoto, Hardee, Manatee, Sarasota, and portions of Charlotte, Highlands, Hillsborough and Polk Counties. Map 6 shows the location of the SWUCA.

### **MAP 6**



Map from SWFWMD Website, October 2005

SWFWMD has a recovery strategy for the SWUCA that provides for water resource management opportunities to promote the recovery of water resources and mitigate the potential critical shortage anticipated.

The current Comprehensive Plan's objectives and policies for potable water provide for level of service standards, protection of the City's water supplies

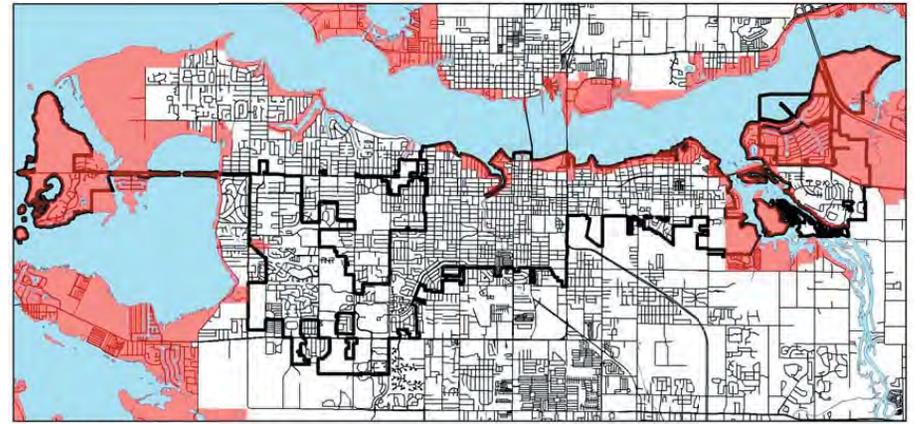
and distribution system, and provide for awareness of water conservation measures. However, the current Comprehensive Plan does not address or reference the issues related to the SWUCA and the SWFWMD Regional Water Supply Plan. The objectives and policies for potable water need to be enhanced and expanded to include the need for coordination within SWFWMD in relation to the SWUCA and the Regional Water Supply Plans. These new objectives and policies should include water supplies, water distribution, specific conservation measures, and investigation of alternative water supplies consistent with the water resource planning occurring with SWFWMD.

In the 2005 Florida Legislative Session, the deadline for the update to Regional Water Supply Plans and related amendments to local government comprehensive plans was extended. According to SWFWMD staff, the new Regional Water Supply Plan will be complete sometime in mid to late 2006. The City will amend its Comprehensive Plan within 18 months of the adoption of the new Regional Water Supply Plan to provide the long-range water supplies work plan consistent with the new Regional Water Supply Plan. However, as part of the EAR-based Comprehensive Plan amendments new objectives and policies will be added to the Public Facilities Element to specifically address coordination and cooperation with SWFWMD in the appropriate and efficient meeting of the water supply needs of the City as indicated above.

### EVALUATION OF COASTAL HIGH HAZARD AREA AND REDUCTION IN DEVELOPMENT RIGHTS

The Category 1 Hurricane Evacuation Zone, which defines the Coastal High Hazard Area (CHHA) as defined in Chapter 163, Part II, Florida Statutes, is concentrated in the Perico Island area and along the shoreline of the Manatee River, Map 7. The Future Land Use Element (Objective 1.5 and Policy 1.5.2) and Coastal Management Element (Goal #5, Objective #1, Policy #1, Policy #2, and Policy #4) provide for the prohibition of increasing density within the CHHA. Although the current Comprehensive Plan prohibits the increase in density or intensity within the CHHA, it does not reduce the existing development intensity or density.

MAP 7



Coastal High Hazard Area  
City of Bradenton, Florida

Coastal High Hazard Area  
Evacuation Zone A

Roads  
City of Bradenton



Source: City of Bradenton GIS, 2005;  
Tampa Bay Regional Planning Council GIS, October 2005

### IDENTIFICATION OF CHANGES TO LAND USES IN DESIGNATED URBAN INFILL AND REDEVELOPMENT AREA

The City's downtown district is identified within the Comprehensive Plan as a designated urban infill and redevelopment area through Policy 1.1.1 and the Urban Central Business District land use classification within the Future Land Use Element. The City of Bradenton contains the urban core of Manatee County and presents the opportunity to provide a vibrant and diverse urban environment within its downtown for living, working, shopping, and playing. Currently, downtown Bradenton is characterized by a significant governmental presence with complimentary office and commercial uses. The limits of the City's downtown district and land use designation, as defined within the Comprehensive Plan, are shown on Map 8.

MAP 8

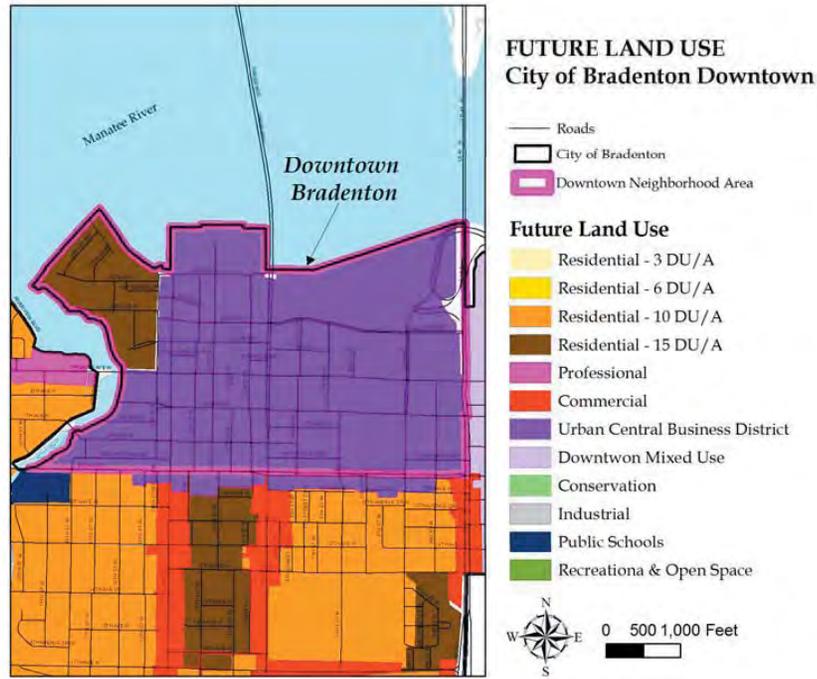


TABLE 3

Existing Land Use	Acres	Percent
No Data	1	0%
Vacant	24	9%
Residential	45	16%
Commercial/Office	104	37%
Industrial	15	5%
Institutional	18	6%
Public	57	21%
Utility	5	2%
Water	9	3%

Source: Manatee County Property Appraiser, September 2005

The existing land use map, Map 9, graphically displays the allocation of land uses within the downtown. Again, this 2005 map is nearly identical to the map of existing land uses shown on the 1999 map. The differences that are shown are a result of classification differences between the 1999 and 2005 maps but not of the actual use of the property.

The Urban Central Business District land use has the following characteristics:

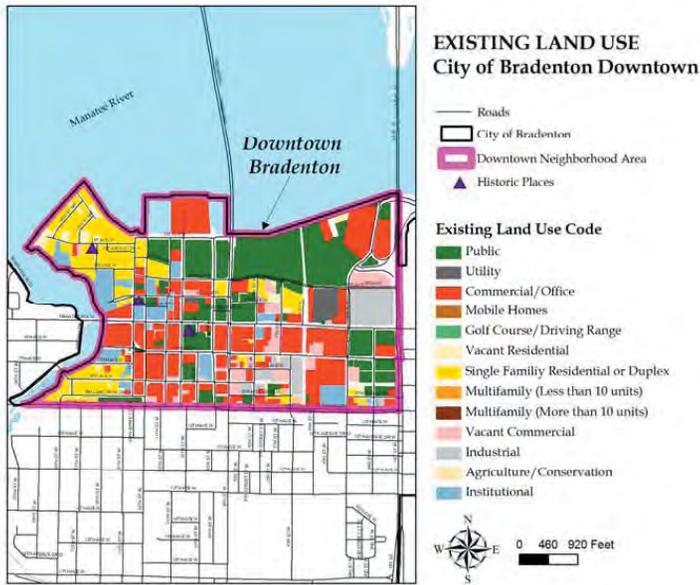
Allowed Uses: Office, Light Commercial, Public Facilities, Educational Facilities, Restaurants, and Residential.

Density/Intensity: 25 Dwelling Units per Acre and 10 Floor Area Ratio.

Other: Utilized to Increase Development of Regional Impact Thresholds.

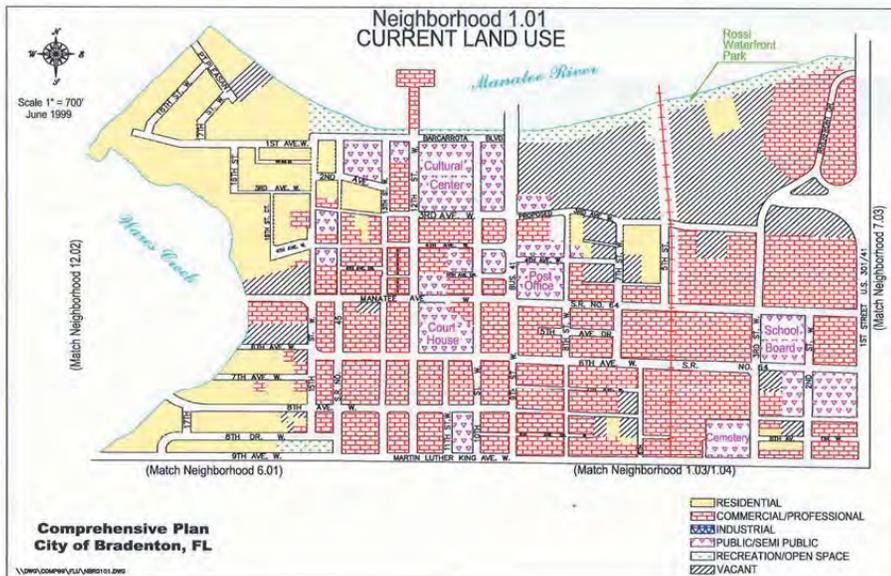
Table 3 provides data regarding the current distribution of land uses within downtown. This data shows that the existing uses downtown are primarily public (governmental) and commercial/office accounting for nearly 60% of the land area; this percentage is similar to the allocation shown in the currently adopted Comprehensive Plan. Similarly, the residential allocation of land uses in 2005 as compared to the currently adopted Comprehensive Plan is nearly identical at just over 20%.

MAP 9

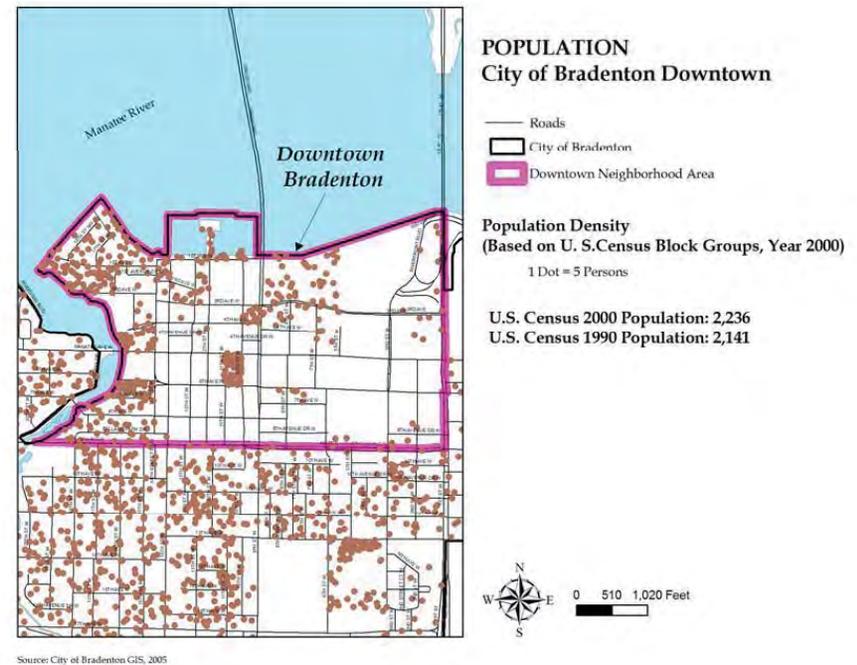


Population within Bradenton’s downtown area is relatively concentrated in the western portion of downtown with a few concentrated population clusters in other areas, Map 11. The 1990 U.S. Census estimated that 2,141 people resided within the downtown. The 2000 U.S. Census showed a very small increase to 2,236, less than 100 new residents. However, since 2000 significant plans have moved forward that will significantly increase the number of dwelling units within the downtown and will provide for a critical mass of residents needed to support a vibrant and active downtown. These projects are in various stages of planning, design, and construction. These projects include, but are not limited to, conversion of the Riverpark Senior Residence and Promenade at Riverwalk.

MAP 10



MAP 11



Although change within the downtown district has historically been slow, several redevelopment projects are in the planning, design, or construction stage within or adjacent to downtown. Some of these projects include, but are not limited to:

- Conversion of Riverpark Senior Residence
- Promenade at Riverwalk
- Riverwalk Professional Complex
- City of Bradenton New Parking Garage
- Conversion of Old City Hall
- Proposed New Manatee County Judicial Center
- Manatee Memorial Hospital
- Streetscaping Enhancements

A consequence of this increase in redevelopment activity within the downtown is the need for more aggressive and proactive planning to take advantage of the opportunities generated by this activity. As the population within downtown Bradenton grows with these redevelopment projects the need for supporting uses (i.e. retail, restaurants, entertainment, etc.) will increase and allow for the birth of a compact, diverse, and vibrant urban core within Manatee County.

In addition, the significant planning activities that have occurred with the DDA, the 14th Street Community Redevelopment Area, the Bradenton Community Redevelopment Area, the Central Community Redevelopment Area, and the Front Porch Area all will have a positive influence on the redevelopment opportunities within downtown. The currently adopted Comprehensive Plan does not reflect this level of high commitment by the City to promote the redevelopment and repositioning of downtown that has occurred within the past several years.

A significant opportunity lies in the ability to generate a synergistic effect on the redevelopment and repositioning opportunities through the collective efforts of the various redevelopment efforts occurring throughout the City. The positive impact of projects that are planned or in process within the Central Community Redevelopment Area and the 14th Street Community Redevelopment Area, which may not be physically within the boundary of the downtown neighborhood, will provide a significant boost and support to efforts within the downtown core. This synergistic effect can only be applied through the close coordination and efforts of the various redevelopment programs within the City. The opportunity to harness the energy and excitement of improvements throughout the City will have a great positive influence on the activities and energy with the core of the downtown.

The Bradenton waterfront is a “gem” within the downtown and it includes access to the arts, such as the Riverfront Theater, Bradenton Auditorium, South Florida Museum, and the Arts Center Manatee. Redevelopment activities should promote and enhance the value of the waterfront. Establishing a strong identification and link of the downtown to the waterfront will assist in defining

the character of the downtown and provide a strong marketing asset for the area.

Arts and cultural opportunities abound within downtown Bradenton. Located within the heart of downtown is the Riverfront Theater, the South Florida Museum, Bishop Planetarium, Parker Manatee Aquarium, and the Central Library. The “Village of the Arts” and the “Antique District”, although not within the heart of downtown but located within the general downtown area, provide additional opportunities to enjoy the arts and culture of the community.

Aggressive downtown redevelopment needs to be sensitive to the welfare of those residents who currently live within the downtown area. Successful redevelopment projects can lead to the displacement of current residents, particularly those who are renters. As developers assemble property within the downtown, property values rise and place pressure on current property owners to sell to avoid missing the “bubble” of high values. If the property is rented then the renters are left with no place to live. The opportunity to stay within the downtown is reduced by the rising costs spurred by the redevelopment activity. The extent of the displacement is difficult to anticipate. Consequently, the City should assure that downtown redevelopment projects provide an appropriate allocation of affordable housing units to offset the displacement of residents who are limited in their ability to find alternative housing.

The last problem relates to the ability of the City to maintain adopted level of service standards within the downtown. The concentration of density and intensity of uses to provide for an economically viable and vibrant downtown may result in traffic generation that would exceed adopted level of service standards. In addition, the impacted roadways may be exceeding its adopted level of service and widening or other capacity is not feasible due to physical or financial constraints. A potential solution to this problem is the implementation of a Transportation Concurrence Exception Area (TCEA). The TCEA could be specifically defined within the downtown area that has in place viable alternative modes of transportation (i.e. walking, bicycling, mass transit, etc.). The implementation of the TCEA would need to be done in coordination with Manatee County, the Sarasota-Manatee Metropolitan Planning Organization, and the Florida Department of Transportation.

The Comprehensive Plan needs to be amended to provide a strong focus and emphasis on the redevelopment needs and opportunities within downtown Bradenton. Future Land Use Element Objective 1.6 and the supporting policies need to be re-crafted and enhanced to reflect the significant amount

of redevelopment potential within the downtown and the planning efforts that have occurred over the past few years. The new policies should provide for the specific implementation of the recommendations within the various redevelopment plans to provide a sense of urgency and importance to this issue. These new policies should at a minimum address density and intensity of development, land development form and structure, coordination between the City's CRAs, enhancement of alternative transportation opportunities, land use connectivity and access, land acquisition and banking, enhancement and connection to the waterfront, and the City's commitment to be an active partner with the private sector in the redevelopment process of downtown Bradenton. Policies should be added to address the concern of displacement of residents due to redevelopment activities by providing for close coordination between redevelopment activities and the provision of affordable housing. These new affordable housing redevelopment policies would be supportive of the new policies proposed within the Housing Element. Policies should be added that, at a minimum, require by a date certain that the City investigate and consider the implementation of a Transportation Concurrency Exception Area, consistent with the requirements of Florida law, to promote redevelopment within downtown Bradenton. Finally, policies should be added that require by a date certain the consideration of incentives within the land development regulations for expedited or priority plan review and permit fee adjustments to promote redevelopment activities within downtown Bradenton.

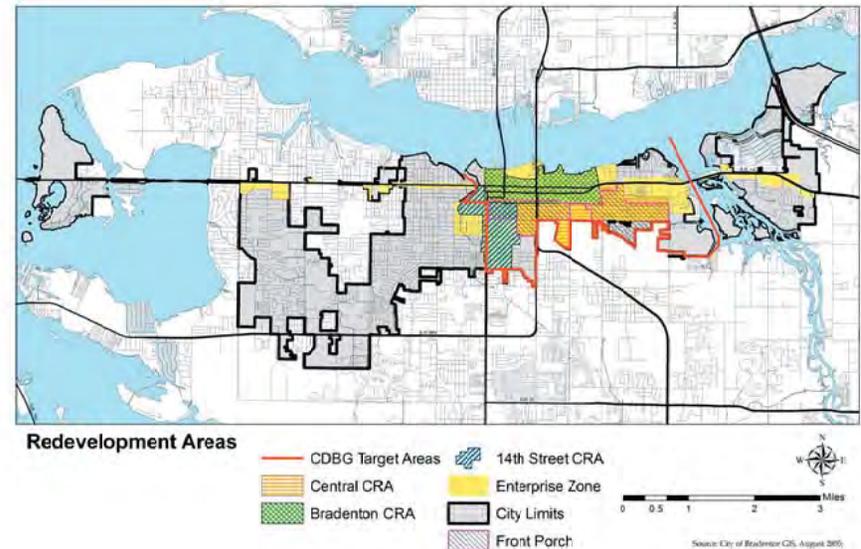
## REVIEW AND ANALYSIS OF AREAS IN NEED OF INFILL DEVELOPMENT AND REDEVELOPMENT

The City of Bradenton contains the urban core of Manatee County and presents many opportunities for infill and redevelopment of the existing urban landforms. These infill and redevelopment opportunities provide the vehicle to convert inefficient and uncoordinated landforms into a synergistic and vibrant community that embraces its diversity and maximizes on its potential.

Currently, the City contains several designated redevelopment areas and authorities. These areas and authorities include (shown on Map 12):

- Downtown Development Authority
- Bradenton Community Redevelopment Agency
- Central Community Redevelopment Agency
- 14th Street Community Redevelopment Agency
- Enterprise Zone
- Community Development Block Grant Target Area
- Bradenton Front Porch Community

MAP 12



A brief description of each of these redevelopment areas follows.

### ***Downtown Development Authority (DDA)***

The Florida Legislature created the DDA as a special taxing district in 1974. Authorization for the DDA expires on December 31, 2020. The DDA is responsible for projects and activities within redevelopment areas that eliminates and prevents slum and blight. The DDA serves as the Community Redevelopment Agency for the Bradenton Community Redevelopment Agency and for the 14th Street Community Redevelopment Agency. In addition, the DDA serves as a business advocate to promote and facilitate positive economic development within the City's downtown area.

The DDA funds numerous infrastructure improvements within the redevelopment areas as well as administers a façade grant program, landscape grants, and some promotional marketing programs for properties within the redevelopment area. Some of the improvements funded by the DDA include, but are not limited to, brick paver sidewalks, period street lighting, benches, trashcans, and streetscaping.

### **Bradenton Community Redevelopment Agency**

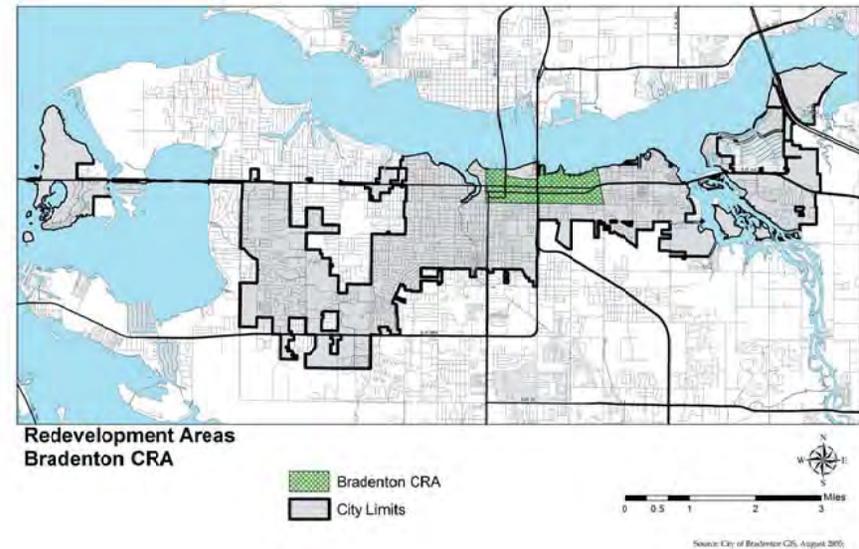
The Bradenton Community Redevelopment Agency is located within the core of downtown Bradenton, as shown on Map 13. This CRA was created by the City in 1979 to revitalize the downtown core of the City. The DDA manages this CRA as part of its responsibilities delegated by the City Council.

A “Downtown Bradenton Master Tree Plan” was prepared for the DDA that provides a unified streetscape plan for the Bradenton central business district. The plan establishes a framework and palette for the City and the property owners to improve the physical appearance of the downtown. Since adoption of the plan, the DDA has aggressively implemented many of the improvements identified (i.e. brick pavers, street trees, period lighting, etc.)

In 2002, the “East Bradenton Neighborhood Streetscape Plan” was prepared for the DDA that identified a series of improvements to the eastern area of the CRA to enhance its character and viability. The intent was to synthesize the momentum for positive change demonstrated by historic preservation and redevelopment activities that were already underway within the area. In addition, the plan implemented and was consistent with the recommendations of the “Downtown Bradenton Master Tree Plan”. The salient findings of the streetscape plan are:

- Lack of pedestrian connectivity throughout area and the riverfront;
- Create and reinforce a neighborhood theme;
- Improved street lighting; and
- Improved parallel street parking.

**MAP 13**



### **Central Community Redevelopment Agency**

The Central Community Redevelopment Agency (CCRA) is located to the east of the downtown core of Bradenton between 6th Street West and 27th Street East, as shown on Map 14. The CRA was created by the City in 2001 to promote economic revitalization within the area. The major redevelopment project within the CCRA is the Hope VI – Bradenton Village housing project. The CCRA committed \$7.5 million over a 30-year period in support of Bradenton Village. Since that initial project, the CCRA has expanded its focus to include overall economic revitalization for the area. The “Central Community Redevelopment Agency Master Plan” prepared in 2004 defined this expanded focus.

Some of the salient recommendations of the master plan include, but are not limited to:

- Promote private sector investment in the area;
- Enhance appearance of the area;
- Improve ability to obtain grants;
- Creation of local Community Development Corporation;

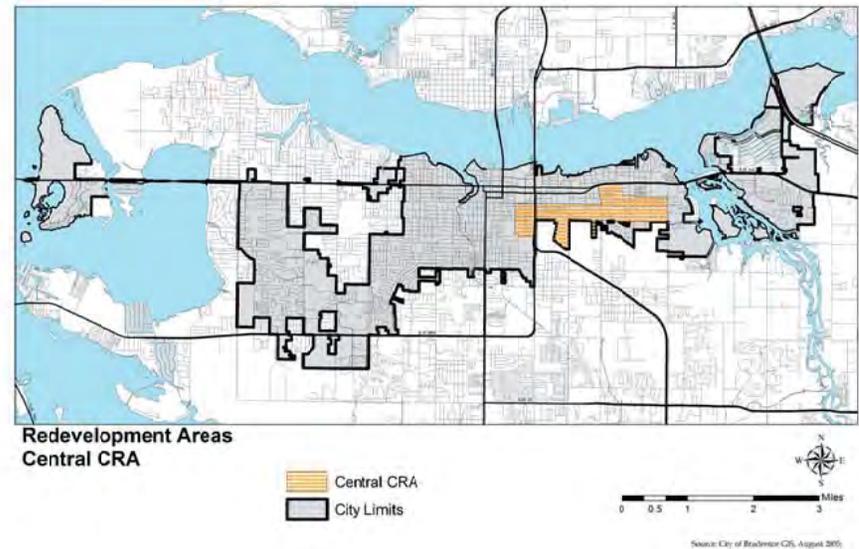
- Promote connectivity;
- Improve elder and youth services and facilities;
- Improve communication within the area;
- Promote home ownership;
- Promote culture and arts;
- Promote economic self sufficiency; and
- Promote economic development.

In addition, the master plan identifies several implementation projects:

- Improvements to Martin Luther King Boulevard and 15th Street East;
- Sidewalks and bikeways;
- East Bradenton Library
- Norma Lloyd Park with Community Center
- Streetscapes
- Drainage improvements
- Underground electrical lines;
- Land banking;
- Day care and elder care services;
- Literacy and job training;
- Promote job creation;
- Credit and home ownership education;
- Façade improvements;
- Gateways and signage;
- Neighborhood leadership training;
- Enhanced code enforcement; and
- Improved neighborhood schools.

As a result of the master plan, the CCRA is in the process (as of October 1, 2005) of selecting a consultant to prepare a specific study of the Washington Park neighborhood to assist in setting a clear direction for the short and long term redevelopment of the area.

MAP 14



#### **14th Street Community Redevelopment Agency**

The 14th Street Community Redevelopment Agency is located primarily along 14th Street West from downtown to the southern City limits, as shown on Map 15. The CRA was created by the City in 1993 to eliminate slum and blight within the 14th Street West area. The DDA manages this CRA as part of its responsibilities delegated by the City Council.

Although this area is negatively perceived, this CRA has seen some highly successful redevelopment activity. Prime examples are the success of the “Village of the Arts” located to the east of 14th Street and “Historic Ballard Park” located to the west of 14th Street. The “Village of the Arts” includes the adaptive reuse of homes in this area for live/work units for artists and other creative endeavors. “Historic Ballard Park” is a model for the preservation and enhancement of the historic character of the area.

In addition, a “Tamiami Trail Revitalization Strategy”, prepared by the City in 2005, provides a framework for promoting the economic revival of the corridor and surrounding areas. Some of the key

recommendations of the revitalization strategy include, but are not limited to:

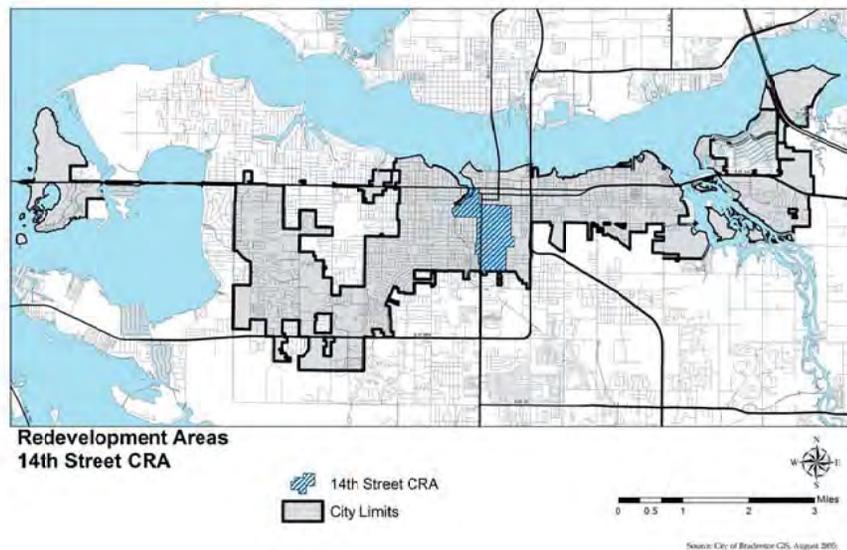
- Change regulatory framework to create character districts;
- Public investment in the public realm to show commitment to redevelopment;
- Create a 10-acre catalytic mixed-use project;
- Enhance character (“address”) of area;
- Provide for connectivity of road network; and
- Reinforce existing neighborhoods.

utilizes the following incentive programs:

- Building materials and equipment sales tax refunds;
- Job creation credit for sales tax refund and corporate income tax;
- Sales tax exemption for electricity use;
- Property tax credit; and
- Community contribution tax credit.

The City’s three CRAs are all located within the City’s Enterprise Zone. Consequently, the Enterprise Zone provides an additional incentive for the economic revitalization and enhancement of the CRAs.

MAP 15

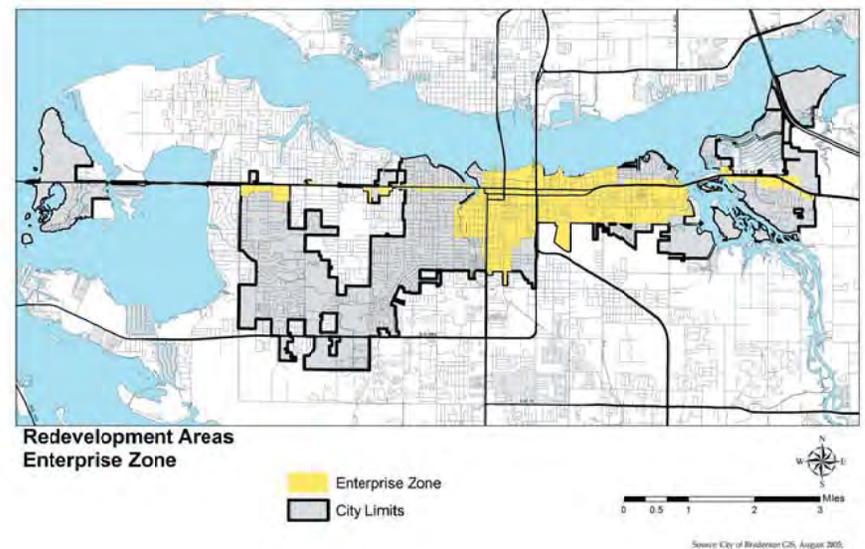


**Enterprise Zone**

Bradenton’s Enterprise Zone extends along either side of S.R. 64, as shown on Map 16. The City established the Enterprise Zone in 1995.

An Enterprise Zone is an area targeted for revitalization due to economic distress. Revitalization is promoted through the application of incentive programs. The City of Bradenton currently

MAP 16

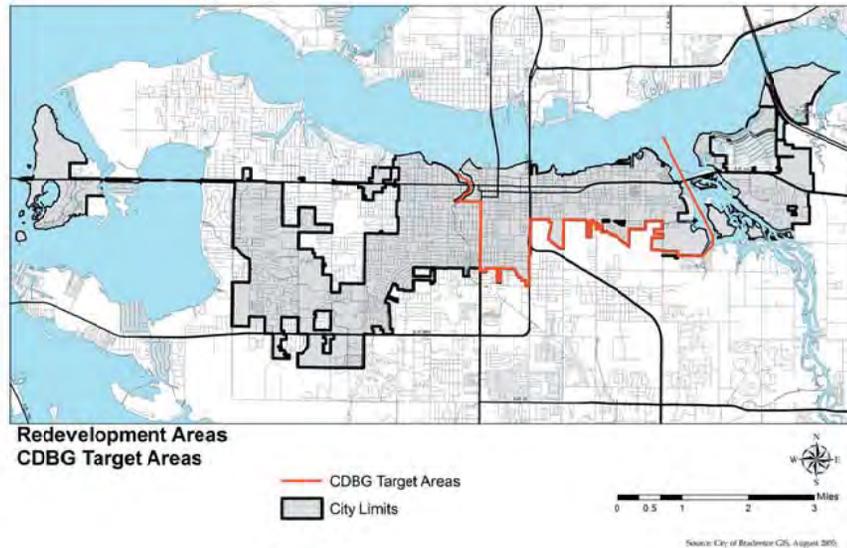


**Community Development Block Grant Target Area**

Community Development Block Grant (CDBG) Target Area is shown on Map 17. The CDBG Target Area identifies an area eligible for expenditure of funds allocated through the Federal Community Development Block Grant Program. Generally, these CDBG funds are earmarked to enhance the area and economic opportunities of the

City's disadvantaged citizens (poverty, elderly, handicapped, etc.). The City utilizes CDBG for economic redevelopment using a loan program for new or expanding businesses within the Target Area.

MAP 17



### **Front Porch Community**

The Bradenton Front Porch Community encompasses an area that generally extends from 14th Street West to 27th Street East with Martin Luther King Jr. Avenue and 13th Avenue as the primary east-west corridors, as shown on Map 18. In 2002, the State of Florida designated the Bradenton Front Porch Community.

The purpose of the Front Porch designation is to rebuild distressed communities and revitalize underserved communities. The Florida Department of Community Affairs is the agency responsible for the management of the Front Porch program and provides educational and technical assistance to help residents plan and implement projects that will make positive long-term changes in their community.

Bradenton's Front Porch designation enables access to the following funding sources:

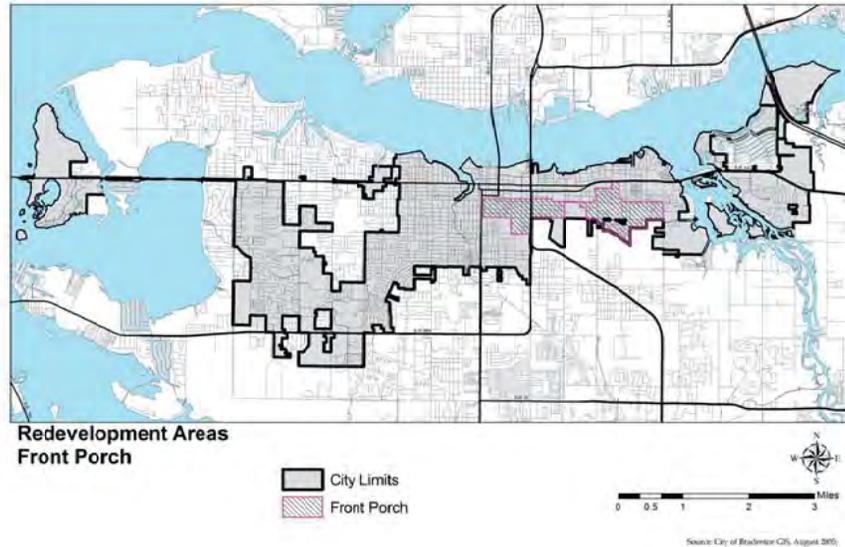
- Florida Department of Community Affairs Office of Urban Opportunity's Front Porch Florida Revitalization Funds;
  - Public sources – Federal and State agencies; and
  - Private sources – Corporations and Foundations.
- In addition, the Front Porch designation provides advantages in obtaining redevelopment project funding in the following ways:
- Front Porch Florida Revitalization Funds used to provide match and leverage other grant opportunities; and
  - Receive priority in state agency funding opportunities.

In 2004, the City prepared a "Master Plan for Economic Development and Rehabilitation" for the Bradenton Front Porch Community program. This master plan identifies several redevelopment opportunities within the Front Porch Community to promote economic revitalization. These areas include:

- 14th Street West Corridor;
- 9th Street West Corridor;
- 1st Street East Corridor (U.S. 41/301);
- Martin Luther King, Jr. Avenue and 15th Street East Node;
- Proposed Library Site on Martin Luther King, Jr. Avenue; and
- Bradenton Housing Authority Sites.

The designated Front Porch area within Bradenton is located within the Central Community Redevelopment Area and the 14th Street Community Redevelopment Area. Consequently, the Front Porch designation provides an additional incentive for the economic revitalization and enhancement of these two CRAs.

MAP 18



Overall, the impact of redevelopment corridors and areas on the City of Bradenton is significant. The entire core of the City is within designated redevelopment areas and contains corridors that are in need of redevelopment. The City has in place tools and programs through the DDA, the CRAs, Front Porch, Enterprise Zone, and CDBG to promote economic revitalization of these areas and corridors.

The Comprehensive Plan in the Future Land Use Element, Housing Element, and Intergovernmental Coordination Element provides objectives and policies that address the issue of infill and redevelopment. These objectives and policies are:

#### Future Land Use Element

**Objective 1.6:** Revitalize areas of slum and blight.

**Policy 1.6.2:** Continue the downtown revitalization programs of each Community Redevelopment Agency, to maintain the State Enterprise Zone program, and maintain the Federal pocket of poverty designation.

**Objective 1.8:** Prevent urban sprawl.

**Policy 1.8.1:** Infill and redevelopment shall be encouraged, high densities of up to 25 dwelling units per acre and concentrated on-residential development...

The Future Land Use Element also provides a series of recommendations for neighborhoods within the City. The infill and redevelopment areas span several of the neighborhoods within the City. The recommendations generally call for the support and coordination of the City's CRAs and redevelopment plans with City staff, revision of regulations to promote redevelopment, enhance pedestrian and bicycle access, enhance streetscape and architectural character, increased code enforcement, and provision of open space.

#### Housing Element

**Objective #1:** Construction of the 6,566 year-round housing units identified by this plan as being needed by 2010.

**Policy #2:** Identify sites suitable for redevelopment for residential use and facilitate their development through programs of the Community Redevelopment Agency. Programs may include site assembly, financial aid in site preparation, aid in applying and obtaining financial assistance from private and public sources and financial assistance in providing public improvements necessary to serve the development.

**Objective #2:** Provision by the public sector and/or assistance to the private sector in the provision of 500 new units for very low, low and moderate income families by the year 2005 and an additional 500 new units by the year 2010.

**Policy #2:** Include in any development agreements with the Community Redevelopment Agency on residential developments, a requirement to include a number of affordable housing units, commensurate with the amount of aid committed by the Agency to the project...

**Policy #9:** Encourage developers to take advantage of Enterprise Zone credits available for new construction and substantial renovation in poverty pockets located within the City.

### Intergovernmental Coordination Element

**Objective #7:** Maintain existing coordination mechanisms and, where necessary, establish new coordination mechanisms between various quasi-governmental authorities and the City of Bradenton.

**Policy #1:** Provide staff support to the Downtown Development Authority for their redevelopment efforts for the Community Redevelopment Area.

**Policy #2:** Maintain communication by participating in the meetings of the Chamber of Commerce,...., Downtown Bradenton Association,...., and other local groups.

The general intent and direction of the objectives and policies within the adopted Comprehensive Plan encourage infill and redevelopment activities. However, the objectives and policies are rather vague and do not provide a comprehensive and aggressive approach to infill and redevelopment opportunities.

The revitalization of areas within the City provide extensive opportunities to reverse the trajectory of decline within the City's CRAs and to promote a more diverse, vibrant, efficient, and economically viable land development form. By providing more specific policy guidance and coordination within the Comprehensive Plan for infill and redevelopment opportunities, the City will be able to take full advantage of the strong housing market within the region and the resulting supporting and complementary commercial, office, and leisure uses.

Three significant problems with the revitalization of corridors and areas that need to be addressed within the Comprehensive Plan are the displacement of existing residents, provision of social services, and maintenance of transportation level of service standards.

Aggressive redevelopment approaches need to be sensitive to the welfare of those residents who currently live within the redevelopment area. Successful redevelopment projects can lead to the displacement of current residents, particularly those who are renters. As developers assemble property within the redevelopment areas property values rise and place pressure on current property owners to sell to avoid missing the "bubble" of high values. If the property is rented then the renters are left with no place to live. The opportunity

to stay within the same area is reduced by the rising costs spurred by the redevelopment activity. The extent of the displacement is difficult to anticipate. Consequently, the City should assure that redevelopment projects provide an appropriate allocation of affordable housing units to offset the displacement of residents who are limited in their ability to find alternative housing.

The second problem is the continued provision and coordination of social services to those in need as redevelopment occurs. Within the City, several social service providers are grouped within a concentrated area, 14th Street West. These social service providers provide services that make a positive difference in the lives of many people. However, as redevelopment occurs these social service providers may relocate. This relocation needs to occur in a manner that does not unduly disrupt the services provided and maintains a consistency of social service to those in need. These can only be done through the close coordination and communication between the City and social service providers.

The last problem relates to the ability of the City to maintain adopted level of service standards within these redevelopment areas. The concentration of density and intensity of uses to provide for an economically viable and vibrant redevelopment project may result in traffic generation that would exceed adopted level of service standards. In addition, the impacted roadways may be exceeding their adopted level of service due to pass-through traffic and widening, or other capacity is not feasible due to physical or financial constraints. A potential solution to this problem is the implementation of a Transportation Concurrence Exception Area (TCEA). The TCEA would be specifically defined within a redevelopment corridor or area that has or is planned to have in place viable alternative modes of transportation (i.e. walking, bicycling, mass transit, etc.). The implementation of the TCEA would need to be done in coordination with Manatee County, the Sarasota-Manatee Metropolitan Planning Organization, and the Florida Department of Transportation.

The Comprehensive Plan needs to be amended to provide a strong focus and emphasis on the infill and redevelopment needs and opportunities within the City. Future Land Use Element Objective 1.6 and the supporting policies need to be re-crafted and enhanced to reflect the significant amount of analysis and study that has occurred within the City's redevelopment areas. The new policies should provide for the specific implementation of the recommendations within the various redevelopment plans to provide a sense of urgency and importance to this issue. These new policies should at a minimum address density and intensity of development, land development form and structure, coordination

between the City's CRAs, coordination between the City's and County's CRAs (also in the Intergovernmental Coordination Element), enhancement of alternative transportation opportunities, land use connectivity and access, land acquisition and banking, crime prevention, maintenance of social services, and the City's commitment to be an active partner with the private sector in the redevelopment process. Policies should be added to address the concern of displacement of residents due to redevelopment activities by providing for close coordination between redevelopment activities and the provision of affordable housing. These new affordable housing redevelopment policies would be supportive of the new policies proposed within the Housing Element. Policies should be added that, at a minimum, require by a date certain that the City investigate and consider the implementation of a Transportation Concurrence Exception Area, consistent with the requirements of Florida law, to promote redevelopment within the urban core of the City. Finally, policies should be added that require by a date certain the consideration of incentives within the land development regulations for expedited or priority plan review and permit fee adjustments to promote redevelopment activities within targeted areas of the City's infill and redevelopment areas.

## EVALUATION OF THE ACCORD

In 2002, Manatee County, the municipalities, and the School Board entered into an interlocal agreement known as the "ACCORD". The intent of the "ACCORD" as stated in the agreement is:

*"...improve the quality of life of the citizens, foster a better community, preserve the character of the Cities while enhancing their financial stability, to better unify growth management efforts, and to protect environmentally sensitive lands..."*

The "ACCORD" calls for a series of coordination mechanisms to address the following issues:

### "Imagine Manatee"

Cooperate and assist the County in the implementation of the vision developed through the County's "Imagine Manatee" visioning process.

### Annexation

Coordination for the provision of services using a Joint Planning Committee, providing for compatibility of annexed lands in regard to density limitations and height considerations, providing for impact fee equivalency, and designation of "urban development zone" for annexations.

### Efficiency in Governmental Services

Collaborative sharing of services for an integrated traffic management system, 911 systems, elimination of duplication of services, potential consolidation of services, and school/land use coordination.

### Funding

Support for a half-cent sales tax.

### Environmentally Sensitive Lands

Support funding sources to obtain environmentally sensitive lands for the public interest.

### Dispute Resolution

Explore non-judicial dispute resolution, where appropriate, and meet at least once yearly to review concerns and maximize coordination.

### Mutual Support

Provide guidance, coverage, and financial support, where appropriate, to provide savings and efficiencies for the benefit of all.

Currently, the County and the cities are in the process of preparing a plan for countywide design compatibility as supplementary guiding principles to the "ACCORD" that specifically address development design and patterns in different areas of the county. This new plan will provide additional definition to what is "compatible" as discussed within the "ACCORD".

The current Comprehensive Plan does not address the "ACCORD". The elements of the Comprehensive Plan provide the general policy guidance of assuring compatibility of development with areas outside of the City and other general calls for intergovernmental coordination. However, in order to make the most effective use of the "ACCORD" and resulting supporting plans, each of the Comprehensive Plan elements should be amended to specifically address provisions of the "ACCORD" that impact that element.

### Key Recommendations: Potential Amendments

The City should consider amending the Future Land Use Element to create a new Vision for the Comprehensive Plan. This new Vision should incorporate elements from “Imagine Manatee” that focus on:

- Affordable Housing
- Downtown
- Economic Development
- Historic Preservation
- Neighborhood Character
- Public Safety
- Social Issues
- Transportation

The coordination of annexations can be improved through the following amendments for the Comprehensive Plan and tools, as more specifically discussed in Major Issue #1, Annexation. The amendments and tools include:

- Adoption of codified annexation criteria;
- Development of standardized fiscal/economic modeling tool for evaluation of annexations;
- Adding specific annexation criteria within the Future Land Use Element;
- Interlocal agreement addressing potable and wastewater systems potentially impacted by annexations;
- Amend Future Land Use Element to identify an “urban development zone” and recognize the coordination of impact fee equivalency and density/intensity compatibility measures (transitional uses and design elements to mitigate impact); and
- Amend Intergovernmental Coordination Element to recognize appropriate provisions of the “ACCORD.”

### SUCCESSSES OR SHORTCOMINGS OF EACH ELEMENT

#### Future Land Use

The Future Land Use Element contains three major components. First, there is a city profile that provides information about physical setting, population, employment, and housing characteristics, projected growth, and carrying capacity. Second, there is a neighborhood analysis and recommendations section that provides specific detail and direction for each of the eighteen neighborhoods and respective subareas. Third, there are goals, objectives, and policies and supporting map series to provide an overall framework for making land use decisions.

The Future Land Use Element has been successful in guiding growth patterns in the City in a generalized fashion. Neighborhood recommendations are relied on for policy guidance (and in some cases misconstrued as policy) in the review of development applications and rezoning requests. While some recommendations are specific, others are vague and need clarification and reinforcement. The neighborhood recommendations should be revisited in consideration of the major issues identified in the EAR using a collaborative, future-oriented process.

Currently, neighborhoods are delineated by census boundaries without physical context. A better model may be taking a character-based approach to give stronger definition, identity, and vision to the various places that comprise the Bradenton community. Neighborhoods would be defined based on inherent natural, physical, and historic features, transportation access, and the desired form, function, and design character of the area. For example, older neighborhoods based on a grid street pattern containing a diversity of housing types and styles would be distinguished from modern subdivisions with little architectural variation dominated by cul-de-sacs. A further distinction may be made between older neighborhoods experiencing growth and reinvestment and those suffering from blight and decline.

#### Transportation Element

The Transportation Element establishes a hierarchy of roadways, summarizes the characteristics of major streets, provide analysis on existing and projected deficiencies, traffic circulation, downtown parking, planned transit improvements, and bike routes. It notes that there are currently no seaports or aviation facilities and provides information on the CSX railroad. This background data needs to be updated to reflect current conditions.

The Transportation Element has been successful in providing support to Land Use Regulations requiring roadway concurrency and the installation of sidewalks and pedestrian pathways in new developments. Moreover, it has been a useful resource in guiding capital improvement projects and safety improvements in areas prone for accidents.

The goals, objectives, and policies section should be updated to include the creation of multi-modal transportation districts in the downtown and along adjacent corridors targeted for pedestrian oriented mixed-use redevelopment. The current level of service standard of “D” at peak hour for all roadways in

Bradenton should be reevaluated to consider the City's desire to intensify activity in redevelopment areas particularly the downtown to create a more vibrant, urban setting. This may also include policy support for shared parking facilities. Reference should be made to creating connections to the County's greenways and trails system.

### **Coastal Management/Conservation Element**

The Coastal Management/Conservation Element has been successful in identifying areas that warrant special planning consideration because of natural value or public safety and welfare concerns. The goals, objectives, and policies seek to limit development in wetlands, floodplains, hurricane evacuation areas, and wildlife habitats, limit removal of significant trees, protect groundwater sources, improve surface water quality, and reduce air pollution. Overall, the City has done well carrying out this element – but not without controversy and court challenge.

A focal point of debate is the degree to which Goal #5 “use coastal areas in a way which preserves natural systems, provides for public access, and minimizes storm and flood hazards to population and property, including public facilities” is implemented. There are conflicting objectives that need to be resolved and made more specific.

Objective #1 states that the City should “severely limit development in low lying coastal areas.” The City established a conservation category for property in the Coastal High Hazard Area (below the two foot contour line). In the previous EAR, DCA objected to this delineation and required the City to develop and implement Objective #5 “keep population and investment low in areas vulnerable to coastal flooding” and associated Policy #1 “designate undeveloped coastal acreage with areas below the eight foot elevation contour line as PDP (planned development project) to low density below the eight foot contour. Limit non-residential development below the two foot contour line to water dependent uses.” The former objective and supporting policies were not repealed with this new language being added.

The City has construed “severely limit” to mean “low density” and “low density” to mean six units per acre and below. Below the two foot contour, the City has maintained its Conservation future land use category that is devoid of development rights under Objective #1 in the Future Land Use Element but considered for nonresidential “water dependent uses” under Objective #5, Policy #1 in the Coastal Management/Conservation Element. Moreover, the

Conservation category was mapped using generalized contour data that has conflicted with field surveys performed as part of development requests.

Policy #5 under Objective #5 states that the City “discourage the location of high density residential projects, public housing for the elderly, mobile homes, and group homes in high priority hurricane evacuation zones through the Land Use and Development Regulations”. This is construed to mean Category 1 zone. There is also a misconception about what is meant by “high density”. In a PDP, density is considered on an overall basis and is encouraged to be clustered to create open space and protect environmentally sensitive areas. Therefore, attached housing types and vertical construction is often employed that gives the impression that “high density” is being permitted while the overall density remains low. Further clarification is needed. Often, environmental issues are intermingled with aesthetic issues within the larger debate on compatibility.

### **Housing Element**

The Housing Element is based on data from the 1990 U.S. Census. This information needs to be updated. Staff is in the process of conducting a structural assessment of the housing stock in the City. Staff is also coordinating with the Downtown Development Authority and Central Community Redevelopment Agency to promote and incentivize the creation of workforce housing.

This partnership is reflected in the Tamiami Tomorrow Revitalization Strategy adopted by City Council in September 2005 that recommends the City combine regulatory incentives with CRA financial incentives to attract private sector investment in building quality affordable and workforce housing. Amendments to the Future Land Use Element are being drafted to increase residential densities along the Tamiami Trail and Urban Central Business District and provide bonuses for housing units meeting affordability guidelines.

### **Public Facilities**

In May 2005, the City with assistance from Jones, Edmunds & Associates, Inc. (JEA) completed a 10-Year Water Supply Facilities Work Plan. In July 2005, JEA submitted an Evaluation of Growth and Annexation Impacts on Water and Wastewater Infrastructure. The Study revealed significant needs in improving water and wastewater system capacity to meet projected demands. The City has contracted with Glatting-Jackson to prepare an Annexation Strategy in

conjunction with the EAR to identify areas for future municipal expansion and potential land uses. This effort should be closely coordinated with Public Works to ensure public facilities are adequate to accommodate future development and redevelopment.

### **Recreation And Open Space Element**

The Recreation and Open Space Element profiles the population, inventories and describes existing parks, and identifies facilities needed by 2010. City Staff has completed an update of the recreation inventory and will be developing a master plan for parks and recreation that evaluates the location and distribution of recreation facilities on a systems basis in collaboration with the community.

Policy #1 under Objective #3 sets a level of service standard for neighborhood parks at one acre per 500 people. Policy #2 defines a neighborhood park as “a parcel of land of a half acre or more located within a half-mile of the population served and having the following minimum improvements: benches, trees, open or grassy areas and play or exercise facilities geared to the type of population served.”

Based on the updated recreation inventory, the City will perform a needs assessment using the park and recreation facility guidelines and site location criteria set forth in the State Comprehensive Outdoor Recreation Plan (SCORP) as a beginning framework. Focus will be placed on increasing the utilization of existing parks, providing linkages, and expanding public access to the waterfront. It is recommended that greenways and trails be principally addressed in this element.

### **Historic Preservation Element**

The Historic Preservation Element contains a historic survey from 1980. Three concentrations of historic sites were recognized by the survey: Downtown Bradenton, Old Manatee, and Fogartyville. The survey resulted in two commercial historic districts being designated by local ordinance. No recommendation for residential districts was made because residences of historic value were not in cohesive groups lending themselves to districting and because not enough benefit would result from establishing residential districts.

This issue was tested in a rezoning request filed by homeowners in the Point Pleasant neighborhood for single-family zoning in response to City approval of a three story attached town home project. The residents feared the further

loss of single-family homes and degradation of Point Pleasant’s “historic character”. The hodgepodge of residential land use patterns and architectural styles in Point Pleasant revealed a need to develop design guidelines specific to conserving the traditional neighborhood type – emphasis being placed on scale, placement, and orientation. The challenge will be delineating between places with true historic significance versus places with a special character or charm. Moreover, a delicate balance needs to be achieved between the goals of community redevelopment and historic preservation placing priority on private property rights.

In September 2005, the City amended its Land Use Regulations to include review criteria for evaluating the historical significance of all buildings and structures (over 65 years) in the City and propose methods of protecting their character and mitigating their loss. Those deemed to have potential historic significance by Development Services Department are further evaluated by the City’s Architectural Review Board.

### **Intergovernmental Coordination**

As the cities and unincorporated areas continue to experience significant growth and development, the need for intergovernmental coordination has become increasingly critical. In 2002, all municipalities within Manatee County, the School Board, and Manatee County entered into an interlocal agreement known as the ACCORD. This document outlined cooperation methods on multiple issues, including annexation, collection of impact fees, and coordination of 911 services. Subsequent interlocal agreements were adopted in 2003. A general interlocal agreement, which provided detail on how to implement the ACCORD was adopted by all parties.

Conflicts between the City of Bradenton and Manatee County have emerged with respect to annexations and subsequent development applications (e.g. Perico, Mangrove Point) that call for high rise residential development on the waterfront at very low overall densities. This conflict has moved Manatee County to draft a growth management charter (most recent version 12/28/04) that would impose certain land use restrictions inside municipal boundaries. The community debate on this issue is still unsettled.

Planning Staff from Manatee County, the City of Bradenton and Palmetto (Interlocal Planning Team) are working together to resolve and clarify conflict points in the ACCORD. A Joint Community Character and Compatibility Study is underway to develop a consensus vision for the various character areas

throughout the incorporated and unincorporated areas and to provide design standards for addressing height and compatibility issues. In addition, the Interlocal Planning Team will work with legal staff in developing a mutually acceptable mechanism for applying the impact fee equivalency provision of the ACCORD.

The Intergovernmental Coordination Element should be updated to reflect these efforts along with an expanded focus on coordination with the School Board to meet current legislative mandates.

### **Capital Improvements**

The Capital Improvements Element is outdated. The City has contracted with an outside consulting firm to work with each department and agency in preparing a coordinated ten-year capital improvement program. The results of this work will be included in the EAR based amendments and will be financially feasible.

## LIST OF CHANGES TO CHAPTER 163.F.S.

TABLE 4

## Changes to Chapter 163.F.S.

1999: Ch. 99-251, ss. 65-6, and 90; Ch. 99-378, ss. 1, 3-5, and 8-9, Laws of Florida]					
Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
92	Required that <b>ports</b> and local governments in the coastal area, which has <b>spoil disposal responsibilities</b> , identify dredge disposal sites in the comp plan.	163.3178(7)	X		
93	Exempted from the <b>twice-per-year limitation</b> certain port related amendments for <b>port transportation facilities</b> and projects eligible for funding by the Florida Seaport Transportation and Economic Development Council.	163.3187(1)(h)	X		
94	Required <b>rural counties</b> to base their future land use plans and the amount of land designated <b>industrial</b> on data regarding the need for job creation, capital investment, and economic development and the need to strengthen and diversity local economies.	163.3177(6)(a)	X		
95	Added the Growth Policy Act to Ch. 163, Part II to promote <b>urban infill and redevelopment</b> . [elaborated in 2005]	163.2511,163.25,14,163.2517,163.2520,163.2523,163.2526		FLU Element, Objective #6, Policy #1 and Objective #8, Policies #1, 2	
96	Required that all comp plans comply with the <b>school siting requirements</b> by October 1, 1999.	163.3177(6)(a) [this sentence stricken in 2005]	N/A		
97	Made <b>transportation facilities</b> subject to concurrency.	163.3180(1)(a)		Transportation Element, Objective#3, Policies 1, 2 and Objective #8, Policies 1, 2	
98	Required use of <b>professionally accepted techniques</b> for measuring level of service for cars, trucks, transit, bikes and pedestrians.	163.3180(1)(b)		Transportation Element, Objective #3, Policy 2 (and support data)	Transportation Element, add LOS techniques for pedestrian and bicycle
99	Excludes <b>public transit facilities</b> from <b>concurrency</b> requirements.	163.3180(4)(b)	X		
100	Allowed <b>multi-use DRIs</b> to satisfy the <b>transportation concurrency</b> requirements when authorized by a local comprehensive plan under limited circumstances.	163.3180(12)	X		
101	Allowed <b>multi-modal transportation districts</b> in areas where priorities for the pedestrian environment are assigned by the plan. [elaborated in 2005]	163.3180(15)			Transportation Element, designate Urban Central Business District and Tamiami Trail as Multi-Modal Transportation District

## Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
102	Exempted amendments for <b>urban infill and redevelopment areas, public school concurrency</b> from the <b>twice-per-year limitation</b> .	163.31879(1)(h) and (i) <b>[Now: (i) and (j)]</b>	X		
103	Defined <b>brownfield designation</b> and added the assurance that a developer may proceed with development upon receipt of a brownfield designation. [Also see 163.3221(1) for "brownfield" definition.]	163.3220(2)	X		
<b>2000: Ch. 2000-158, ss. 15-17, Ch. 2000-284, s. 1, Ch. 2000-317, s. 18, Laws of Florida]</b>					
104	Repealed Section 163.3184(11)(c), F.S., that required funds from sanction for non-compliant plans go into the Growth Management Trust Fund.	163.3184(11)(c)	X		
105	Repealed Section 163.3187(7), F.S. that required consideration of an increase in the annual total acreage threshold for small scale plan amendments and a report by DCA.	163.3187(7)	X		
106	Repealed Sections 163.3191(13) and (15), F.S.	163.3191(13) and (15)	X		
107	Allowed <b>small scale amendments in areas of critical state concern</b> to be exempt from the twice-per-year limitation only if they are for affordable housing.	163.3187(1)(c)1.e	X		
108	Added exemption of sales from local option surtax imposed under Section 212.054, F.S., as examples of <b>incentives</b> for new development within <b>urban infill and redevelopment areas</b> .	163.2517(3)(j)2	X		
<b>2001: [Ch. 2001-279, s. 64]</b>					
109	Created the <b>rural land stewardship area</b> program. <b>[amended in 2004 and 2005]</b>	163.3177(11)(d)	X		
<b>2002: (Ch. 2002-296, SS. 1 - 11, Laws of Florida)</b>					
110	Required that all agencies that review comprehensive plan amendments and rezoning include a <b>nonvoting representative of the district school board</b> .	163.3174		X	

## Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
111	Required coordination of local comprehensive plan with the regional water supply plan.	163.3177(4)(a)			The City awaits the adoption of SWFWMD's Regional Water Supply Plan as recommended in September 30, 2005 ORC Report on Amendment 05-01.
112	Plan amendments for school-siting maps are exempt from s. 163.3187(1)'s limitation on frequency.	163.3177(6)(a)	X		
113	Required that by adoption of the EAR, the sanitary sewer, solid waste, drainage, potable water and natural groundwater aquifer recharge element consider the regional water supply plan and include a 10-year work plan to build the identified water supply facilities.	163.3177(6)(c)			The City awaits the adoption of SWFWMD's Regional Water Supply Plan as recommended in September 30, 2005 ORC Report on Amendment 05-01.
114	Required consideration of the regional water supply plan in the preparation of the conservation element.	163.3177(6)(d)			The City awaits the adoption of SWFWMD's Regional Water Supply Plan as recommended in September 30, 2005 ORC Report on Amendment 05-01.
115	Required that the intergovernmental coordination element (ICE) include relationships, principles and guidelines to be used in coordinating comp plan with regional water supply plans.	163.3177(6)(h)			The City awaits the adoption of SWFWMD's Regional Water Supply Plan as recommended in September 30, 2005 ORC Report on Amendment 05-01.
116	Required the local governments adopting a public educational facilities element execute an inter-local agreement with the district school board, the county, and non-exempting municipalities.	163.3177(6)(h)4	X		
117	Required that counties larger than 100,000 population and their municipalities submit an inter-local service delivery agreements (existing and proposed, deficits or duplication in the provisions of service) report to DCA by January 1, 2004. Each local government is required to update its ICE based on the findings of the report. DCA will meet with affected parties to discuss and id strategies to remedy any deficiencies or duplications.	163.3177(6)(h)6,7 & 8		X	

## Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
118	Required local governments and special districts to provide recommendations for statutory changes for annexation to the Legislature by February 1, 2003.	163.3177(6)(h)9	X		
119	Added a new section 163.31776 that allows a county, to adopt an optional public educational facilities element in cooperation with the applicable school board.	163.31776 <b>[163.31776 repealed in 2005]</b>	X		
120	Added a new section 163.31777 that requires local governments and school boards to enter into an inter-local agreement that addresses school siting, enrollment forecasting, school capacity, infrastructure and safety needs of schools, schools as emergency shelters, and sharing of facilities.	163.31777		An Interlocal Agreement fulfilling this statute was executed by and on behalf of Manatee County, the Cities of Bradenton, Palmetto, Holmes Beach, and the Town of Longboat Key, and the School Board of Manatee County on September 22, 2003.	
121	Added a provision that the concurrency requirement for transportation facilities may be waived by plan amendment for urban infill and redevelopment areas.	163.3180(4)(c)	X		The City should consider designating the Tamiami Trail and Urban Central Business District as an urban infill and redevelopment area to take advantage of this provision.
122	Expanded the definition of “affected persons” to include property owners who own land abutting a change to a future land use map.	163.3184(1)(a)	X		This definition will be added.
123	Expanded the definition of “in compliance” to include consistency with Section 163.31776 (public educational facilities element).	163.3184(1)(b)	X		
124	Streamlined the timing of comprehensive plan amendment review.	163.3184(3), (4), (6), (7), and (8)	X		
125	Required that local governments provide a sign-in form at the transmittal hearing and at the adoption hearing for persons to provide their names and addresses.	163.3184(15)(c)		X	

## Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
126	Exempted amendments related to providing transportation improvements to enhance life safety on “controlled access major arterial highways” from the limitation on the frequency of plan amendments contained in s.163.3187(1).	163.3187(1)(k)	X		
127	Required EAR’s to include (1) consideration of the appropriate regional water supply plan, and (2) an evaluation of whether past reductions in land use densities in coastal high hazard areas have impaired property rights of current residents where redevelopment occurs.	163-3191(2)(1)		X	The EAR considers SWFWMD’s Regional Water Supply Plan.
128	Allowed local governments to establish a special master process to assist the local governments with challenges to local development orders for consistency with the comprehensive plan.	163.3215	X		
129	Created the Local Government Comprehensive Planning Certification Program to allow less state and regional oversight of comprehensive plan process if the local government meets certain criteria.	163.3246	X		
130	Added a provision to Section 380.06(24), Statutory Exemptions, that exempts from the requirements for developments of regional impact, any water port or marina development if the relevant local government has adopted a “boating facility siting plan or policy” (which includes certain specified criteria) as part of the coastal management element or future land use element of its comprehensive plan. The adoption of the boating facility siting plan or policy is exempt from the limitation on the frequency of plan amendments contained in s.163.3187(1).	163.3187(1)	X		
131	Prohibited a local government, under certain conditions, from denying an application for development approval for a requested land use for certain proposed solid waste management facilities.	163.3194(6)	X		

## Changes to Chapter 163.F.S.

2003: [Ch. 03-1, ss. 14-15; ch. 03-162, s. 1; ch. 03-261, s. 158; ch. 03-286, s. 61, Laws of Florida.]					
Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
132	Created the <b>Agricultural Lands and Practices Act</b> . (2): Provided legislative findings and purpose with respect to agricultural activities and duplicative regulation. (3): Defined the terms “farm,” “farm operation,” and “farm product” for purposes of the act. (4): Prohibited a county from adopting any ordinance, resolution, regulation, rule, or policy to prohibit or otherwise limit a bona fide farm operation on land that is classified as agricultural land. (4)(a): Provided that the act does not limit the powers of a county under certain circumstances. (4)(b): Clarified that a farm operation may not expand its operations under certain circumstances. (4)(c): Provided that the act does not limit the powers of certain counties. (4)(d): Provided that certain county ordinances are not deemed to be a duplication of regulation.	163.3162	X		
133	Changed “State Comptroller” references to “Chief Financial Officer.”	163.3167(6)	X		
134	Provided for certain airports to abandon DRI orders.	163.3177(6)(k)	X		
135	Amended to conform to the repeal of s. 235.185 and the enactment of similar material in s. 1013.35.	163.31776(1)(b)(2)-(3) <b>[163.31776 repealed in 2005]</b>	X		
136	Amended to conform to the repeal of ch. 235 and the enactment of similar material in ch. 1013.	163.37111(1)(c), (2)(e)-(f), (3)(c), (4), (6)(b)	X		

Changes to Chapter 163.F.S.

2004: [Ch. 04-5, s. 11; ch. 04-37, s. 1; ch. 04-230, ss. 1-4; ch. 04-372, ss. 2-5; ch. 04-381, ss. 1-2; ch. 04-384, s. 2, Laws of Florida.]					
Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
137	<p>(10): Amended to conform to the repeal of the Florida <b>High-Speed Rail</b> Transportation Act, and the creation of the Florida High-Speed Rail Authority Act.</p> <p>(13): Created to require local governments to identify adequate <b>water supply sources</b> to meet future demand.</p> <p>(14): Created to limit the effect of <b>judicial determinations</b> issued subsequent to certain development orders pursuant to adopted land development regulations.</p>	163.3167	X		
138	<p>(1): Provided legislative findings on the compatibility of development with <b>military installations</b>.</p> <p>(2): Provided for the exchange of information relating to proposed land use decisions between counties and local governments and military installations.</p> <p>(3): Provided for responsive comments by the commanding officer or his/her designee.</p> <p>(4): Provided for the county or affected local government to take such comments into consideration.</p> <p>(5): Required the representative of the military installation to be an ex-officio, nonvoting member of the county's or local government's land planning or zoning board.</p> <p>(6): Encouraged the commanding officer to provide information on community planning assistance grants.</p>	Creates 163.3175.	X		

Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005		163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
139	<p>163.3177                      (6)(a):                      - Changed to require local governments to amend the future land use element by June 30, 2006 to include criteria to achieve compatibility with <b>military installations</b>.                      - Changed to specifically encourage <b>rural land stewardship area</b> designation as an overlay on the future land use map.</p> <p>(6)(c):                      - Extended the deadline adoption of the <b>water supply facilities work plan</b> amendment until December 1, 2006; provided for updating the work plan every five years; and exempts such amendment from the limitation on frequency of adoption of amendments.</p> <p>(10)(1): Provided for the coordination by the state land planning agency and the Department of Defense on compatibility issues for <b>military installations</b>.</p> <p>(11)(d)(1): Required DCA, in cooperation with other specified state agencies, to provide assistance to local governments in implementing provisions relating to <b>rural land stewardship areas</b>.</p> <p>(11)(d)(2): Provided for <b>multicounty rural land stewardship areas</b>.</p> <p>(11)(d)(3)-(4): Revised requirements, including the acreage threshold for designating a <b>rural land stewardship area</b>.</p> <p>(11)(d)(6)(j): Provided that <b>transferable rural land use credits</b> may be assigned at different ratios according to the natural resource or other beneficial use characteristics of the land.</p> <p>(11)(e): Provided legislative findings regarding mixed-use, high-density <b>urban infill and redevelopment</b> projects; requires DCA to provide technical assistance to local governments.</p> <p>(11)(f): Provided legislative findings regarding a</p>	<p>163.3177                      [substantially amended in 2005; see latest]</p>			

Changes to Chapter 163.F.S.

	program for the transfer of development rights and <b>urban infill and redevelopment</b> ; requires DCA to provide technical assistance to local governments.				
	<b>Changes to Chapter 163, F.S. 1986-2005</b>	<b>163, F.S. Citations</b>	<b>Not Applicable</b>	<b>Addressed (where/how)</b>	<b>Amendment Needed By Element</b>
140	(1): Provided legislative findings with respect to the shortage of <b>affordable rentals</b> in the state. (2): Provided definitions. (3): Authorized local governments to permit <b>accessory dwelling units</b> in areas zoned for single family residential use based upon certain findings. (4): Provided for certain <b>accessory dwelling units</b> to apply towards satisfying the affordable housing component of the housing element in a local government’s comprehensive plan. (5): Required the DCA to report to the Legislature.	Creates 163.31771.		X	The EAR addresses the need to expand workforce housing options including accessory dwelling units in and near the downtown.
141	Amended the definition of “in compliance” to add language referring to the <b>Wekiva Parkway and Protection Act</b> .	163.3184(1)(b)	X		
142	(1)(m): Created to provide that amendments to address criteria or compatibility of land uses adjacent to or in close proximity to <b>military installations</b> do not count toward the limitation on frequency of amending comprehensive plans. (1)(n): Created to provide that amendments to establish or implement a <b>rural land stewardship area</b> do not count toward the limitation on frequency of amending comprehensive plans.	163.3187	X		
143	Created to provide that <b>evaluation and appraisal reports</b> evaluate whether criteria in the land use element were successful in achieving land use compatibility with <b>military installations</b> .	163.3191(2)(n)	X		

Changes to Chapter 163.F.S.

2005 [Ch. 2005-290 and Ch. 2005-291, ss. 10-12, Laws of Florida]				
Changes to Chapter 163, F.S. 1986-2005	163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
144	Added the definition of “financial feasibility.”	Creates 163.3164(32)		Need to add new definition of “financial feasibility” to the Capital Improvements Element and assure internal consistency with other elements.
145	<p>(2) Required comprehensive plans to be “financially” rather than “economically” feasible.</p> <p>(3)(a)5. Required the comprehensive plan to include a 5-year schedule of capital improvements. Outside funding (i.e., from developer, other government or funding pursuant to referendum) of these capital improvements must be guaranteed in the form of a development agreement or interlocal agreement.</p> <p>(3)(a)6.b.1. Required plan amendment for the annual update of the schedule of capital improvements. Deleted provision allowing updates and change in the date of construction to be accomplished by ordinance.</p> <p>(3)(a)6.c. Added oversight and penalty provision for failure to adhere to this section’s capital improvements requirements.</p> <p>(3)(a)6.d. Required a long-term capital improvement schedule if the local government has adopted a long-term concurrency management system.</p> <p>(6)(a) Deleted date (October 1, 1999) by which school sitting requirements must be adopted.</p> <p>(6)(c) Required the potable water element to be updated within 18 months of an updated regional water supply plan to incorporate the alternative water supply projects selected by the local government to meet its water supply needs.</p>	163.3177	<p>(6)(a) Not Applicable</p> <p>(11)(d)4.c Not Applicable</p> <p>(11)(d)5 Not Applicable</p> <p>(11)(d)6 Not Applicable</p> <p>(11)(d)6.j Not Applicable</p>	<p>(2), (3)(a)6.b.1, (3)(a)6.c, and (3)(a)6.d The revisions to the capital improvement schedule and “financial feasibility” requires a complete rewrite of the Capital Improvements Element and assurance of internal consistency with other elements.</p> <p>(6)(c) The updated Regional Water Supply Plan from SWFWMD is anticipated to be complete in mid to late 2006. The City will amend the Potable Water Element within 18 months of the adoption of the updated Regional Water Supply Plan to incorporate the appropriate alternative water supply projects relevant to the City of Bradenton.</p> <p>(12), (12)(g), (12)(h), (12)(i), (12)(j) The EAR based amendments will include a policy within the Future Land Use Element that requires the City to include a new Public School Facilities Element consistent with the requirements by 2008.</p>

Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005	163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
<p>(11)(d)4.c. Required rural land stewardship areas to address affordable housing.</p> <p>(11)(d)5. Required a listed species survey be performed on rural land stewardship receiving area. If any listed species present, must ensure adequate provisions to protect them.</p> <p>(11)(d)6. Must enact an ordinance establishing a methodology for creation, conveyance, and use of stewardship credits within a rural land stewardship area.</p> <p>(11)(d)6.j. Revised to allow open space and agricultural land to be just as important as environmentally sensitive land when assigning stewardship credits.</p> <p>(12) Must adopt public school facilities element.                      (12)(a) and (b) A waiver from providing this element will be allowed under certain circumstances.</p> <p>(12)(g) Expanded list of items to be to include colocation, location of schools proximate to residential areas, and use of schools as emergency shelters.</p> <p>(12)(h) Required local governments to provide maps depicting the general location of new schools and school improvements within future conditions maps.</p> <p>(12)(i) Required DCA to establish a schedule for adoption of the public school facilities element.</p> <p>(12)(j) Established penalty for failure to adopt a public school facility element.</p> <p>(13)(new section) Encouraged local governments to develop a “community vision,” which provides for sustainable growth, recognizes its fiscal constraints,</p>				

Changes to Chapter 163.F.S.

	and protects its natural resources.  (14)(new section) Encouraged local governments to develop an “urban service boundary,” which ensures the area is served (or will be served) with adequate public facilities and services over the next 10 years. See 163.3184(17).				
	<b>Changes to Chapter 163, F.S. 1986-2005</b>	<b>163, F.S. Citations</b>	<b>Not Applicable</b>	<b>Addressed (where/how)</b>	<b>Amendment Needed By Element</b>
146	163.31776 is repealed.	163.31776	Not Applicable		
147	(2) Required the public schools interlocal agreement (if applicable) to address requirements for school concurrency. The opt-out provision at the end of subsection (2) is deleted.  (5) Required Palm Beach County to identify, as part of its EAR, changes needed in its public school element necessary to conform to the new 2005 public school facilities element requirements.  (7) Provided that counties exempted from public school facilities element shall undergo re-evaluation as part of its EAR to determine if they continue to meet exemption criteria.	163.31777	(5) Not Applicable  (7) Not Applicable		The public schools interlocal agreement needs to be revised to include requirements for school concurrency consistent with Public School Facilities Element to be added by 2008.
148	(1)(a) Added “schools” as a required concurrency item.  (2)(a) Required consultation with water supplier prior to issuing building permit to ensure “adequate water supplies” to serve new development is available by the date of issuance of a certificate of occupancy.  (2)(c) Required ALL transportation facilities to be in place or under construction within 3 years (rather than 5 years) after approval of building permit.  (4)(c) Allowed concurrency requirement for public schools to be waived within urban infill and redevelopment areas (163.2517).	163.3180		(9)(d) The EAR provides an evaluation of the progress in improving levels of service.	(1)(a), (13)(c), (13)(g), and (13)(h) Capital Improvements Element will be revised as part of the EAR based amendments to include schools as a required concurrency item consistent with the Public School Facilities Element to be added by 2008.  (2)(a) Add new objective and policies to the Capital Improvements Element and Potable Water Element to require consultation with the City’s Utilities Department that prior to building permit issuance adequate water supplies are available to serve the

Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005	163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
<p>(5)(d) Required guidelines for granting concurrency exceptions to be included in the comprehensive plan.</p> <p>(5)(e) – (g) If local government has established transportation exceptions, the guidelines for implementing the exceptions must be “consistent with and support a comprehensive strategy, and promote the purpose of the exceptions.” Exception areas must include mobility strategies, such as alternate modes of transportation, supported by data and analysis. FDOT must be consulted prior to designating a transportation concurrency exception area. Transportation concurrency exception areas existing prior to July 1, 2005 must meet these requirements by July 1, 2006, or when EAR update.</p> <p>(6) Required local government to maintain records to determine whether 110% de minimis transportation impact threshold is reached. A summary of these records must be submitted with the annual capital improvements element update. Exceeding the 110% threshold dissolves the de minimis exceptions.</p> <p>(7) Required consultation with the Department of Transportation prior to designating a transportation concurrency management area (to promote infill development) to ensure adequate level-of-service standards are in place. The local government and the DOT should work together to mitigate any impacts to the Strategic Intermodal System.</p> <p>(9)(a) Allowed adoption of a long-term concurrency management system for schools.</p> <p>(9)(c) (new section) Allowed local governments to issue approvals to commence construction notwithstanding 163.3180 in areas subject to a long-term concurrency management system.</p> <p>(9)(d) (new section) Required evaluation in EAR of</p>				<p>new development by the date of its certificate of occupancy.</p> <p>(2)(c) Revise objective and policies in the Capital Improvements Element and Transportation Element to reduce the timeframe to 3 years between issuance of building permit and availability of required transportation facilities.</p> <p>(4)(c), (5)(d), (5)(e)-(g) EAR based amendments will consider the implementation of guidelines for the implementation of concurrency exceptions consistent with the requirements of Chapter 163.3180, F.S.</p> <p>(6) A policy will be added to the Capital Improvements Element and Transportation Element that requires the documentation of the 110% de minimis transportation impact threshold.</p> <p>(7) A transportation concurrency management area for the urban core of the City will be considered in the preparation of the EAR based amendments. If a transportation concurrency management area is implemented it will be done in coordination and consultation with the FDOT.</p> <p>(9)(a) and (9)(c) The implementation of a long term concurrency management system will be considered in the preparation of the EAR based amendments.</p>

Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005	163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
<p>progress in improving levels of service.</p> <p>(10) Added requirement that level of service standard for roadway facilities on the Strategic Intermodal System must be consistent with FDOT standards. Standards must consider compatibility with adjacent jurisdictions.</p> <p>(13) Required school concurrency (not optional).</p> <p>(13)(c)1. Requires school concurrency after five years to be applied on a “less than districtwide basis” (i.e., by using school attendance zones, etc).</p> <p>(13)(c)2. Eliminated exemption from plan amendment adoption limitation for changes to service area boundaries.</p> <p>(13)(c)3. No application for development approval may be denied if a less-than-districtwide measurement of school concurrency is used; however, the development impacts must shift to contiguous service areas with school capacity.</p> <p>(13)(e) Allowed school concurrency to be satisfied if a developer executes a legally binding commitment to provide mitigation proportionate to the demand.</p> <p>(13)(e)1. Enumerated mitigation options for achieving proportionate-share mitigation.</p> <p>(13)(e)2. If educational facilities funded in one of the two following ways, the local government must credit this amount toward any impact fee or exaction imposed on the community:</p> <ul style="list-style-type: none"> <li>● contribution of land</li> <li>● construction, expansion, or payment for land acquisition</li> </ul> <p>(13)(g)2. Section deleted – it is no longer required that a local government and school board base their</p>				<p>(10) The EAR based amendments will assure that level of service for roadways on the State’s Strategic Intermodal System (I-75) be consistent with FDOT standards and compatible with adjacent jurisdictions.</p> <p>(15) If a Multimodal Transportation District is established as part of the EAR based amendments, FDOT will be consulted to assure impacts to level of service are mitigated.</p> <p>(16) As part of the EAR based amendments, or December 1, 2006, whichever comes first, a method to implement proportionate fair-share mitigation options will be added to the Comprehensive Plan based on the model to be prepared by FDOT by December 1, 2005.</p>

Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005	163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
<p>plans on consistent population projection and share information regarding planned public school facilities, development and redevelopment and infrastructure needs of public school facilities. However, see (13)(g)6.a. for similar requirement.</p> <p>(13)(g)6.a. (formerly (13)(g)7.a.) Local governments must establish a uniform procedure for determining if development applications are in compliance with school concurrency.</p> <p>(13)(g)7. (formerly (13)(g)8.) Deleted language that allowed local government to terminate or suspend an interlocal agreement with the school board.</p> <p>(13)(h) (new 2005 provision) The fact that school concurrency has not yet been implemented by a local government should not be the basis for either an approval or denial of a development permit.</p> <p>(15) Prior to adopting Multimodal Transportation Districts, FDOT must be consulted to assess the impact on level of service standards. If impacts are found, the local government and the FDOT must work together to mitigate those impacts. Multimodal districts established prior to July 1, 2005 must meet this requirement by July 1, 2006 or at the time of the EAR-base amendment, whichever occurs last.</p> <p>(16) (new 2005 Section) Required local governments to adopt by December 1, 2006 a method for assessing proportionate fair-share mitigation options. FDOT will develop a model ordinance by December 1, 2005.</p>				

Changes to Chapter 163.F.S.

Changes to Chapter 163, F.S. 1986-2005	163, F.S. Citations	Not Applicable	Addressed (where/how)	Amendment Needed By Element
<p>149 (17) (New 2005 Section) If local government has adopted a community vision and urban service boundary, state and regional agency review is eliminated for plan amendments affecting property within the urban service boundary. Such amendments are exempt from the limitation on the frequency of plan amendments.</p> <p>(18) (New 2005 Section) If a municipality has adopted an urban infill and redevelopment area, state and regional agency review is eliminated for plan amendments affecting property within the urban service boundary. Such amendments are exempt from the limitation on the frequency of plan amendments.</p>	163.3184			(17) and (18) The EAR based amendments will consider the creation of a city community vision consistent with the requirements of Chapter 163.3184, F.S., including the implementation of the results of the “imagine Manatee” visioning process.
<p>150 (1)(c)1.f. Allowed approval of residential land use as a small-scale development amendment when the proposed density is equal to or less than the existing future land use category. Under certain circumstances affordable housing units are exempt from this limitation.</p> <p>(1)(c)4. (New 2005 provision) If the small-scale development amendment involves a rural area of critical economic concern, a 20-acre limit applies.</p> <p>(1)(o) (New 2005 Provision) An amendment to a rural area of critical economic concern may be approved without regard to the statutory limit on comprehensive plan amendments.</p>	163.3187	Not Applicable		
<p>151 (2)(k) Required local governments that do not have either a school interlocal agreement or a public school facilities element, to determine in the EAR whether the local government continues to meet the exemption criteria in s.163.3177(12).</p> <p>(2)(l) The EAR must determine whether the local government has met its various water supply requirements, including development of alternative water supply projects.</p>	163.3191	<p>(2)(k) Not Applicable</p> <p>(2)(o) Not Applicable</p> <p>(10) Not Applicable</p>	<p>(2)(l) The EAR includes the consideration of the currently adopted Southwest Florida Regional Water Supply Plan and its relationship to alternative water supply projects.</p> <p>2(p) The EAR includes an assessment of the methodology for impacts on transportation facilities.</p>	

2005 Changes to Chapter 163, F.S.

Changes to Chapter 163, F.S.	Citation	Not Applicable	Addressed (Where/How)	Amendment Needed by Element
<p>Implementation of House Bill 955, "Working Waterfronts". Require Future Land Use Element to include criteria to encourage the preservation of commercial and recreational working waterfronts. Include within the Parks and Recreation Element waterways as part of the overall parks and recreation system. Include in the Coastal Management Element shoreline management strategies to preserve recreational and commercial working waterfronts.</p>	<p>Amends <u>163.3177</u> and <u>163.3178</u></p>		<p><u>Recreation Element: Objective 2 and its policies call for the preservation and enhancement of public access to Manatee River, Braden River, Wares Creek.</u></p> <p><u>Coastal Management/Conservation Element: Objective 2 and its policies call for maintaining and increasing public access to the Manatee and Braden Rivers.</u></p>	<p><u>Future Land Use Element needs to include specific criteria and strategies to encourage the preservation of recreational and commercial working waterfronts.</u></p> <p><u>Recreation Element needs to expand its definition and inventory of parks to include waterways such as the Manatee River, Braden River, and Wares Creek. Additional strategies should be developed to provide a proactive approach to not only maintain commercial working waterfronts but to expand public access.</u></p> <p><u>Coastal Management/Conservation Element needs to expand its focus on public waterfront access to include protection of commercial working waterfronts.</u></p>

## LIST OF CHANGES TO RULE 9J-5, F.A.C

TABLE 5

Changes to Rule 9J-5, F. A. C

Changes to Rule 9J-5, F.A.C. 1989-2003		9J-5, F.A.C. Citations	NA	Addressed (where/how)	Amendment Needed By Element
<b>March 21, 1999</b>					
55	Defined <b>public transit</b> and <b>stormwater management facilities</b>	9J-5.003			Include current definitions
56	Revised the definitions of <b>affordable housing</b> , <b>coastal planning area</b> , <b>port facility</b> , and <b>wetlands</b> .	9J-5.003			Include current definitions
57	Repeal the definitions of <b>adjusted for family size</b> , <b>adjusted gross income</b> , <b>development</b> , <b>high recharge area</b> or <b>prime recharge area</b> , <b>mass transit</b> , <b>paratransit</b> , <b>public facilities</b> , <b>very low-income family</b> .	9J-5.003			Include current definitions
58	Revised provisions relating to <b>adoption by reference</b> into the local comprehensive plan.	9J-5.005(2)(g) and (8)(j)	X		
59	Repealed transmittal requirements for proposed <b>evaluation and appraisal reports</b> , submittal requirements for adopted evaluation and appraisal reports, criteria for determining the sufficiency of adopted evaluation and appraisal reports, procedures for adoption of evaluation and appraisal reports. <i>Note: transmittal requirements for proposed evaluation and appraisal reports and submittal requirements for adopted evaluation and appraisal reports were incorporated Rule Chapter 9J-11, F.A.C.</i>	9J-5.0053(2) through (5)	X		
60	Repealed conditions for <b>de minimis impact</b> and referenced conditions in subsection 163.3180(6), F.S.	9J-5.0055(3)6	X		
61	Required the future land use map to show the <b>transportation concurrency exception area</b> boundaries of such areas have been designated and areas for possible future municipal incorporation.	9J-5.006(4)	X		If a TCEA is established, the boundaries will be shown on the Future Land Use Map.
62	Required objectives of the Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water and Natural Groundwater Aquifer Recharge Element to address protection of <b>high recharge</b> and <b>prime recharge</b> areas.	9J-5.011(2)			Add new objective to address protection of high recharge and prime recharge areas in Public Facilities Element under Goal #6.
63	Repealed the <b>Intergovernmental Coordination</b> Element process to determine if development proposals would have significant impacts on other local governments or	9J-5.015(4)	X		

Changes to Rule 9J-5, F. A. C

Changes to Rule 9J-5, F.A.C. 1989-2003		9J-5, F.A.C. Citations	NA	Addressed (where/how)	Amendment Needed By Element
	state or regional resources or facilities, and provisions relating to resolution of disputes, modification of development orders, and the rendering of development orders to the Department of Community Affairs (DCA)				
64	Clarified that local governments not located within the urban area of a Metropolitan Planning Organization are required to adopt a <b>Traffic Circulation Element</b> and that local governments with a population of 50,000 or less are not required to prepare <b>Mass Transit and Ports, Aviation and Related Facilities Elements</b> .	9J-5.019(1)	X		
65	Required objectives of the Transportation Element to:	9J-5.019(4)(b)			
	<ul style="list-style-type: none"> <li>Coordination the siting of new, or expansion of existing <b>ports, airports, or related facilities</b> with the Future Land Use, Coastal Management, and Conservation Elements;</li> </ul>		X		There are no ports or airports in the City of Bradenton.
	<ul style="list-style-type: none"> <li>Coordination surface transportation access to ports, airports, and related facilities with the traffic circulation system;</li> </ul>		X		
	<ul style="list-style-type: none"> <li>Coordination ports, airports, and related facilities plans with plans of other transportation providers; and</li> </ul>		X		
	<ul style="list-style-type: none"> <li>Ensure that access routes to ports, airports and related facilities are properly integrated with other modes of transportation.</li> </ul>		X		
66	Required policies of the Transportation Element to:	9J-5.019(4)(c)			
	<ul style="list-style-type: none"> <li>Provide for safe and convenient <b>on-site traffic flow</b>;</li> </ul>				A new policy will be added to the Transportation Element to address on-site traffic flow.
	<ul style="list-style-type: none"> <li>Establish measures for the acquisition and preservation of public <b>transit</b> rights-of-way and corridors;</li> </ul>		X		
	<ul style="list-style-type: none"> <li>Promote <b>ports, airports and related facilities</b> development and expansion;</li> </ul>		X		

## Changes to Rule 9J-5, F. A. C

Changes to Rule 9J-5, F.A.C. 1989-2003		9J-5, F.A.C. Citations	NA	Addressed (where/how)	Amendment Needed By Element
	<ul style="list-style-type: none"> <li>Mitigate adverse structural and non-structural impacts from ports, airports and related facilities;</li> </ul>		X		
	<ul style="list-style-type: none"> <li>Protect and conserve natural resources within ports, airports and related facilities;</li> </ul>		X		
	<ul style="list-style-type: none"> <li>Coordinate intermodal management of surface and water transportation within ports, airports and related facilities; and</li> </ul>		X		
	<ul style="list-style-type: none"> <li>Protect ports, airports and related facilities from encroachment of incompatible land uses.</li> </ul>		X		
67	Added standards for the review of <b>land development regulations</b> by the Department.	9J-5.022	X		
68	Added criteria for determining consistency of <b>land development regulations</b> with the comprehensive plan.	9J-5.023	X		
<b>February 25, 2001</b>					
69	Defined <b>general lanes</b>	9J-5.003			Include current definitions
70	Revised the definition of “ <b>marine wetlands.</b> ”	9J-5.003			Include current definitions
71	Repeal the definition of “ <b>public facilities and services.</b> ”	9J-5.003	X		
72	Revised procedures for <b>monitoring</b> , evaluating and appraising implementation of local comprehensive plans.	9J-5.005(7)	X		
73	Repealed requirements for <b>evaluation and appraisal reports</b> and evaluation and appraisal amendments.	9J-5.0053	X		
74	Revised concurrency management system requirements to include provisions for establishment of <b>public school concurrency.</b>	9J-5.005(1) and (2)			Capital Improvements Element will be revised as part of the EAR based amendments to include schools as a required concurrency item consistent with the Public School Facilities Element to be added by 2008.

## Changes to Rule 9J-5, F. A. C

Changes to Rule 9J-5, F.A.C. 1989-2003		9J-5, F.A.C. Citations	NA	Addressed (where/how)	Amendment Needed By Element
75	Authorized local governments to establish multimodal transportation <b>level of service standards</b> and established requirements for <b>multimodal transportation districts</b> .	9J-5.0055(2)(b) and (3)(c)	X		This is recommended as a potential amendment in the EAR
76	Authorized local governments to establish <b>level of service standards</b> for general lanes of the Florida Intrastate Highway System within urbanized areas, with the concurrence of the Department of Transportation.	9J-5.0055(2)(c)	X		
77	Provide that <b>public transit</b> facilities are not subject to concurrency requirements.	9J-5.0055(8)	X		
78	Authorized local comprehensive plans to permit multi-use developments of regional impact to satisfy the transportation concurrency requirements by payment of a <b>proportionate share contribution</b> .	9J-5.0055(9)	X		
79	Required the future land use map to show <b>multimodal transportation district</b> boundaries, if established.	9J-5.006(4)	X		
80	Authorized local governments to establish <b>multimodal transportation districts</b> and, if established, required local governments to establish design standards for such districts.	9J-5.006(6)	X		
81	Required data for the Housing Element include a description of <b>substandard dwelling units</b> and repealed the requirement that the housing inventory include a locally determined definition of standard and substandard housing conditions.	9J-5.010(1)(c)			The Housing Element will include an inventory and description of substandard units
82	Authorized local governments to supplement the <b>affordable housing needs assessment</b> with locally generated data and repealed the authorization for local governments to conduct their own assessment.	9J-5.10(2)(b)	X		
83	Required the Intergovernmental Coordination Element to include objectives that ensure adoption of <b>interlocal agreements</b> within one year of adoption of the amended Intergovernmental Coordination Element and ensure intergovernmental coordination between all affected local governments and the school board for the purpose of establishing requirements for <b>public school concurrency</b> .	9J-5.015(3)(b)		An Interlocal Agreement fulfilling this requirement was executed by and on behalf of Manatee County, the Cities of Bradenton, Palmetto, Holmes Beach, and the Town of Longboat Key, and the School Board of Manatee County on September 22, 2003.	
84	Required the Intergovernmental Coordination Element to include:	9J-5.015(3)(c)			

Changes to Rule 9J-5, F. A. C

Changes to Rule 9J-5, F.A.C. 1989-2003		9J-5, F.A.C. Citations	NA	Addressed (where/how)	Amendment Needed By Element
	<ul style="list-style-type: none"> <li>Policies that provide procedures to identify and implement <b>joint planning areas</b> for purposes of annexation, municipal incorporation and joint infrastructure service areas;</li> </ul>				The City is in the process of preparing an Annexation Strategy. It has established an “Urban Development Zone” in coordination with the County. The ACCORD Agreement provides joint procedures for addressing intergovernmental issues in extraterritorial areas of the City.
	<ul style="list-style-type: none"> <li>Recognize <b>campus master plan</b> and provide procedures for coordination of the campus master development agreement;</li> </ul>		X		
	<ul style="list-style-type: none"> <li>Establish joint processes for <b>collaborative planning</b> and decision-making with other units of local government;</li> </ul>			Done (see ACCORD Agreement)	
	<ul style="list-style-type: none"> <li>Establish joint processes for collaborative planning and decision making with the school board on <b>population projections</b> and siting of <b>public school facilities</b>;</li> </ul>			This is addressed in the Interlocal Agreement adopted in September 2003 between the City and School Board.	
	<ul style="list-style-type: none"> <li>Establish joint processes for the siting of facilities with <b>county-wide significance</b>; and</li> </ul>			Done	
	<ul style="list-style-type: none"> <li>Adoption of an interlocal agreement for <b>school concurrency</b>.</li> </ul>		X		
85	Required the Capital Improvements Element to include implementation measures that provide a five-year financially feasible <b>public school facilities</b> program that demonstrates the adopted level of service standards will be achieved and maintained and a schedule of capital improvements for <b>multimodal transportation districts</b> , if locally established.	9J-5.016(4)(a)	X		Capital Improvements Element will be revised as part of the EAR based amendments to include schools as a required concurrency item consistent with the Public School Facilities Element to be added by 2008.
86	Required the Transportation Element analysis for <b>multimodal transportation districts</b> to demonstrate that	9J-5.019(3)	X		

PART III: CHANGES TO FLORIDA STATUTES AND ADMINISTRATIVE RULES

Changes to Rule 9J-5, F. A. C

Changes to Rule 9J-5, F.A.C. 1989-2003		9J-5, F.A.C. Citations	NA	Addressed (where/how)	Amendment Needed By Element
	community design elements will reduce vehicle miles of travel and support an integrated, multi-modal transportation system.				
87	Required Transportation Element objectives for <b>multimodal transportation districts</b> to address provision of a safe, comfortable and attractive pedestrian environment with convenient access to public transportation.	9J-5.019(4)	X		
88	Authorized local governments to establish <b>level of service standards</b> for general lanes of the Florida Intrastate Highway System within urbanized areas, with the concurrence of the Department of Transportation.	9J-5.019(4)(c)	X		

**MAJOR ISSUES OVERVIEW**

The EAR Process identified eight (8) Major Issues of critical concern for the City and its citizenry regarding the ability of the City to achieve its goals and develop a city-wide vision. As currently adopted, the City of Bradenton’s Comprehensive Plan does not effectively address these issues or outline a comprehensive vision for future growth and development. The List of Major Issues, as identified and approved by the CPRC, City staff, Planning Commission, City Council and members of the community include the following:

*Major Issue #1: Annexation*

*Major Issue #2: Neighborhood Revitalization*

*Major Issue #3: Compatibility*

*Major Issue #4: Affordable Housing/Workforce Housing*

*Major Issue #5: Transportation Systems*

*Major Issue #6: Transportation Connections and Enhancements*

*Major Issue #7: Redevelopment Corridors/Areas*

*Major Issue #8 –Downtown Repositioning*

The City’s development patterns did not create major issues with the Comprehensive Plan until recently, as the City began to reach a near-buildout capacity. Currently, the City’s Comprehensive Plan does not define compatible land uses and does not provide for transition or “edge” condition policies that would clearly articulate acceptable guidelines for transitional land uses. The Future Land Use element contains only general land use categories that are collectively no longer appropriate for a city of Bradenton’s size and ambition and lacks urban design policies and programs that will maintain community quality and create neighborhood compatibility to complete a successful planning strategy for the City. The neighborhood recommendations and guidelines are outdated, and have not been implemented in aggregate. The City’s Transportation Element provides a traditional approach to level of service in which pedestrian mobility is a minor consideration and lacks a Transportation Master Plan that would convey a vision for the City’s transportation systems. The City’s Housing Element identifies need for housing stock, but lacks sufficient policy to guide appropriate mixtures of housing and incentives that

lead to revitalization which should be intertwined with the other elements of “livability.”

The development of the Major Issues for the City and corresponding Issue Assessments (see next section) will help focus the City in taking the first step to build a comprehensive vision for the Comprehensive Plan that addresses each of the Major Issues facing the City.

# PART IV

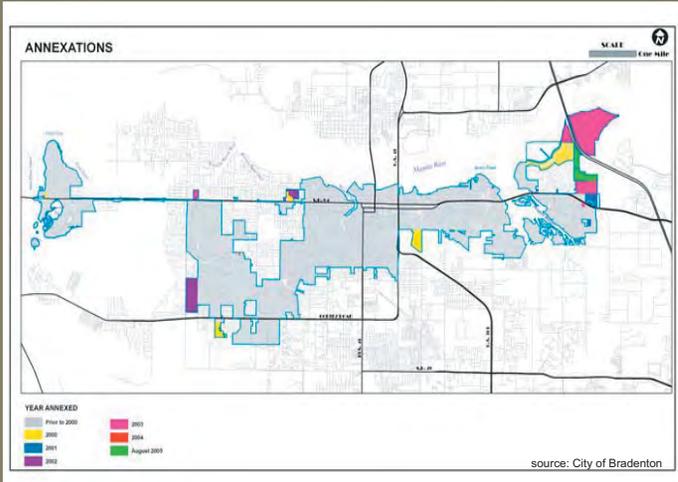


## MAJOR ISSUES ASSESSMENT



# major issue #1: annexation

city of bradenton



## background

As the City of Bradenton continues to evaluate requests by property owners outside of the current City limits to annex into the City, Bradenton is faced with a myriad of issues including: the future vision for the City and the form of new development/ redevelopment on the newly annexed property; the designation of compatible and appropriate future land use and zoning categories; the affect of the City's future land use and zoning decisions on adjacent jurisdictions (including Manatee County); and the ability of the City to serve the property with adequate public facilities such as water and sewer services. Over the past five years, from 2000-2005, the City annexed 1,717 acres.

In addition, annexation provides one opportunity for the City to increase its property tax base. The City of Bradenton is responsible for satisfying a growing demand for capital facilities and services, such as roads, utilities, mass transit, parks and recreation, and police and fire protection, which are intended to provide for the continued health, safety, and welfare of the community. Without careful consideration of how these facilities and services are provided as annexation occurs, it is likely that the City will face several issues with regard to unanticipated costs of growth and uncoordinated utility and facility provision. Significant topics for this issue include intergovernmental coordination, planning for the provision of utilities, taxes, neighborhood compatibility, and the planning of waterfront spaces.

## significant topics

- Intergovernmental Coordination/ACCORD Agreement
- Utilities (including water supply, wastewater treatment capacity, needed infrastructure upgrades and anticipated services expansion areas)
- Fiscal Impacts (Cost vs. Benefit)
- Compatibility (Place-making/Character Definition, Design Standards, Mixing Land Uses)
- Waterfront Space (Hurricane Evacuation, Viewsheds, Public Access, Coastal Resource Protection)

## current city programs

- City of Bradenton Annexation Strategy (on-going)
- Evaluation of Growth and Annexation Impacts on Water and Wastewater Infrastructure Study
- ACCORD

## potential amendments/tools

- Adoption of codified annexation criteria.
- Development of standardized fiscal/economic modeling tool for evaluation of annexations.
- Future Land Use amendments adopting a new Objective (absorbing Policies 1.2.4 and 1.8.2) and adding policies that establish annexation criteria and measures.
- Adoption of inter-local agreement addressing existing and planned Water and Wastewater utilities that are potentially impacted by annexations.
- Evaluation of The Accord for consistency with potential amendments and tools adopted or developed.

ANNEXATIONS	
YEAR	ACRES
2000	428
2001	51
2002	114
2003	747
2004	1
2005 (Thru August)	376
<b>Total</b>	<b>1,717</b>

TABLE 6

**BACKGROUND**

Municipal annexation in Florida has been recognized as a means of ensuring sound, orderly urban development and accommodation of growth as well as providing efficient urban services to areas that become urban in character. The City of Bradenton represents the population center of Manatee County and much of the land surrounding the City is urbanized, though unincorporated (see Manatee County Future Land Use Figure). Thus, the City is well positioned to initiate the transition of unincorporated lands into the City’s corporate limits thereby providing more urban, municipal type services and ensuring sound urban development. In the absence of well defined criteria, however, political and practical barriers to annexation can result in a relatively inefficient pattern of annexation. Even with such criteria, municipalities are generally limited in their ability to impose annexation on existing developed areas because of overriding political constraints.

Significant topics for this issue include developing criteria for annexation, the growth potential provided through annexation, and the ability to provide urban services.

**HOW THE COMPREHENSIVE PLAN RELATES TO THIS ISSUE**

The comprehensive plan does not directly identify issues with potential future annexations and the impacts on the City from future changes in corporate limits. The required elements of the Comprehensive Plan focus on identifying future trends and needs based on existing incorporated limits. The Future Land Use element does recognize that future annexations could have major repercussions for population and growth but that they are not predictable. To deal with these potential repercussions, the Future Land Use element provides a set of loosely related guidelines for future annexations. Objective 1 focuses on providing development and redevelopment, including annexed territory, in a manner that is conducive to compatibility of surrounding future land uses, is consistent with policies of the Comprehensive Plan, and is timed with the availability of public facilities. Objective 1 further encourages annexation where it promotes efficiency of public services.

**IDENTIFICATION OF LEGISLATIVE INTENT FOR MUNICIPAL ANNEXATIONS**

Municipalities are authorized under Chapter 171, F.S. to adjust their boundaries through annexation or contraction of corporate limits. The intent of this authority is to:

1. Ensure sound urban development and accommodation of growth.
2. Establish uniform legislative standards throughout the state for the adjustment of municipal boundaries.
3. Ensure the efficient provision of urban services to areas that become urban in character; that is used intensively for residential, urban recreational or conservation parklands, commercial, industrial, institutional, or governmental purposes or an area undergoing development for any of these purposes.
4. Ensure that areas are not annexed unless municipal services can be provided to those areas.

The City may initiate annexation of compact, contiguous, unincorporated territory that meets the legislative criteria or may be petitioned by owners of unincorporated property for ‘voluntary’ annexation. The City initiated process requires a referendum of registered voters of the proposed area of annexation and may include a referendum of all registered voters of the City. The limited Policies of the Future Land Use element that generally impact the topic of annexation are not altogether inconsistent with this intent.

**IMPACTS OF THIS ISSUE ON THE CITY OF BRADENTON**

The City appears to have been able to accommodate both existing development and recent annexations while providing sufficient public facilities in most all areas. The more significant issue for the City is that the boundaries of the incorporated area are highly irregular. The City has generally expanded eastward and westward over the years through voluntary annexations at the request of individual property owners versus a systematic approach driven by established and codified criteria. As a result, complete or nearly complete enclaves have been created within the incorporated area and land contiguous to the City that is urban in character remains unincorporated. In addition, the territories most recently annexed are predominately undeveloped. While this pattern of annexation has not been identified as resulting in inefficient provision of urban services, it may not be altogether consistent with the intent of legislative authorization for municipal annexations.

The more obvious impacts of annexation include the growth potential of the City and the ability, both politically and practically, to provide incremental urban services. Beyond the intent of providing for more intensive redevelopment of existing areas that are urban in character, municipal annexation may provide the only opportunity to accommodate incremental future growth. The fiscal benefits of incremental revenues, fixed costs shared by a larger population base, and a more diversified tax base resulting from future growth can provide a positive impact on the City. It has been recognized that the ability of the City to address existing and future citizens' needs is dependent in part upon creating an expanded tax base or alternative revenue sources. However, annexations can also create system deficiencies, and to the extent the fiscal benefits are insufficient to fund these liabilities, significant negative impacts.

#### IDENTIFICATION OF AN APPARENT ANNEXATION/PLANNING PARADOX

The legislative intent for allowing municipalities to expand corporate limits is clearly focused on the efficient, manageable provision of urban services to areas that are urban in character. By definition, these areas are recognized as currently used intensively or being developed for intensive use. Consistent with this intent, the inter-local agreement adopted among Manatee County, the School Board, and Cities of Palmetto and Bradenton ("The Accord") attempts to eliminate historical incentives for annexation such as increased densities not supported by existing County future land use or reduced impact fees that can be provided to less developed areas. In addition, The Accord promotes a focus on redevelopment for areas of existing development and in-fill opportunities by excluding these areas from those limitations and deferring to the judgment of the Cities with regard to density, height, and other growth management issues. In practice, the annexation of existing developed areas including enclaves would allow the City to provide higher density limits thereby accommodating more growth and redevelopment. However, overriding practical and political constraints have tended to focus annexation on undeveloped areas through voluntary requests. This implication of past and future annexation practices may not be altogether consistent with Policy 1.8 of the Future Land Use element encouraging the most efficient urban services, potentially compromising the maximum benefits that the incorporated municipality might otherwise realize.

#### IDENTIFICATION OF ANNEXATION CRITERIA TO ADDRESS THIS ISSUE

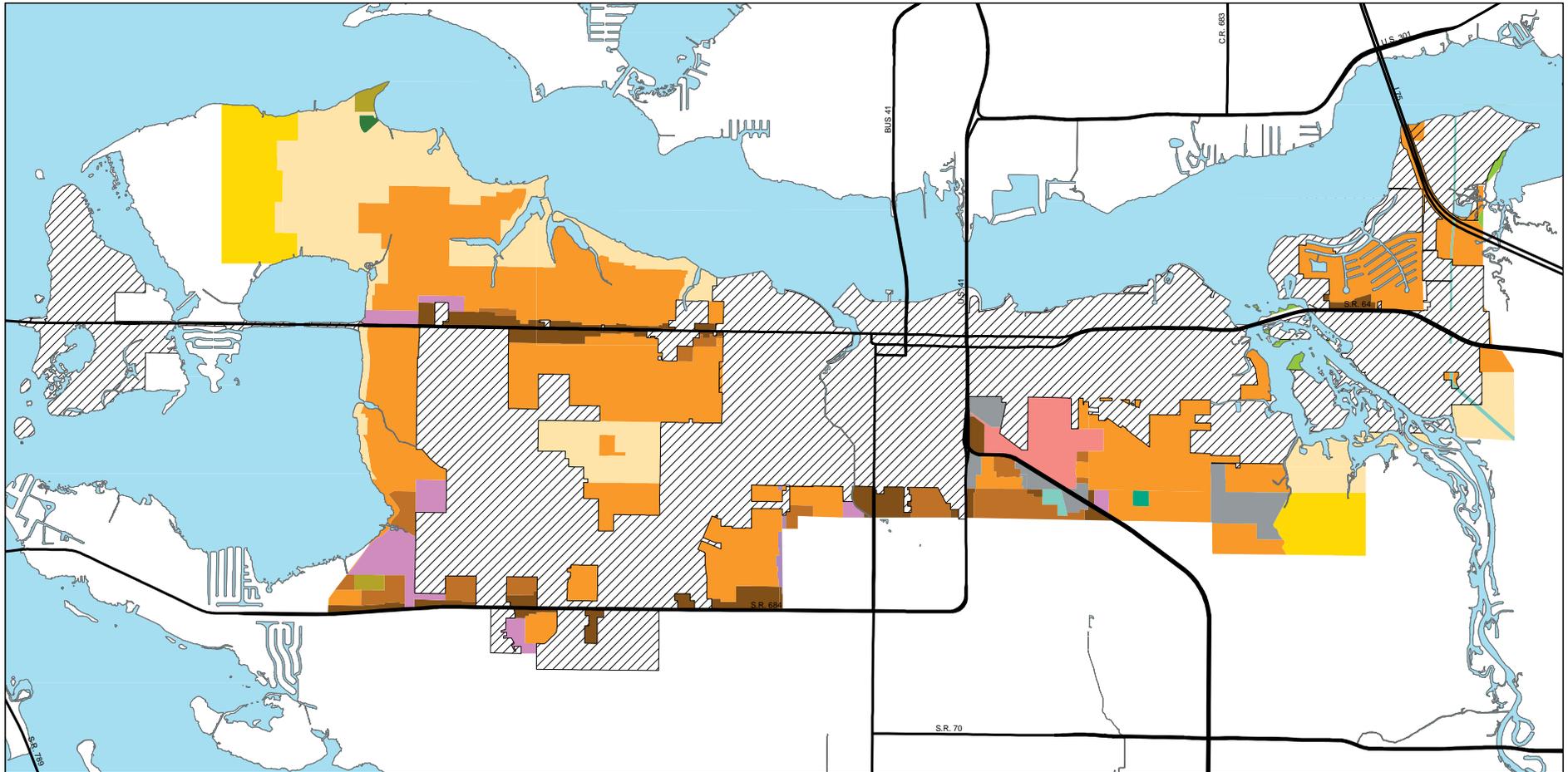
The legislative authority for expanding corporate limits provides clear intent, adoption procedures, and criteria for annexation. Addressing the political and practical issues is less clearly defined in the context of legislative intent. These issues should be reasonably addressed by the City in the form of local annexation criteria, if for no other reason than to establish a mechanism by which future annexations are more likely to be consistent with legislative intent. These local criteria should also be consistent with The Accord. While The Accord is not binding and cannot practically anticipate future needs with respect to urban services and expanded municipal boundaries, the City has in good faith accepted the responsibility for coordinating planning and growth management.

The basis for these local annexation criteria should therefore address:

- City and County future land use,
- Existing enclaves and surrounding developed areas that are urban in character,
- Continuity and compatibility of urban services,
- Availability of existing utilities,
- Logical and practical service area expansions,
- Opportunities for consolidation of urban services, and
- The fiscal impact to the City of the planned service delivery mechanism.

A new Objective should be created in the Future Land Use element absorbing Policies 1.2.4 and 1.8.2 and adding policies that establish criteria and measures consistent with those listed above.

MAP 19



**Manatee County  
Future Land Use**

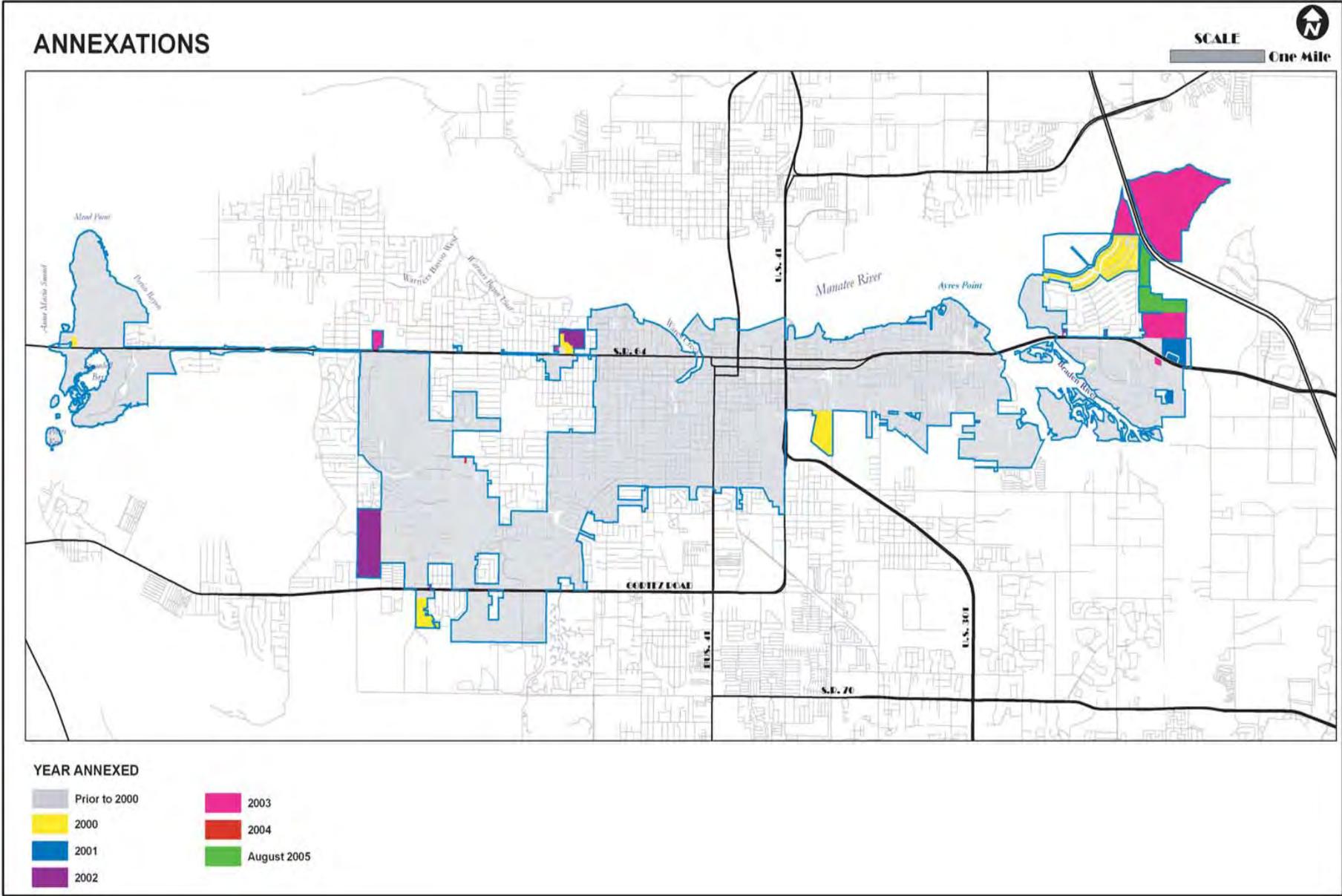
*Areas Adjacent to  
City of Bradenton*

 AG-R	 P/SP-1	 RES-3
 CON	 P/SP-2	 RES-6
 IL	 R-OS	 RES-9
 IU	 RES-1	 ROR
 OL	 RES-16	



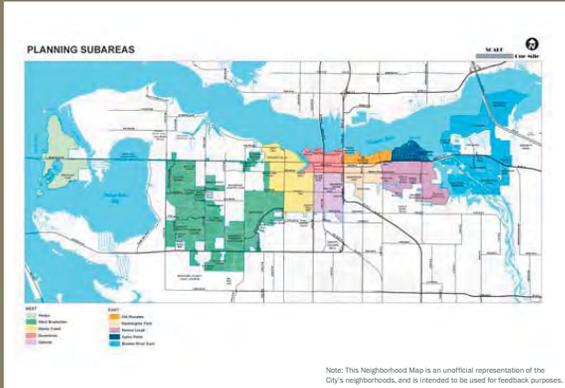
Source: City of Bradenton GIS, 2005;  
Manatee County Comprehensive Plan  
Maps not to Scale

MAP 20





# major issue #2: neighborhood revitalization



## background

Neighborhoods form the backbone of the community. Quality neighborhood revitalization identifies and capitalizes on the assets of the community to address the deficiencies in other areas of the community. The goal of revitalization is to link a variety of efforts - commercial, institutional, recreational - to improve local neighborhoods in a broad-based way. Neighborhood revitalization within the existing Community Redevelopment Areas and Downtown Redevelopment Areas is the first step toward 'building bridges' among these different aspects of community life and furthermore provides an automatic link to addressing affordable housing and residential development issues.

All of the major issues identified thus far by stakeholders are factors that shape and create neighborhood issues: annexation, compatibility, affordable housing, transportation, and re-development all contribute to the pulse and character of neighborhoods, as well as the quality of life experienced by their residents. Significant topics, such as neighborhood crime rates and diversity are affected by how all of these issues are approached. Techniques for neighborhood revitalization include: master planning for neighborhood protection, citizen training programs, commercial involvement, and enhancement of parks and open spaces. These techniques when applied in a holistic approach often are most successful at creating vibrant neighborhoods with individual character and reduced crime rates. Significant topics for this issue include compatibility of adjacent development, crime prevention, community diversity, adequate provision of parks and open spaces, affordable housing mix of housing types, organizing neighborhoods, and housing rehabilitation.

## significant topics

- Public Safety
- Sidewalks, Street lighting, and Drainage
- Affordable Housing/Workforce Housing
- Housing Rehabilitation and Blight Removal

- Compatibility (Place-making/Character Definition, Design Standards, Mixing Land Uses)

- Historic Preservation

- Systems Planning for Parks, Public Spaces, Community Facilities and Schools with a Stronger Neighborhood Orientation

- Organizing Neighborhoods (Defining Boundaries, Increasing Civic Involvement and Community Relations)

- Intergovernmental Coordination/Manatee County

## current city programs

- Village of the Arts Overlay District
- Antique Overlay District
- Historic Districts
- Community Development Block Grant
- Downtown Development Authority
- Bradenton Community Redevelopment Agency
- 14th Street Community Redevelopment Agency
- Central Community Redevelopment Agency
- Enterprise Zone
- Bradenton Front Porch Community

## potential amendments/tools

- Amend the Future Land Use Element of the Comprehensive Plan to incorporate Planning Sub-Areas, called Neighborhood Character Areas.
- Amend the Future Land Use Element of the Comprehensive Plan to add a new objective needs addresses the protection of neighborhoods, entitled "Protection of Residential Neighborhoods." At a minimum, this new objective should contain new policies that address the following:
  1. Subdivision Standards
  2. Residential Compatibility
  3. Transitional Land Uses
  4. Residential Compatibility
  5. Roadway Compatibility
  6. Limits on Industrial Uses Adjacent to Residential Areas
  7. On-Site Traffic Flow
- Amend the Comprehensive Plan to develop a new Design Element that implements the resulting recommendations from study of the Neighborhood Character Areas and consolidates some of the efforts of the DDA, the CCRA, the 14th Street CRA, and other programs into a cohesive plan.
- Amend the Future Land Use Element of the Comprehensive Plan with a new Policy within the proposed new Neighborhood objective series that encourages neighborhood participation in community outreach programs offered by the Bradenton Police Department that focus on neighborhood safety for businesses and residences.
- Consider amending the Future Land Use Element of the Comprehensive Plan to include a policy that calls for the City to conduct a survey of historic neighborhoods to explore the development of appropriate design standards that define the character of individual neighborhoods.
- Consider amending the Future Land Use Element to call for enhanced accessibility to neighborhood parks, with the type of park facilities and services tailored to the particular age group living in the area.
- The City should consider updating the original survey information from the historic sites survey that was conducted in the early 1980's by conducting another historic sites survey to revisit known resources and identify those structures which have now reached the threshold to be evaluated as historic sites.

## BACKGROUND

A city is only as strong as its neighborhoods. They are the backbone of the community and lifeblood of the economy. How well they function depends upon how well they are conceived, crafted and improved over time. Planning is instrumental in bringing together diverse constituencies to create common vision that transcends individual interests. It is the application of foresight to action.

Neighborhood revitalization is about enacting positive change through linking community resources to agreed upon solutions. It seeks to build on community assets, remove liabilities, and proactively respond to potential threats. Success is measured by the quality of life that residents enjoy using indicators such as crime rates, property values, housing choices, educational achievement, amount of parks and open space, and employment opportunities. The basic goal is to create safe, livable streets that are attractive and available to people in all stages of life.

As a quality improvement initiative, neighborhood revitalization is continuous. A recent telephone survey revealed that three out of four residents give Bradenton positive ratings in terms of quality of life. The central key is climate, friendly people, and proximity to the water. Fortunately, those factors will not likely change. However, they are not enough to ensure Bradenton will continue to enhance its status as a livable community.

## IMPACT OF THE ISSUE ON THE CITY OF BRADENTON

While a rising tide lifts all boats, not all neighborhoods have benefited from the strong economy the region is experiencing. A sustained effort has been in place for over a decade to reverse the decline in the midsection of the City where the housing is older, incomes are lower, and opportunities fewer. Economic overlay and community redevelopment districts have been put in place to increase available resources to create conditions for growth, reinvestment, and positive social change. One of the key challenges to be addressed as part of the EAR is how the Comprehensive Plan can better coordinate and respond to the various plans, projects, and initiatives that are underway for the special purpose districts.

A second major issue relates to compatibility between development types particularly high-rise condominium construction along waterfront areas, city boundary lines, and in established neighborhood areas. The source of the issue is conflicting perspectives on the nature of the city and its direction.

According to the telephone survey, most residents (57 percent) see Bradenton as a small city. Three-quarters would like to see Bradenton stay the same size or get smaller. Regardless of overall density, the average citizen relates high-rise buildings with urban growth. Therefore, it is important to achieve consensus on where this type of development is appropriate and how it can be transitioned to acceptably interface with the adjacent built environment.

## IDENTIFICATION AND ANALYSIS OF ANY PROBLEMS OR OPPORTUNITIES THAT HAVE ARISEN AS A RESULT OF THE ISSUE

The currently adopted Comprehensive Plan subdivides the City into neighborhood areas by census tracts; however, the physical and psychological connections among the geographic units are relatively weak in a real world sense. Bradenton is becoming a conglomeration of residential subdivisions and projects with nothing to bind them together into a unified whole. The EAR should strive to construct a framework that puts neighborhood areas and issues in context – such as transportation system, connectivity, corridor redevelopment, and compatibility.

### Identification and analysis of unanticipated changes in the City as a result of the issue

The reasons for this issue are complex and involve socio-economics, physical conditions, mobility, aesthetics, history, community perceptions, politics, and a host of other factors. The common denominator is change and which direction the trajectory is heading. The Comprehensive Plan needs to more fully account for recent and proposed changes in neighborhood areas, how they are linked, and can contribute more effectively to improving the overall quality of life of the community.

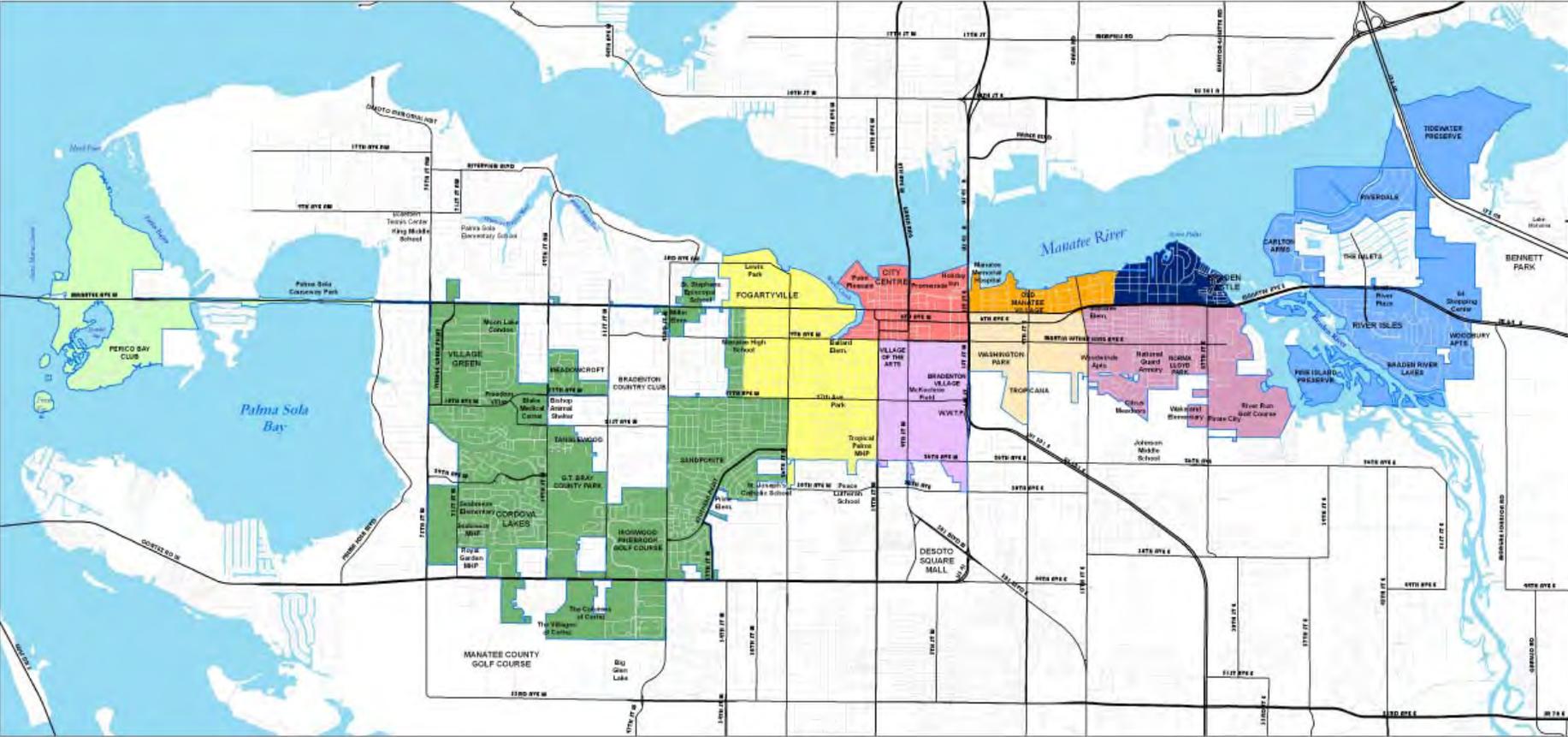
## NEIGHBORHOOD CHARACTER AREAS (PLANNING SUBAREAS)

Following is a brief accounting of current state of neighborhoods taken from existing data sources provided by the Manatee County Property Appraiser, the U.S. Census Bureau, and the City of Bradenton. The data were used to create a contextual framework for developing recommendations.

MAP 21

# PLANNING SUBAREAS

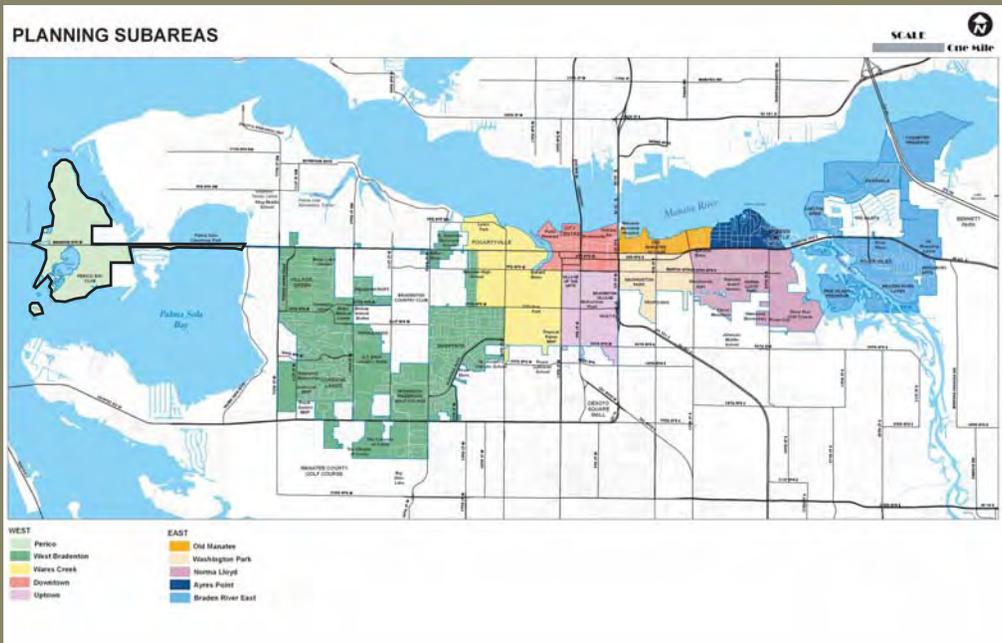
SCALE  One Mile



- |  |   |
|--|---|
| <b>WEST</b>  | <b>EAST</b>   |
|  Perico         |  Old Manatee       |
|  West Bradenton |  Washington Park   |
|  Wares Creek    |  Norma Lloyd       |
|  Downtown       |  Ayres Point       |
|  Uptown         |  Braden River East |

# perico island

MAP 22

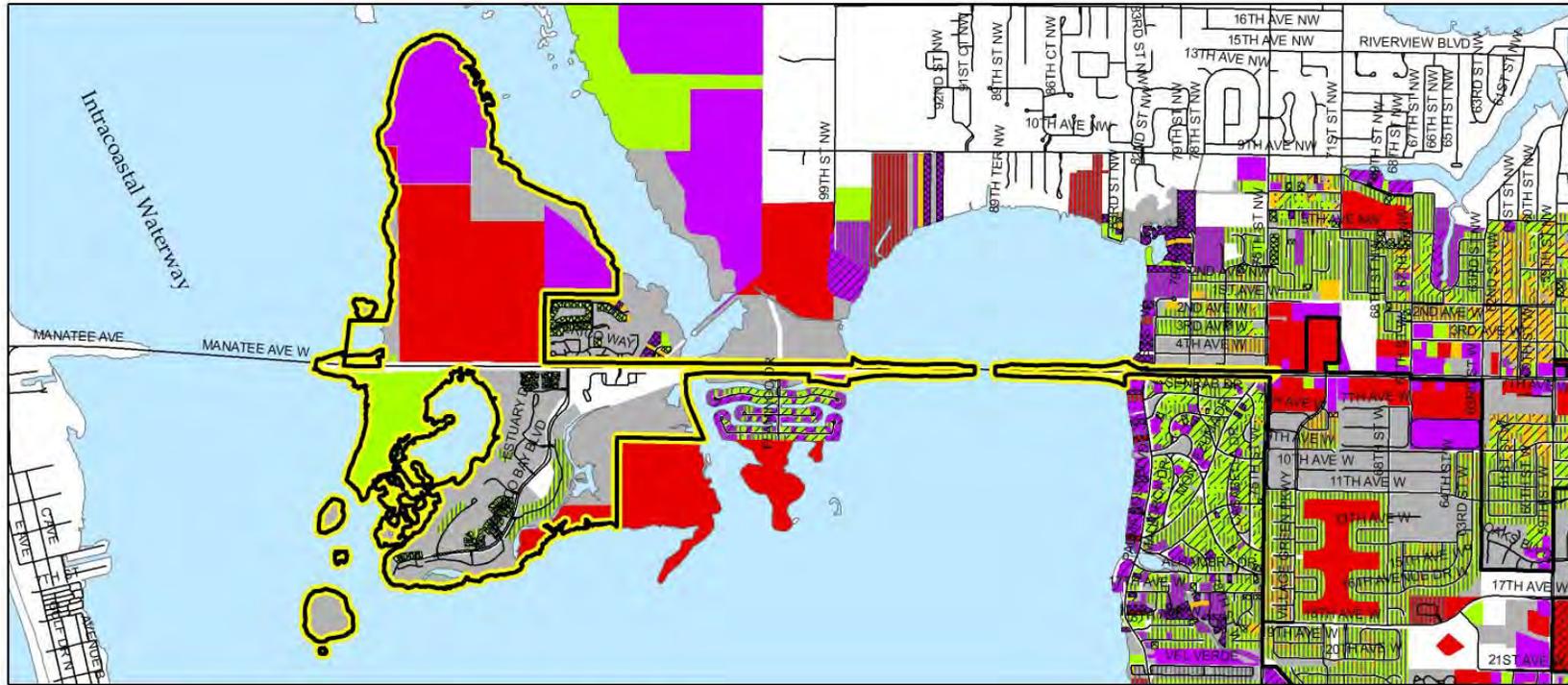


The **Perico** Planning Area consists of an island on the western edge of the City connected to the mainland by Manatee Avenue West. Its environmental features, coastal situation, and high valued real estate give it distinction. The average single-family home was built in 1990, contains 2,743 square feet and has an appraised value of \$301,072. A high percentage of the housing stock is seasonal with about 55 percent of the units receiving a homestead exemption.

Major land uses include Perico Bay Club condominium community on the south side and the recently approved 686-unit Perico Island North Planned Development Project (PDP) by St. Joe/Arvida. Commercial development is limited along the Manatee Avenue West corridor.

Approximately one-quarter (4,394 acres) of the Perico Planning Area is classified as wetlands with the vast majority being in the 100-Year Floodplain. Manatee County recently purchased a tract on the south side for conservation. The 686-unit Perico Island North PDP retained 70% of the 352-acre site as conservation using a vertical design.

It should be noted that the only access to and from the Island is Manatee Avenue West (SR64) which serves as the only evacuation route for the City of Anna Maria and the majority of the City of Holmes Beach.



### YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "Perico Island, North & South"

— Roads

□ City of Bradenton

□ Perico Island Planning Subarea

□ Lakes, Rivers, & Bays



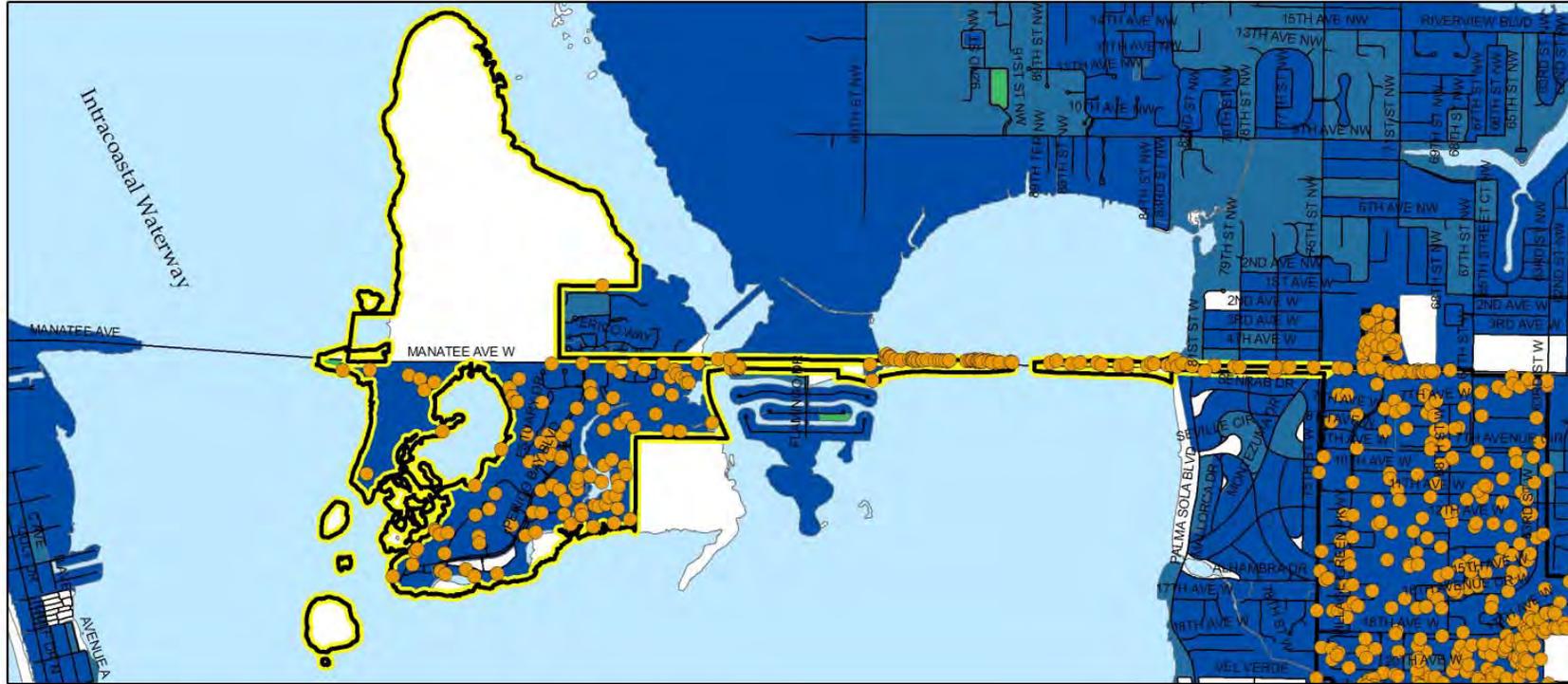
Source: City of Bradenton GIS, 2005  
Map not to Scale

#### Assessed Valuation Range ("Just" Value)

- 0 - \$87,801
- \$87,802 - \$148,177
- \$148,178 - \$358,471
- \$358,472 - \$1,331,969
- \$1,331,970 - \$5,000,000
- No Data

#### Year Built

- No Data
- Prior to 1950
- 1950 to 1970
- 1970 to 1990
- 1990 to 2004



### POPULATION DENSITY & DIVERSITY City of Bradenton Planning Areas - "Perico Island, North & South"

- Roads
- City of Bradenton
- ▭ Perico Island Planning Area
- ▭ Lakes, Rivers, & Bays



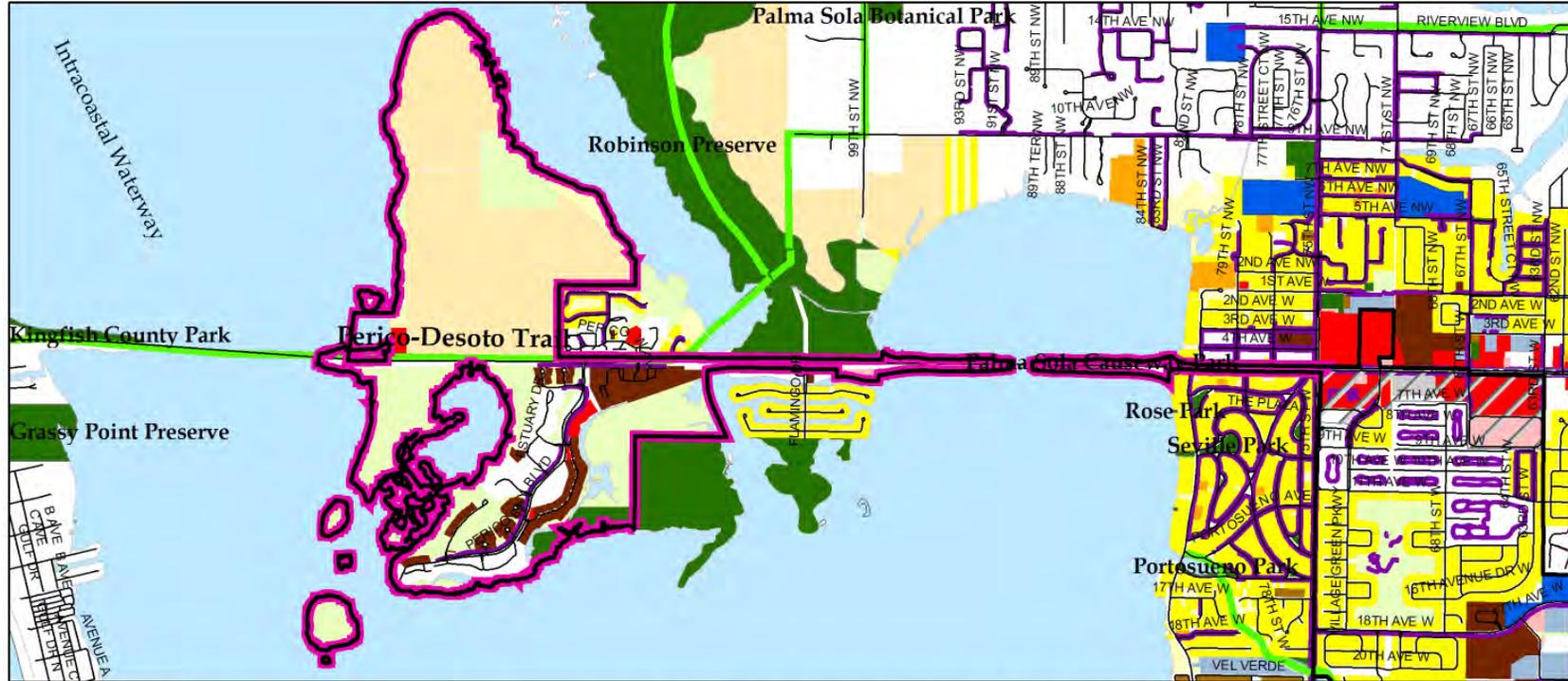
Source: City of Bradenton GIS, 2005  
Map not to Scale

#### Percent of Population Reported as "White" (Based on U. S.Census Block Groups, Year 2000)

- ▭ ≤20%
- ▭ >20% and ≤51%
- ▭ >51% and ≤76%
- ▭ >76% and ≤93%
- ▭ >93%
- ▭ No Data

#### Population Density (Based on U. S.Census Block Groups, Year 2000)

- 1 Dot = 10 Persons



## LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT City of Bradenton Planning Subareas - "Perico Island, North & South"

- Roads
- Greenways & Trails
- ▭ City of Bradenton
- ▭ Perico Planning Subarea
- ▲ Historic Places
- Parks
- Schools
- Sidewalks

- Economic Development Areas**
- CBD Target Area
  - ▨ Enterprise Zone
  - ▨ 14th St CRA
  - ▨ Bradenton CRA
  - ▨ CCRA

**Existing Land Use Code**

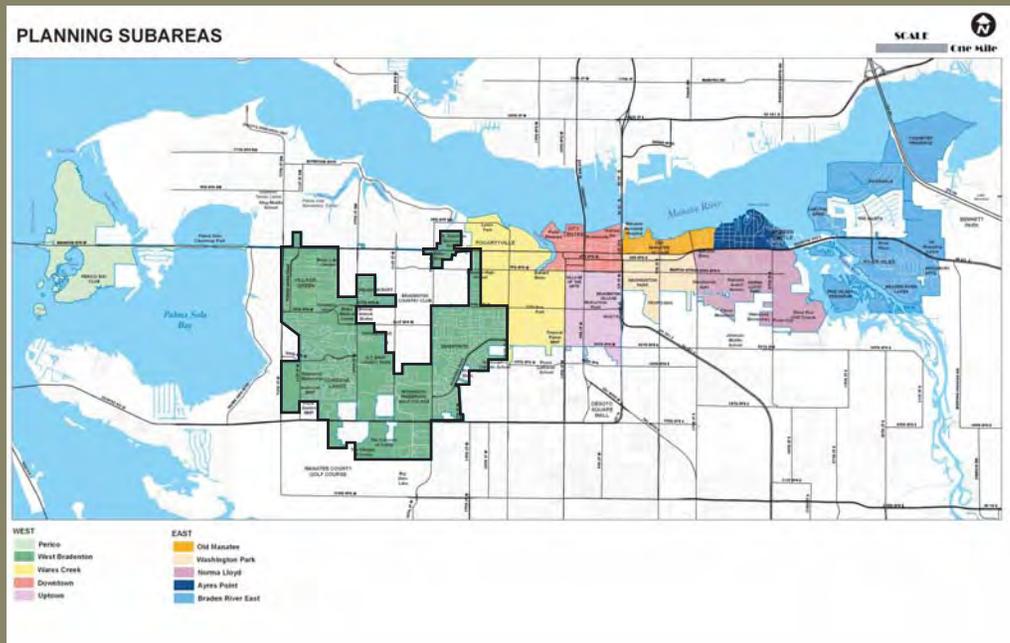
- Public
- Vacant
- Commercial/Office
- Mobile Homes
- Golf Course/Driving Range
- Vacant Residential
- Single Family Residential or Duplex
- Multifamily (Less than 10 units)
- Multifamily (More than 10 units)
- Vacant Commercial
- Industrial
- Agriculture/Conservation
- Institutional



Source: City of Bradenton GIS, 2005  
Map not to Scale

# west bradenton

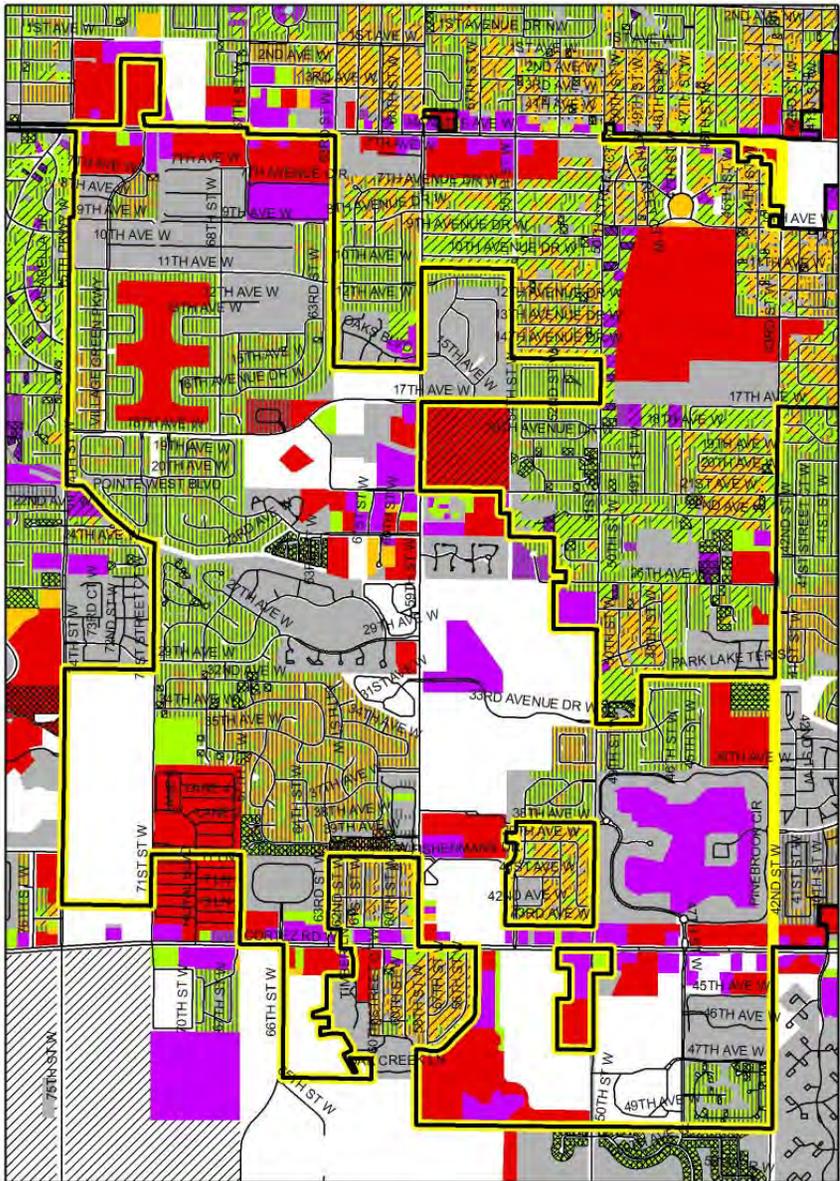
MAP 26



The **West Bradenton** Area extends west from 43rd Street to 75th Street West and includes Village Green, Cordova Lakes, Ironwood Pinebrook, Meadowcroft, The Columns of Cortez and the Villages of Cortez residential areas. Public uses include Seabreeze Elementary and G.T. Bray County Park. A node of medical support facilities has developed near Blake Medical Center at 21st Avenue and 59th Street West. In general, environmental features are limited.

The West Bradenton Area possesses an auto-oriented suburban character with curvilinear streets ending in cul-de-sacs and strip commercial uses lining the major arterials. The average single-family home was constructed in 1981, sits on a quarter-acre lot, contains 2,293 square feet, and has an appraised value of \$170,361. The neighborhoods are very stable with 87 percent of the residential units receiving a homestead exemption. Most

MAP 27



### YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "West Bradenton"

- Roads
- City of Bradenton
- ▭ West Bradenton Planning Subarea
- ▭ Lakes, Rivers, & Bays

#### Assessed Valuation Range ("Just" Value)

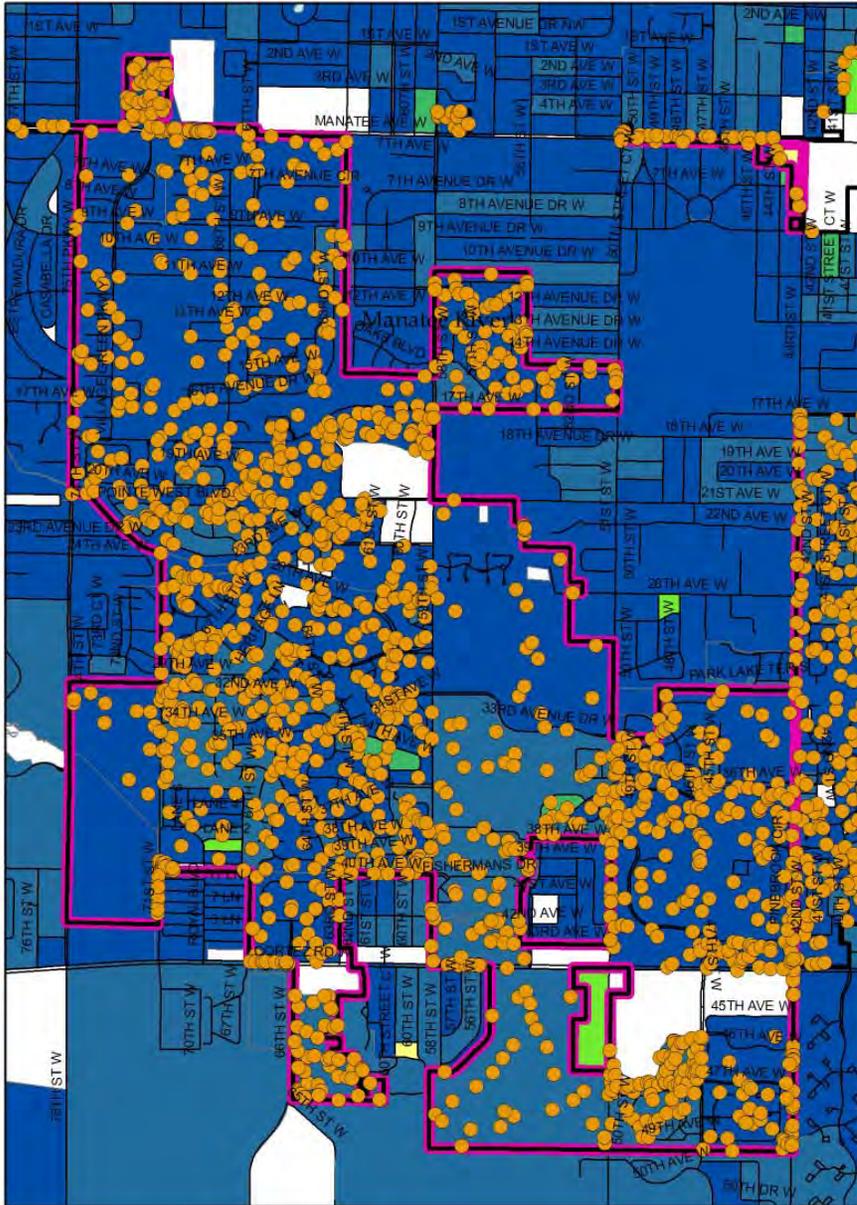
- ▭ 0 - \$87,801
- ▭ \$87,802 - \$148,177
- ▭ \$148,178 - \$358,471
- ▭ \$358,472 - \$1,331,969
- ▭ \$1,331,970 - \$5,000,000
- ▭ No Data

#### Year Built

- ▭ No Data
- ▨ Prior to 1950
- ▨ 1950 to 1970
- ▨ 1970 to 1990
- ▨ 1990 to 2004



Source: City of Bradenton GIS, 2005  
Maps not to Scale



## POPULATION DENSITY & DIVERSITY City of Bradenton Planning Subareas - "West Bradenton"

- Roads
- City of Bradenton
- ▭ West Bradenton Planning Subarea
- Lakes, Rivers, & Bays

### Percent of Population Reported as "White" (Based on U. S.Census Block Groups, Year 2000)

- <=20%
- >20% and <=51%
- >51% and <=76%
- >76% and <=93%
- >93%
- No Data

### Population Density (Based on U. S.Census Block Groups, Year 2000)

- 1 Dot = 10 Persons

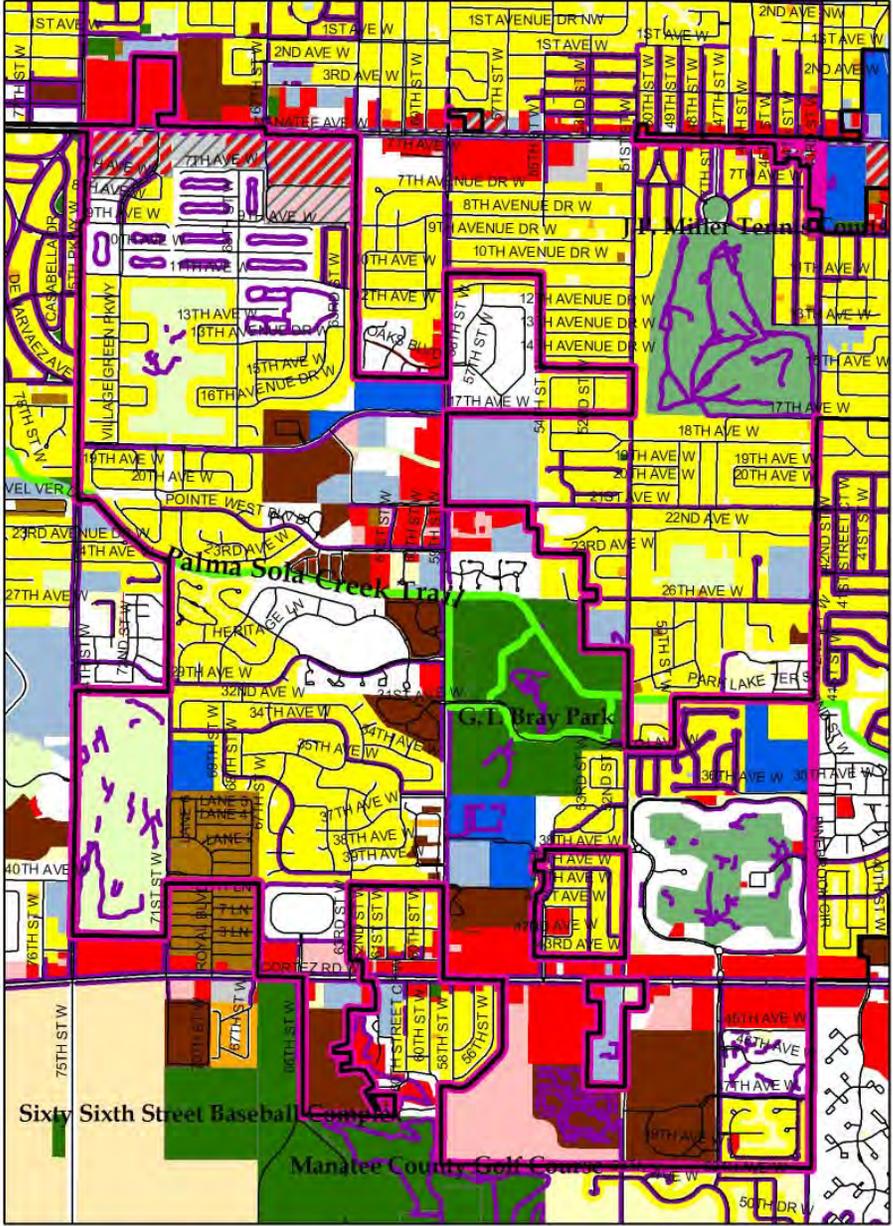


Source: City of Bradenton GIS, 2005  
Maps not to Scale

MAP 29

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT

## City of Bradenton Planning Subareas - "West Bradenton"



- Roads
- Greenways & Trails
- City of Bradenton
- West Bradenton Planning Subarea
- ▲ Historic Places
- Schools
- Parks
- Sidewalks

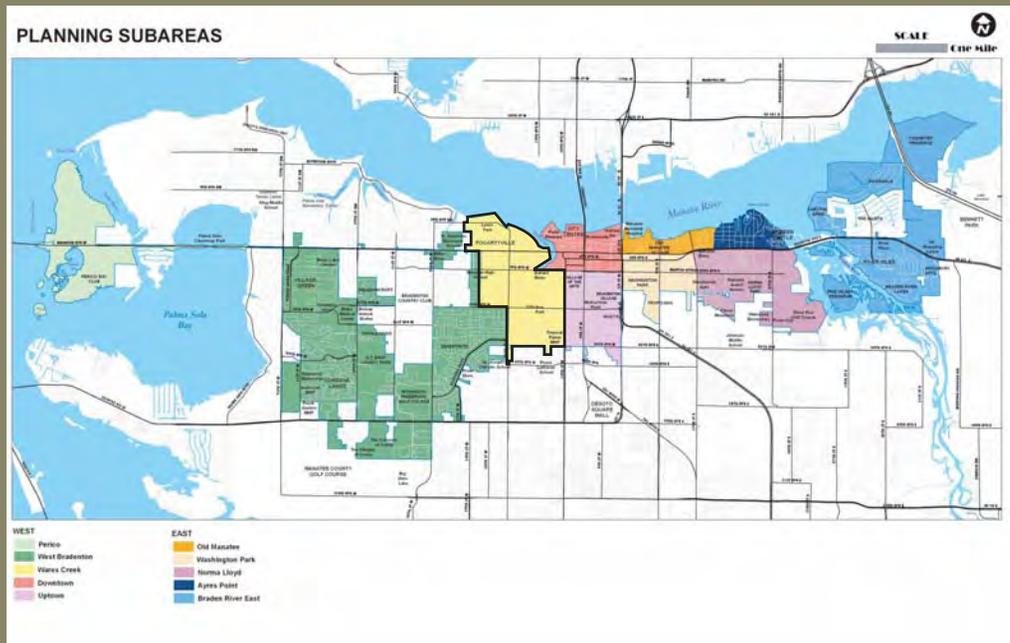
Economic Development Areas	Existing Land Use Code
--- CBD Target Area	■ Public
▨ Enterprise Zone	■ Vacant
▩ 14th St CRA	■ Commercial/Office
▩ Bradenton CRA	■ Mobile Homes
▩ CCRA	■ Golf Course/Driving Range
	■ Vacant Residential
	■ Single Family Residential or Duplex
	■ Multifamily (Less than 10 units)
	■ Multifamily (More than 10 units)
	■ Vacant Commercial
	■ Industrial
	■ Agriculture/Conservation
	■ Institutional



Source: City of Bradenton GIS, 2005  
Map not to Scale

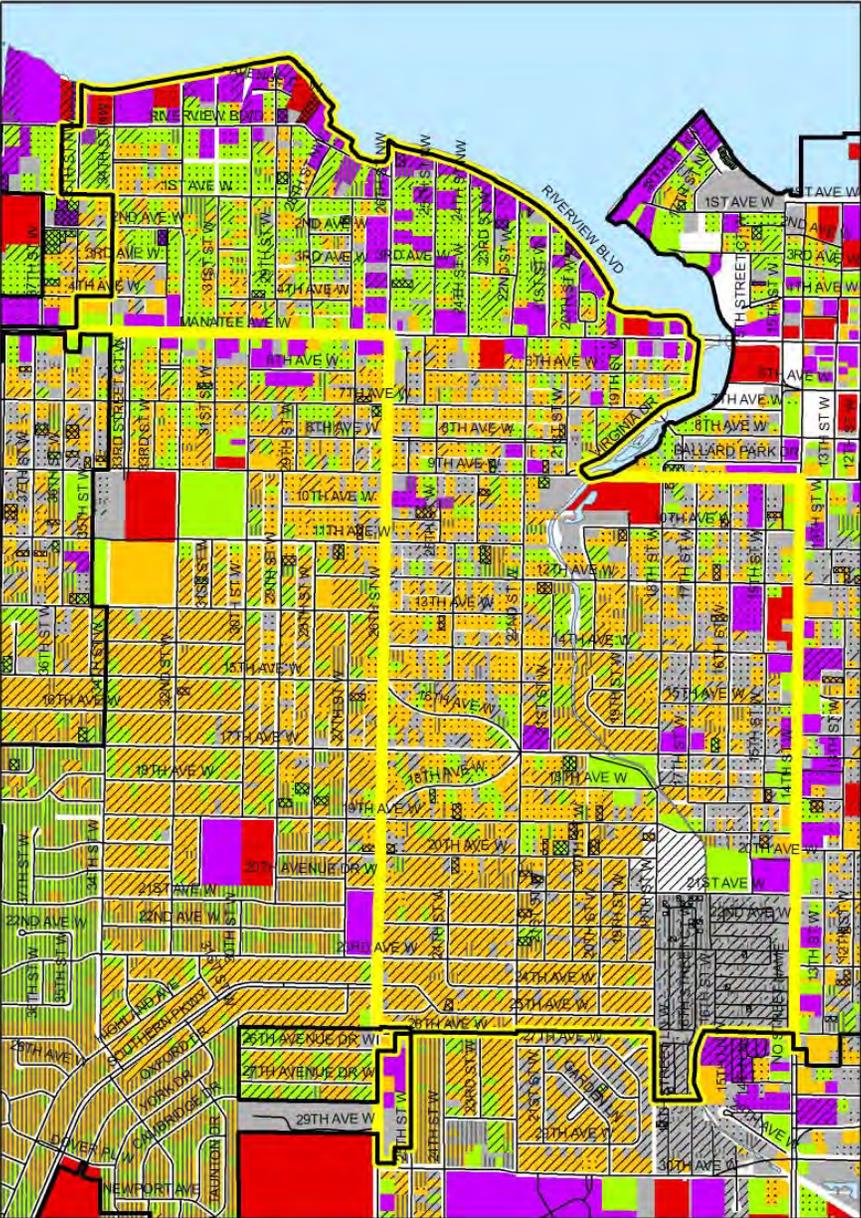
# wares creek

MAP 30



The **Wares Creek** Planning Area consists of the residential area north of Manatee Avenue around Lewis Park along the Manatee River and Wares Creek locally known as “Fogartyville”. The boundary extends south of Manatee Avenue to 26th Avenue East, between Tamiami Trail and 26th Street West, and includes Ballard Elementary area, Westminster Retirement community, and Tropical Palms Mobile Home Park. The Wares Creek Planning Area may be characterized as traditional with the average single-family home built in 1940 on a quarter acre lot. The average home is 1,845 square feet and has an assessed value of \$144,600. About 66 percent of residential properties are homesteaded.

MAP 31



# YEAR BUILT & ASSESSED VALUE

## City of Bradenton Planning Subareas - "Wares Creek"

- Roads
- ▭ City of Bradenton
- ▭ Wares Creek Planning Subarea
- ▭ Lakes, Rivers, & Bays

### Assessed Valuation Range ("Just" Value)

- ▭ 0 - \$87,801
- ▭ \$87,802 - \$148,177
- ▭ \$148,178 - \$358,471
- ▭ \$358,472 - \$1,331,969
- ▭ \$1,331,970 - \$5,000,000

No Data

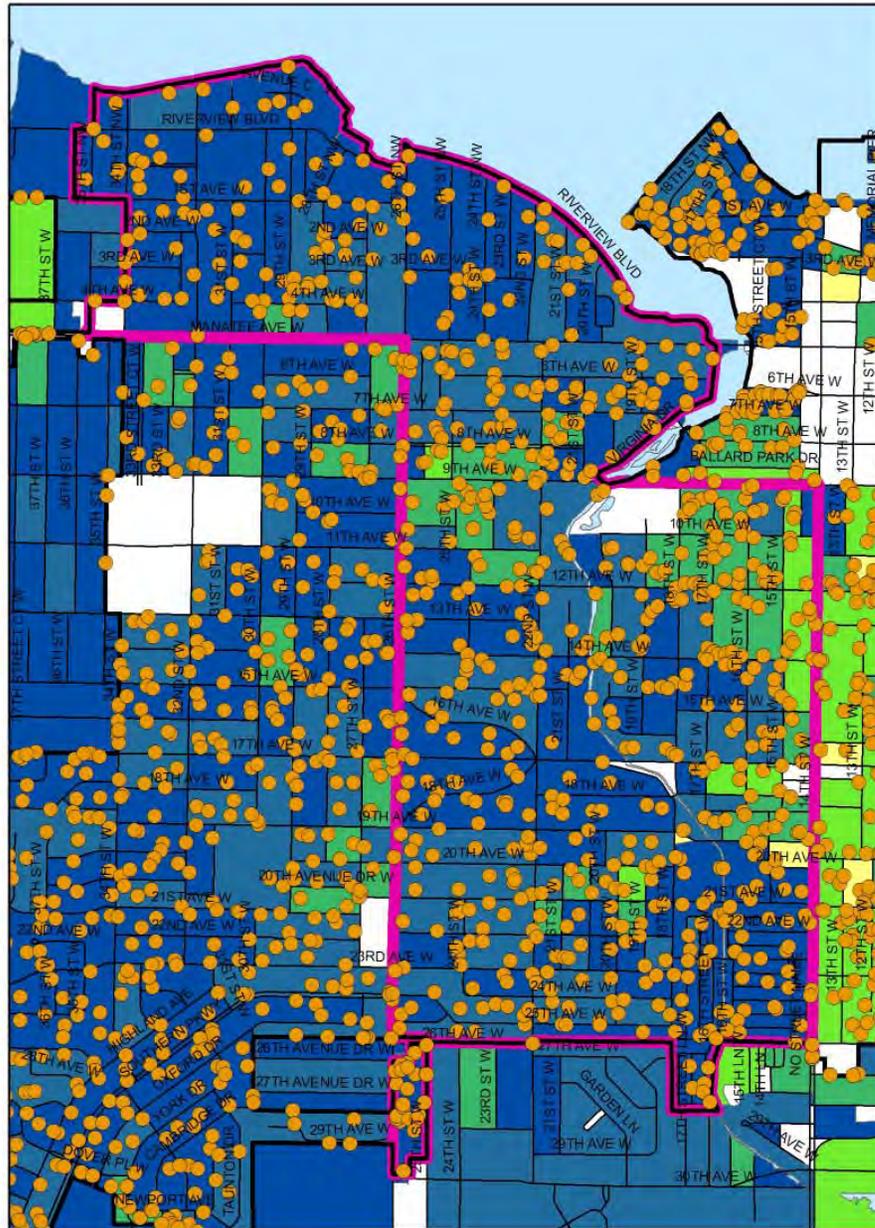
### Year Built

- ▭ No Data
- ▭ Prior to 1950
- ▭ 1950 to 1970
- ▭ 1970 to 1990
- ▭ 1990 to 2004



Source: City of Bradenton GIS, 2005  
 Maps not to Scale

# POPULATION DENSITY & DIVERSITY City of Bradenton Planning Subareas - "Wares Creek"



- Roads
- ▭ City of Bradenton
- ▭ Wares Creek Planning Subarea
- ▭ Lakes, Rivers, & Bays

## Percent of Population Reported as "White" (Based on U. S.Census Block Groups, Year 2000)

- ▭ ≤20%
- ▭ >20% and ≤51%
- ▭ >51% and ≤76%
- ▭ >76% and ≤93%
- ▭ >93%
- ▭ No Data

## Population Density (Based on U. S.Census Block Groups, Year 2000)

- 1 Dot = 10 Persons

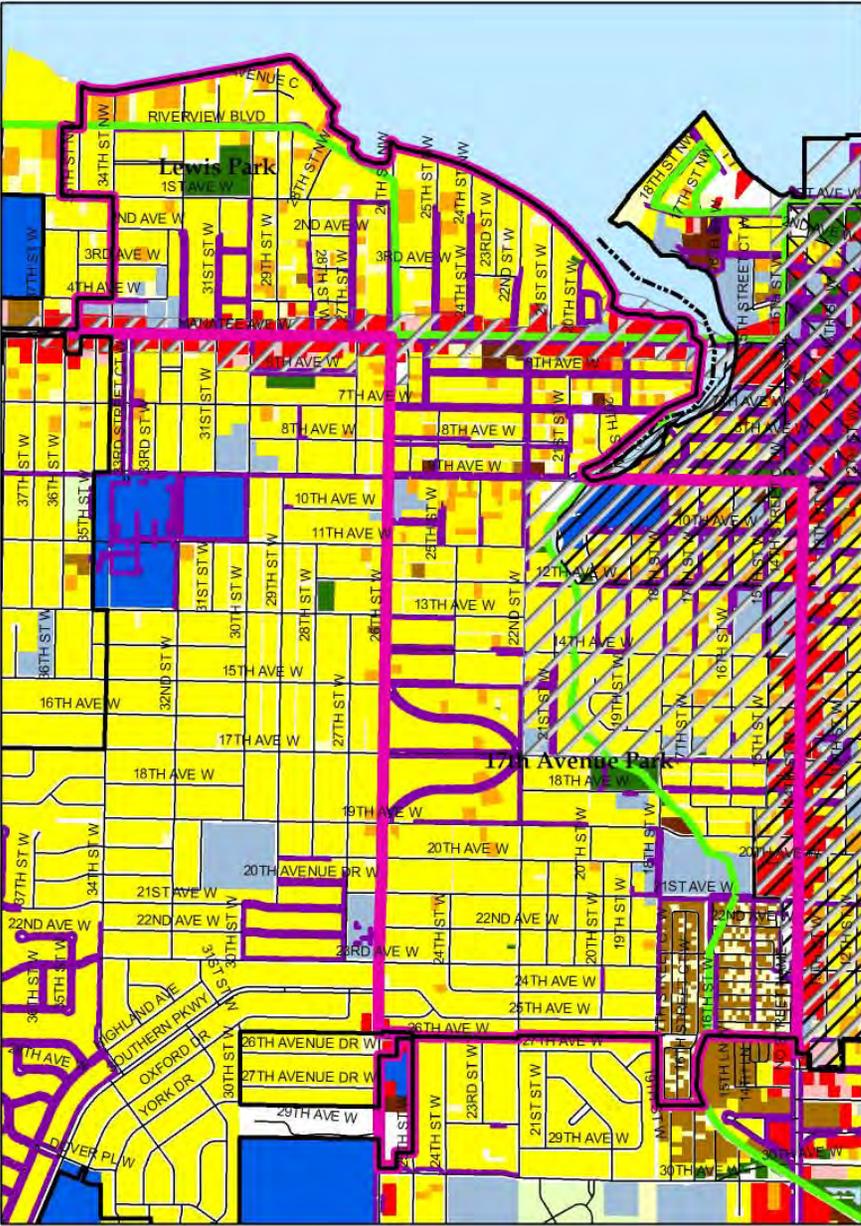


Source: City of Bradenton GIS, 2005  
Maps not to Scale

MAP 33

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT

## City of Bradenton Planning Subareas - "Wares Creek"



- Roads
- Greenways & Trails
- City of Bradenton
- Wares Creek Planning Subarea
- ▲ Historic Places
- Parks
- Schools
- Sidewalks

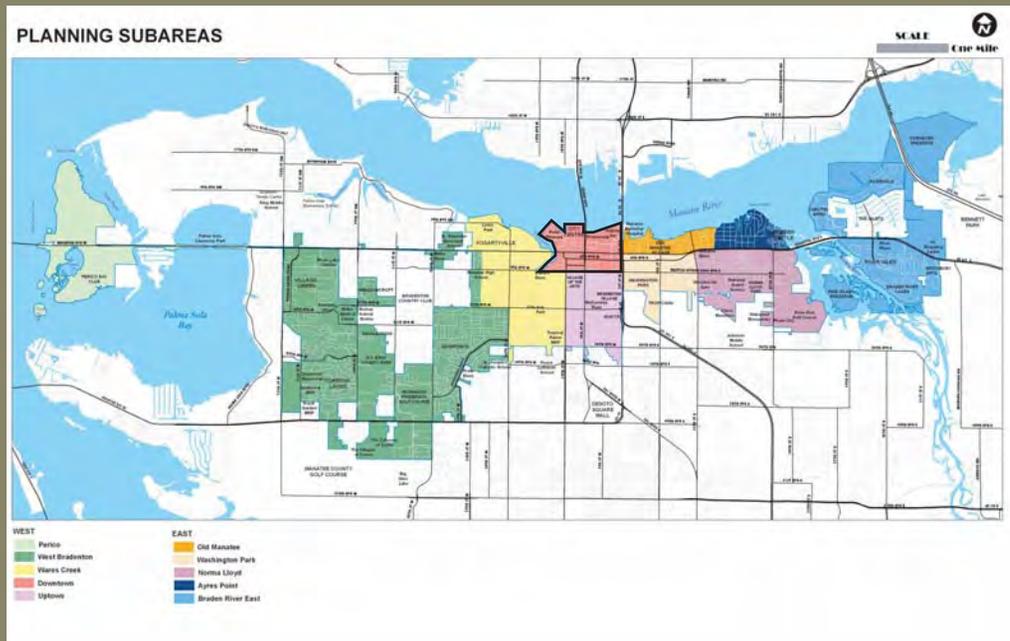
- | Economic Development Areas | Existing Land Use Code                |
|----------------------------|---------------------------------------|
| --- CBD Target Area        | ■ Public                              |
| ▨ Enterprise Zone          | ■ Vacant                              |
| ▩ 14th St CRA              | ■ Commercial/Office                   |
| ▩ Bradenton CRA            | ■ Mobile Homes                        |
| ▩ CCRA                     | ■ Golf Course/Driving Range           |
|                            | ■ Vacant Residential                  |
|                            | ■ Single Family Residential or Duplex |
|                            | ■ Multifamily (Less than 10 units)    |
|                            | ■ Multifamily (More than 10 units)    |
|                            | ■ Vacant Commercial                   |
|                            | ■ Industrial                          |
|                            | ■ Agriculture/Conservation            |
|                            | ■ Institutional                       |



Source: City of Bradenton GIS, 2005  
 Maps Not to Scale

# downtown

MAP 34

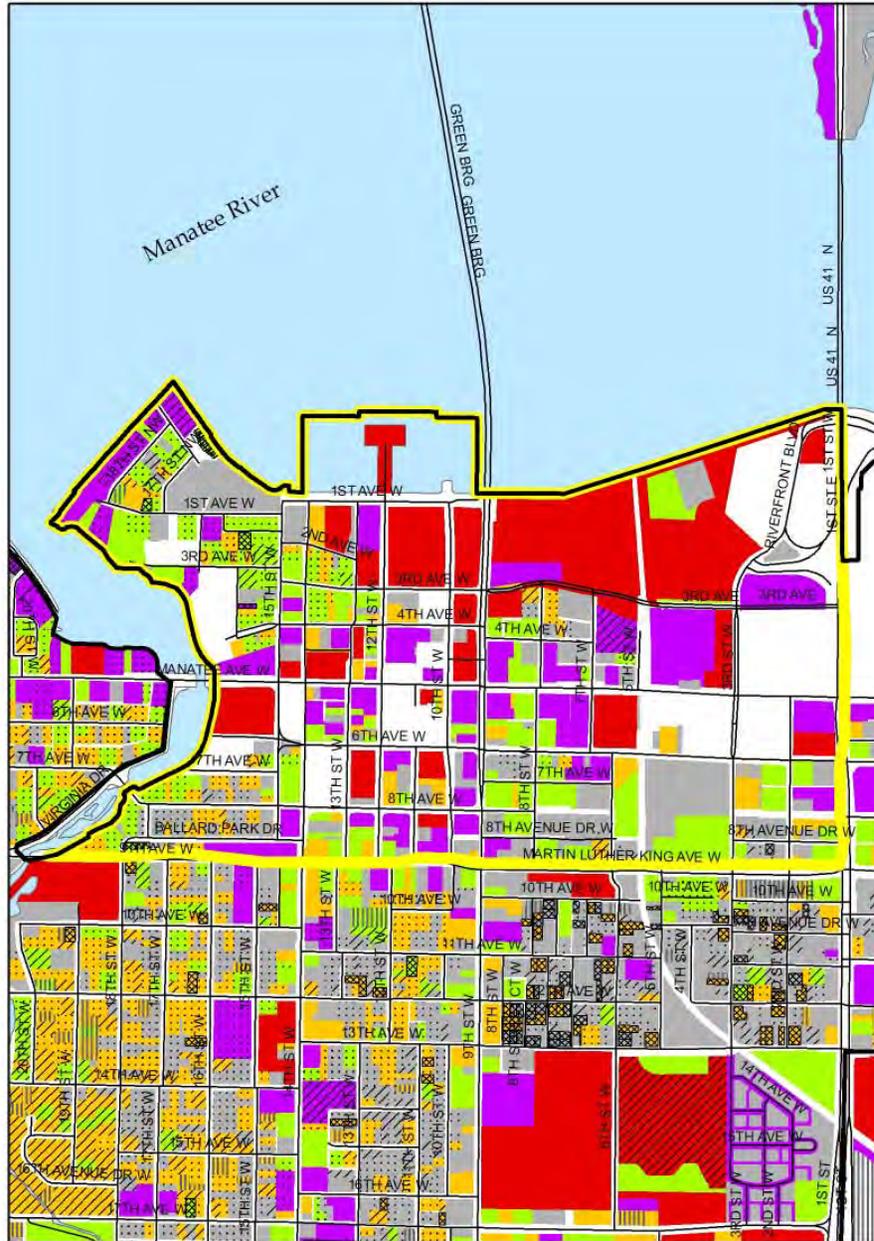


The **Downtown** Planning Area is the most intensively developed part of the City with the core comprised of a mix of governmental, office, and commercial uses surrounded by traditional residential neighborhood areas – most notably Point Pleasant and Historic Ballard Park. The average single-family home was built in 1937 on a fifth-acre lot with a building size of 2,253 square feet. About 60 percent of residential properties are homesteaded.

Major projects underway or proposed for construction in the near term include:

- Judicial Center - 223,000 square feet with adjacent 516 space parking facility
- Promenade - 350 condominium units and 180,000 square feet of hotel, retail, office, and entertainment space
- Old City Hall site – 100 condominium units, 20,000 square feet of retail/office
- Riverwalk Professional Center – 40,000 square feet of office
- Villas of Point Pleasant – 17 condominium units

# YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "Downtown"



- Roads
- City of Bradenton
- Downtown Planning Subarea
- Lakes, Rivers, & Bays

### Assessed Valuation Range ("Just" Value)

- 0 - \$87,801
- \$87,802 - \$148,177
- \$148,178 - \$358,471
- \$358,472 - \$1,331,969
- \$1,331,970 - \$5,000,000
- No Data

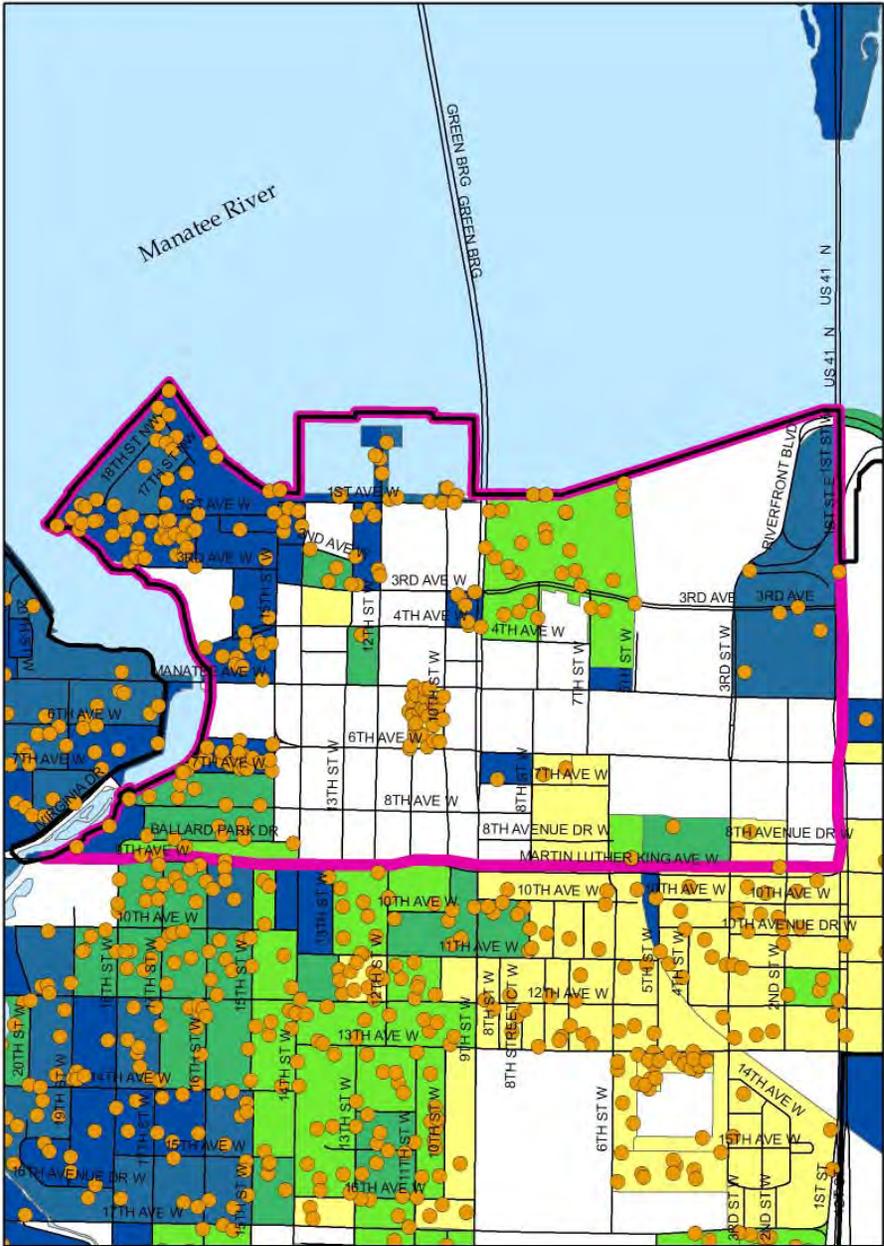
### Year Built

- No Data
- Prior to 1950
- 1950 to 1970
- 1970 to 1990
- 1990 to 2004



Source: City of Bradenton GIS, 2005  
Maps not to Scale

MAP 36



# POPULATION DENSITY & DIVERSITY

## City of Bradenton Planning Subareas - "Downtown"

- Roads
- City of Bradenton
- Downtown Planning Subarea
- Lakes, Rivers, & Bays

### Percent of Population Reported as "White" (Based on U. S.Census Block Groups, Year 2000)

- <=20%
- >20% and <=51%
- >51% and <=76%
- >76% and <=93%
- >93%
- No Data

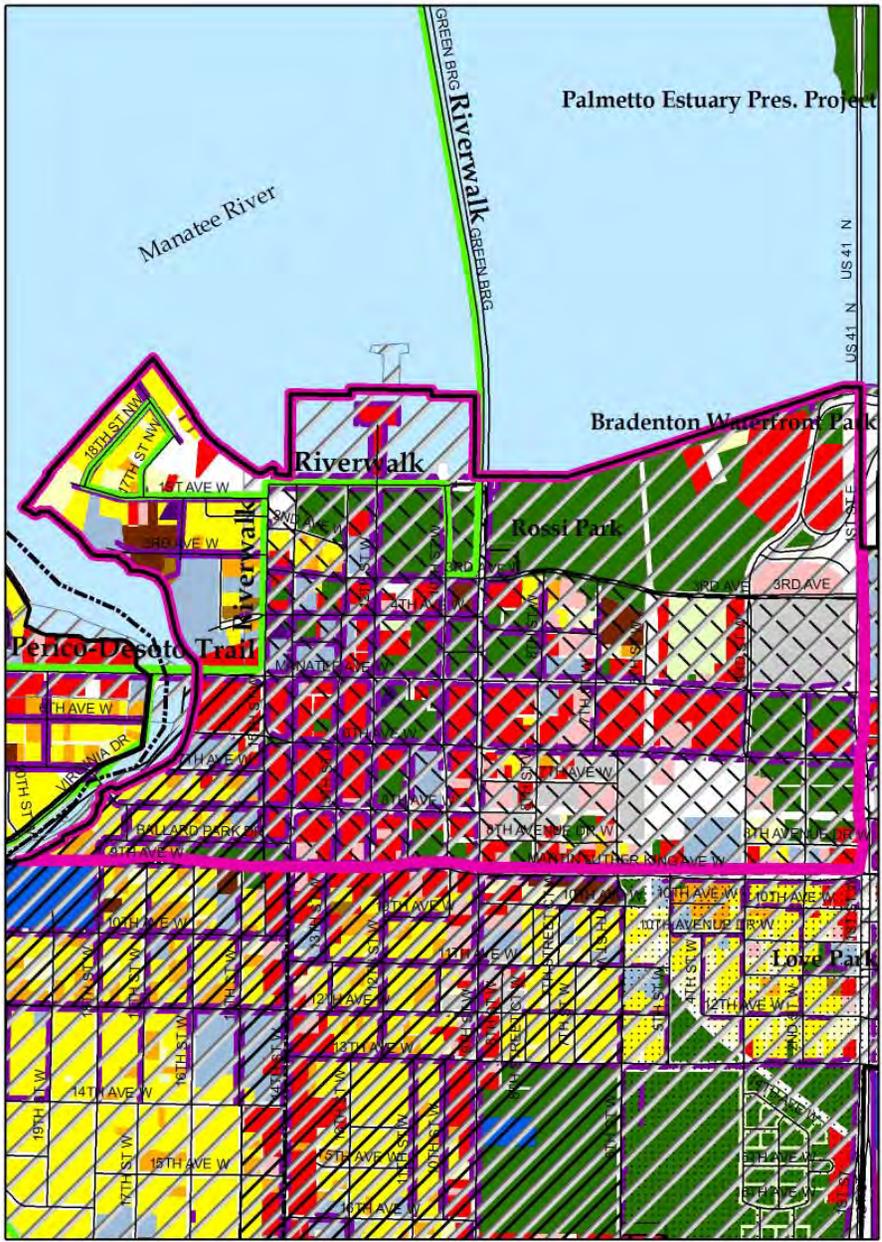
### Population Density (Based on U. S.Census Block Groups, Year 2000)

- 1 Dot = 10 Persons

Source: City of Bradenton GIS, 2005  
 Maps not to Scale

MAP 37

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT City of Bradenton Planning Subareas - "Downtown"



- Roads
- Greenways & Trails
- City of Bradenton
- Downtown Planning Subarea
- ▲ Historic Places
- ▲ Parks
- Schools
- Sidewalks

**Economic Development Areas Existing Land Use Code**

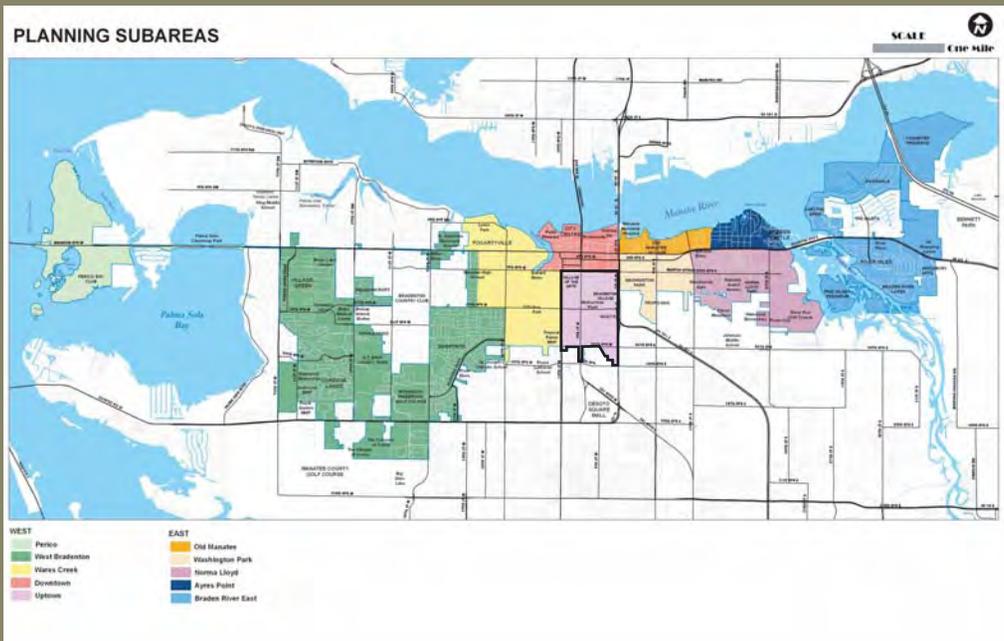
- CBD Target Area
- ▨ Enterprise Zone
- ▧ 14th St CRA
- ▩ Bradenton CRA
- CCRA
- Public
- Vacant
- Commercial/Office
- Mobile Homes
- Golf Course/Driving Range
- Vacant Residential
- Single Family Residential or Duplex
- Multifamily (Less than 10 units)
- Multifamily (More than 10 units)
- Vacant Commercial
- Industrial
- Agriculture/Conservation
- Institutional



Source: City of Bradenton GIS, 2005  
Maps not to Scale

# uptown

MAP 38

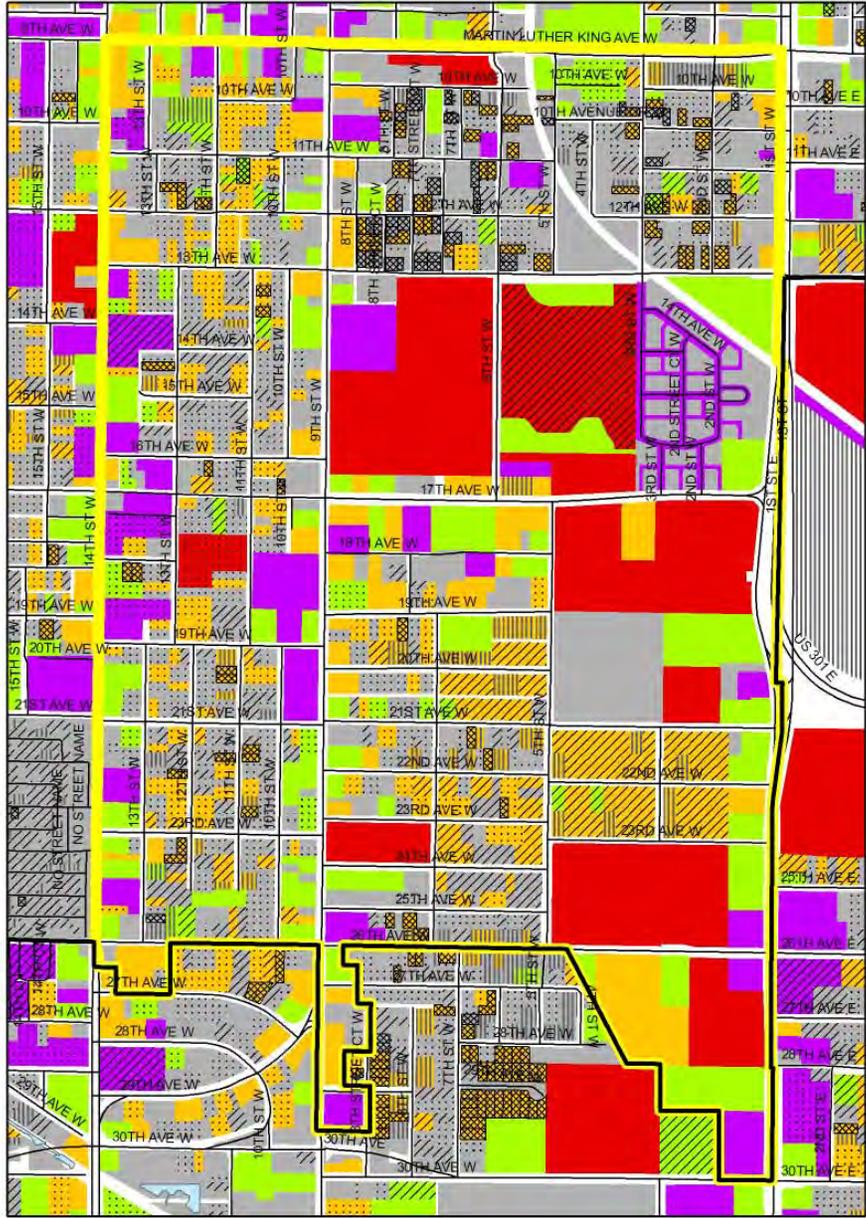


The *Uptown* Planning Area is a collection of traditional and quasi-urban neighborhood areas within a mixed use fabric. It includes the Village of the Arts, Bradenton Village, and up and coming residential areas with older homes in need of rehabilitation. The average single-family home was built in 1951, contains 1,335 square feet on a 7,282 square foot lot with a mean assessed value of \$82,823. About half of the housing units (51 percent) are homesteaded. The relatively high proportion of rentals has a destabilizing effect on property values. It is a target area for concentrated code enforcement.

The recently completed Tamiami Trail Revitalization Strategy identified a market opportunity for additional quasi-urban residential and mixed-use products on the Tamiami Trail and the potential for an “entertainment district” adjacent to McKechnie Field along with a series of other recommendations. The Downtown Development Authority is working to assemble 5 to 10 acres on the Tamiami Trail, north

MAP 39

# YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "Uptown"



- Roads
- City of Bradenton
- ▭ Uptown Planning Subarea
- ▭ Lakes, Rivers, & Bays

### Assessed Valuation Range ("Just" Value)

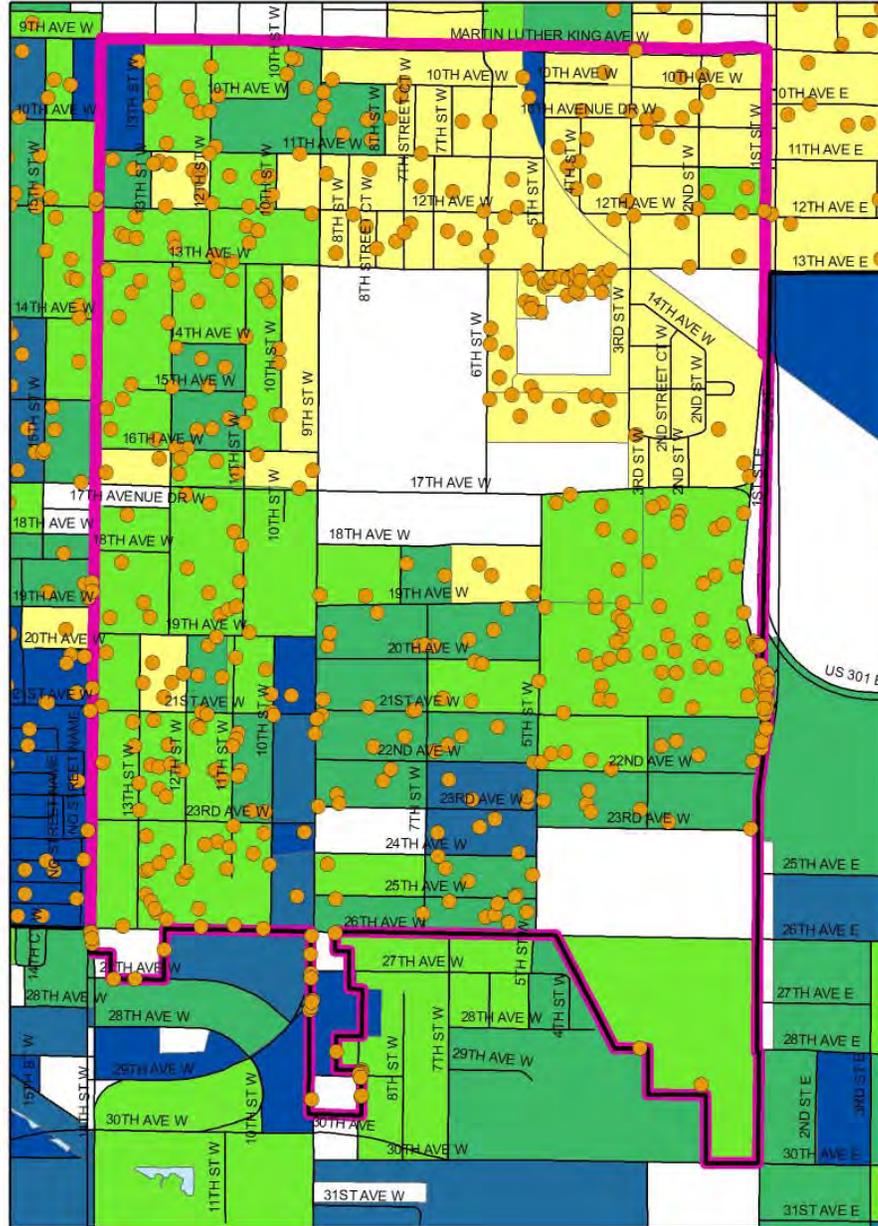
- ▭ 0 - \$87,801
- ▭ \$87,802 - \$148,177
- ▭ \$148,178 - \$358,471
- ▭ \$358,472 - \$1,331,969
- ▭ \$1,331,970 - \$5,000,000
- ▭ No Data

### Year Built

- ▭ No Data
- ▭ Prior to 1950
- ▭ 1950 to 1970
- ▭ 1970 to 1990
- ▭ 1990 to 2004



Source: City of Bradenton GIS, 2005  
Maps not to Scale



# POPULATION DENSITY & DIVERSITY

## City of Bradenton Planning Subareas - "Uptown"

- Roads
- ▭ City of Bradenton
- ▭ Uptown Planning Subarea
- ▭ Lakes, Rivers, & Bays

### Percent of Population Reported as "White" (Based on U. S. Census Block Groups, Year 2000)

- ▭ ≤20%
- ▭ >20% and ≤51%
- ▭ >51% and ≤76%
- ▭ >76% and ≤93%
- ▭ >93%
- ▭ No Data

### Population Density (Based on U. S. Census Block Groups, Year 2000)

● 1 Dot = 10 Persons



Source: City of Bradenton GIS, 2005  
Maps not to Scale

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT City of Bradenton Planning Subarea - "Uptown"



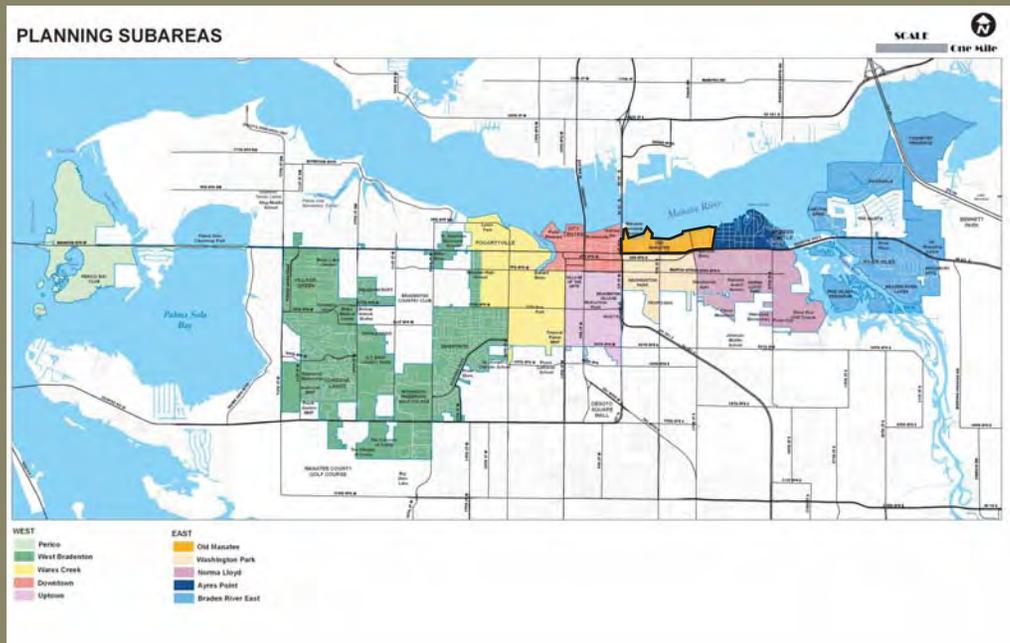
- Roads
- Greenways & Trails
- ▭ City of Bradenton
- ▭ Uptown Planning Subarea
- ▲ Historic Places
- Schools
- Parks
- Sidewalks

Economic Development Areas	Existing Land Use Code
--- CBD Target Area	■ Public
▨ Enterprise Zone	■ Vacant
▩ 14th St CRA	■ Commercial/Office
▩ Bradenton CRA	■ Mobile Homes
▩ CCRA	■ Golf Course/Driving Range
	■ Vacant Residential
	■ Single Family Residential or Duplex
	■ Multifamily (Less than 10 units)
	■ Multifamily (More than 10 units)
	■ Vacant Commercial
	■ Industrial
	■ Agriculture/Conservation
	■ Institutional

Source: City of Bradenton GIS, 2005  
Maps not to Scale

# old manatee

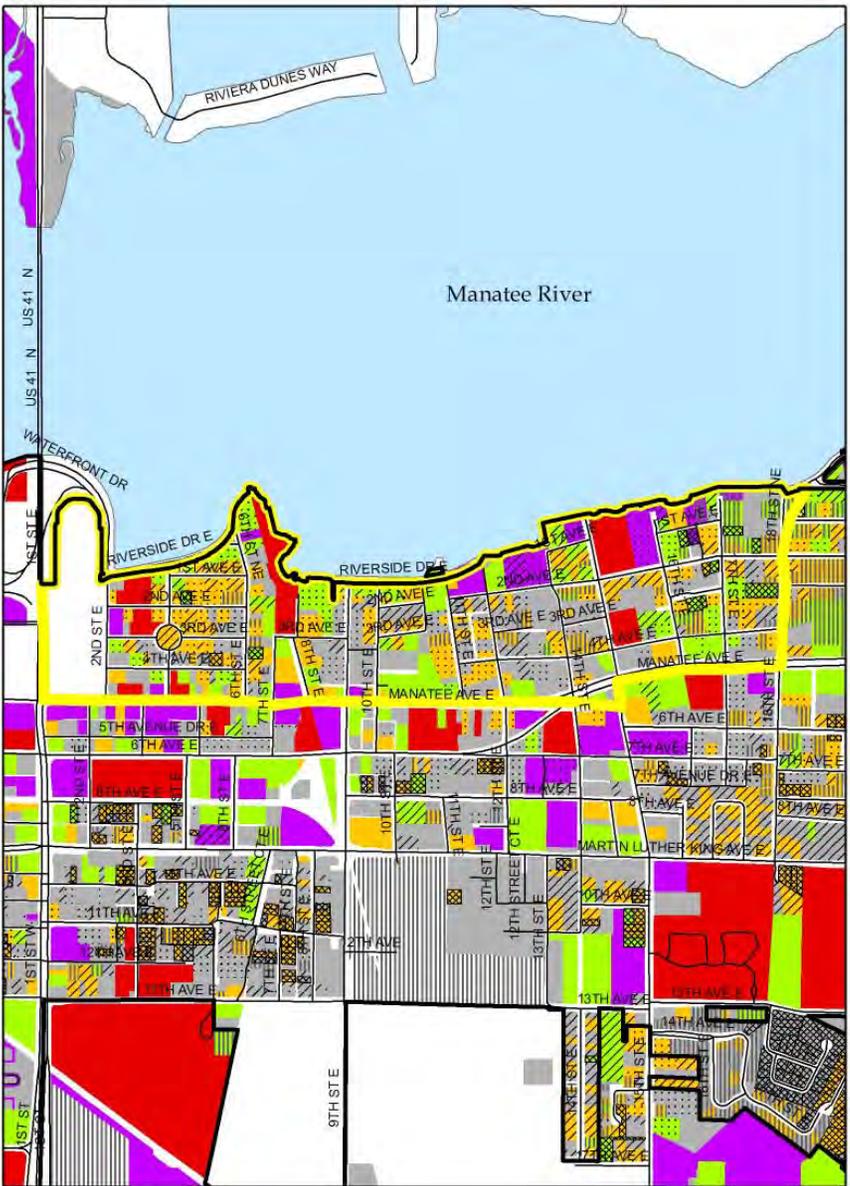
MAP 42



**Old Manatee** is the birthplace of Bradenton with its historic center near the intersection of Manatee Avenue and 9th Street East. The Planning Area is predominantly a residential community with medical uses around Manatee Memorial and commercial along Manatee Avenue East. The average single-family home was built in 1949 on just over a quarter-acre lot, contains 1,814 square feet, and has an assessed value of \$132,213.

The City was recently awarded a \$50,000 grant to improve Glazier Gates Community Park with playground equipment and picnic facilities. A development company has been accumulating property between 7th Street and 14th Street East, north of Manatee Avenue to the River, for a major redevelopment project. While concepts have been discussed, no plans have been formally submitted for review.

MAP 43



### YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "Old Manatee"

- Roads
- City of Bradenton
- ▭ Old Manatee Planning Subarea
- ▭ Lakes, Rivers, & Bays

#### Assessed Valuation Range ("Just" Value)

- ▭ 0 - \$87,801
- ▭ \$87,802 - \$148,177
- ▭ \$148,178 - \$358,471
- ▭ \$358,472 - \$1,331,969
- ▭ \$1,331,970 - \$5,000,000

No Data

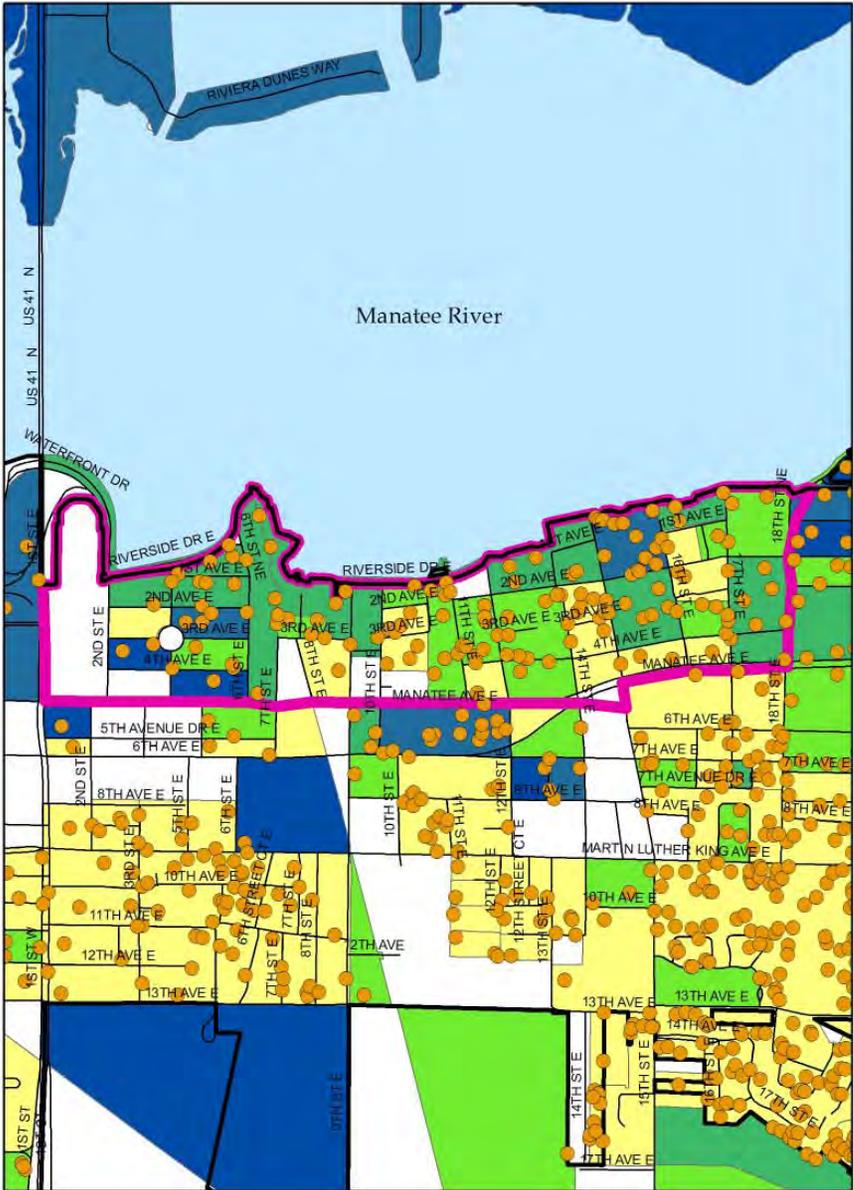
#### Year Built

- ▭ No Data
- ▭ Prior to 1950
- ▭ 1950 to 1970
- ▭ 1970 to 1990
- ▭ 1990 to 2004



Source: City of Bradenton GIS, 2005  
Maps not to Scale

MAP 44



**POPULATION DENSITY & DIVERSITY**  
**City of Bradenton Planning Subareas -**  
**"Old Manatee"**

- Roads
- ▭ City of Bradenton
- ▭ Old Manatee Planning Subarea
- ▭ Lakes, Rivers, & Bays

**Percent of Population Reported as "White"**  
**(Based on U. S.Census Block Groups, Year 2000)**

- ▭ ≤20%
- ▭ >20% and ≤51%
- ▭ >51% and ≤76%
- ▭ >76% and ≤93%
- ▭ >93%
- ▭ No Data

**Population Density**  
**(Based on U. S.Census Block Groups, Year 2000)**

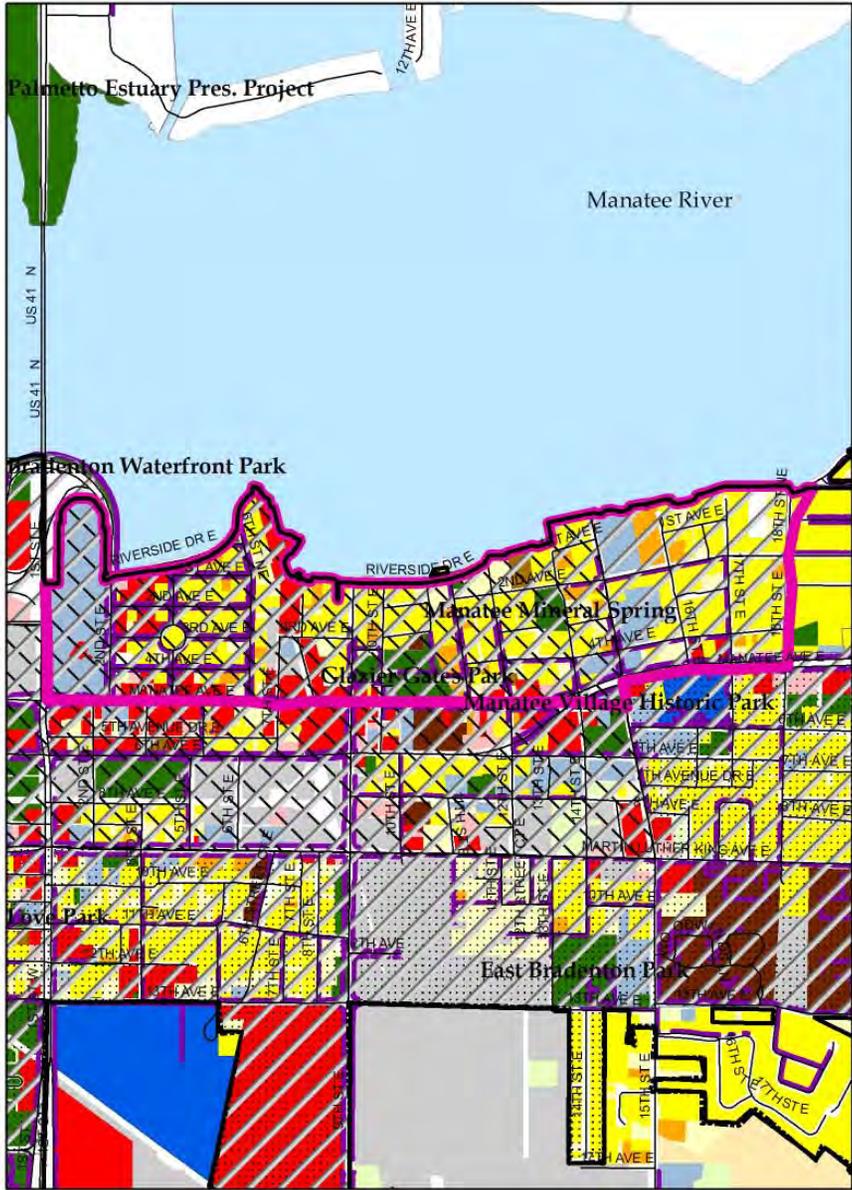
● 1 Dot = 10 Persons



Source: City of Bradenton GIS, 2005  
 Maps not to Scale

MAP 45

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT City of Bradenton Planning Subareas - "Old Manatee"



- Roads
- Greenways & Trails
- ▭ City of Bradenton
- ▭ Old Manatee Planning Subarea
- ▲ Historic Places
- ▲ Parks
- Schools
- Sidewalks

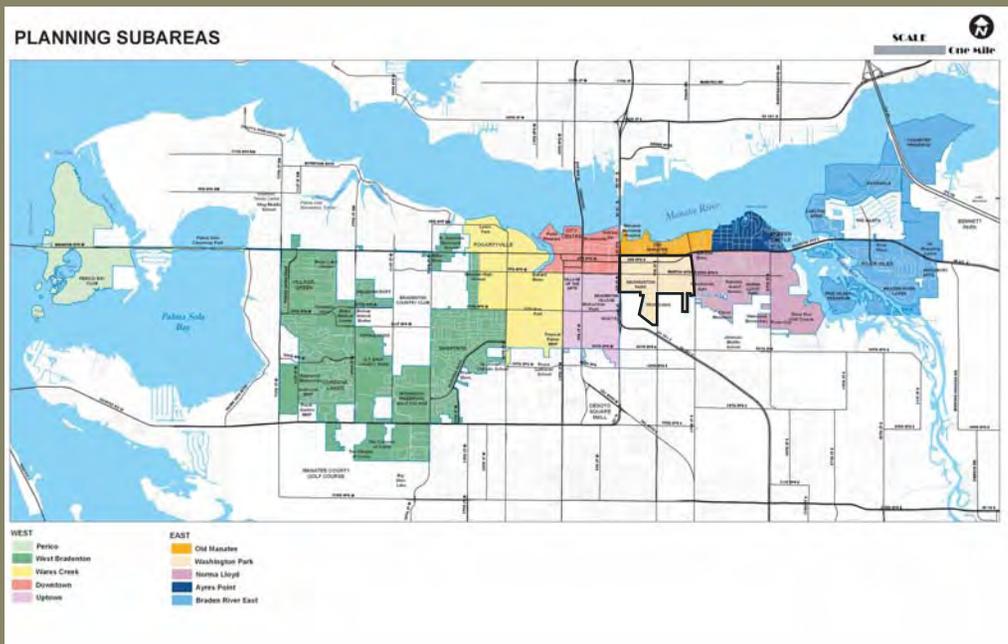
Economic Development Areas	Existing Land Use Code
--- CBD Target Area	Public
▨ Enterprise Zone	Vacant
▨ 14th St CRA	Commercial/Office
▨ Bradenton CRA	Mobile Homes
▨ CCRA	Golf Course/Driving Range
	Vacant Residential
	Single Family Residential or Duplex
	Multifamily (Less than 10 units)
	Multifamily (More than 10 units)
	Vacant Commercial
	Industrial
	Agriculture/Conservation
	Institutional



Source: City of Bradenton GIS, 2005  
Maps not to Scale

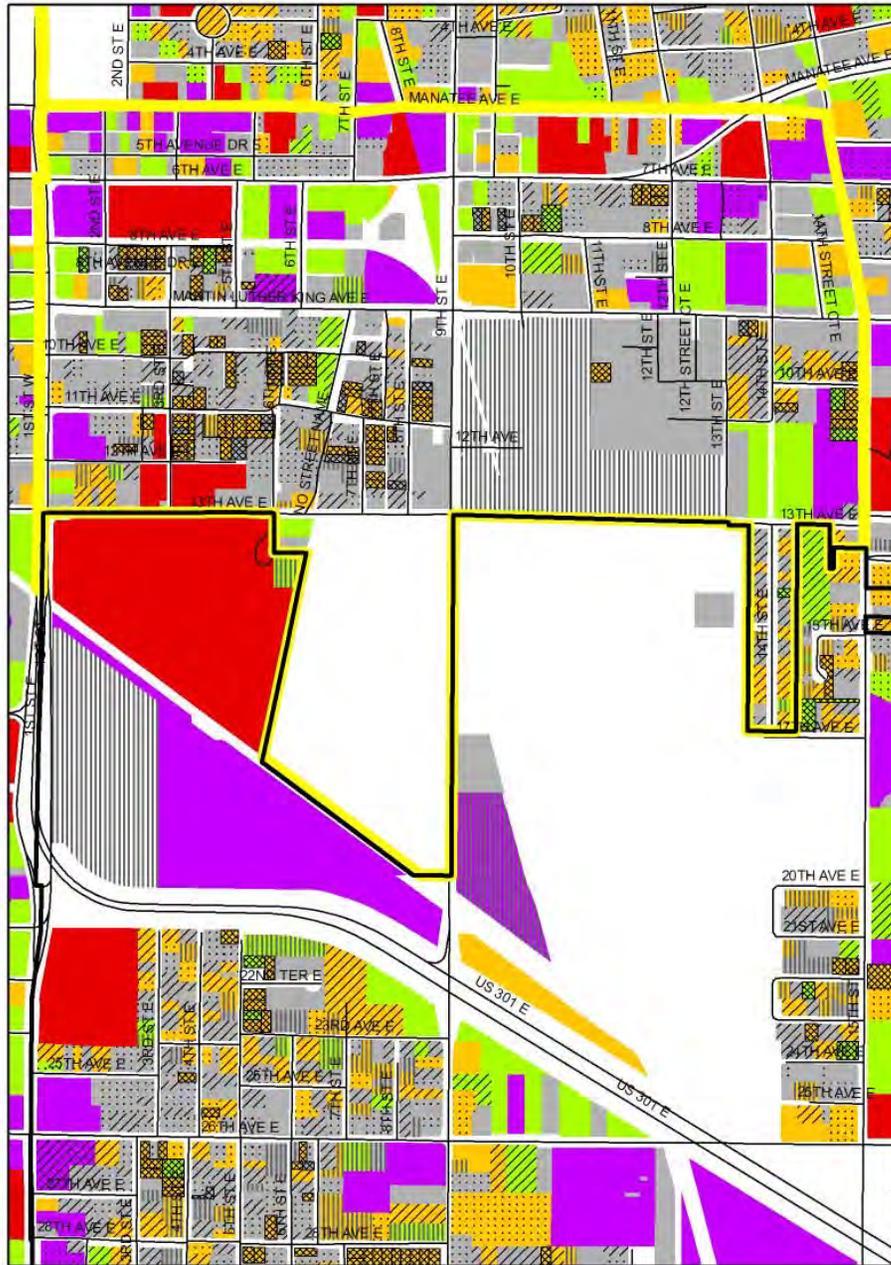
# washington park

MAP 46



**Washington Park** is within the City's Central Community Redevelopment Area (CCRA) and is a key focus for renewal. The streetscapes along Martin Luther King Avenue and 13th Avenue are in the process of being enhanced with landscaping, decorative lighting, and new sidewalks. The goal is to attract more retail and employment generating uses to serve the predominantly residential area.

The area has an urban character with a scattering of vacant and blighted parcels, churches, and industrial uses – most notably the Tropicana industrial and office complex south of 13th Avenue. The average single-family home was built in 1966, contains 1,390 square feet, sits on an 8,360 square foot lot, and is valued at \$82,221. About 62 percent of the residential units are homesteaded (not including apartment rentals).



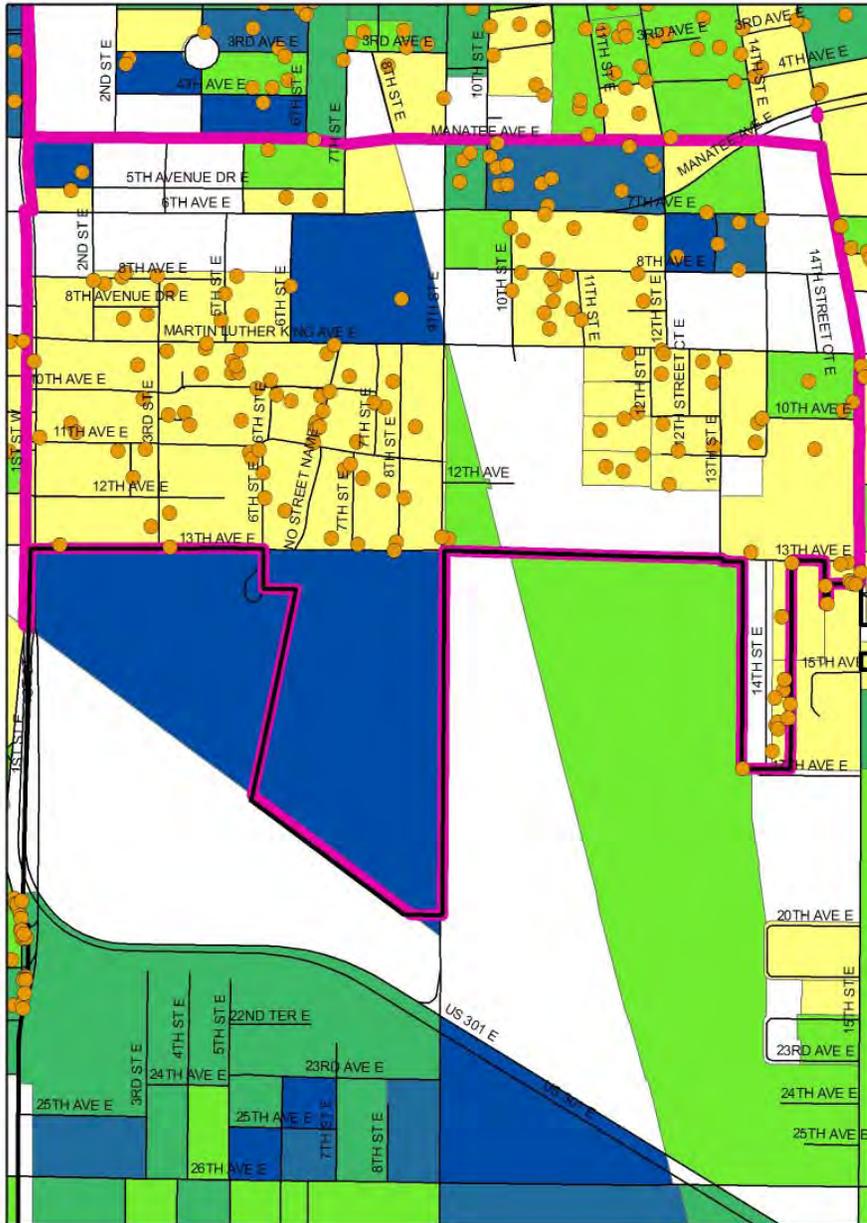
## YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "Washington Park"

- Roads
  - City of Bradenton
  - ▭ Washington Park Planning Subarea
  - ▭ Lakes, Rivers, & Bays
- Assessed Valuation Range ("Just" Value)**
- ▭ 0 - \$87,801
  - ▭ \$87,802 - \$148,177
  - ▭ \$148,178 - \$358,471
  - ▭ \$358,472 - \$1,331,969
  - ▭ \$1,331,970 - \$5,000,000
  - ▭ No Data

- Year Built**
- ▭ No Data
  - ▨ Prior to 1950
  - ▨ 1950 to 1970
  - ▨ 1970 to 1990
  - ▨ 1990 to 2004



Source: City of Bradenton GIS, 2005  
Maps not to Scale



## POPULATION DENSITY & DIVERSITY City of Bradenton Planning Subareas - "Washington Park"

- Roads
- ▭ City of Bradenton
- ▭ Washington Park Planning Subarea
- ▭ Lakes, Rivers, & Bays

### Percent of Population Reported as "White" (Based on U. S.Census Block Groups, Year 2000)

- ▭ ≤20%
- ▭ >20% and ≤51%
- ▭ >51% and ≤76%
- ▭ >76% and ≤93%
- ▭ >93%
- ▭ No Data

### Population Density (Based on U. S.Census Block Groups, Year 2000)

- 1 Dot = 10 Persons



Source: City of Bradenton GIS, 2005  
Maps not to Scale

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT City of Bradenton Planning Subareas - "Washington Park"



- Roads
- Greenways & Trails
- City of Bradenton
- Washington Park Planning Subarea
- ▲ Historic Places
- ▲ Parks
- Schools
- Sidewalks

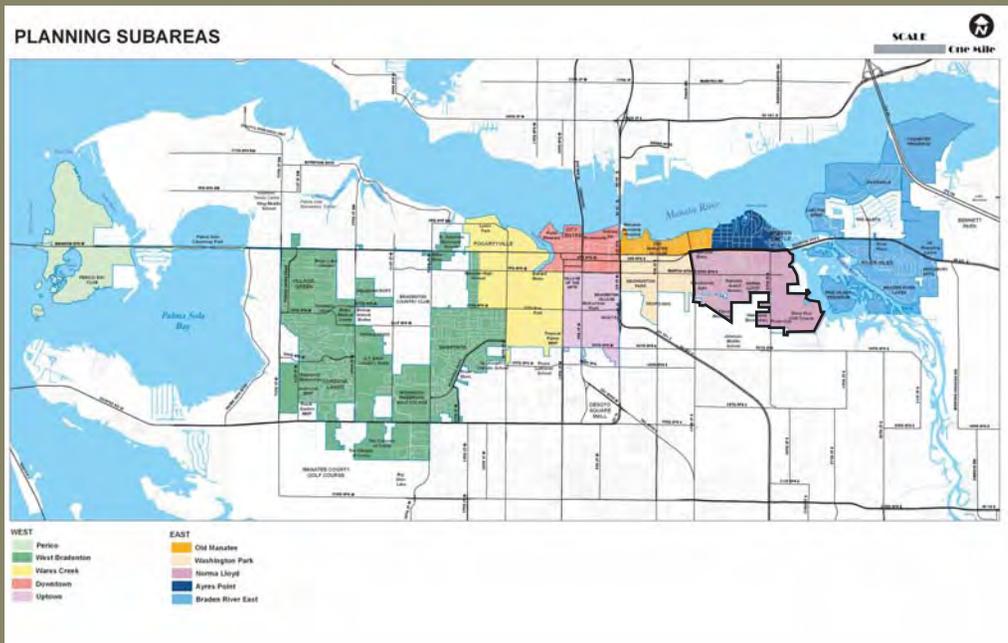
Economic Development Areas	Existing Land Use Code
--- CBD Target Area	■ Public
▨ Enterprise Zone	■ Vacant
▧ 14th St CRA	■ Commercial/Office
▩ Bradenton CRA	■ Mobile Homes
▤ CCRA	■ Golf Course/Driving Range
	■ Vacant Residential
	■ Single Family Residential or Duplex
	■ Multifamily (Less than 10 units)
	■ Multifamily (More than 10 units)
	■ Vacant Commercial
	■ Industrial
	■ Agriculture/Conservation
	■ Institutional



Source: City of Bradenton GIS, 2005  
Maps not to Scale

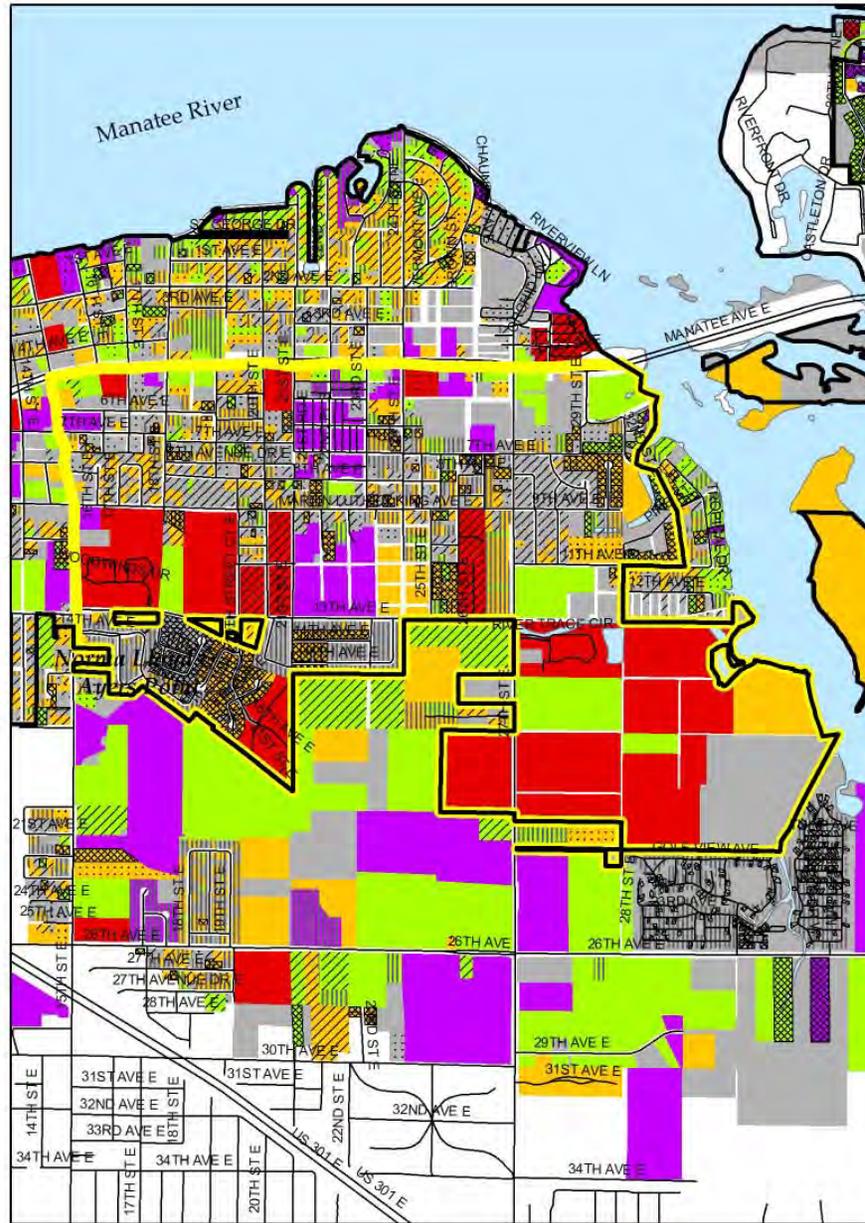
# norma lloyd

MAP 50



**Norma Lloyd** is also within the CCRA and is predominantly comprised of African American residents. In addition to improving the public realm and facilitating private redevelopment projects, the CCRA is spearheading the build-out of Norma Lloyd park to include a community recreation center and has created an economic empowerment training academy that offers free programs and professional assistance to residents committed to investing their future.

The Planning Area is a mix of single-family homes and multi-family apartments along with semi-public uses such as churches and the National Guard Armory. The average single-family home was built in 1972, contains 1,526 square feet, sits on a quarter-acre lot, and has an assessed value of \$92,616. About 60 percent of residential units (not including apartment buildings) are homesteaded.



## YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "Norma Lloyd"

- Roads
- City of Bradenton
- Norma Lloyd Planning Subarea
- Lakes, Rivers, & Bays

### Assessed Valuation Range ("Just" Value)

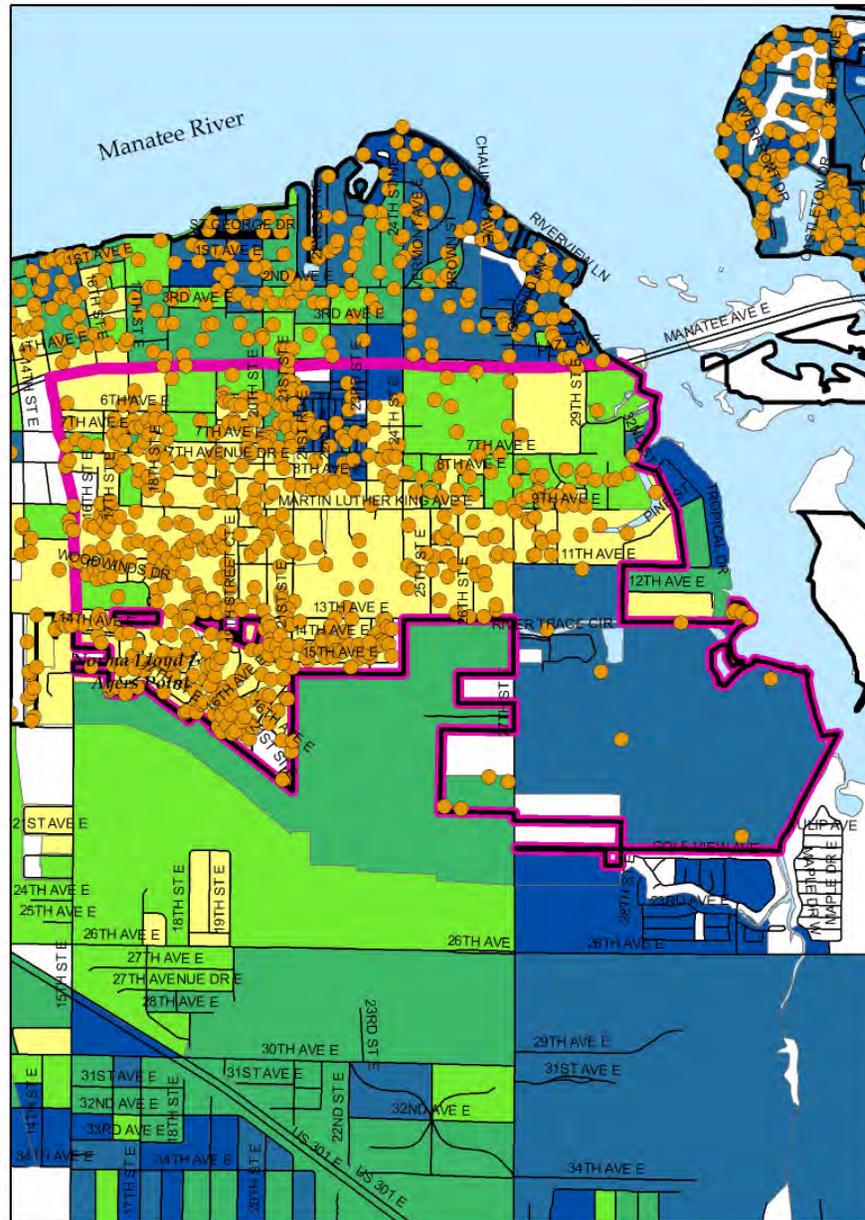
- 0 - \$87,801
- \$87,802 - \$148,177
- \$148,178 - \$358,471
- \$358,472 - \$1,331,969
- \$1,331,970 - \$5,000,000
- No Data

### Year Built

- No Data
- Prior to 1950
- 1950 to 1970
- 1970 to 1990
- 1990 to 2004



Source: City of Bradenton GIS, 2005  
Maps not to Scale



## POPULATION DENSITY & DIVERSITY City of Bradenton Planning Subareas - "Norma Lloyd"

- Roads
- City of Bradenton
- ▭ Norma Lloyd Planning Subarea
- Lakes, Rivers, & Bays

### Percent of Population Reported as "White" (Based on U. S.Census Block Groups, Year 2000)

- <=20%
- >20% and <=51%
- >51% and <=76%
- >76% and <=93%
- >93%
- No Data

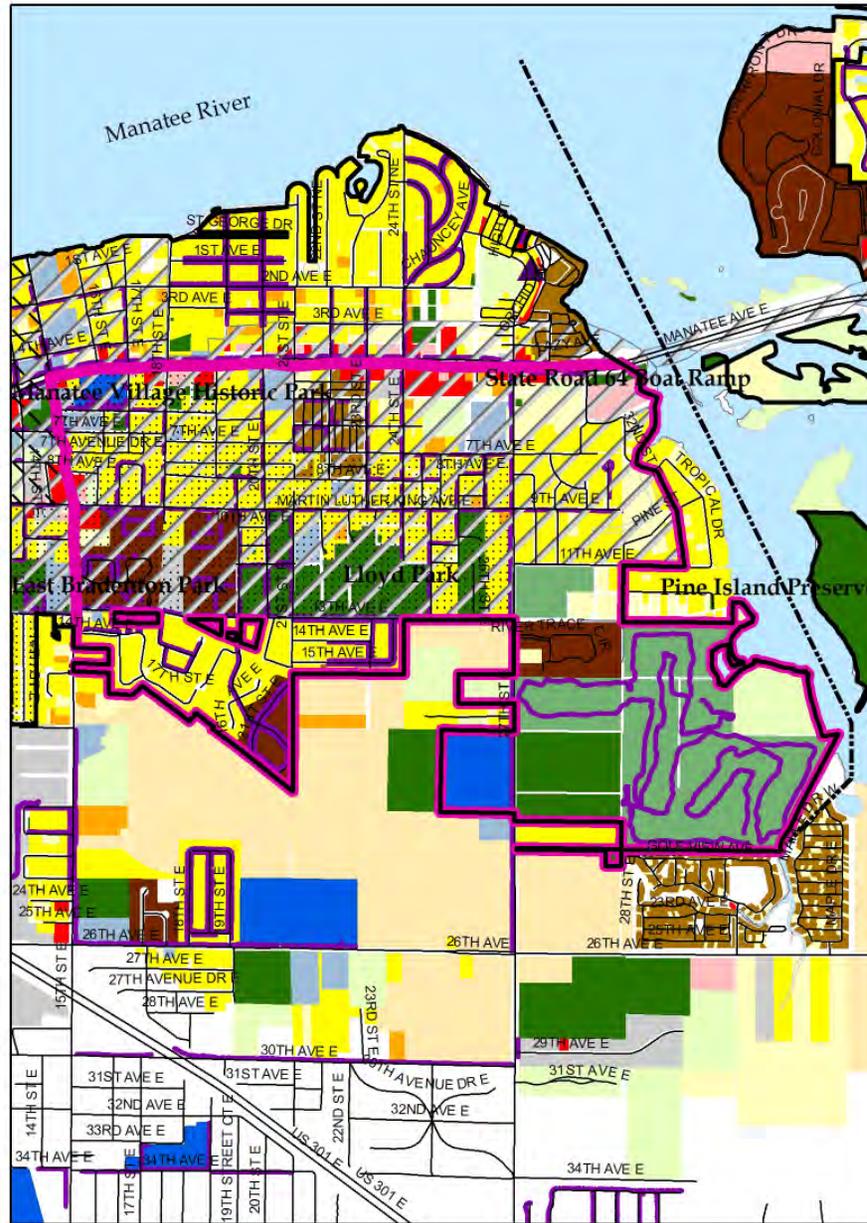
### Population Density (Based on U. S.Census Block Groups, Year 2000)

- 1 Dot = 10 Persons



Source: City of Bradenton GIS, 2005  
Maps not to Scale

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT City of Bradenton Planning Subareas - "Norma Lloyd"



- Roads
- Greenways & Trails
- City of Bradenton
- Norma Lloyd Planning Subarea
- ▲ Historic Places
- ▲ Parks
- Schools
- Sidewalks

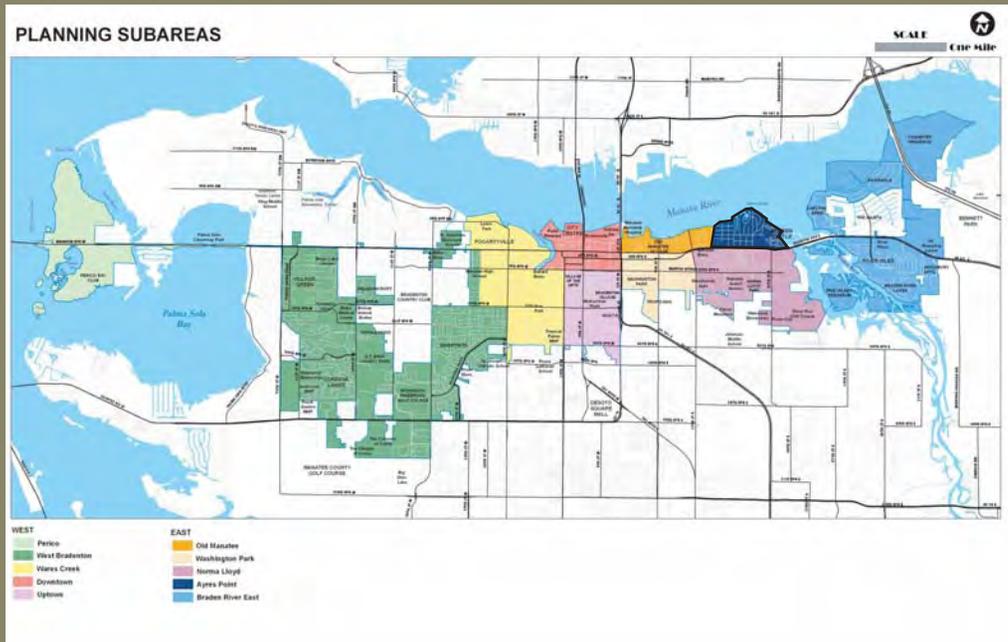
<u>Economic Development Areas</u>	<u>Existing Land Use Code</u>
--- CBD Target Area	Public
▨ Enterprise Zone	Vacant
▩ 14th St CRA	Commercial/Office
▩ Bradenton CRA	Mobile Homes
▩ CCRA	Golf Course/Driving Range
	Vacant Residential
	Single Family Residential or Duplex
	Multifamily (Less than 10 units)
	Multifamily (More than 10 units)
	Vacant Commercial
	Industrial
	Agriculture/Conservation
	Institutional



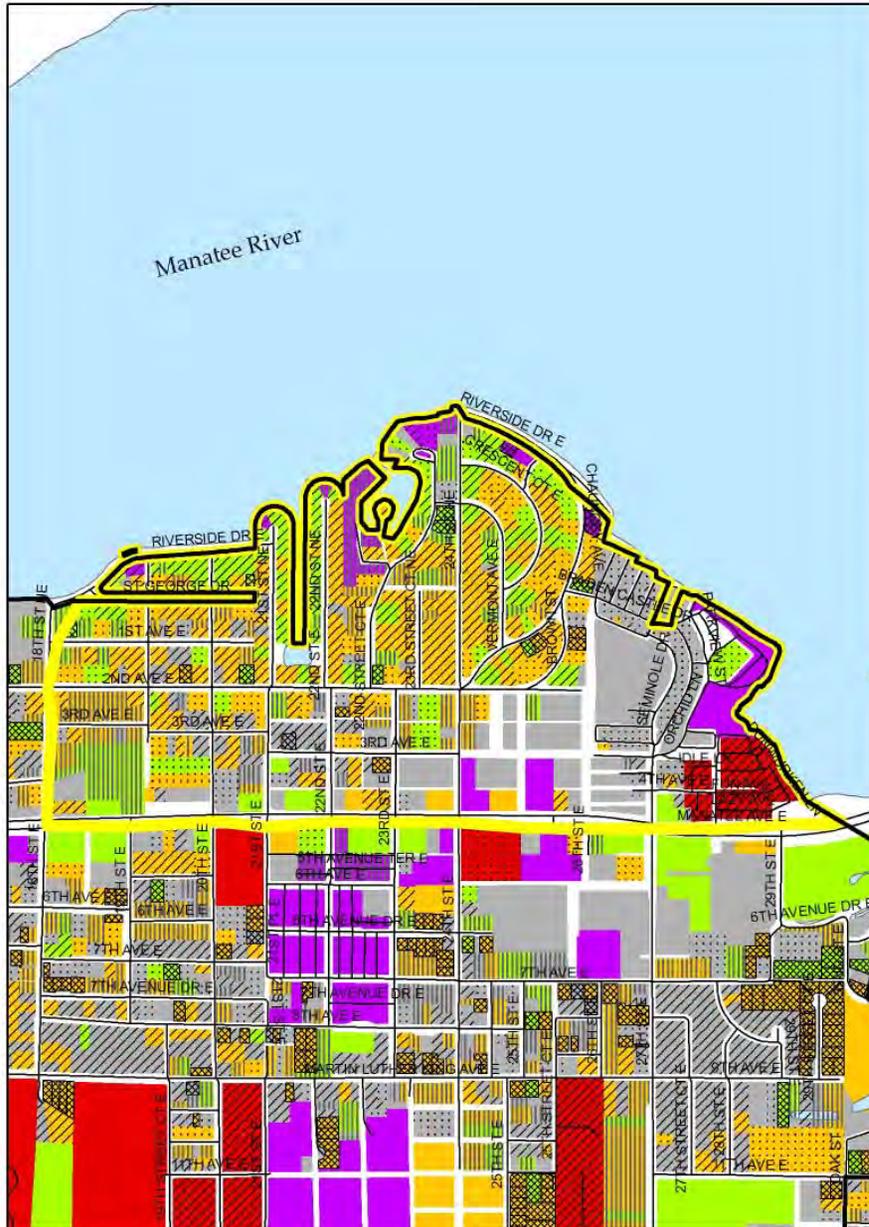
Source: City of Bradenton GIS, 2005  
Maps not to Scale

# ayres point

MAP 54



**Ayers Point** is a waterfront neighborhood on the north side of Manatee Avenue, east of Old Manatee. It is predominantly single-family with the average home being built in 1948 on an 8,976 square foot lot with 1,633 square feet of floor space. The average assessed value of a single-family home in Ayers Point is \$116,363. Braden River Castle is a historic trailer park community with a special ambiance {need to research more}.



## YEAR BUILT & ASSESSED VALUE City of Bradenton Planning Subareas - "Ayres Point"

- Roads
- City of Bradenton
- Ayres Point Planning Subarea
- Lakes, Rivers, & Bays

### Assessed Valuation Range ("Just" Value)

- 0 - \$87,801
- \$87,802 - \$148,177
- \$148,178 - \$358,471
- \$358,472 - \$1,331,969
- \$1,331,970 - \$5,000,000
- No Data

### Year Built

- No Data
- Prior to 1950
- 1950 to 1970
- 1970 to 1990
- 1990 to 2004



Source: City of Bradenton GIS, 2005  
Maps not to Scale



# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT

## City of Bradenton Planning Subareas - "Ayres Point"



- Roads
- Greenways & Trails
- City of Bradenton
- Ayres Point Planning Subarea
- ▲ Historic Places
- Parks
- Schools
- Sidewalks

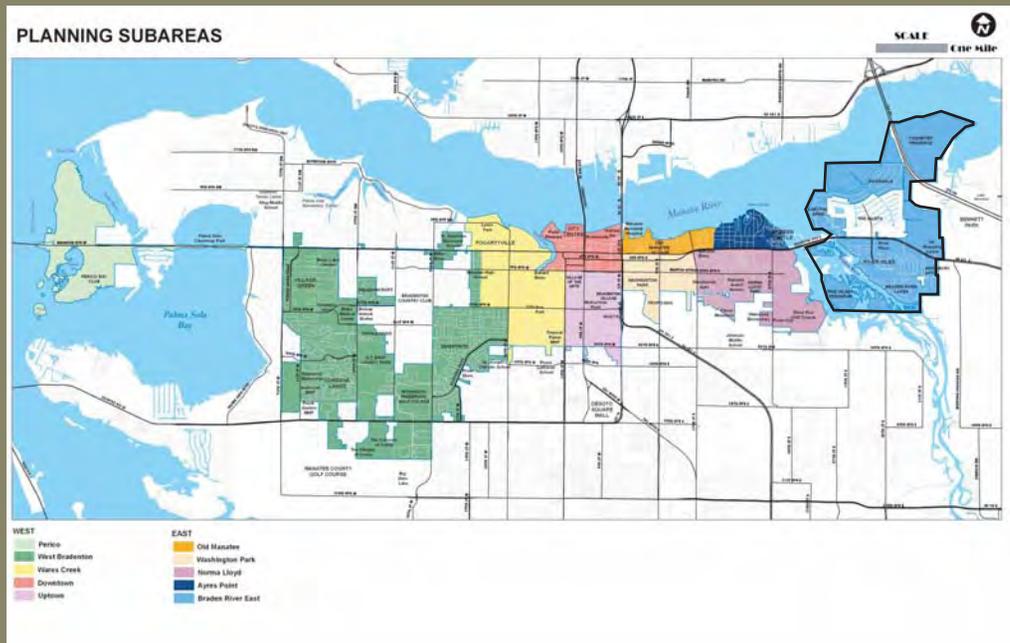
Economic Development Areas	Existing Land Use Code
--- CBD Target Area	■ Public
▨ Enterprise Zone	■ Vacant
▩ 14th St CRA	■ Commercial/Office
▧ Bradenton CRA	■ Mobile Homes
▤ CCRA	■ Golf Course/Driving Range
	■ Vacant Residential
	■ Single Family Residential or Duplex
	■ Multifamily (Less than 10 units)
	■ Multifamily (More than 10 units)
	■ Vacant Commercial
	■ Industrial
	■ Agriculture/Conservation
	■ Institutional



Source: City of Bradenton GIS, 2005  
Maps not to Scale

# braden river east

MAP 58



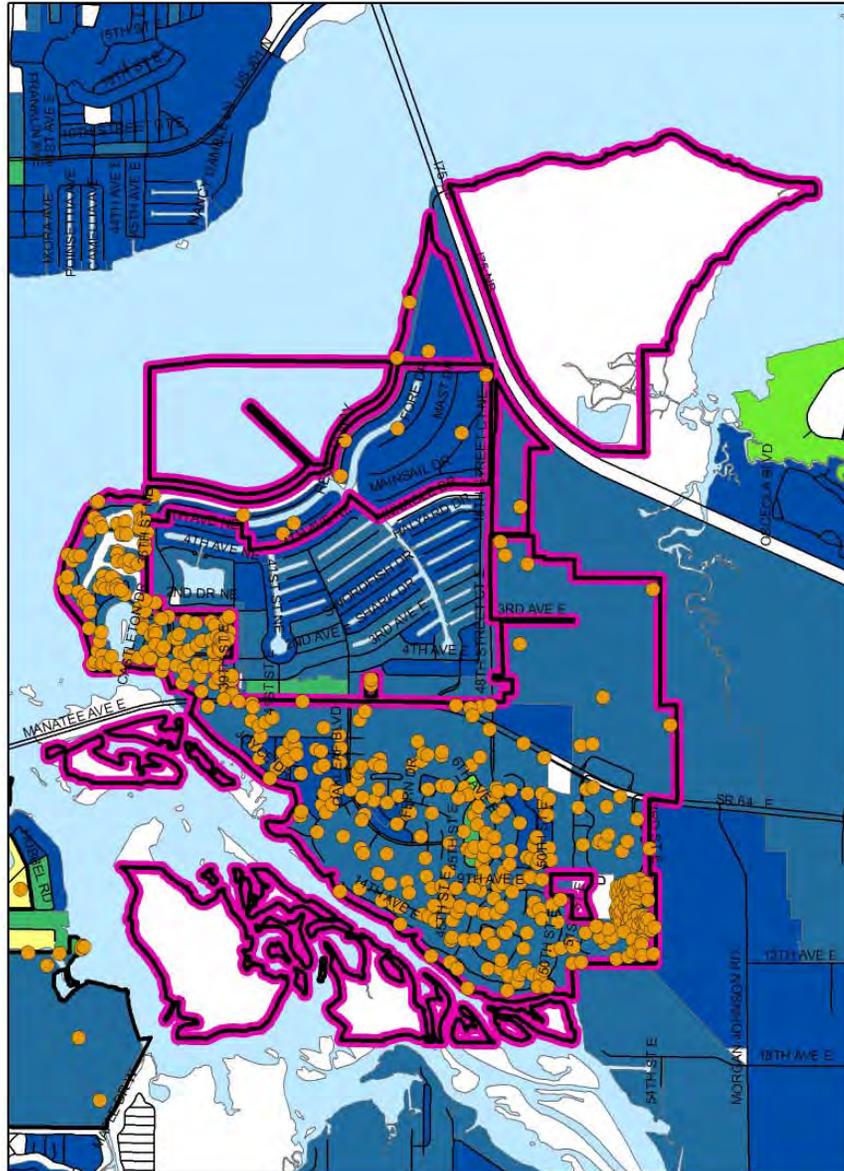
**Braden River East** is a collection of recent subdivisions and residential projects that form a distinct area of the City. Commercial shopping centers and freestanding office developments are found along Manatee Avenue East. Major residential construction is planned for properties north and east of 48th Street Court East. Tidewater Preserve PDP by WCI communities was approved in 2004 for 993 new dwelling units on 383 acres.

The average single-family home was built in 1984 on a 13,378 square foot lot, contains 2,222 square feet of floor space, and has an appraised value of \$180,787. About 82 percent of residential units are homesteaded.

It should be noted that the majority of newly annexed areas by the City are located within this area and the Coastal High Hazard Area (see Coastal High Hazard Map). SR 64 and I-75 serve as major evacuation routes.



# POPULATION DENSITY & DIVERSITY City of Bradenton Planning Subareas - "Braden River East"



- Roads
- ▭ City of Bradenton
- ▭ Braden River East Planning Subarea
- ▭ Lakes, Rivers, & Bays

## Percent of Population Reported as "White" (Based on U. S.Census Block Groups, Year 2000)

- ▭ ≤20%
- ▭ >20% and ≤51%
- ▭ >51% and ≤76%
- ▭ >76% and ≤93%
- ▭ >93%
- ▭ No Data

## Population Density (Based on U. S.Census Block Groups, Year 2000)

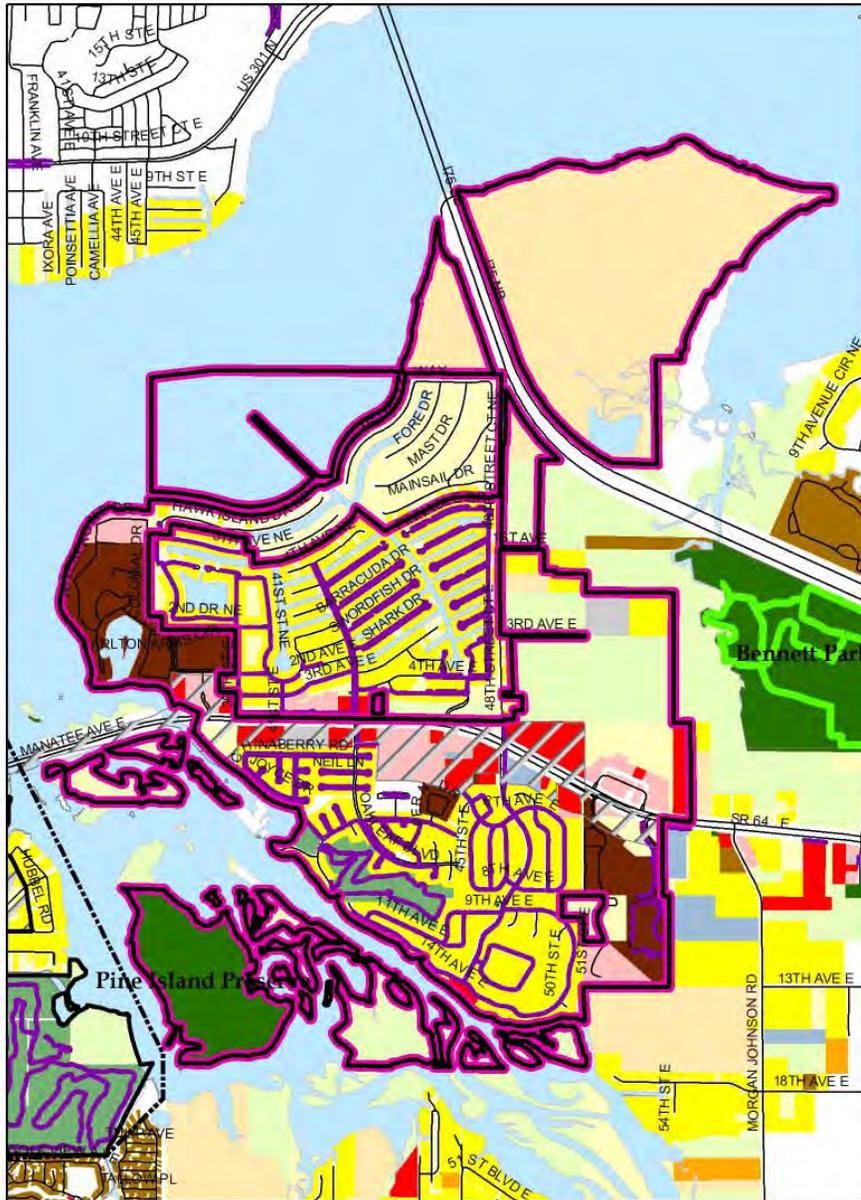
- 1 Dot = 10 Persons



Source: City of Bradenton GIS, 2005  
Maps not to Scale

# LAND USE, PUBLIC AREAS, & ECONOMIC DEVELOPMENT

## City of Bradenton Planning Subareas - "Braden River East"



- Roads
- Greenways & Trails
- ▭ City of Bradenton
- ▭ Braden River East Planning Subarea
- ▲ Historic Places
- Parks
- Schools
- Sidewalks

**Economic Development Areas**

- CBD Target Area
- ▨ Enterprise Zone
- ▨ 14th St CRA
- ▨ Bradenton CRA
- ▨ CCRA

**Existing Land Use Code**

- Public
- Vacant
- Commercial/Office
- Mobile Homes
- Golf Course/Driving Range
- Vacant Residential
- Single Family Residential or Duplex
- Multifamily (Less than 10 units)
- Multifamily (More than 10 units)
- Vacant Commercial
- Industrial
- Agriculture/Conservation
- Institutional

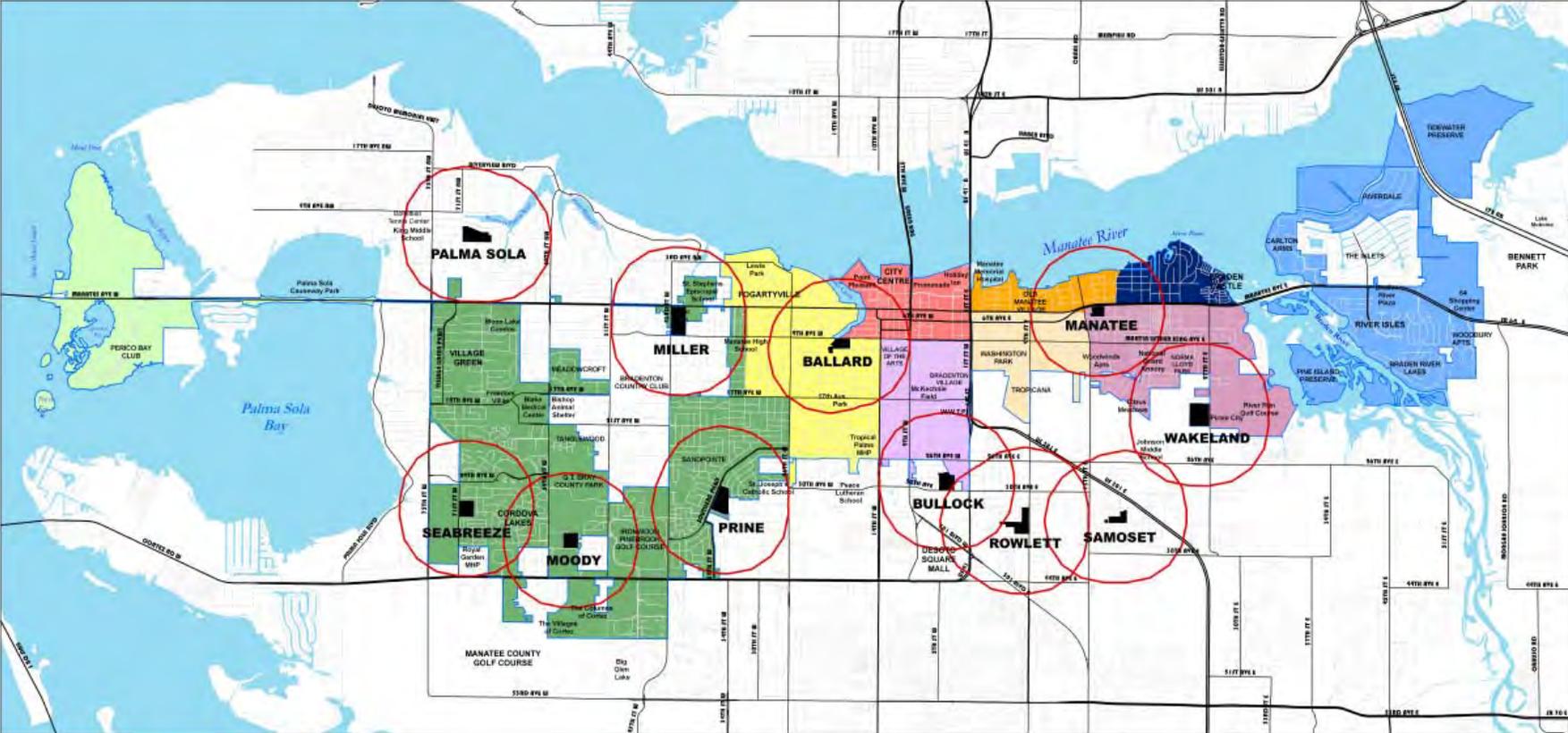


Source: City of Bradenton GIS, 2005  
Maps not to Scale

MAP 62

ELEMENTARY SCHOOLS (WITH HALF-MILE RADIUS BUFFER)

SCALE  One Mile



- |                |                   |
|----------------|-------------------|
| <b>WEST</b>    | <b>EAST</b>       |
| Perico         | Old Manatee       |
| West Bradenton | Washington Park   |
| Wares Creek    | Norma Lloyd       |
| Downtown       | Ayres Point       |
| Uptown         | Braden River East |

### RECOMMENDED APPROACH FOR PLANNING NEIGHBORHOOD CHARACTER AREAS

The neighborhood character areas have different needs and may be classified into three primary groupings that will require varied approaches to revitalization. The first group includes Downtown and Uptown. These neighborhood character areas have needs that will benefit from implementation of the program recommendations of the Downtown Development Authority, the 14th Street CRA, and the Central CRA. These areas also need flexible policies that allow much higher densities in the downtown area than the currently permitted 25 units to the acre, if a true downtown mixed use atmosphere is desired.

The second grouping of neighborhood character areas is more suburban in nature and includes Braden River East, Ayres Point, Wares Creek and Perico. Planning efforts for these areas will depend on improving the connectivity to local commercial services, and addressing quality of life issues, such as parks and public amenities.

The third grouping consists of West Bradenton, Southern Parkway/Manatee High, Old Manatee, Washington Park, and Norma Lloyd. These areas are more urban and older, and lack much of the infrastructure present in areas more recently developed. The focal points for these will include historic preservation, sidewalks, focusing on implementation of the recommendations for the CRAs, and requiring participation in the Enterprise Zone Program of which these areas are a part.

The recommended approach to addressing revitalization and sustainability for these distinct groupings and the associated neighborhood character areas is to conduct a neighborhood character area study that addresses the following items:

#### CHARACTER ANALYSIS

- 1) Clearly articulate and define the established and desired future character of each neighborhood character area.
- 2) Establish appropriate design tools and standards to ensure that the character of each area is preserved over time and in conjunction with new development/re-development.

#### BASIC QUALITY OF LIFE ANALYSIS

- 1) Availability of public facilities, such as parks and community centers.
- 2) Availability of neighborhood services.
- 3) Accessibility of residential areas to public amenities and neighborhood commercial services.

#### ADVANCED QUALITY OF LIFE ISSUES

- 1) Crime
- 2) Decline in housing values

The Neighborhood Character Study should result in individual plans for each character area that consider all of the factors extrinsic to each area, including CRAs, DDAs, and Enterprise Zones, environmental issues, public infrastructure, design, and transportation. Manatee County is initiating a character study jointly with the Cities of Bradenton and Palmetto, and provides the opportunity to demonstrate on one of the areas identified for the City of Bradenton.

#### ASSESSMENT AND ANALYSIS OF HOW THE EXISTING COMPREHENSIVE PLAN RELATES TO THE ISSUE

The existing comprehensive plan provides a profile for each of the neighborhoods, (Provided as Attachment A). The information presented is outdated, but is adequate to identify individual neighborhood issues. A set of useful recommendations is provided with each neighborhood profile; however, few of these recommendations were translated into enforceable policy and therefore have not occurred. Unfortunately, the recommendations contained encouragement more than requirement, which makes them difficult to enforce. It is recommended that the neighborhood contextual analysis be altered to fit the neighborhood character areas and associated groupings, to better address future planning issues that fit more adequately than previously described neighborhoods.

#### Specific Recommendations to be addressed in the Bradenton

##### Comprehensive Plan:

The comprehensive plan should be amended to restructure the Future Land Use Element based on the Planning Sub-Areas, which need to be termed Neighborhood Character Areas, in place of the current neighborhood approach. A new profile should be created for each Planning Sub-Area that addresses the issues for that particular area from the traditional land use, environmental, public facilities, and transportation points of view.

The comprehensive plan should be amended to include the following neighborhood character area recommendations

A new objective needs to be added to the Future Land Use Element that addresses the protection of neighborhoods. This objective should be entitled Protection of Residential Neighborhoods, and focused to ensure the long term viability of residential neighborhoods by regulating future development and redevelopment to create compatibility with surrounding land uses. At a minimum, this new objective should contain the following policies:

#### 1. Subdivision Standards

The City of Bradenton shall maintain the viability of established and future residential neighborhoods by continuing to enforce Land Development Code provisions relating to:

- a. Development within flood prone areas;
- b. Building setbacks and heights;
- c. Roadway buffers;
- d. Landscaping;
- e. Tree preservation;
- f. Signage;
- g. On-site traffic circulation and parking;
- h. Drainage and stormwater management;
- i. Fences, walls and entrance features;
- j. Maintenance and use of common open space areas and neighborhood parks through homeowners associations
- k. Arterial and collector design and spacing standards;
- l. Traffic impact studies and mitigation; and
- m. Access management.

#### 2. Residential Compatibility: Standards for Review of Rezoning Requests

The City of Bradenton shall enforce the evaluation of rezoning actions to address residential compatibility through the Comprehensive Plan based upon the Purpose and Intent statements of each applicable zoning district and shall amend the Land Development Code by December 2007 to include specific review criteria for rezoning actions to address residential compatibility. These criteria shall specifically include a method for 1) determining compatibility between residential zoning classifications where compatibility is measured based upon the harmonious and appropriate transitioning of residential land

uses relative to density, intensity, lot sizes, product types and setbacks among various residential zoning classifications and 2) additional buffer or transition requirements that are necessary to develop or achieve compatibility where necessary.

Methods of transitions will address the size of adequate buffers, landscaping requirements within the buffer including tree planting requirements, the sizes of perimeter lots, walls and maintenance of existing vegetation where such vegetation provides a level of opacity and screening that is deemed appropriate.

#### 3. Transitional Land Uses

The City of Bradenton shall evaluate Plan amendments and rezoning applications to ensure that transitional land uses are provided as a buffer between residential and nonresidential uses, between varying densities of residential uses and in managing redevelopment of areas no longer appropriate as viable residential areas. Appropriate Transitional Land Uses is to be used in determining appropriate transitional uses.

#### 4. Residential Compatibility: Buffer standards between residential and non-residential land uses

The City shall protect residential uses from the sensory intrusions of adjacent uses through the policies of the Comprehensive Plan and shall amend the Land Development Code by December 2007 to include effective buffer requirements that prevent sensory intrusions from adjacent uses from adversely affecting the long-term viability of residential neighborhoods. Sensory intrusions include unwanted light, noise, physical access, odor and other sources of disruptions. These amendments shall address the following circumstances:

- Prevent uses that generate obnoxious sensory intrusion from being developed in certain areas;
- Eliminate or reduce the sensory intrusions of proposed development or redevelopment; and
- Intercept or prevent the sensory intrusion from affecting the adjacent use.

#### 5. Roadway Compatibility

The City of Bradenton shall encourage the viability of residential neighborhoods adjacent to collector and arterial roadways by:

- a. Continue to require additional setbacks and buffers for residential

development and redevelopment adjacent to future major collector and arterial roadways to minimize the impacts of future roadway improvements;  
 b. Enforcing existing Land Development Code provisions, or creating when necessary additional standards, providing when and where pedestrian, bicycle and vehicular linkages between abutting residential areas are required to provide convenient access to recreation, schools, libraries, and shopping.

6. Limits on Industrial Uses Adjacent to Residential Areas

The City of Bradenton shall ensure that future Plan amendments to industrial uses adjacent to residential areas shall be light industrial uses only to protect residences from the adverse impacts of smoke, fumes, vibrations, light, glare, odors, and noise. Access which is limited only to local residential roadways shall be considered unacceptable for industrial uses.

7. On-Site Traffic Flow

The City of Bradenton shall continue to establish and enforce policies, standards and regulations which provide safe and convenient on-site traffic flow, considering site access, traffic circulation and parking for both motorized and non-motorized movement of vehicles and pedestrians.

DESIGN

The City of Bradenton should construct a Design Element to its comprehensive plan that implements the resulting recommendations from study of the Neighborhood Character Areas. Goals, objectives, and policies should be formulated that address the design and complement the quality of life issues identified. A new design element is also an opportunity to consolidate some of the efforts of the DDA, the CCRA, the 14th Street CRA, and other programs into a cohesive plan that provides consistency and includes requirements for developments that are included in the transportation, future land use, coastal, historic preservation, and housing elements.

PERIPHERAL ISSUES

One other peripheral issue mentioned by stakeholders was crime rates. Based on the most recent available data from the Bradenton Police Department, crime in Bradenton has dropped over the past few years in comparison to other local cities of similar size. The City's central area (between 1st Street and 18th Street West) receives the most calls for service. The Tamiami Trail is a focal point for drug activity and prostitution. The area between 1st Street and 9th Street East just south of 9th Avenue East is also known for narcotics activity.

Zone officers and members of the Bradenton Police Department's Safe Streets Unit heavily patrol this area.

The Bradenton Police Department also works special details (security) for several apartment complexes in the city to prevent crimes from occurring in those areas.

The below listed chart (Table 6) shows the Year-To-Date crime totals for the past five years and up to 07/31/2005 of this year of major crimes.

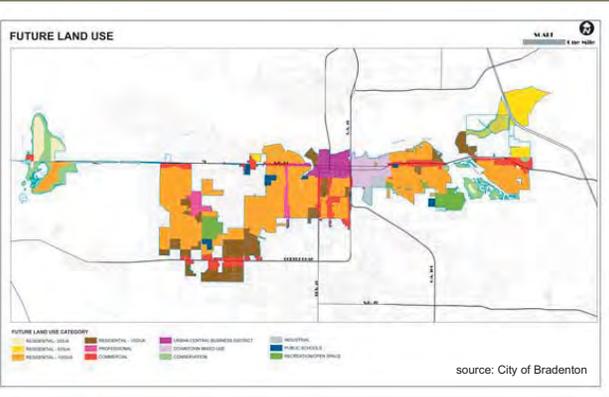
YEAR TO DATE CRIME TOTALS  
 TABLE 7

YEAR TO DATE TOTALS	2000	2001	2002	2003	2004	2005
Murders	4	5	7	7	5	2
Rapes	19	17	36	24	18	13
Robberies	147	100	154	151	108	48
Assaults	1464	1305	1154	1120	1265	774
Burglaries	700	734	798	838	549	350
Larcenies	2079	1975	2332	1948	1879	1072
Vehicle Thefts	413	321	292	257	241	134
TOTALS UCR CRIMES	5825	5368	5750	5460	5267	3174
TOTALS ALL CALLS	51355	59843	55129	67892	75950	52157

Recommendation: Prepare a policy in the proposed neighborhood objective that encourages neighborhood participation in community outreach programs offered by the Bradenton Police Department that focus on neighborhood safety for businesses and residences.

# major issue #3: compatibility

city of bradenton



## background

As development opportunities for new infill development and redevelopment continue to arise within the City Limits, it is important to insure the long-term viability of existing neighborhoods and to support and reinforce the City’s activity centers and employment centers. Since it is critical for a community to maximize the use and re-use of areas that already have streets, sewer, parks and recreation facilities, stormwater systems, police and fire protection, and other public services, it makes economic sense to protect and enhance the stability of these areas that have in place urban infrastructure and services. Recent issues have arisen with regard to infill development/redevelopment not “fitting in” with the character of existing neighborhood areas. Since the range of permitted density/intensity and building height in certain areas are broad, without more specific standards to guide and regulate design and community character, this issue remains unaddressed. Form or character-based standards that are designed to address compatibility issues in sensitive areas, such as more historic neighborhoods and waterfront areas with an established single-family, low rise character, are not currently available in the City.

In addition, there are “special places” within the City that possess unique community characteristics that should be protected and enhanced. These include those areas with significant historic resources that greatly contribute to the quality and character of the community, specialty commercial districts such as the Downtown Development Area and the City’s CRAs, the Waterfront areas, key City entranceways such as Tamiami Trail, areas that support the arts and cultural activities, and the City’s neighborhoods.

The significant topics for continuing to preserve and reinforce the compatibility of different character spaces within the City include: urban infill development; rehabilitation of aging housing stock; enhancing urban neighborhoods; protection of community character through proper buffers, addressing the issues of density, height and design; creating transitions between land uses, community diversity and design; provision of open space; and adequate planning for growth.

## significant topics

- Infill, Reuse and Redevelopment
- Neighborhood Protection(Historic Resources, Landmark Features, Architectural Character, Viewsheds)
- Community Character Definition and Place-making
- Natural Resource Protection (Clustering/Vertical Development Form)
- Identifying Areas Proposed for Major Transition (Comparison of Existing and Planned Development Character)
- Intergovernmental Coordination

## current city programs

- Multi-Jurisdictional Character Study (City of Bradenton, City of Palmetto, and Manatee County)
- Village of the Arts Overlay District
- Antique Overlay District
- Historic Districts
- Downtown Development Authority
- Bradenton Community Redevelopment Agency
- 14th Street Community Redevelopment Agency
- Central Community Redevelopment Agency
- Bradenton Front Porch Community

## potential amendments/tools

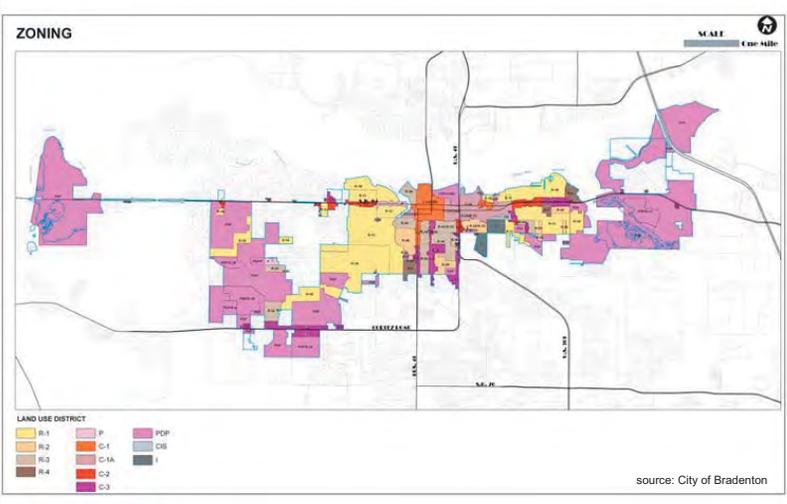
- Amend the Future Land Use Element of the Comprehensive Plan to include a three tiered strategy that addresses:
  - 1) Creation of a New Vision;
  - 2) Development of a New Land Use Pattern that addresses Land Use Compatibility; and
  - 3) Implementation of Design Principles and Design Standards.

FUTURE LAND USE DISTRIBUTION		
LAND USE CATEGORY	ACRES	% OF TOTAL
RESIDENTIAL - 3	238	3.0%
RESIDENTIAL - 6	87	1.1%
RESIDENTIAL - 10	3821	48.4%
RESIDENTIAL - 15	965	12.2%
COMMERCIAL	708	9.0%
URBAN CENTRAL BUSINESS DISTRICT	335	4.2%
DOWNTOWN MIXED USE	365	4.6%
INDUSTRIAL	85	1.1%
PROFESSIONAL	212	2.7%
PUBLIC SCHOOLS	118	1.5%
CONSERVATION	615	7.8%
RECREATION/OPEN SPACE	351	4.4%

TABLE 8

# major issue #3: compatibility

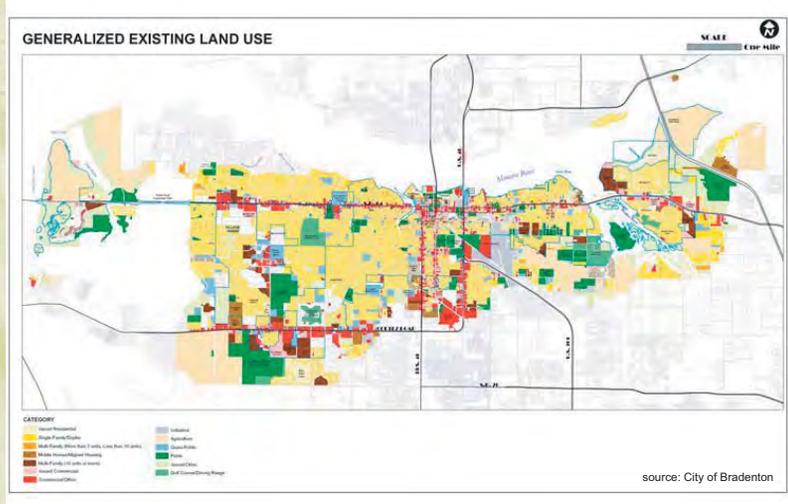
city of bradenton



source: City of Bradenton

TABLE 9

ZONING DISTRIBUTION		
LAND USE CATEGORY	ACRES	% OF TOTAL
R-1A (LOW DENSITY, SINGLE FAMILY)	20	0.3%
R-1B (MEDIUM DENSITY, SINGLE FAMILY)	1,107	18.8%
R-1C (HIGH DENSITY, SINGLE FAMILY)	878	14.9%
R-2A (LOW DENSITY, TWO FAMILY)	52	0.9%
R-2A/R-1D (LOW DENSITY, TWO FAMILY, INFILL OVERLAY)	59	1.0%
R-2B (MEDIUM DENSITY, TWO FAMILY)	154	2.6%
R-3A (MODERATE DENSITY, MULTI-FAMILY)	321	5.4%
R-3A/R-1D (MODERATE DENSITY, MULTI-FAMILY, INFILL OVERLAY)	53	0.9%
R-3B (HIGH DENSITY, MULTI-FAMILY)	62	1.0%
R-3B/VOAD (HIGH DENSITY, MULTI-FAMILY, VILLAGE OF THE ARTS OVERLAY)	45	0.8%
R-4 (MOBILE HOMES, NEW AND EXISTING)	108	1.8%
C-1 (DOWNTOWN)	43	0.7%
C-1/UCBD (DOWNTOWN, URBAN CENTRAL BUSINESS DISTRICT OVERLAY)	189	3.2%
C-1A (DOWNTOWN FRINGE)	205	3.5%
C-1A/R-1D (DOWNTOWN FRINGE, INFILL OVERLAY)	5	0.1%
C-1A/UCBD (DOWNTOWN FRINGE, URBAN CENTRAL BUSINESS DISTRICT OVERLAY)	77	1.3%
C-2 (INTERMEDIATE COMMERCIAL)	132	2.2%
C-3 (HEAVY COMMERCIAL)	359	6.1%
CIS (COMMERCIAL/INDUSTRIAL STORAGE)	16	0.3%
I (INDUSTRIAL)	39	0.7%
P (PROFESSIONAL)	49	0.8%
PDP (PLANNED DEVELOPMENT PROJECT)	1,333	22.6%
PDP/P (PDP/PROFESSIONAL)	21	0.4%
PDP/R-1B (PDP/MEDIUM DENSITY SINGLE-FAMILY)	214	3.6%
PDP/R-1C (PDP/HIGH DENSITY SINGLE-FAMILY)	121	2.0%
PDP/R-1D (PDP/INFILL OVERLAY)	5	0.1%
PDP/R-3A (PDP/MODERATE DENSITY MULTI-FAMILY)	122	2.1%
PDP/R-4 (PDP/MOBILE HOMES NEW AND EXISTING)	41	0.7%
PDP/UCBD (PDP/URBAN CENTRAL BUSINESS DISTRICT)	73	1.2%



source: City of Bradenton

TABLE 10

EXISTING LAND USE DISTRIBUTION		
LAND USE CATEGORY	ACRES	% OF TOTAL
AGRICULTURE	1,695	12.4%
GOLF COURSE	573	4.2%
VACANT RESIDENTIAL	689	5.0%
SINGLE FAMILY/DUPLEX	2,476	18.1%
MOBILE HOMES	208	1.5%
MULTI-FAMILY (MORE THAN 2, LESS THAN 10 UNITS)	110	0.8%
MULTI-FAMILY (10 UNITS OR MORE)	530	3.9%
VACANT COMMERCIAL	273	2.0%
COMMERCIAL/OFFICE	887	6.5%
INDUSTRIAL	272	2.0%
SEMI-PUBLIC	395	2.9%
PUBLIC	1,889	13.8%
VACANT/OTHER	3,649	26.7%

## BACKGROUND

As development opportunities for new infill development and redevelopment continue to arise within the City Limits, it is important to insure the long-term viability of existing neighborhoods and to support and reinforce the City's activity centers and employment centers. Since it is critical for a community to maximize the use and re-use of areas that already have streets, sewer, parks and recreation facilities, stormwater systems, police and fire protection, and other public services, it makes economic sense to protect and enhance the stability of these areas that have in place urban infrastructure and services. Recent issues have arisen with regard to infill development/redevelopment not "fitting in" with the character of existing neighborhood areas. Since the range of permitted density/intensity and building height in certain areas are broad, without more specific standards to guide and regulate design and community character, this issue remains unaddressed. Form or character-based standards that are designed to address compatibility issues in sensitive areas, such as more historic neighborhoods and waterfront areas with an established single-family, low rise character, are not currently available in the City.

In addition, there are "special places" within the City that possess unique community characteristics that should be protected and enhanced. These include those areas with significant historic resources that greatly contribute to the quality and character of the community, specialty commercial districts such as the Downtown Development Area and the City's Community Redevelopment Areas, the Waterfront areas, key City entranceways such as Tamiami Trail, areas that support the arts and cultural activities, and the City's neighborhoods.

It is important for this Evaluation and Appraisal Report that compatibility be considered at two levels: use and design. The significant topics for continuing to preserve and reinforce the compatibility of different character spaces within the City include: urban infill development; rehabilitation of aging housing stock; enhancing urban neighborhoods; protection of community character through proper buffers, addressing the issues of density, height and design; creating transitions between land uses, community diversity and design; provision of open space; and adequate planning for growth.

## IMPACTS OF THIS ISSUE ON THE CITY OF BRADENTON

Creating compatible development in the City of Bradenton has posed significant issues with regard to 1) new development, such as new high-rise developments and condominium type "towers" that have been built or are proposed to be built adjacent to both low density residential neighborhoods and waterfront areas and 2) infill development and redevelopment within the City's Downtown and Community Redevelopment Areas. The intensity of development, including the bulk and massing of a structure coupled with no design standards has created impacts to adjacent neighborhoods because in some cases these developments obstruct views of the waterfront and create no visual interest for adjacent developments. The impact of the visual obstruction of the waterfront can create a decline in perceived value, both from an economic and recreational standpoint.

## HOW THE COMPREHENSIVE PLAN RELATES TO THIS ISSUE

The City's development patterns did not create major issues with the Comprehensive Plan until recently, as the City began to reach a near-buildout capacity. Currently, the City's Comprehensive Plan does not define compatible land uses and does not provide for transition or "edge" condition policies that would clearly articulate acceptable guidelines for transitional land uses. The Future Land Use element contains general land use categories that are collectively no longer appropriate for a city of Bradenton's size and ambition. The neighborhood recommendations and guidelines are outdated, and have not been implemented in aggregate. The City's Transportation Element provides a traditional approach to level of service in which pedestrian mobility is a minor consideration. The City's Housing Element identifies need for housing stock, but lacks sufficient policy to guide appropriate mixtures of housing and incentives that lead to revitalization which should be intertwined with the other elements of "livability."

There are tremendous efforts underway, however, that are focused on creating a more harmonious, sustainable waterfront in the greater Manatee County waterfront areas. The City is jointly studying the character compatibility issue with the County and the City of Palmetto, which has completed a sound waterfront development plan. This Evaluation and Appraisal Report also is recommending that the City focus on character areas instead of neighborhood units, which should allow for appropriate focus of policy on design and compatibility of uses, to be used in creating land development regulations that maximize the economic and quality of life sustainability.

### IDENTIFICATION AND ANALYSIS OF UNANTICIPATED CHANGES IN THE CITY AS A RESULT OF THIS ISSUE

The City is at a critical point in its efforts to revitalize as a waterfront community with old-Florida character and a vibrant downtown environment. The issues that have led to the City's current condition are compounded by the lack of tools to guide compatible use and design. The character of older neighborhoods must be preserved and revitalized and protected, while continuing to promote redevelopment in the CRAs and Downtown Development Area. A livable transportation component must be developed to support these efforts and provide the backbone for creating a new downtown Bradenton that is pedestrian-friendly where appropriate. While the City continues to keep pace with the current development market, it must have a plan in place to guide compatibility of use and design, or these other efforts will only serve as disjointed, short term remedies.

Recently, the City has received high numbers of applications for high-rise condominiums in the waterfront areas near older, more established neighborhoods. The City is in need of increased and improved housing stock; however, these projects have presented a tremendous challenge from a review standpoint, because the City has yet to define design and use compatibility, making efforts to transition from the traditional neighborhood adjacencies extremely difficult. This issue has, and will continue to alter the form of the City, until standards are put in place that require appropriate transitioning and sound design. As the skyline around the Bradenton waterfront continues to grow, it is critical that a plan be developed that addresses compatibility.

### IDENTIFICATION AND ANALYSIS OF PROBLEMS OR OPPORTUNITIES THAT HAVE RESULTED FROM THIS ISSUE

The issues and problems identified thus far, are actual opportunities, and the City has initiated a number of measures that will achieve positive results. Bradenton is growing at the same pace as surrounding areas in a Florida West Coast market that is experiencing a true boom in population. The City is currently in a state of transition, stemming from these pressures, a Comprehensive Plan that is suited more for small town growth, and a past development pattern that occurred in short periodic bursts that were left with character, but without many of the tenets of a sustainable, connected, community.

The current strengths of the City's efforts includes its heavy emphasis on revitalization in the CRA districts, the Downtown area, and its current commitment to a joint study of character compatibility with the County and City of Palmetto. The Tamiami Trail revitalization efforts represent one of the many efforts of the City to grow in the correct way.

This EAR presents tremendous opportunity to put the essential components of long-term sustainability into place for the City. Key EAR recommendations include creation of a pedestrian friendly transportation element, that invites alternative modes of transportation, and includes street-friendly landscapes, in addition to re-vitalizing neighborhood character areas through sound in-fill and redevelopment strategies. The missing piece is a set of goals, objectives, policies, and standards that guide appropriate use and design.

Recent projects in the Perico Island and east Bradenton areas present contrasts in compatibility that are examples of the urgency. The Perico Island project was considered acceptable because it is set quite a distance away from its closest neighbors on agricultural land and because natural foliage provided a significant buffer against the visual impact of the 12-story towers. The east Bradenton project is considered different in that the towers would literally cast shadows on adjacent neighborhoods, and add a high-density element to city streets designed for single-family homes.

The opportunity to address compatibility is more of an immediate need. Despite the aforementioned strengths of the City's efforts, there are immediate threats that must be dealt with in the upcoming Comprehensive Plan amendment cycle that should require compatibility with high rise development projects. High rise development is appropriate in the downtown core of the City, and it is necessary, because the cost and scarcity of land makes it necessary for developers to financially justify upscale projects. The downtown areas also need to increase in density, because it is vital to economic revitalization of the City, and will support needed additional commercial uses. However, the City of Bradenton's Comprehensive Plan should be amended to address transitioning from surrounding neighborhoods and create a waterfront community considerate of design.

## IDENTIFICATION OF REQUIRED AMENDMENTS TO THE COMPREHENSIVE PLAN THAT ADDRESS THE RELATED PROBLEMS AND OPPORTUNITIES

The City's Comprehensive Plan should be amended to include a strategy that addresses three (3) key considerations, including setting a vision, creating new and amending old land use patterns in the downtown area, and requiring that the Comprehensive Plan and the Land Development Code be amended to establish design principles and create design standards that implement the vision.

### Strategy #1: New Vision

The Comprehensive Plan should clearly articulate a vision for how the City's Downtown Waterfront Areas and Downtown should develop – both functionally and aesthetically. City stakeholders and citizens have identified issues that are important growth factors for the City, including pedestrian access, improved transportation, creation of a vibrant downtown atmosphere, and preservation of character. The vision should identify all of the important issues that will be addressed in policy.

### Strategy #2: Land Use Patterns

The City is already considering creation of new land use categories that are necessary for guiding growth and compatibility in the urban center, or downtown area. These categories provide an immediate opportunity to impact the form of development and ensure compatibility.

New Future Land Use Category – Urban Core: The City should create a new land use category for the Urban Core area. The Urban Core is the most intensely developed area of the City. It includes the Central Business District, Riverwalk, West Historic District. Together, these sub-areas form the downtown of the City and provide a vital place for social, cultural, and economic interchange. The Urban Core is also a hub for governmental and civic uses.

The purpose of the Urban Core category is to establish, define, promote, and facilitate the redevelopment and enhancement of the City's primary and historical urban center. The purpose of the new Urban Core land use category would be to further implement the downtown and general redevelopment goals, objectives, and policies of the Future Land Use Element as well as to promote the accomplishment of the City's Community Redevelopment Area (CRA) designation for the downtown area and the implementation of redevelopment plans, studies and regulations.

The new Urban Core future land use category should allow and encourage a mixture and range of uses generally associated with or considered compatible with traditional urban core central business districts, particularly those that are pedestrian friendly, and not necessarily catering to automobile traffic. Proposed uses within the area encourage the development of a lively, mixed-use, walkable downtown that effectively serves Bradenton residents, merchants, visitors, and employees. Uses would include: offices, personal and professional services, commercial, retail, public and semi-public facilities, educational, institutional, restaurants, parks, recreation, and entertainment venues, and medium to high density residential uses are desired, subject to compatibility with and appropriate transition considerations to adjacent low density residential uses.

New Future Land Use Category – Urban Village: The City should create a new land use category for the Urban Village area. The Urban Village includes areas near the fringe of the Urban Core, and is anticipated to develop with the character, lifestyle, and friendliness of a village.

Proposed uses within the Urban Village should encourage the development of a district with a distinct sense of place and a walkable environment that supports and enhances abutting neighborhood areas. Uses should include: professional offices and services, personal services, retail, parks, recreation, public and semi-public facilities. Live-work, vertical mixed use and complementary multi-use developments should be preferred and medium density residential use and limited mid-block high-density residential use are desired, subject to compatibility with and appropriate transition considerations to adjacent low density uses.



*Waterfront development can provide a scenic vista while accomplishing residential and economic development goals.*

Land Use Compatibility Matrix: The Comprehensive Plan should define appropriate transitional uses adjacent to neighborhoods and waterfront areas, and include a matrix that provides a scaled approach that appropriately considers massing within the context of existing and new land use categories.

Guiding Principles for Creating a Revamped Land Use Strategy for Bradenton: Recognizing both the goals and challenges of development, the following principles should be reflected in the City of Bradenton's Comprehensive Plan and must be considered with land use planning in the context of the Downtown area:

**1) Facilitate development that reconnects the neighborhood to the waterfront.**

Waterfront development should connect upland neighborhood and the waterfront, rather than separate them.

**2) Locate low-rise buildings at the neighborhood's edge.** Create a smooth transition in building scale and form from upland neighborhoods to downtown waterfront blocks.

**3) Create a varied and compelling skyline.**

Building heights should vary along the waterfront, avoiding monotonous, monolithic development.

**4) Encourage a variety of built forms and quality design.** Zoning should accommodate a variety of building types, and promote high-quality architecture and urban design.

**5) Create a pedestrian-friendly streetscape.**

Development should relate to public streets and public access areas, rather than turn its back on them.

**6) Accommodate water-based transportation.**

The City should consider water transportation, from general recreational boaters to water taxis in master planning of the downtown waterfront area.

### Strategy #3: Design

The City's Comprehensive Plan should call for additional land development regulations which include additional requirements for enhancements such as public art, streetscape improvements, pedestrian amenities, architectural character features, meaningful open space, recreation amenities, landscaping, buffering and ground site design beyond the minimum standard requirements depending on the location, scale, and composition of the project. The Comprehensive Plan should call for specific standards in the Land Development Code to guide and

regulate design and community character, which adhere to the guidelines listed below. The City should also consider requiring that a Technical Review Board be formed to evaluate use and design compatibility of new and redevelopment projects.

### Design Principles

#### Public Streets

Public Streets should provide the primary vehicle and pedestrian circulation infrastructure for the City. Public and private development should use the existing street grid as a framework and should expand the public street network as necessary to provide circulation for new development. Development of new and extended streets should generally be kept in scale with the existing street network found along Bradenton's waterfront including the Downtown and Old Manatee Village character areas.

#### A. Appropriate Street Design

New streets should be designed to accommodate expected vehicles and pedestrians safely and efficiently while encouraging appropriate speeds. Streets should provide on-street parking along curb lines wherever possible to provide a buffer between pedestrians and moving traffic and to serve the retail, residential and commercial uses in the area.

#### B. Sidewalks

Sidewalks are key to defining streets as civic places. Sidewalks should be provided along both sides of all streets and should be wide enough to accommodate visiting and residential pedestrians comfortably and safely. The pedestrian environment should be further enhanced through the use of fixed street furniture, compatible and consistent lighting, and street trees. Sidewalk cafes, temporary art installations, and seasonal lighting are encouraged along public sidewalks as a means to encourage the year round activity.

#### C. View Corridors

Street corridor placement and design should provide for views to and from the water, as well as for permanent installations of public art in key focal point locations. See attached map for key view corridor and focal point locations.

#### D. Bicycle Safety

Bicycles are a key mode of transportation and provide important recreation and fitness opportunities. Accommodations for bicycle traffic and safety should be designed into new and reconfigured streets and

intersections. Bicycle racks should be installed along public sidewalks where appropriate.



*A pedestrian friendly waterfront and streetscape are vital to Bradenton's downtown development effort along the waterfront.*

### **Buildings/Architecture**

Design guidelines for buildings in Bradenton downtown waterfront area should encourage architecture that enhances the development of a mixed-use center, which is compatible with the surrounding neighborhoods. New construction should respect the character of historic neighborhoods, such as Point Pleasant and Old Manatee Village, while representing the best elements of contemporary design.

#### **A. Contextual Design**

New buildings should be designed in response to their context and should be compatible with surrounding neighborhoods. Broadly stated, compatibility refers to the recognition of existing development patterns and characteristics, and responsiveness in new building design that respects these established patterns. The placement, height, massing, proportion, articulation, and materials of new structures should encourage a vision that supports the idea that the Bradenton

downtown waterfront develop into an extension of the surrounding areas while establishing its own identity as a new urban neighborhood.

#### **B. Building Composition**

The combination of design elements will determine the character of new buildings and neighborhoods. While specific solutions for any given setting cannot be anticipated in a single set of guidelines, the following building characteristics can be used to guide visual compatibility of new development.

- *Placement*

In general, buildings should be placed at the sidewalk with their primary entrances oriented to the street.

- *Height*

Building heights should be compatible with surrounding development and neighborhoods, and transition to traditional high-rise development.

- *Massing*

The massing of new development should be compatible with the existing development found in the surrounding neighborhoods. New development along the Bradenton waterfront should avoid large monolithic massing along all street frontages. Where new structures are larger than buildings characteristically found in Bradenton's waterfront, horizontal and vertical variation should be used to break large expanses of building into components that are in scale with the context to which they most closely relate.

- *Proportion*

The façade proportions used in new development should be compatible with the existing development found in Bradenton's downtown waterfront. While some buildings project a predominantly vertical or horizontal orientation, most use architectural details, storefront design, window openings, and roof shapes to balance the proportions of facades into pleasant and cohesive compositions. In smaller in-fill development, proportions of features such as windows, entryways, and storefronts should be designed to achieve compatibility with abutting structures and surrounding development.

- *Articulation*

Traditional arrangement of façade components into base, middle, and top composition can be used to achieve compat-

ibility and continuity within the surrounding architectural context. Additionally, projecting bays, recessed balconies, and roof shape variation can be judiciously utilized to provide interest, individuality, and appropriate scale to new development.

- **Materials**

Materials used in new development should reflect the character of Bradenton's waterfront. A straightforward use of natural and traditional building materials is encouraged. Brick, stone, high quality metals, cast concrete, wood, and glass will achieve the greatest level of compatibility with the surrounding area and will best stand the test of time.

### C. Pedestrian Environment

Development along new or existing public streets should foster a walkable and enjoyable pedestrian environment. New development should avoid large expanses of blank walls, should provide frequent street level entries, and should provide sidewalk amenities such as street furniture and lighting that encourage year-round pedestrian use. Buildings sited along streets in the downtown core should utilize traditional storefront design principles along the ground floor, and provide engaging displays and clear glazing to enhance the pedestrian experience.

### D. Primary Entrances and Service Entrances

Primary entrances should open onto public sidewalks along the primary street frontage. Service entrances and loading facilities should be located at the rear or side of structures. Where buildings face more than one public street, service and loading circulation may be located along secondary streets where appropriate. Where no off-street options are available, loading and service entrances located along public streets should occupy the minimum space necessary and be compatible with the other uses of the street, including pedestrian activities, retail development, and traffic flow. The sharing of service circulation and loading facilities between buildings is encouraged.



*Bradenton should embrace its waterfront as it seeks to manage growth along the Downtown waterfront area.*

### E. Parking Structures

Parking structures should be compatible with adjacent uses and architecture in form, bulk, massing, articulation, and materials. The

design of parking structures should create a visually attractive and active pedestrian environment by incorporating retail, commercial, and residential uses along all public streets.

- *Mixed-use Architecture*

Parking uses and the appearance of parking structures should not dominate public streetscapes. All above-grade parking structures should include usable retail, commercial, and /or residential uses along street frontages to create a high quality urban environment. Parking structures on Primary Streets should have at least two stories of mixed uses integrated along the street frontage. On Secondary Streets at least one story of mixed uses should buffer the street.

- *Vertical and Horizontal Articulation*

Visible diagonal ramps and non-horizontal parking plates should be screened from all visible angles whenever possible and not allowed on primary facades.

- *Lighting*

Light fixtures installed in the interiors of parking garages should be fully screened from the exterior or utilize full cut-off shielding as defined in the City's Land Development Code.

#### F. Infill and Small Scale Development

Infill development should fill open space along existing streets to reestablish street wall continuity. Likewise, small-scale development without a directly abutting neighbor should be guided by adjacent development patterns as a means to incrementally fill empty portions of the streetscape and achieve compatibility with surrounding neighborhoods.

#### G. Historic Structures

Historically and architecturally significant structures and sites should be inventoried and protected from demolition and carefully rehabilitated in a way that is consistent with their original architectural intent. The challenge and opportunity is to adaptively reuse significant structures while retaining their historic character. New additions to historically significant buildings should be designed for compatibility with the original structure in size, composition and material and should result in the minimum necessary loss of original architectural material.

#### H. Civic Structures

Civic structures represent the public commitment to creating a high quality urban environment. Civic buildings should be easily distinguished by their quality, placement, and use of materials. Civic structures in Bradenton, such as City Hall, have used the highest quality materials and design to assign a sense of permanence and importance to their role in the community. Additionally, these structures relate strongly to the streets and open spaces where they are located, sharing their importance with their surroundings.

#### Open Space and the Public Realm

The character of public streets and sidewalks is the primary determinant of the quality of the public realm. The public realm is further defined and enhanced by the incorporation of quality open spaces. The goal for Bradenton should be to create comfortable, safe, accessible, and appropriately located open spaces to provide pedestrian interest and convenience. Open spaces can range in scale from building forecourts, to public trails, to public plazas and public parks. All open spaces should be accessible and barrier-free wherever possible. Landscaping, pedestrian amenities, outdoor furniture and lighting should be incorporated where appropriate. Opportunities for public art and historical references are encouraged.

#### A. Public Open Space and Plazas

The Bradenton Waterfront should contain publicly owned and constructed open space. Generally associated with the water's edge (immediate to City Hall), open space should provide opportunities for public enjoyment and use of the water and add value to public and private development.

- *Visual Accessibility*

To ensure that open space is well used, it is essential that the space should be visible and easily accessible from public areas (building entrances, sidewalks, and trail). Open spaces should be oriented to maximize exposure to the harbor, views and sun.

- *Physical Accessibility*

Open spaces should have direct access from the adjacent streets, sidewalks, and trail, should allow for multiple points of entry, and should provide for universal accessibility. They should also be visually permeable from the sidewalk and trail, allowing passersby to see directly into the space.

- *Buffering*

Open space should be well buffered from moving cars so that users can enjoy and relax in the space. The space may be visible from streets or internal drives but should not be wholly exposed to them. “Outdoor rooms” that are partially enclosed with building walls, freestanding walls, landscaping, raised planters, or on-street parking buffers are encouraged.

- *Perimeters*

The perimeter of public spaces should consist of active uses that encourage pedestrian traffic. Public use of the waterfront, such as the passenger terminal and small marinas, retail activities, cafes and restaurants, and high-density residential uses all provide context for open space.

- *Trees and Plantings*

Plants used in landscaped areas should be of the highest quality and of sufficient quantity and scale to make a visual impact. Plantings should be selected and located so that their functional and aesthetic qualities can be maximized. Trees of reasonable caliper should be installed at a density adequate to provide shade, habitat, and visual interest to public open space and care should be taken that appropriate species are selected for the soil conditions. Adequate space should be given to each planting and adequate irrigation and drainage should be provided.

- *Amenities*

Public open space should be provided with adequate amenities, such as trash receptacles, seating, drinking fountains, and public restrooms for use by the general public.

- *Materials*

Public open spaces and plazas should be built with high quality, durable materials that reflect thoughtful detailing consistent and compatible with the architectural character of the Bradenton Waterfront. Quality detailing implies attention to jointing, building and street edges, and technically correct construction techniques. Paving materials should be selected according to the intended use of the space. Designers are encouraged to utilize permeable paving materials wherever possible to reduce stormwater runoff.

## B. Private Open Space and Plazas

Privately developed open space should contribute to the public realm through enhancement of the pedestrian environment and increased recreation opportunities.

- *Internal Open Space*

Internal public space must be designed properly to be safe and usable, providing wide pathways, seating, and amenities.

- *Internal/External Interplay*

Take the “indoors” outdoors by spilling interior space (e.g. dining areas, merchandise displays) onto walkways and plazas and bring the “outdoors” into the building by opening interior spaces (e.g. atriums and skylights) to views and sunshine.

- *Passageways*

Open-air pedestrian passageways (with or without overhead cover) are generally more visible and inviting than interior hallways. Passageways can be attractive, successful locations for store entries, window displays, and/or restaurant/café seating, and should be integrated with the public sidewalk system.

## C. Historic Sites

Sites of historic interest should be appropriately commemorated and marked with signage and public art.

## D. Public Art

Public art adds to the vitality and beauty of the city while giving a sense of identity to a place. Development in Bradenton’s waterfront should integrate artwork into a variety of public and private settings and display art to the public as they engage in the activities of the city.

- *Public Spaces*

Public art within open space is encouraged. Artwork may consist of freestanding pieces (e.g. a sculpture or water fountain) or may be integrated with its surroundings (e.g. relief sculpture imbedded in pavement or a wall, a mosaic or mural on a wall, lighting or sound effects, or decorative railing or lighting). Additionally, public spaces should be designed to accommodate live performing arts and public assembly.

- *Private Spaces*

Property owners are encouraged to provide outdoor public art on their property to enrich the pedestrian experience and cre-

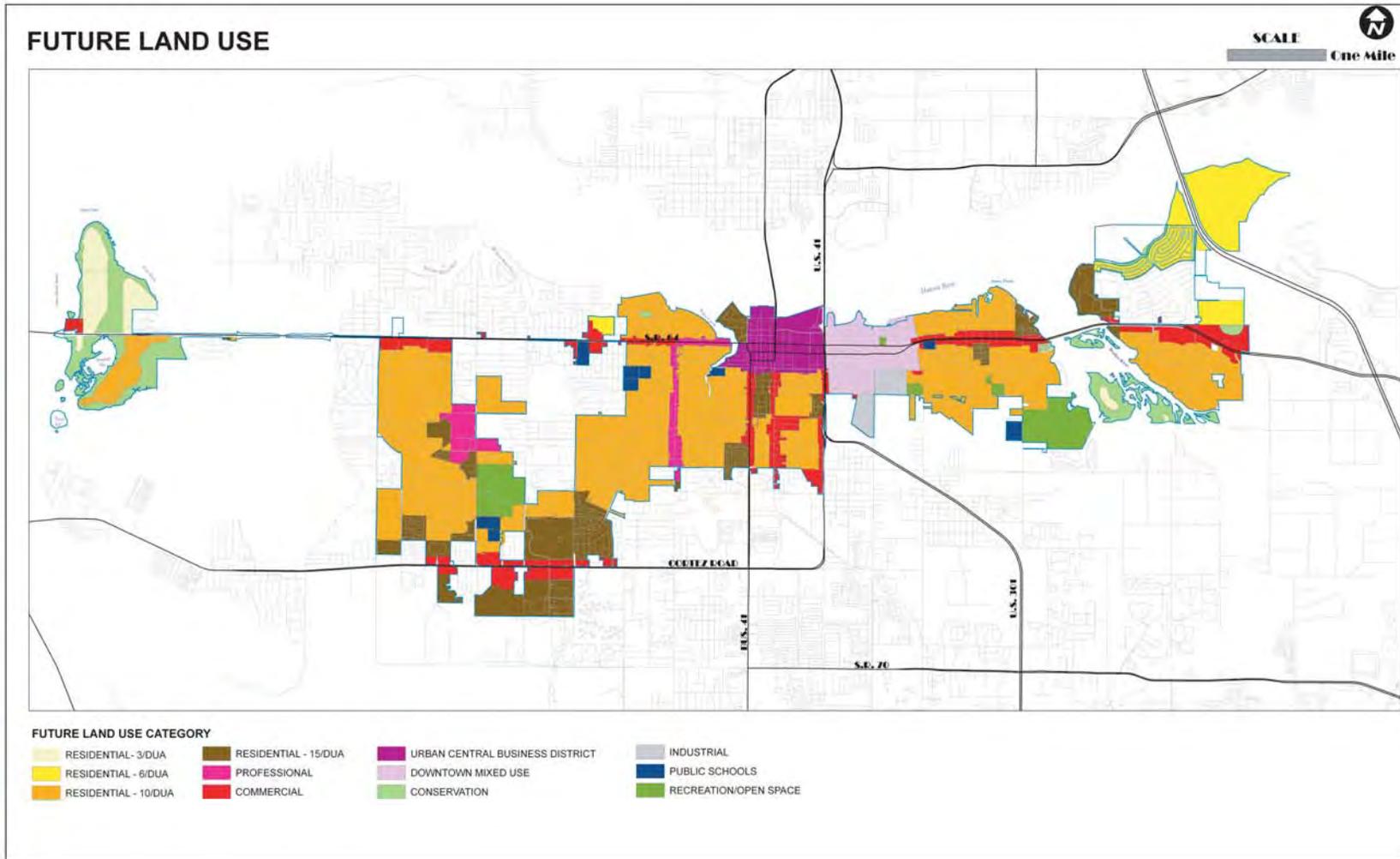
ate a stronger sense of place. Developers are strongly encouraged to incorporate artists into the design team in order to integrate works of art into their projects.

- *Contextual Siting*

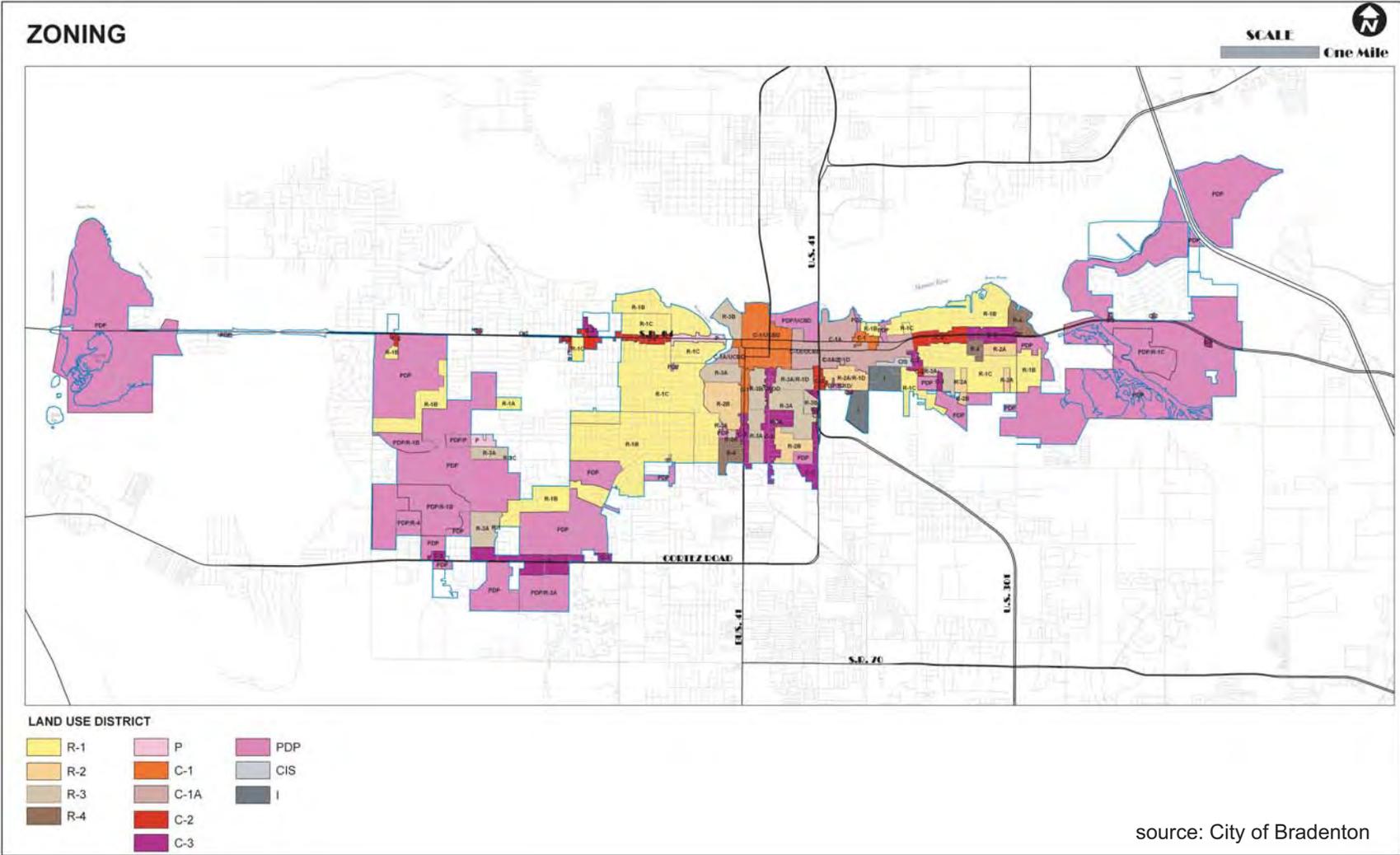
Artwork should be appropriate, and ideally, custom-made for its site. The artwork should complement and reinforce the character of the site in terms of its subject, scale, style, and materials. For example, art may be used to reveal historical facts about the site, or draw attention to a unique physical quality of the site. Care should be taken that the siting of public art does not diminish street wall development, but should emphasize the importance of key focal points.

#### **E. View Protection**

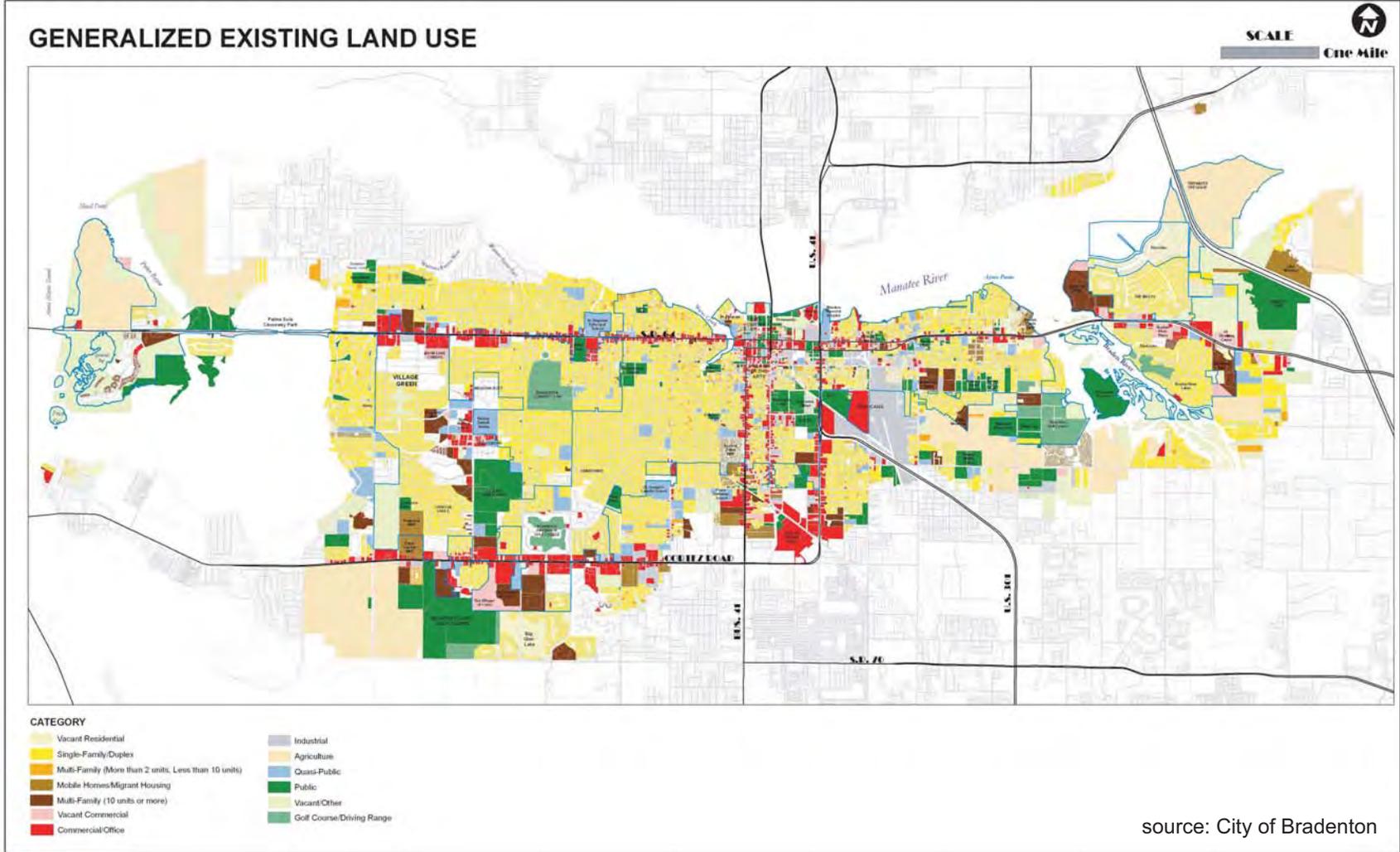
Bradenton's relationship to the water is an important part of its unique character and identity. Key views of the water are a community resource to be preserved and protected.



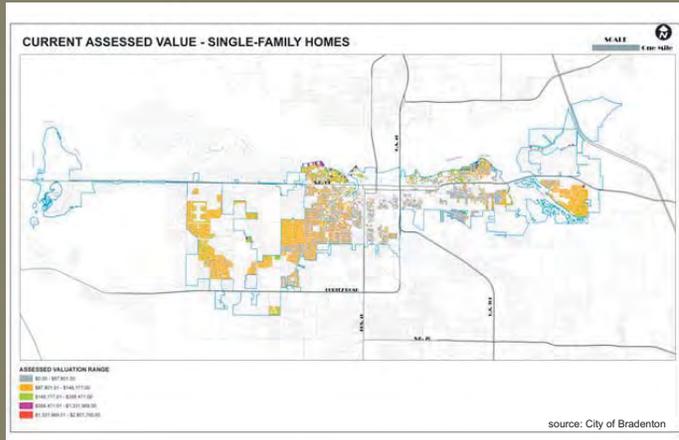
MAP 64



MAP 65

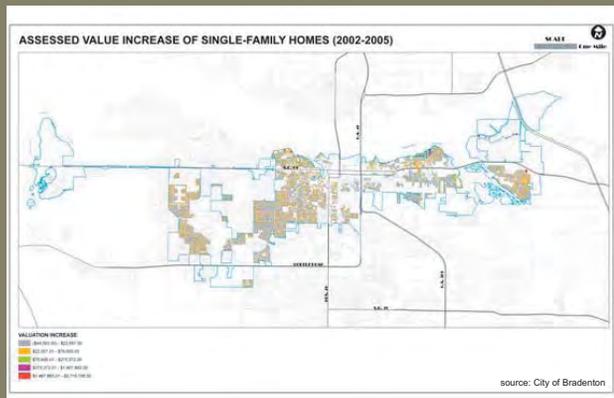


# major issue #4: affordable housing/workforce housing



## background

Safe and decent housing for all income levels is essential for healthy growth and development in the community. The amount of affordable housing in the City has been expressed as an issue to satisfy the demand for working families. This lack of affordable housing stock may cause residents who would otherwise live in such units to possibly face financial burden, overcrowded, unsafe, and/or unhealthy housing conditions, or homelessness. Further, affordable housing is concentrated in a few locations, rather than being evenly dispersed throughout the community. The concentration of exclusively affordable housing units within limited areas of the community can have negative social and economic impacts. For example, this concentration can cause “pockets of poverty,” which are neighborhoods and blighted areas often associated with high crime rates and low investment in property maintenance and development. Significant topics for this issue include provision of a mix of housing types at all income levels and diversity within the community.



## significant topics

- Mix of Housing
- Diverse Communities
- Market Incentives
- Density Limitations
- “Sensitivity to” Affect of Additional Design Standards
- Related to Neighborhood Revitalization

## current city programs

- Community Development Block Grant
- HOPE VI Projects
- Downtown Development Authority
- Bradenton Community Redevelopment Agency
- 14th Street Community Redevelopment Agency
- Central Community Redevelopment Agency
- Enterprise Zone
- Bradenton Front Porch Community

## potential amendments/tools

- Amend the Comprehensive Plan with a new Housing Element Objective that guarantees a time certain by which the City will target areas for multi-family and single-family developments that are designated for affordable/workforce housing.
- Amend the Comprehensive Plan with a new Housing Element Policy that requires identification and mapping of areas designated for affordable/workforce housing.
- Amend the Comprehensive Plan with a new Housing Element Policy that calls for the Land Development Code to be amended with design standards that require compatibility with the surrounding area and incentives for developing affordable/workforce housing within these areas.
- Amend the Comprehensive Plan with a new Housing Element Policy that calls for collaboration between the Community Redevelopment Agencies (CRAs) and the Downtown Development Authority, with the use of Enterprise Zone incentives for affordable/workforce housing development within these areas.
- Amend the Comprehensive Plan with a new Future Land Use Category that allows for high density affordable/workforce housing development within the Downtown and CRAs .
- Amend Housing Element Objective 2 to focus specifically on creating an environment that produces affordable/workforce housing, not entirely based on target numbers of new units.
- Amend Housing Policies 6-10 to include requiring all planned developments to provide a minimum set percentage of affordable housing units.
- Amend the Comprehensive Plan with a new Housing Element Policy that calls for the Land Development Code to be amended to require development of incentive tables that provide density bonuses and height variances for planned developments (including redevelopment) with affordable/workforce housing that increase with percentage increases in dedication.
- Amend the Comprehensive Plan with a new Housing Element Policy that allows for accessory residences in the Downtown area.
- Consider amending the Comprehensive Plan to include a policy that addresses inclusionary zoning for affordable/workforce housing units.
- Consider amending the Comprehensive Plan to include a policy that addresses incentives for affordable/workforce housing, such as time limits on density bonuses so that a developer is obligated to provide affordable/workforce housing units within a certain time frame.

**BACKGROUND**

Safe and decent housing for all income levels is essential for healthy growth and development in the community. The amount of affordable housing in the City has been expressed as an issue to satisfy the demand for working families. This lack of affordable housing stock may cause residents who would otherwise live in such units to possibly face financial burden, overcrowded, unsafe, and/or unhealthy housing conditions, or homelessness. Further, affordable housing is concentrated in a few locations, rather than being evenly dispersed throughout the community. The concentration of exclusively affordable housing units within limited areas of the community can have negative social and economic impacts. For example, this concentration can cause “pockets of poverty,” which are neighborhoods and blighted areas often associated with high crime rates and low investment in property maintenance and development. Significant topics for this issue include provision of a mix of housing types at all income levels and diversity within the community.

**IMPACTS OF THIS ISSUE ON THE CITY OF BRADENTON**

All of the issues identified to date are synergistic variables—each contributes to the health of the others. For affordable housing, the impacts are obvious. The City of Bradenton is set in terms of its landform, aside from a few potential annexation opportunities. Like Manatee County, the City’s housing distribution is inverted, meaning that housing values are either at the lowest income levels or at the highest, with little in between. Very little availability exists for working class housing. The lack of working-class housing contributes to a lack of downtown activity, and the ability to create a vibrant after work community in the down town area, because the majority of the workers are commuting from outside Bradenton. Other impacts affect the traditional neighborhood concept. As stated in the neighborhood revitalization issue, there is a dichotomy of neighborhoods reflective of the housing distribution. Quality mixtures of housing contribute to healthy neighborhoods. Singling out low-income housing and targeting solutions focused only on low-income housing results in nice low-income housing areas in the short term, but target areas in need of revitalization in the long term.

Data trends remain the same for the City of Bradenton. The Housing Element of the Bradenton Comprehensive Plan identifies several trends that are confirmed by the latest Florida Housing Data Clearinghouse series from the Shimberg Center, as well as the U.S. Census Bureau. There continues to be a need for affordable housing based on the updated household cost burden tables. The distribution confirms the observed trends: the majority of citizens are either within the under 30% cost of burden, or near 100 percent, highlighting the need to include additional affordable housing.

## HOUSING DATA TRENDS, SHIMBERG CENTER

TABLE 11

## PERCENTAGE OF INCOME SPENT ON HOUSING, ALL HOUSEHOLDS, 2002

Place	Less than 30%	Percent of Less than 30% (%)	30-50%	Percent of 30-50% (%)	50+ %	Percent of 50+ % (%)	Total
Bradenton	15239	70.8	3857	17.9	2426	11.3	21522

## HOUSEHOLD COST BURDEN (CB): PERCENTAGE OF INCOME SPENT ON HOUSING BY TENURE, 2002

Place	Tenure	Less than 30% CB		30-49.9% CB		50+ % CB		Total CB	
Bradenton	owner	10521	79.3%	1910	14.4%	839	6.3%	13270	100%
Bradenton	renter	4718	57.2%	1947	23.6%	1587	19.2%	8252	100%
Bradenton	total	15239	70.8%	3857	17.9%	2426	11.3%	21522	100%

## HOUSEHOLD COST BURDEN (CB): PERCENTAGE OF INCOME SPENT ON HOUSING BY HOUSEHOLD INCOME, 2002

Place	Household Income	Less than 30% CB		30-49.9% CB		50+ % CB		Total CB	
Bradenton	Less than 30% AMI	644	26.1%	468	18.9%	1358	55%	2470	100%
Bradenton	30-59.9% AMI	1870	44.9%	1519	36.5%	777	18.7%	4166	100%
Bradenton	60-79.9% AMI	2194	67.5%	898	27.6%	156	4.8%	3248	100%
Bradenton	80+ % AMI	10531	90.5%	972	8.4%	135	1.2%	11638	100%
Bradenton	total	15239	70.8%	3857	17.9%	2426	11.3%	21522	100%

## HOUSEHOLD COST BURDEN (CB): PERCENTAGE OF INCOME SPENT ON HOUSING BY AGE OF HOUSEHOLDER, 2002

Place	Age	Less than 30% CB		30-49.9% CB		50+ % CB		Total CB	
Bradenton	15-34	2631	64.6%	865	21.2%	578	14.2%	4074	100%
Bradenton	35-64	6881	72%	1735	18.2%	941	9.8%	9557	100%
Bradenton	65-74	2358	77.9%	414	13.7%	255	8.4%	3027	100%
Bradenton	75 or older	3369	69.3%	843	17.3%	652	13.4%	4864	100%
Bradenton	total	15239	70.8%	3857	17.9%	2426	11.3%	21522	100%

### HOW THE COMPREHENSIVE PLAN RELATES TO THIS ISSUE

The comprehensive plan does a commendable job identifying housing trends and needs for the City of Bradenton. The Housing Element contains four objectives under the goal of “providing affordable, decent housing meeting the diverse needs of the existing and projected population of Bradenton.” Objective 1 focuses on meeting housing demand by the year 2010. Objective 2 identifies that 500 additional very-low, low, or moderate income homes will be provided by the public sector by 2005 and an additional 500 by 2010. Objective 3 focuses on reduction of substandard housing by 2010 to 0%. Objective 4 removes discriminatory barriers to location of group homes. However, the policies do not adequately implement a plan that results in the desired outcome of more even housing distribution amongst socio-economic groups.

The intent of the policies in the Housing Element is correct. There should be a sense of collaboration between the City, developers, and the CRA that guides program of restoring housing distribution. There should be a streamlined development review and permitting process for projects that designate a minimum percentage of affordable housing units that meet very-low, low, or moderate-income guidelines. And, the plan should continue to focus on implementing its Community Development programs through HUD and the State Housing Initiative Partnership, as well as pursue HOME program funding from the County for affordable housing.

The primary issue with the policies of the Housing Element relate to a lack of a requirement component, as well as a lack of specific action steps that ensure the results. These issues will be addressed in the recommendations section and supplemented with new recommendations.

### IDENTIFICATION OF UNANTICIPATED CHANGES ON THE ISSUE

The comprehensive plan adequately “planned” to address housing needs based on real data. Unfortunately, several factors have contributed to its lack of success at reaching its goal. The Community Development program administers a relatively small budget, and therefore, does not completely reach the moderate-income sector of the population. There have also been relatively few developments that have taken advantage of the encouragement of density incentives in exchange for planned affordable housing. These issues are heightened by the availability of moderate-income housing in adjacent counties, and they also contribute to the lack of after-work activity in the downtown area.

### IDENTIFICATION AND ANALYSIS OF PROBLEMS OR OPPORTUNITIES THAT HAVE RESULTED FROM THIS ISSUE

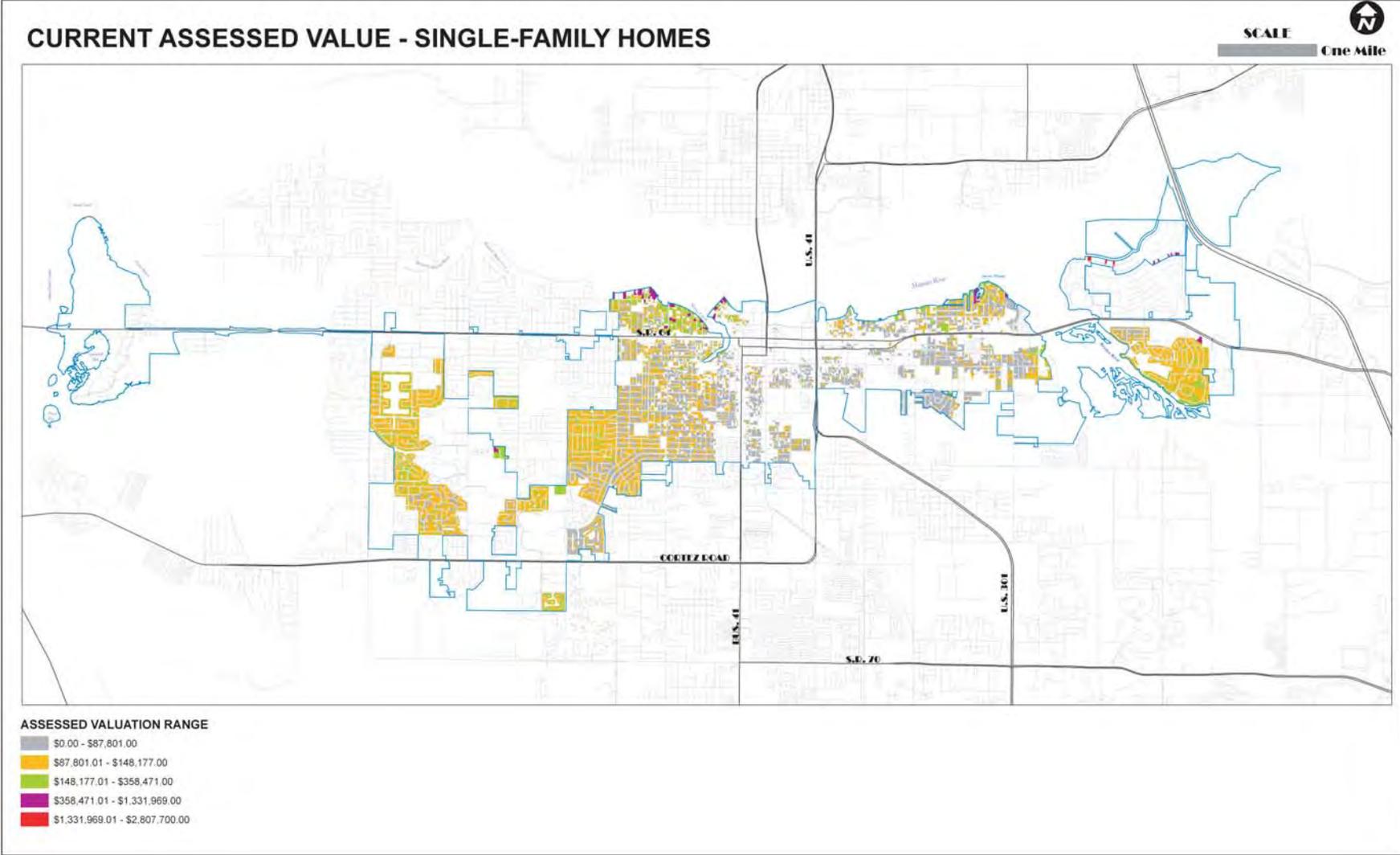
Tremendous opportunities exist that should produce results over time. First, the EAR provides an opportunity to add strong policy into the comprehensive plan that will serve to guide a gradual evening out of housing types. Perhaps one of the biggest areas of opportunity lies with the Central Community Redevelopment Agency, the Downtown Development Agency, and the 14<sup>th</sup> Street Community Redevelopment Agency. Participation and partnership with these agencies will bring about the holistic changes necessary to revitalize neighborhoods and mix housing such that community development areas begin to slowly disappear.

### IDENTIFICATION OF REQUIRED AMENDMENTS TO THE COMPREHENSIVE PLAN THAT ADDRESS THE RELATED PROBLEMS AND OPPORTUNITIES

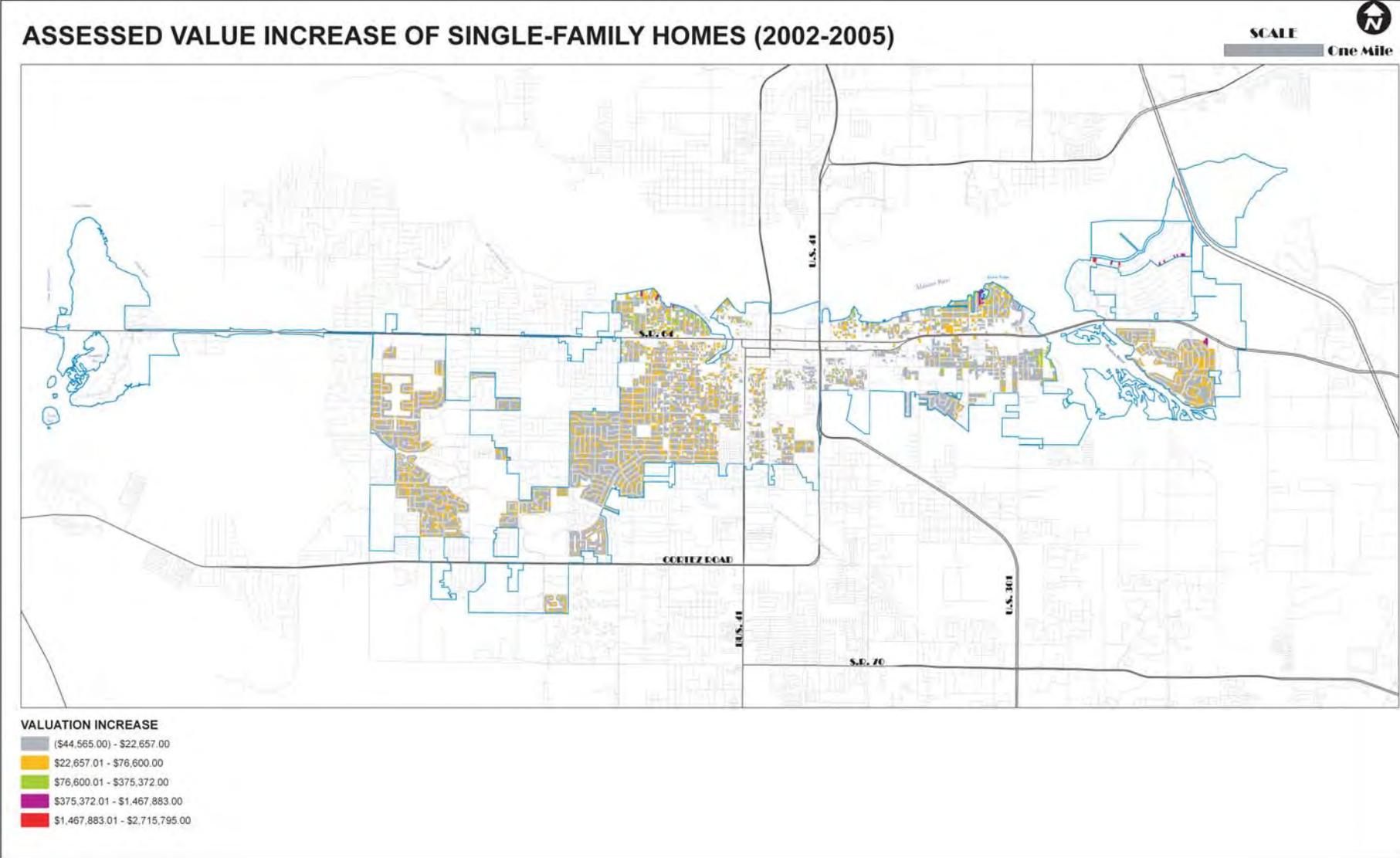
The comprehensive plan needs to be amended to create a Housing Element that has contains specific language on how affordable housing can be effectively made a part of the redevelopment and new development future of the City. The City should take a proactive stance in bringing about this transformation. A new Objective should be created in the Housing Element that absorbs Policy 1 from Objective 2. The objective should guarantee a time certain by which the City will target areas for multi-family and single family development designated for affordable housing. Policies should require identification and mapping of these areas, adoption into the comprehensive plan, design standards that require compatibility with the surrounding area, and incentives for developing in these areas. Collaboration with the CRAs and the DDA should be a focus, and use of Enterprise Zone incentives should add to the incentives for development of these areas. These areas should be designated as high-density, and the City can guide the form of development with addition of a land use category that requires that they be developed in this fashion. This technique would be especially effective in the downtown area and areas targeted for annexation. Additionally, Housing Element Objective 2 should be amended to focus specifically on creating an environment that produces affordable housing, not entirely based on target numbers of new units. Policies 6-10 focus on creating a developer friendly environment that encourages affordable housing, but lack follow-through. Necessary additions include requiring all planned developments to provide a minimum set percentage of affordable housing units. A new policy should be constructed that requires that the land development code be amended to require development of incentive tables that provide density bonuses and height variances for planned developments (including redevelopment) that increase with percentage increases in dedication. This is the primary

mechanism by which the City can affect the success of creating more affordable housing. The incentives have to be financially feasible to work, and there could also be incentives for design compatibility. A new policy should also be added that allows for accessory residences in the downtown area. Accessory units typically are more affordable, because they are smaller and targeted towards single working class citizens.

MAP 66



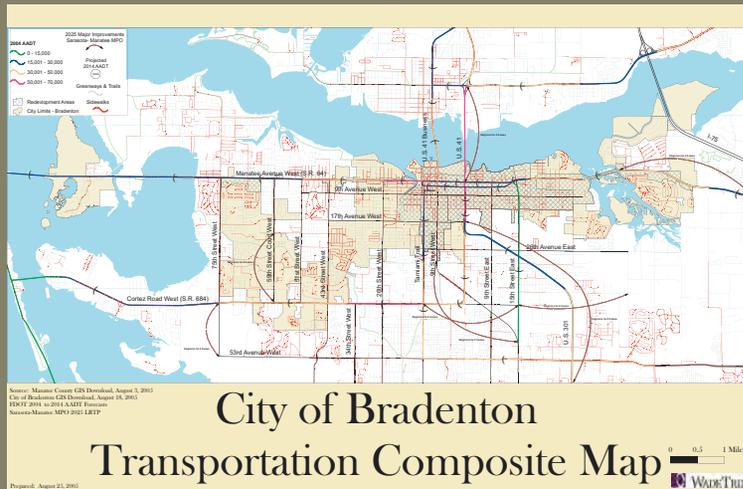
MAP 67





# major issue #5: transportation system management

city of bradenton



## background

Streets and roads form a network on which all types of transportation must depend and form the framework of the land use pattern of the City. The primary arterial and collector street network that serve the City is comprised of County and State roadways. Coordination with the County and the Florida Department of Transportation is necessary for the City to continue to realize its land use vision. In order to support and reinforce the infill and redevelopment strategies of the City's future, alternative assessments of the transportation system, including the measurements for concurrency, will be critical.

Older parts of the City have a street network grid (an urban transportation form) as the foundation of the land development pattern. More recent development in newly annexed areas are not being developed using these same urban development principles. These land use patterns if expanded may create infrastructure concerns for the City, particularly road deficiencies. It is important to integrate land use and transportation planning decisions to make the best use of City infrastructure. Significant topics for this issue include addressing congestion on the City's major roadways, updating the Concurrency Management System to assure that adequate public facilities are provided in relation to new development in the City, integrating land use and transportation planning decisions, and intergovernmental coordination.

## Significant topics

- Level of Service
- Access Management
- Concurrency Management System
- Integration of Land Use and Transportation Planning Decisions
- Intergovernmental Coordination/FDOT and Manatee County
- Monitoring and understanding traffic on local roads
- Key Intersection Maintenance

## current city programs

- Five Year Capital Improvement Plan – roadway needs are addressed
- Annual Program for Roadway Resurfacing
- Coordinate roadway construction and reconstruction with other infrastructure improvements
- City requires all new development to provide sidewalk on a minimum of one side of street
- Sidewalks must be constructed on along roadway on all City construction and reconstruction projects
- FDOT Transportation Improvement Program including Manatee County MPO Priority Projects (CMS, Capacity and Enhancement Projects)
- Travel Demand Forecast – Manatee/Sarasota MPO
- Manatee County Community Traffic Safety Team – Recommendation for Safety Improvement process.
- Intersection and operations improvement coordination with FDOT and Manatee County
- Coordination with the City of Palmetto to improve north and south traffic flow to and from Downtowns
- Advanced Traffic Management Systems and Traffic Signal System Coordination - Manatee/Sarasota County MPO
- Manatee/Sarasota MPO Technical Advisory Committee process

## potential amendments/tools

- New transportation vision for the transportation element.
- Concurrency Exception Areas to address LOS requirements Downtown
- "Road Diets"
- Access Management Strategies/Policies
- Advanced Transportation Management Systems (ATMS) and signal re-timing implementation
- Education of citizenry in relation to transportation issues
- Transportation demand strategies
- Transportation connectivity policies related to Major Issue #6
- Annual 5-year Capital Improvement Program adoption

## BACKGROUND

Streets and roads form the network on which all mobility and access to land uses must depend. The land use pattern of a City will ultimately rely on this framework to determine if the pattern is sustainable for the long term. The components that dictate sustainability from a transportation perspective are mobility, connectivity, and access. The proper combination of these components create a dynamic between land uses that allows people to interact freely and utilize the amenities a City has to offer. The goal is to provide mobility, connectivity, and access to places where people want to go in a reasonable time. Issue #5 proposes to investigate how the City's transportation network can better complement resident's lives.

For a mature community like the City of Bradenton, attaining a beneficial combination of mobility, connectivity, and access requires a land use vision that focuses on infill, redevelopment and connections to destinations that people want to go, in addition to the development of new lands and facilities. Older parts of the City of Bradenton have a connected network of streets that form a grid as the dominant urban transportation form, which serves as the foundation of the land development pattern. However, more recent developed land and newly annexed areas have not necessarily been developed using these same urban development principles. These land use patterns, if expanded, may create infrastructure concerns for the City and diminish roadway connectivity and mobility.

It is important to integrate land use and transportation planning decisions to make the best use of City infrastructure; having land use policies that promote infill and redevelopment strategies to complement the transportation policies reinforces the City's goal of a sustainable future. For the City to achieve its goal of a sustainable future, alternative assessments of the transportation system will need to be developed. This includes concurrency measures that focus on quality of life, transportation connectivity, and pedestrian-friendly developments, besides the traditional measure of capacity.

An issue that will impact the execution of this type of concurrency management system is that typically, the road system consists of multi-jurisdictional facilities. The primary arterial and collector street network that serve the City is comprised of State and County roadways, as well as City streets. Coordination with these jurisdictions will be paramount for the City to accomplish its goals. In this case,

the City of Bradenton must have a strong intergovernmental coordination effort with Manatee County and the Florida Department of Transportation (FDOT) to implement its future land use vision. An additional need will be coordination with the City of Palmetto to the north, as their land use patterns will impact the bridges connecting to Bradenton.

## IMPACTS OF THE TRANSPORTATION SYSTEMS ON THE CITY OF BRADENTON

The City of Bradenton is a mature city in terms of its landform, aside from potential annexation opportunities there is little new land that will be developed. Redevelopment and infill will play an enormous role in creating the land use vision the City desires. The transportation system was identified as a major issue of relevance for the City of Bradenton relating to mobility, access, safety, development, redevelopment, and economic efforts. The transportation system is an integral part of the overall health and vibrancy of the City of Bradenton.

Key facilities include the important east-west arterials of S.R. 64 (Manatee Avenue West) and S.R. 684 (Cortez Road West). These roadways connect most of the City's population with Interstate 75, the intercoastal waterway, and the beaches. Strategic north-south arterials include U.S. Business 41, 9th Street West and U.S. 41/301, which function in a similar capacity linking Bradenton to the neighboring counties and to the Sunshine Skyway Bridge over Tampa Bay. All these roadways provide both long trip lengths to the destinations outside of Bradenton, and short residential day-to-day trip lengths. The matter of through trips will be an issue that needs to be addressed with the FDOT.

The Central Business District (CBD) represents an area of special concern, along with the Central Avenue Community Redevelopment Area (CRA). The CBD boundaries include 9th St W to 1st St W and Manatee Avenue to the Manatee River. The Central Avenue CRA attached to the CBD is an area targeted for redevelopment and the home of Tropicana, Inc. From a transportation perspective, SR 64 and US 41 represent the largest roadways in the CBD and on impact to the Central Avenue CRA. East of Downtown, SR 64 is one-way pair of roadways, but reduces to a four-lane undivided section west of the Downtown. This is important because a large number of beach goers use this route, especially during peak season. US 41 is a heavily traveled roadway through the Downtown and is constrained by the bridge to the north. Both roadways carry many through trips.

Additional impacts to the Transportation System include new growth and annexation. The City of Bradenton, Manatee County and Southwest Florida in general, are experiencing unparalleled growth. With the recent housing boom and Manatee County's ideal coastal location, greater numbers of residents are moving to the Bradenton area and Manatee County. The number of residential communities in unincorporated Manatee County will play a large role in the functionality of Bradenton's road system. This makes the City's EAR-based amendments and intergovernmental coordination effort crucial if the City is going to control its future and implement its vision of a sustainable community that maintains its community values.

### HOW THE EXISTING COMPREHENSIVE PLAN RELATES TO THE TRANSPORTATION SYSTEMS

The adopted Comprehensive Plan's Transportation Element was written in the 1990's and reflects the desires and understanding of that time. The focus of the goals and objectives was to create level of service standards and procedures to stay within those standards. However, the City wishes to revisit the comprehensive planning process, and create a plan that truly can implement the City's vision of a sustainable City.

The current plan has descriptions of road classifications, level of service, and generalized two-way peak hour maximum service volumes. Specific transportation system information for the City of Bradenton in the comprehensive plan includes:

- Major Street Characteristics
- Traffic Circulation Map (existing and future traffic circulation, functional classifications, right of way widths, roadway lanes)
- Roadway Capacity Analysis – level of service designations
- Traffic Accident Data
- Analysis of Existing and Projected Deficiencies
- Proposed Improvements

Overall, the Comprehensive Plan included all the data that was required by the Department of Community Affairs. The adopted plan has all the particulars of comprehensive planning, but ultimately lacks the spirit and vision of where

Bradenton is trying to go. The following is a short description and critique of each goal and objective.

- The Transportation Element Traffic Circulation goal is to create "A safe and efficient system of roadways meeting the traffic demand forecasted for year 2010" contains eight objectives.

- Objective 1 focuses on the adoption of a system of roadways maintained and improved to meet the 2010 traffic demand in coordination with the travel demand forecast of the MPO, Manatee County, and the five-year Transportation Plan of the Florida Department of Transportation (FDOT).

*2005 Comment:* The Traffic Circulation Map series details the future roadway system for the City, but without a cohesive vision. The map series simply adds lanes when the roadway volume is expected to exceed the level of service standard. There is limited thought or rationale to whether those additional lanes serve the best interest of the City. The positive is that the City has continued to cooperate with the adjacent jurisdictions and state agencies in regards to transportation facilities to meet this objective.

- Objective 2 refers to maintenance of future right-of-way, clear of private development, without undue hardship on affected property owners.

*2005 Comment:* The City has made an effort to procure right-of-way when sites have developed or redeveloped within the constraints of the law.

- Objective 3 identifies non-degradation of the level of service of the roadway system.

*2005 Comment:* Current level of service (LOS) standard for the entire City is "D." This is a remnant from the original Comprehensive Planning effort in the 1980's and 90's. The City recognizes that not all areas or times of the year have the same trip characteristics, and it may require different standards to provide the residents of the City with optimal travel opportunities. The focus of the City now is on mobility, connectivity, and access, rather than numbers.

- Objective 4 identifies the improvement of the level of service and safety on SR 64, from 12th Street East to 15th Street West, in the Community Redevelopment Area.

*2005 Comment:* The City has accomplished this objective along SR 64. However, the area around the intersection of SR 64/US 41 will require further study to ensure adequate operations in the future. The following roadway projects, parking changes, and parking study have been performed to address this objective.

- Street parking along 9th St. E south of Manatee Avenue and 9th St W within the CRA has been prohibited.
- 3rd Avenue W from 9th St. W to 3rd St. W has been extended.
- 9th Ave. W between 15th St. W and 9th St. W has been converted from a two-lane to three-lane facility.
- Redesign and improvement of SR 64 (Manatee Ave) from 1st St. to 15th S. W (east and westbound) is underway.
- A parking study of the CBD to determine future needs has been accomplished by way of the judicial center parking garage.
- The proposed upgrade of 3rd Ave W from 15th St W to 9th St W, to provide an east-west parallel to SR 64, is the lone policy not to have been accomplished to date.
- Objective 5 addresses coordination of transportation improvements with all provisions of the comprehensive plan, including policies for future land use, natural and historic resource protection, and public utilities. Policy # 1 is the application to the Florida Department of Transportation for designation of the downtown mixed use area as a Special Transportation Area at the point when the level of service on SR 64 reaches D for peak hour.

*2005 Comment:* The City has made numerous efforts to link the

transportation improvements with the Comprehensive Plan, as well as with other jurisdictions. This is an on-going commitment.

- Objective 6 is maintenance of roadways to prevent deterioration.

*2005 Comment:* The City has an annual program for roadway resurfacing based on priority over a 10-year period all the city maintained roads are resurfaced on this schedule. This is a very important aspect of creating a quality/concurrency system that stresses mobility and access and the City has done a good job of this in the past.

- Objective 7 identifies avoidance of waste in public improvements affecting roadways.

*2005 Comment:* The City has coordinated roadway construction and reconstruction with water, sewer and drainage improvements and this must continue to be on-going endeavor in order to minimize cost and disruption to the transportation network. As with Objective 6, the most efficient use of the limited dollars allocated for transportation will help create a system that maximizes mobility, connectivity, and access.

- Objective 8 recommends the provision of pedestrian/bicycle paths throughout the City.

*2005 Comment:* Along with public transportation, the City has strived to increase mobility, connectivity, and access. Pedestrian and bicycle facilities have and will play a large role in creating that access for everyone, not just automobile owners. The City already requires the following:

- The City requires all new development to provide sidewalk on a minimum of one side of the street.
- Sidewalks along roadways being constructed or reconstructed by the City are required.
- Repairs and additions to downtown sidewalks necessary to complete uninterrupted travel have been completed.

The Transportation Element Goals, Objectives and Policies in the comprehensive plan were written to reflect integration of planning and community development with transportation and traffic issues. Intergovernmental coordination will be an important tool in solving problems in the future, as US 41 and SR 64 are state roads. The linkage of all the comprehensive plan elements will need to be addressed when determining future polices for the Comprehensive Plan.

During the EAR process, the City will approach the Comprehensive Plan as a living document that has the potential to be a roadmap to sustainability.

#### **IDENTIFICATION OF UNANTICIPATED CHANGES IN THE CITY AS A RESULT OF THE ISSUE**

There are several unanticipated issues that have impacted the City's road network. The most important is the record growth the area has experienced. The City of Bradenton was not able to fully anticipate the incredible housing boom in Manatee County, which is exceeding all historical models. As a result, the City has been forced into a reactive mode. The City does not have adequate policies and criteria in place to guide the growth of the City in a sustainable fashion. The City has been successful in balancing growth with its needs, through the development review process and the Capital Improvements Program, but has not been able to truly direct its future or create a vision.

A by-product of this growth is the heavy through traffic entering and leaving the CBD. The City of Bradenton is working with Manatee County, the City of Palmetto, the City of Bradenton Beach, and FDOT to determine if traveling between destinations can be enhanced or modified. This type of intergovernmental coordination is essential and will have to continue and be built upon when addressing transportation enhancement opportunities for Bradenton.

Maintaining overall level of service is important in relation to emergency management and hurricane evacuation efforts. Major critical roadways impacted include SR 64 (Manatee Avenue) and SR 684 (Cortez Road). The City of Bradenton Coastal Management/Conservation Element Goal #5,

Policy #1 severely limits development in low-lying coastal areas, addressing evacuation zones for a Category 1 hurricane and all coastal lands along the Braden and Manatee Rivers and Palma Sola Bay, which are below 2 feet in elevation. Recent traffic impact studies, using the Tampa Bay Regional Hurricane Evacuation Study 2000 (TBRHES) to analyze the impact of additional development in the Bradenton study area, have indicated that the increase in evacuating vehicles not exceeding 25 percent of the roadway level of service E directional capacity during a one hour period threshold will be maintained. However, it is imperative that emergency management and hurricane evacuation be factored into the equation when addressing the City of Bradenton's future traffic concerns as it relates to density and intensity decisions.

Annexations are having an unanticipated affect on the transportation system, but are controllable. An issue with annexation is that properties developed outside of City limits want to annex into the City for utilities. Having more parcels on municipal utility systems is a desired goal, but places the City in a difficult position. The City has little control over the development process for these types of developments. This will need to be evaluated as part of the EAR process, and can be integrated into the analysis process with Transportation Systems and the Transportation Element.

Overall the City has done an excellent job of managing Downtown development, which has been especially successful and consistent with growth management goals. Congestion is concentrated in the Central Business District and the heavier developed area west of the downtown. With this success, congestion in and around those areas has increased. Using the existing levels of service standards, there is minimal reserve capacity now available for the Central Business District. This is important because if simple numbers and formulas are continued to be used, sprawl will occur.

#### **IDENTIFICATION AND ANALYSIS OF PROBLEMS OR OPPORTUNITIES THAT HAVE RESULTED FROM THIS ISSUE**

The City is in the process of determining how the City wants to grow, which will determine how the City deals with the issues identified in this review. The Downtown Central Business District is going to be a major focus as part of the City's visioning process. The current plan is to increase density in its urban core and provide increased mobility through a combination of bicycle/pedestrian

enhancements, increased public transportation, and urban design. Emphasis will be placed on roadway maintenance and identifying roadways that create barriers to local destinations. Transportation connectivity, accessibility, and non-motorized traffic movement strategies must be implemented as the Central Business District increases in density. One strategy that has been successful is creating cooperation between the City and private development to address transportation system enhancements.

As with many coastal cities, the City of Bradenton has natural assets that provide leverage in re-developing and brokering “win-win” scenarios with the private sector and other public agencies. In addition, the City has successfully embarked on a program of utilizing the reserve capacity in the Downtown area, while maintaining the levels of service in the less developed areas through the site plan approval process. In order to further achieve its goals, the City will investigate implementing a Transportation Concurrency Exception Area (TCEA) in the Downtown, while maintaining levels of service in the suburban areas and high speed roadways.

In order to foster quality redevelopment efforts Downtown and in other areas, the City can address congestion and level of service issues in coordination with implementing transportation connectivity. New Comprehensive Plan objectives must focus on livable streetscapes in the CBD. The Transportation Element will be redesigned to promote pedestrian mobility in the areas that pedestrians live and work. Alternative transportation options such as bicycle lanes, sidewalks and mass transit to promote connectivity and a pedestrian-friendly community are going to be stressed to offer residents the opportunity for interaction with others and link important public facilities such as downtown, the waterfront, and neighborhoods.

Other areas of potential enhancement to the Transportation System include the strategic use of access management on corridors, pedestrian signal/pavement marking enhancements, and Advanced Traffic Management Systems (ATMS)/Intelligent Transportation Systems (ITS) technologies. Policies in the Comprehensive Plan must be created to direct the City in implementing the use of access management, ATMS/ITS strategies, new technology, and in coordination with neighboring jurisdictions. These areas of suggested enhancements will have a financial impact on the City, and should be considered.

#### **IDENTIFICATION OF REQUIRED AMENDMENTS TO THE COMPREHENSIVE PLAN THAT ADDRESSES THE RELATED PROBLEMS AND OPPORTUNITIES**

The City proposes investigating a Transportation Concurrency Exception Area for its Central Business District or lower peak-season/peak-hour levels of service. This will be important to realize the proposed higher densities that will allow fuller utilization of the existing transit and pedestrian capacity. Lower LOS in the downtown area brings with it the opportunities previously discussed, including a significant economic and lifestyle options impact. It also works to confine density to an urban core area, maximize use of existing infrastructure, reduce urban sprawl, and help realize the State of Florida’s growth management goals.

A change in the current expected LOS for the City of Bradenton must be done in coordination with educating the citizenry. Residents must be made aware of the City’s intent to maximize existing infrastructure in urban core areas. Bradenton has been fortunate to have interested residents that take part in the process. This has helped in limiting development of outlying and environmentally sensitive areas. Traffic congestion is the primary issue of concern to citizens and education as to how this problem may be addressed will help alleviate miscommunication related to any changes in the LOS.

Existing traffic congestion can be used as a tool in helping the City progress toward a lower car dependency and lower energy use through a better balance between cars, public transit, walking and bicycling in the CBD. Street modifications to add lanes do not have to be recommended exclusively due to a particular LOS label in the CBD. A lower level of service for motor vehicles will effect the existing operations in the CBD, but can have a positive effect on transportation mobility as a whole.

The Comprehensive Plan strategy the City is investigating involves cross-section changes that increase the design significance of non-motorized street users. Specific livable transportation techniques and standards that should be considered for implementation in the Downtown, Tamiami Trail revitalization area or similar areas, include Streetscaping, On-Street Parking, Angled On-Street Parking, Valley Gutter, Flush Median or Textured (or Dual Left) Turn Lane, Access Management, and Roundabouts. Creating a Downtown that is conducive to mobility will help deter the through trips in the downtown area and allow the city to function as a city. Alternative routes will need to be identified and close coordination with FDOT and Manatee County. Both jurisdictions should be brought into the process as soon as the City identifies a direction.

### Transportation System Issues

- Traffic congestion is considered the City of Bradenton’s number one concern and there is an increasing need for walkable communities where people live and work, to include transit and bicycle/pedestrian facilities.
- Lack of community vision and need for Masterplan or Masterplans for specific areas to be adopted.
- Level of Service standards threaten urban form.
- There is a perception of reacting to growth, not guiding to level and form desired.
- Time is critical due to growth rate in area.
- Growth and development, outside and inside the City, is a major factor regarding congestion.
- Large number of through trips impact the City’s ability to control traffic congestion.
- Multi-jurisdictional roadways complicate implementation of future vision.
- Lack of control of annexations
- Address regulatory changes:
  - Need for urban form-related level of service standards.
  - Need for development criteria to support City vision.
  - Identification of roadway laneage caps to funnel capacity projects to appropriate roadways.
  - Identification of key multi-modal corridors to ensure all modes are considered.
  - Implementation of updated Quality/Concurrency Management System in areas where level of service is measured.

### Transportation System Recommendations

- Develop a community vision and identify community values.
- Continue with objectives and policies that support the adopted vision, such as facility maintenance, pedestrian/bicycle requirements, and maximizing transportation funding to City prioritized roads.
- Educate the residents on the change of direction on the transportation vision, through neighborhood meetings and associations.
- Develop a Transportation Master Plan which is consistent with the City

vision. Possibly create several Master Plans based on Downtown, CRAs, or neighborhoods, to guide growth by area and urban form.

- Revise level of service standards and/or concurrency exception areas as form dictates. Specifically investigate the creation of a Transportation Concurrency Exception Area for the downtown core.
- Identify and analyze critical roadways where mobility should be improved. Specific locations including Manatee Avenue, Tamiami Trail, US 41, and Martin Luther King Boulevard. Others may be included based on elected official, staff, and/or public input.
- Investigate changing the configuration of roadways carrying a large number of through trips to reduce the “barrier effect.” Consider inclusion of possible identification of designated routes for heavy vehicles, beach, and commuter traffic to “by-pass” the Downtown.
- Investigate demand management and connectivity strategies that focus on intermodalism while maintaining and strengthening policies requiring increased connectivity with public transportation.
- Update land development codes to reflect community values and walkability in the Central Business District. Allow intermodal mitigation for off-site improvements in appropriate areas.
- Access management should be strengthened in the Comprehensive Plan, long with the site development criteria in the Land Development Code.
- Strengthen intergovernmental coordination to address site development, public transportation, and annexations with Manatee County, FDOT, and adjacent jurisdictions. The “Accord” is a good first step to build upon.
- Coordinate with FDOT to address City desires for roadway changes in the Downtown while a vision plan is under development.
- Adopt the Capital Improvement Program on an annual basis allowing the document a direct tie-in to the Annual Budget process.

### Major Issue: Concurrency Management System

#### REVIEW AND ANALYSIS OF THE CITY’S CONCURRENCY MANAGEMENT SYSTEM AND ITS SUCCESS ON ASSURING THAT ADEQUATE PUBLIC FACILITIES ARE PROVIDED IN RELATION TO NEW DEVELOPMENT IN THE CITY

The City of Bradenton Land Use Regulations addresses concurrency in Section 301.A.5, which states that no structure or alteration to a structure shall be permitted unless the Development Services Director (DDS) determines that

adequate capacity is available to serve the development or will be available at the time of issuance of the Certificate of Use. The City evaluates concurrency for roadways, sanitary sewer, potable water, drainage, solid waste and recreation. For roadways, a traffic study or other technical studies including the applicant's interpretation of the project's standing in regard to concurrency may be required by the DDS as necessary to determine the impact of proposed development on these facilities.

Level of Service standards (as they appear in the Land Use Regulations) are as follows:

- Roadways – Minimum Level of Service D or better on all roadways. Level of Service D is where the ratio of average daily traffic volume to roadway capacity is between 0.75 and 0.90.
- Sanitary Sewer – The City is to provide treatment and collection at a Level of Service of 100 gallons of wastewater per person per day. (The Capital Improvement Element states 110 gallons wastewater per day).
- Potable Water – The City is to provide potable water at a level of service of 100 gallons per person per day. (The Capital Improvement Element states 125 gallons per person per day).
- Solid Waste – Curbside collection and disposal equivalent to 35 pounds per capita per week of solid waste.
- Drainage and Recreation level of service standards also addressed.

There are policies in the City of Bradenton Comprehensive Plan that require the issuance of development orders be contingent upon the availability of adequate public facilities at acceptable levels of service. However, successful implementation of such policies is dependent upon review and monitoring procedures that have been established by the City. The Concurrency Management System is to ensure that the impact of development will not degrade the levels of service adopted in the City of Bradenton's Comprehensive Plan for public facilities and services. Concurrency review addresses only the availability of facilities and capacity of services and a Certificate of Concurrency does not represent overall development approval.

The Comprehensive Plan states that the City requires a concurrency review be made with applications for development approvals and a Certificate of Concurrency issued prior to development. If the application is deemed concurrent, a Certificate of Concurrency is to be issued by the Planning and

Development Department. If the project requires any other development permit, a copy of the Certificate of Concurrency will be included with any future application for development permit.

The City of Bradenton's Development Services Department reviews applications for development and a development approval will be issued only if the proposed development does not lower the degrade level of service (LOS) of public facilities and services below the adopted level of service standard in the Comprehensive Plan. At a minimum, necessary public facilities and services must be in place in an enforceable development agreement concurrent with the impact of development.

The concurrency test for facilities and services is to be determined by comparing actual capacity of a facility or service to the demand created by the proposed project. Available capacity will be determined by adding together the total excess capacity of existing facilities and the total capacity of any new facilities which meet the previously defined concurrency standards and subtracting any capacity committed through concurrency reservations or previously approved development orders. The City's Public Works Department is currently tracking concurrency by way of usage, using a per capita number for water and wastewater infrastructure. As long as LOS is not impacted, concurrency for the applicant is granted. No calculations are performed or table updated related to trips encumbered for transportation.

The Comprehensive Plan identifies Concurrency Determination procedures for Roadways. If the preliminary level of service information indicates a LOS failure, the developer can accept the LOS information set forth in the Comprehensive Plan or prepare a more detailed Highway Capacity Analysis. If the alternative methodology submitted indicates an acceptable LOS where the Comprehensive Plan indicates an LOS failure, the alternative methodology will be used. Any proposed development generating greater than 750 daily trips will be required to provide a trip distribution model in addition to the other requirements for Concurrency Determination for Roadways.

This is the method the Development Services Department is following. The developer must complete an alternative methodology, or Traffic Study, if the project presented will be causing a preliminary level of service failure as presented. The traffic study must indicate that adequate roadway facility capacity and that level of services are available in order to receive concurrency and ultimately development approval.

Roadway Concurrency should be strengthened as the amount of growth the City is experiencing. The existing system was adequate for the timeframe it was developed, but revised standards and procedures are needed. Revised standards and procedures must reflect the City's desire and direction of increased transportation connectivity and multi-modal choices. The City has indicated that a system that provides and tracks remaining capacity will be part of the EAR based amendments.

#### **LOCATION AND EXTENT OF EXISTING INFRASTRUCTURE TO MEET THE DEMANDS OF EXISTING AND PROPOSED DEVELOPMENT.**

Updating the Concurrency Management System is a top priority for the City during this EAR process

The Public Facilities Goals, Objectives and Policies in the Comprehensive Plan support the City's effort to meet the infrastructure demands for existing and proposed development. Public Facilities Goal #1 requests the provision of public facilities in a manner which protects investments in existing facilities, promotes orderly, compact urban growth, and promotes the quality of natural resources, particularly surface waters. Policies address level of service standards related to development approval and the five year Capital Improvement element of the Comprehensive Plan. Additionally, there are specific goals, policies and objectives for Sanitary Sewer, Potable Water, Drainage, Solid Waste and Natural Groundwater Aquifer Recharge infrastructure.

The Comprehensive Plan identifies Concurrency Determination procedures for Potable Water/Wastewater/Solid Waste/Drainage/Parks and Recreation/Mass Transit as well. If the LOS indicates that a proposed project would not result in a LOS failure, the concurrency determination would be that adequate facility capacity at acceptable levels of service was available at the date of application or inquiry. Conversely, if the LOS information indicates LOS failure, the concurrency determination would be that adequate facility capacity at acceptable levels of service was not available at the date of application or inquiry.

According to the Comprehensive Plan, Certificates of Concurrency are to be issued only upon final development approval and indicates that concurrency will be met for all monitored facilities and services. The Certificate is to remain in effect for the same time period as the development order with which it was issued. If the development order does not have an expiration date, the Certificate is valid for twelve months from date of issuance.

In general, the City of Bradenton is doing well in keeping up with the infrastructure demand of existing and future development. However, several areas of concern are being monitored/and or studied in relation to this. One area is eastern area of the City, where improvements to the Sanitary Sewer and Transmission System are being planned. One means of meeting the financial requirements to improve the System is by use a State Revolving Fund (SRF) Loan, which has been applied for.

The City currently has contracted with a consultant to produce a Reclaimed (Reuse) Water Study. The City has had mixed results with the success of its Reclaimed Water System. This study is investigating the requirement of new development to hook into the Reclaimed Water System and is concentrating on irrigation for larger users, as opposed to smaller residential uses. It is hoped that by using reclaimed water for greater irrigation purposes, the City will be able to address a problem that it currently is experiencing with surface water discharge and wastewater disposal.

The City has its own water system and has a surface water treatment facility and off-line reservoir. No issues currently exist related to being able to provide potable water existing and future development. The City has one Wastewater Treatment Plant that currently has reserve capacity.

Solid Waste capacity is not a concern as solid waste is transported to the County landfill site. Should annexation or growth cause an increase in solid waste tonnage, the City would have to increase service and equipment in order to meet this demand.

Finally, the traffic signal system in Bradenton is owned and operated by the City. There are 43 signalized traffic systems and there is a central software system. Manatee County is slated to house a new Traffic Management System as part of the Advanced Traffic Management System being implemented in Manatee and Sarasota County. The City most likely will have its signal system housed at the

new complex, but keep an existing facility for special event traffic management and coordination.

### FINANCIAL FEASIBILITY TO PROVIDE THE REQUIRED INFRASTRUCTURE SERVICES

The City of Bradenton's Comprehensive Plan identifies all facilities and services to be provided by the City of Bradenton with public funds in accordance with the five-year Capital Program. This includes all infrastructures that falls under the CMS. In addition to the LOS requirement for public facilities and services, roadways are deemed concurrent based on the adopted five-year CIP. The City of Bradenton Capital Improvements Program and Capital Improvement Element of the Comprehensive Plan are financially feasible.

The five-year CIP includes improvements necessary to correct identified facility deficiencies and maintain adopted LOS for existing and permitted development. Development orders are to be issued based on if public facilities necessary to serve the development are available or included in the five-year schedule of capital improvements. Only those projects scheduled for construction within the first three years of the City of Bradenton CIP or FDOT five-year programs are to be utilized for concurrency determination. Land Development Regulations support this plan.

The City of Bradenton's Capital Improvement Element (CIE) in the Comprehensive Plan serves as the City's plan to identify infrastructure requirements of the Comprehensive Plan Elements, including Public Facilities. It identifies the required expenditures for satisfying the infrastructure needs of both the existing and future population. The CIE also includes the financial policies to guide the funding and construction of improvements. The City's CIE contains projects needed to meet the level of service standards as well as other Capital projects proposed by the City. Based on projected land uses, population, transportation expectations and other factors, the City must determine projects needed to meet its population and user needs through 2015. The CIE ensures compliance with adopted level of service standards for major public facilities along with meeting other projected needs for facilities and services and is updated annually.

The City of Bradenton's Capital Improvement Program (CIP) is designed to support and be consistent with the CIE. The CIP is a plan for capital

expenditures to be incurred each year over a fixed period of time to meet anticipated capital needs. It sets forth capital project expenditures which the City plans to undertake, and provide estimates of the resources needed to finance each project. The CIP includes a 5-year schedule of capital improvement projects with the Capital Improvement Element. The CIP may be converted into the annual capital budget with long range expenditures depicted in the 5-year program. The City currently adopts an annual capital budget but has not formally adopted a five year CIP.

It is financially feasible that the City of Bradenton can provide the required infrastructure needed for public facilities. The condition of existing facilities continues to be good, as the City approaches the "build out" condition. Overall, it's Annual Budget, Capital Improvement planning and comprehensive planning processes determine that the City will be able to provide public facilities that are essential. The City has recently completed an evaluation of its infrastructure including water, wastewater and stormwater management, in order to continuing offering the adopted level of service and to provide for expected long-term needs. Projects included and funded in the adopted 2005 - 2006 City of Bradenton Annual Budget include:

- 10th Avenue East Drainage Improvements - Stormwater Runoff Fund (\$1,048,022)
- Wares Creek Bridge Replacement Phase I – State Revolving Fund Stormwater Construction (\$2,352,000)
- Manatee Avenue from 1st to 15th Streets West Improvements – Capital Improvement Fund (\$2,570,000)
- 14th Street West Improvements – Capital Improvement Fund (\$300,000)
- Causeway Improvements – Capital Improvement Fund (\$100,000)
- Glazier Gates Park Improvement – Capital Improvement Fund (\$50,000)
- Waterfront Park Fishing Pier – Capital Improvement Fund (\$105,000)
- Parking Garage Construction – Capital Parking Garage- (\$7,014,667)
- Gravity Sewer & Manhole Repair/Rehab – Infrastructure Fund –(\$75,000)
- Lift Station Improvements for LS 6,7,19,20,21 and 41 – Infrastructure Fund (\$775,000)
- Manatee Avenue Utility Improvements – Infrastructure Fund (\$995,000)

- Braden River Watershed Management Program – Infrastructure Fund (\$123,000)
- Elevated Water Storage Tank #6 – Infrastructure Fund (\$1,713,500)
- Aquifer Storage Recovery – Infrastructure Fund (\$100,000)
- SWFWMD funding to be 50% and total estimated project cost \$2,210,000
- 5th Street & 25th Avenue West Drainage Improvements – Stormwater Runoff Fund (\$32,600)
- Evers Reservoir Expansion – Preliminary Evaluation – Fund 408 Infrastructure (\$50,000). SWFWMD funding to be 50% and total estimated project cost \$5,300,000

Highlights of the Draft Five Year Capital Improvement Element of the Comprehensive Plan (CIP) for FY 2006 – 2010 include Sanitary Sewer improvements totaling \$22.85 million including \$9.12 million for the expansion of the wastewater facility and \$5.47 million for the expansion of the reclaimed water reuse system. Also included is \$8.27 million for the wastewater collection, transmission and lift station improvements. Improvements to the potable water system include \$7.42 million for water supply, \$3.41 million for transmission and storage, and \$2.51 million for distribution. Total amount planned for improvements to Potable Water over this five year period is \$13.34 million. Roadway, Storm Sewer Drainage, Sanitation and Recreation needs are all addressed in the same manner. Identified facility deficiencies are identified and corrected through the five-year CIP process in order to maintain adopted LOS for existing and permitted development. Included at the conclusion of the Transportation System Major Issue #5 is the FY 2004/2005 – 2009/2010 Capital Improvement Plan which details project cost and time frame expected to address these capital needs.

The City of Bradenton uses a combination of financial resources in order to accommodate the continuing needs for facility improvement and upgrades. Local financial resources levied, collected, borrowed, and disbursed by the City of Bradenton at a local level are listed as follows:

- Property taxes (Ad Valorem)
- Utility Service taxes up to 10% (can include water)
- Stormwater Fee
- Franchise Fee
- Enterprise Fund revenues including Water-Sewer, Sanitation, and

#### Parking Operations

- Recreation User Fees
- Other taxes, fees and charges such as tourist development tax, building permits, electrical permits, occupational licenses, zoning fees, rental revenues, fines & forfeitures, interest, and other miscellaneous revenues
- Special Assessments such as street paving
- Impact Fees
- EMS grant funds
- Borrowing short term or long term (such as a bond)
- Federal sources and federal grants
- SWFWMD matching funding

The City of Bradenton's CIP program does a good job of integrating the local planning process consistent with the adopted Comprehensive Plan. Ideally, however, a municipality of this size (50,000 plus) will have a five-or-ten year Capital Improvement Plan (CIP), update, and adopt the Plan annually. This document can be an excellent, financially feasible, realistic planning guide for the Annual Budget. Capital improvements will get funded by the appropriate funding source and placed in the Annual Budget as scheduled, or by priority need. Projects scheduled in a five or ten year CIP tend to stay on course and get funded unless need or extenuating services arise. This type of process lends itself to a strategic planning process. It is recommended that the City of Bradenton consider this as a recommendation of the EAR issue process.

#### Concurrency Management System Issues

- There is no tracking of transportation/traffic system data.
- Need for revised standards and procedures for transportation connectivity and multimodal choices.
- Concurrency management system implementation needed for water and schools per state mandate.
- Determine updated LOS for all City services/facilities.
- Sanitary sewer and transmission line needs in east section of City.
- Surface water discharge and wastewater disposal issues citywide.
- Reclaimed water system future use requirements.
- Traffic management system transition, enhancement.
- Capital improvement program process.

### Concurrency Management System Recommendations

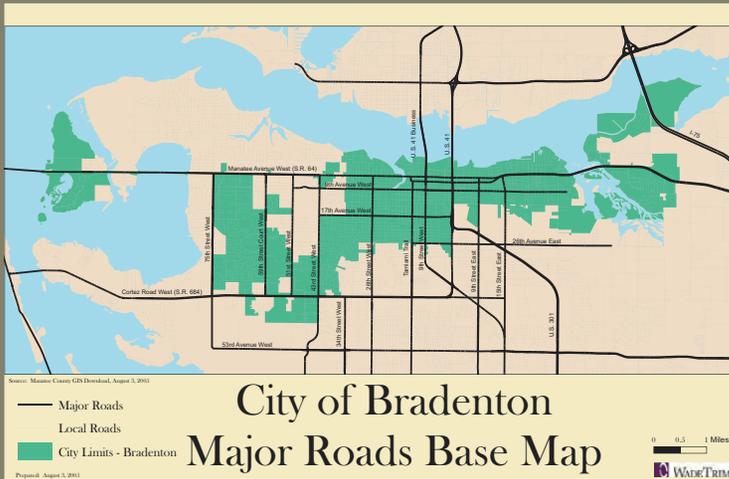
- Adopt the Capital Improvement Plan on an Annual Basis giving the document a direct tie-in to the Annual Budget process.
- Investigate the use of a Transportation Concurrency Exception Area in the CBD Downtown and CRAs and appropriate neighborhood areas.
- Integrate the City's vision of connectivity and multimodal travel aspects into the Concurrency Management System.
- Develop an updated process to track concurrency as it relates to transportation, including creating a table which accounts for trips encumbered to meet the state requirements.
- Update the Concurrency System for water to bring into compliance with State of Florida requirements
- Establish a school level of service and concurrency management system to comply with State of Florida requirements.
- Create a linkage between the City of Bradenton's Concurrency Management System and Manatee County's system to ensure an accurate depiction of reserve capacity.







# major issue #6: transportation connections and enhancements



## background

In the past, transportation planning and implementation within the City has not always been designed to support alternative modes of transportation, such as transit, bicycling or walking. Alternative transportation options can help alleviate traffic congestion and promote transportation connectivity through a pedestrian-friendly community. The addition of bike lanes, sidewalks, and trails to new and existing roadways improves the connectivity and circulation of the City's transportation system and can link important public facilities, such as parks and open spaces, destination locations such as downtown and the waterfront, and neighborhoods. Significant topics for this issue include connectivity and circulation of the transportation system, mass transit, an appropriate mix of land uses, adequate provision of parking, an interconnected trails system, and intergovernmental coordination.



Project Example: Connectivity Analysis prepared for the Tamiami Trail Redevelopment Strategy

## significant topics

- Connectivity of Streets and Sidewalks
- Circulation
- Mass Transit
- Non-Motorized Facilities (Bike Lanes, Sidewalks, Trails)
- Roadway Character (Built Form, Aesthetics, Orientation)
- Parking
- Intergovernmental Coordination/FDOT, Manatee County and Adjacent Jurisdictions

## current city programs

- Five Year Capital Improvement Plan – roadway needs are addressed
- Annual Program for Roadway Resurfacing
- Coordinate roadway construction and reconstruction with other infrastructure improvements
- City requires all new development to provide sidewalk on a minimum of one side of street
- Sidewalks must be constructed on along roadway on all City construction and reconstruction projects
- FDOT Transportation Improvement Program including Manatee County MPO Priority Projects (CMS, Capacity and Enhancement Projects)
- Travel Demand Forecast – Manatee/Sarasota MPO
- Manatee County Community Traffic Safety Team – Recommendation for Safety Improvement process.
- Intersection and operations improvement coordination with FDOT and Manatee County
- Coordination with the City of Palmetto to improve north and south traffic flow to and from Downtowns
- Advanced Traffic Management Systems and Traffic Signal System Coordination - Manatee/Sarasota County MPO
- Manatee/Sarasota MPO Technical Advisory Committee process

## potential amendments/tools

- Adopt a new Transportation Planning Philosophy in the Comprehensive Plan that focuses on alternative transportation modes and livable transportation principles.
- Develop a New Transportation Vision and "Street Vision" in the Comprehensive Plan that maps the desired future City grid and identifies the changes necessary to achieve this new Transportation Vision.
- Amend the Comprehensive Plan to incorporate a Livable Transportation Master Plan : Street Trees, On-Street Parking, Angled On-Street Parking, Valley Gutter, Dual Left Turn Lane, Roundabouts, Buildings constructed "up to the Street", and Arterial Road Calming.
- Incorporate a Revised Street Classification System in the Comprehensive to provide a framework for future street modification and construction that will ensure that the City fulfills its Transportation Vision.

## BACKGROUND

In the past, transportation planning and implementation within the City has not always been designed to support alternative modes of transportation, such as transit, bicycling or walking and livable transportation principles, which includes appropriate street design to support alternative modes. Alternative transportation options can help alleviate traffic congestion and promote transportation connectivity and a pedestrian-friendly community. The addition of bike lanes, sidewalks, and trails to new and existing roadways improves the connectivity and circulation of the City's transportation system and can link important public facilities, such as parks and open spaces, destination locations such as downtown and the waterfront, and neighborhoods.

## IMPACTS OF THIS ISSUE ON THE CITY OF BRADENTON

The City of Bradenton's central location within Manatee County makes its street network a significant factor in the City's development. The location and type of transportation used by citizens and visitors has a profound effect on the development and redevelopment potential and the quality of life within the City. Historically, the role of Bradenton as an urban and governmental center led to the development of office and commercial areas in the City. The growth and redevelopment of the City's Downtown are also directly associated with the City's waterfront, accessibility, quality of life, safety and the promotion and recognition of the Downtown and related activities.

The City of Bradenton developed in punctuated spurts, beginning in the 1920's. Early developments focused on a compact downtown area with more traditional neighborhood design, and pedestrian transportation was a primary mode during the City's infancy. In the 1950's, more development occurred, still in traditional form, but the transportation system began focus on traditional level of service, which led to more reliance on the automobile. As other growth spurts occurred during the 1970's and the 1990's, the City had become compartmentalized into neighborhoods lacking adequate commercial interests, and with complete reliance on the automobile for getting to places necessary for shopping, dining, recreating, and entertainment. By following conventional planning techniques, the City of Bradenton has historically taken a "level of service" based approach, rather than a "place-making" approach to building its urban center. Despite the on-going efforts of the Downtown Development Agency, the Central Community

Re-development Agency, and the 14th Street Community Redevelopment Agency, the problems associated with pedestrian mobility increasingly make the City's efforts to promote economic development and neighborhood revitalization a challenge.

## HOW THE COMPREHENSIVE PLAN RELATES TO THIS ISSUE

The City's Comprehensive Plan assigns conventional level of service standards to the roadway network. As indicated in the transportation systems issue, the Comprehensive Plan has been implemented adequately by the City, in terms of the improvements made. The Comprehensive Plan, though, continues to identify problems and solutions based on issues identified through the eyes of an automobile user. Objective 8 of the Transportation Element focuses on sidewalks and bikeways, and new developments are required to construct new sidewalks that are connected. The City has done an adequate job of repair and maintenance of the existing network. However, many of the older neighborhoods that were developed in the two middle periods (1950s, 1970s) of Bradenton's life cycle remain disconnected. Further, connectivity should be considered a multi-element issue. The land-use issues associated with connectivity, redevelopment/infill, and new developments are heightened by the existing connectivity problems.

## IDENTIFICATION AND ANALYSIS OF UNANTICIPATED CHANGES IN THE CITY AS A RESULT OF THIS ISSUE

Several changes have occurred in the City as a result of transportation connection and enhancement issues, including lack of accessibility to downtown, neighborhoods, parks and open space, declining neighborhoods, lack of available workforce housing, and need for redevelopment. Redevelopment opportunities exist with the CCRA, the 14th Street CRA and the DDA to begin bring about the transportation changes necessary to create a vibrant, livable atmosphere for the City of Downtown Bradenton. To foster quality redevelopment efforts, new Comprehensive Plan objectives should focus on livable streetscapes, and a transportation element that is redesigned to promote pedestrian mobility in the downtown and 14th Street corridor.

The rapid development of Manatee County and competing residential, commercial, and other interests have increased transportation challenges that have affected the City as well as the County's coastal areas. Up to now, the



## IDENTIFICATION OF REQUIRED AMENDMENTS TO THE COMPREHENSIVE PLAN THAT ADDRESS THE RELATED PROBLEMS AND OPPORTUNITIES

### *New Philosophy*

One of the goals of a traditional Transportation Element, such as the City's, is to address first and second order transportation challenges. Critics of this strategy would prefer to allocate resources only to first order challenges. For example, conventional transportation planners would feel that an increase in level of service from E to C for automobile drivers and occupants is an example of solving a real problem. They support their position with elaborate calculations involving automobile delay, motor vehicle volume to capacity ratios, and various other simulation models. Conventional transportation planners feel that they are solving real problems, and that quality of life and other second order challenges are only perceptions. What they fail to realize is that levels of service [for motor vehicles] were derived from the perceptions of the drivers and occupants in automobiles. So in reality, they are solving perceived problems. The only difference between the perceptions of automobile drivers and automobile occupants and the perceptions of people who will not ride a bicycle or walk because they perceive that the streets are too dangerous, is that there has been a lot of engineering effort spent developing pseudoscientific ways of estimating how drivers and occupants feel.

It really does not matter if a problem is real or perceived; the difference depends entirely on one's perspective and biases. Many people perceive an unpleasant pedestrian environment and consequently avoid walking. The conventional engineering approach of attempting to measure, quantify, and compare to some standard has not developed far enough to include many of these second order challenges in the equations (i.e., automobile dependence, walkability, accessibility, etc.).

Until the perceived problem areas are included in the equations, judgment is required. This makes conventional thinkers very uncomfortable because judgment is based on perceptions that everybody possesses. Lost is the monopoly of conventionalists and their conventional models and tables with regard to the success or failure of the streets based on conventional criteria. The success and failure of the streets is based on the collective opinions of the users, and/or measured against qualitative criteria and principles.

Pro-automobile measures of success for streets include average automobile speed, average automobile delay, average travel time for automobile users, level of service for automobile users, and the ratio of automobile volumes to the street's automobile-carrying capacity (v/c ratio). Notice that these measures are all related to speed and mobility in some way. This preoccupation with speed in pro-automobile cultures needs to be examined. Pro-automobile thinkers equate increased speed, less delay, and increased mobility with success. Many of these people have made careers out of expanding and lengthening highway networks to achieve this aim.



*Examples of Livable Transportation*

However, more and more research shows that the efforts of increased mobility were misguided. For example, the Department of Community Affairs, Florida Energy Office funded several fact sheets entitled “Merge Lanes Ahead,” produced by 1000 Friends of Florida and the Florida State University Department of Urban and Regional Planning related to the relationships between transportation, land use, energy and our future. Specifically, one of the reports stated:

*“...with time savings which are generally the major perceived community benefit, it is not a simple matter of predicting vehicle times before and after a new road is constructed and concluding that the road will save x hours of travel time. It has been amply demonstrated over the years that cars expand to fill the available road space and our data certainly suggest that time is not saved in cities with the biggest and best road systems. What appears to be necessary is a more dynamic feedback process built into land use/transport modeling which incorporates the fact that the new road will influence land use, which will in turn detract from the initial time savings predicted by the model. Without such real world effects predicted, time savings will be illusory.”*

Rather than being something which must always be eliminated, congestion can actually be creatively exploited as a tool in helping a city progress toward lower car dependency and lower energy use through a better balance between cars, public transit, walking and bicycling. This concept is sometimes referred to as “planned congestion.” In the process of simply trying to eliminate congestion and maintain free-flowing streets and highways, transportation professionals forgot why they were doing what they were doing.

Measures of success to replace the outdated motor vehicle mobility goals obviously include measures related to access. However, many other measures would be important, such as those related to the reduction of collisions, quality of life, aesthetics, compact urban form, energy conservation, reduction of vehicle miles traveled, reduced automobile dependence, community values, culture, history, social exchange, recreational potential, etc. Obviously, the list of measures of success to replace the pro-automobile set is numerous, hard to measure, very complex, and difficult to consider simultaneously. However, the City of Bradenton should consider such a departure from conventional thinking.

So convinced were transportation professionals that streets were only for moving automobiles, they established voluminous books of standards, recipe books for designing streets for automobiles. These books spent few pages on

pedestrians and cyclists, and they completely ignored the social, recreational, cultural, historic, and commercial functions of streets. It is as if these other functions did not exist. These standards were conveniently referred to by legislation governing the construction of streets, which had the effect of turning transportation professionals into transportation technicians, obediently following the recipe books for fear of litigation and galvanizing the dominance of the automobile culture. The result: artificially designed criteria severely impacted the sense of community and destroyed neighborhoods and districts within cities by totally ignoring important social values.



*Street Trees provide shade, a sense of enclosure, protection for pedestrians, and environmental benefits.*



*Back in angle parking provides the same supply, but is safer.*

The standards have been followed for too long, virtually ignoring all other functions. This naturally had incremental negative effects on the other functions of the streets to the point where automobiles almost gained a complete monopoly over the streets. The design and rules of the road were heavily biased in favor of automobiles, differential speeds and the sheer numbers of automobiles dominated. The pro-automobile thinkers rationalized this domination by using arguments based on the separate and segregate land use philosophy, claiming that other urban spaces were designated for other purposes (e.g. parks were for recreation, community centers were for socializing, etc.). They also used the unsubstantiated claim that a person’s decision to use an automobile equated to democratic support for pro-automobile practices, when the truth is that the separate and segregate practices over the last 50 years had given them little choice but to use automobiles. Sir Winston Churchill said that we shape our buildings and then they shape us. Similarly, transportation planners shape our street and highway networks and then they shape us. If we design our communities to be automobile-oriented, that is what we will get. If we design them with a balanced system, we will get a balanced system. Americans are very adaptable people; wherever we go on our vacations and other travels, we adapt quickly to the land use patterns and transportation systems of the area. Consequently, if we change our cities in the United States, we can and will adapt accordingly.

How does the proposed change affect the use of the LOS concept? Street modifications should not be recommended exclusively due to a particular LOS label. The reason is simply the biased nature of this type of measure. We believe that lower levels of service for motor vehicle users will effect the existing operations. In fact, this approach has a positive affect on transportation. It helps change people’s modal choice, making non-automobile modes competitive. It allows for the widening of sidewalks, the removal of one-way streets, and many other initiatives that result in a connected and walkable street system that also encourages the use of transit.

*Specific Recommendations for Comprehensive Plan Amendments and Tools*

**A “shift” from Conventional Transportation Planning Thinking** - Though the City should continue to monitor motor vehicle accommodation, the City should allocate future resources more equitably and toward increased sustainability through the promotion of alternate transportation modes and the existence of multiple street users. Much like the change in language and communication that has occurred with respect to transportation planning, this change

requires a shift from conventional thinking. The City needs to coordinate with Manatee County and the City of Palmetto to develop unity in planning for trails, greenways, and alternative modes of transportation.

**New Transportation Vision** - The City of Bradenton should amend the Comprehensive Plan, adopting a vision that encompasses the principles of livable transportation, which promotes alternate forms of transportation, such as trails, bikeways, and walk-able streetscapes. As a component of the overall transportation vision, a “street vision” should be constructed that maps the desired future City grid and identifies the changes necessary to achieve this new Transportation Vision.



*Pre Livable Transportation*



*Pre Livable Transportation*



*Post Livable Transportation*



*Post Livable Transportation*

**New Amendments to the Comprehensive Plan: Livable Transportation**

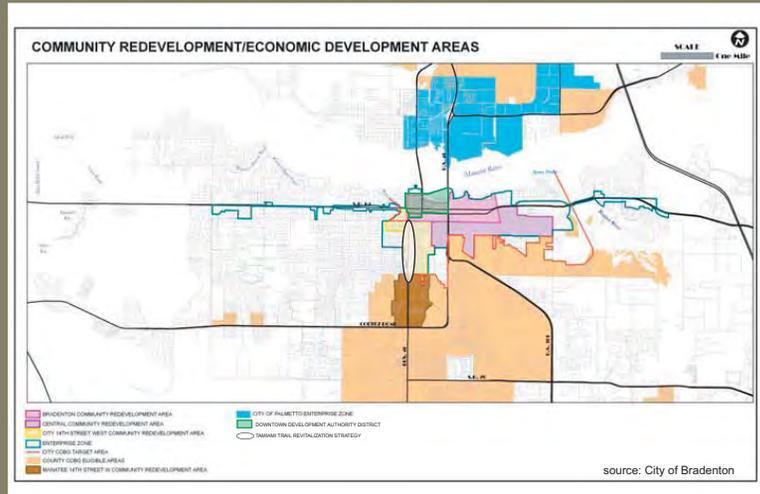
**Master Plan** - The City should amend its Comprehensive Plan's Transportation Element to require that a master plan be developed that calls for the application of specific livable transportation techniques and standards, such as implementation of Street Trees, On-Street Parking, Angled On-Street Parking, Valley Gutter, Flush Median or Textured Left (or Duel Left) Turn Lane, Roundabouts, and Buildings constructed "up to the Street". This effort should be focused in the Downtown Areas, CRAs, DDA, and Enterprise Zones as the first step to alleviate many of the issues identified in this assessment. A particular focus should be on the Tamiami Trail revitalization area. The plan in place for Tamiami Trail is an excellent opportunity to view the success of including a livable transportation component within the context of corridor revitalization. In addition, the City's Comprehensive Plan strategy should involve placing roadways on a "road diet". Road diets, or arterial road calming, usually involve framework streets. They always involve cross-section changes that increase the design significance of non-motorized street users. Frequently, they involve narrower, fewer, or narrower and fewer travel lanes.

**Revised Street Classification System** - The City needs to amend the Comprehensive Plan to incorporate a revised street classification and regulating system for street modification and future street design. The new classifications and regulations should be designed to incorporate the different variables that have been discussed in this assessment. The variables include, but are not limited to, motor vehicle speeds (desired and designed), adjacent land uses, mobility, access, traffic calming, characteristics of all street users (e.g., pedestrians, cyclists, static users, etc.), community preferences, motor vehicle lane widths and numbers, overall function of the street, location, and general common sense. Basically, the street types should provide a framework for future street modification and construction that will ensure that the City fulfills its new Transportation Vision. The new Transportation Vision should be implemented incrementally and over time using every feasible opportunity. If the City commits to this philosophy in combination with the other proposed amendments, it will achieve its goals.



# major issue #7: redevelopment corridors/areas

city of bradenton



## background

The City has designated several areas for redevelopment along major roadway corridors, including three Community Redevelopment Areas, a Downtown Development Authority District, Enterprise Zones and CDBG Target Areas. Redevelopment planning and streetscape enhancement projects are planned or underway along Tamiami Trail, Manatee Avenue, Martin Luther King Avenue, and 13th Avenue. Economic development activities should provide economic stability for the City and meaningful jobs for residents in the work force. The Redevelopment Corridor areas provide for opportunities to retain and attract businesses to these areas in order to maintain a high quality of life, increase the diversity of employment opportunities, and increase wealth for the City as a whole. Currently, the type of commercial development that occurs along these corridors is aging and in a "strip" development form, thus in need of redevelopment efforts to address design and function. Significant topics include economic development initiatives, identifying taxes and alternative funding sources for improvements to these areas, crime prevention, and addressing aging and strip commercial developments/land use form.

## significant topics

- Land Assembly/Packaging
- Strategic Planning
- Market Incentives/Impediments
- Market Repositioning
- Redevelopment/Reuse/Rehabilitation of Aging Businesses
- Roadway Character (Built Form, Aesthetics, Orientation)
- Parking
- Signage
- Social Infrastructure/Empowerment
- Economic Development
- Public Safety
- Intergovernmental Coordination/Manatee County

## current city programs

- Downtown Development Authority
- Bradenton Community Redevelopment Agency
- 14th Street Community Redevelopment Agency
- Central Community Redevelopment Agency
- Enterprise Zone
- Community Development Block Grant
- Bradenton Front Porch Community

## potential amendments/tools

Policies to implement recommendations of redevelopment plans and studies since 1999 including:

- Density and Intensity of Development
- Land Development Form and Structure
- Permit Review and Fee Incentives
- Connectivity and Access
- Alternative Transportation Modes
- Community Character
- City Commitment to be an Active Partner
- Policies to promote land acquisition and banking.
- Policies to ensure coordination between the City's three CRAs.
- Policies to ensure coordination between the City's CRAs and the County's CRAs.
- Policies to mitigate the impact of resident displacement and impact on social services.
- Policies for the consideration of a Transportation Concurrence Exception Area.

## BACKGROUND

The City has designated several areas for redevelopment along major roadway corridors, including three Community Redevelopment Areas, a Downtown Development Authority District, Enterprise Zones, and Community Development Block Grant Target Areas. Redevelopment planning and streetscape enhancement projects are planned or underway along Tamiami Trail, Manatee Avenue, Martin Luther King Avenue, and 13th Avenue. Economic development activities should provide economic stability for the City and meaningful jobs for residents in the workforce. The Redevelopment Corridor areas provide for opportunities to retain and attract businesses to these areas in order to maintain a high quality of life, increase the diversity of employment opportunities, and increase wealth for the City as a whole. Currently, the type of commercial development that occurs along these corridors is aging and in “strip” development form, thus in need of redevelopment efforts to address design and function. Significant topics for this issue include economic development initiatives, identifying taxes and alternative funding sources for improvements to these areas, crime prevention, and addressing aging and strip commercial developments/land use form.

## IMPACTS OF THIS ISSUE ON THE CITY OF BRADENTON

The City of Bradenton contains the urban core of Manatee County and presents many opportunities for redevelopment of the existing urban landforms. These redevelopment opportunities provide the vehicle to convert inefficient and uncoordinated landforms into a synergistic and vibrant community that embraces its diversity and maximizes on its potential. The opportunities for redevelopment encompass both corridors and areas.

There are five primary principles for successful corridor redevelopment that promote not only improvements along the corridor but also for the surrounding neighborhoods. The application of these five principles to redevelopment corridors and areas within the City will result in neighborhoods that are vibrant, attractive, and economically viable. The five principles are:

1. Connect the primary assets – Corridors should be used to link important sections of neighborhoods such as community centers, civic buildings, cultural centers, landmarks, parks and open space, historical sites, and other defining neighborhood resources.

2. Support pedestrians and alternative transportation modes – Corridors should facilitate space for safe pedestrian circulation through wide, distinctive, and secure sidewalks as well as provide for automobiles, bicycles, and mass transit. Parking should be on-street wherever possible and off-street parking designed to enhance the streetscape.

3. Foster community gathering – Corridors must provide distinctive public spaces that promote social interaction. Activity nodes and open spaces created through plazas, benches, fountains, etc.

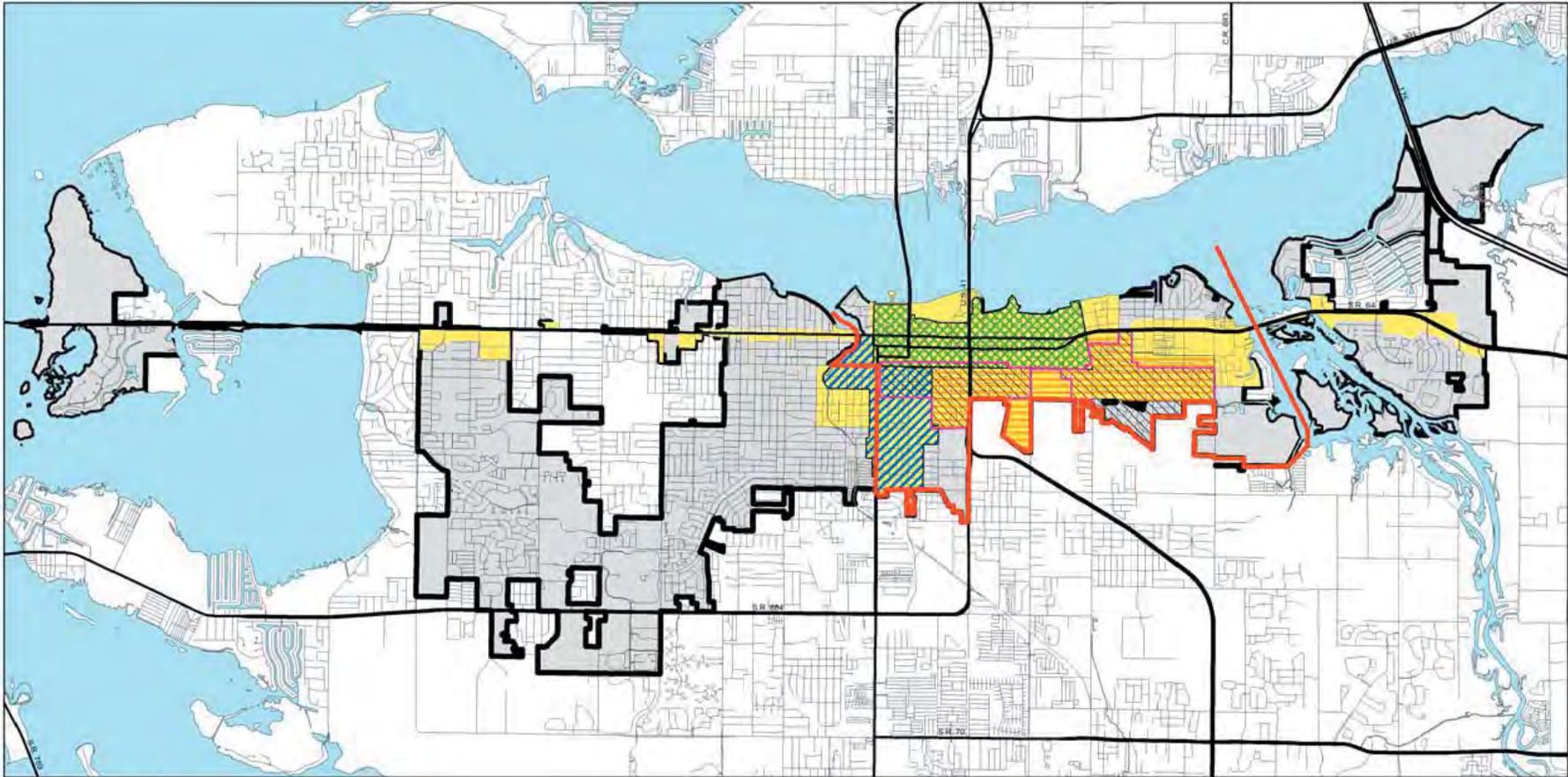
4. Concentrate building density – Concentrate building density and mixed-use development in defined areas, connected to primary assets, to create added value and attract private investment through achievement of a critical mass of concentrated development. This concentration results in vibrant and well-defined areas of activity and social interaction that makes the area attractive to local neighborhood residents and those living outside of the neighborhood.

5. Create a theme – The character of a place provides the source for the theme or identity of an area. The theme must be rooted in the primary assets of the neighborhood and express the aspirations of the residents of the neighborhood. This connection between the theme and the residents establishes a sense of ownership and pride that promotes the long-term viability of the place.

Currently, the City contains several designated redevelopment areas and authorities. These areas and authorities include (shown on Map 69):

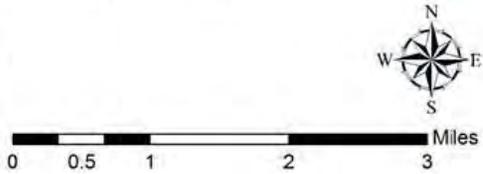
- Downtown Development Authority
- Bradenton Community Redevelopment Agency
- Central Community Redevelopment Agency
- 14th Street Community Redevelopment Agency
- Enterprise Zone
- Community Development Block Grant Target Area
- Bradenton Front Porch Community

MAP 69



**Redevelopment Areas**

- CDBG Target Areas
- Central CRA
- Bradenton CRA
- 14th Street CRA
- Enterprise Zone
- City Limits
- Front Porch



Source: City of Bradenton GIS, August 2005;

A brief description of each of these redevelopment areas follows.

#### ***Downtown Development Authority (DDA)***

The Florida Legislature created the DDA as a special taxing district in 1974. Authorization for the DDA expires on December 31, 2020. The DDA is responsible for projects and activities within redevelopment areas that eliminates and prevents slum and blight. The DDA serves as the Community Redevelopment Agency for the Bradenton Community Redevelopment Agency and for the 14th Street Community Redevelopment Agency. In addition, the DDA serves as a business advocate to promote and facilitate positive economic development within the City's downtown area.

The DDA funds numerous infrastructure improvements within the redevelopment areas as well as administers a façade grant program, landscape grants, and some promotional marketing programs for properties within the redevelopment area. Some of the improvements funded by the DDA include, but are not limited to, brick paver sidewalks, period street lighting, benches, trashcans, and streetscaping.

#### ***Bradenton Community Redevelopment Agency***

The Bradenton Community Redevelopment Agency is located within the core of downtown Bradenton, as shown on Map 70. This CRA was created by the City in 1979 to revitalize the downtown core of the City. The DDA manages this CRA as part of its responsibilities delegated by the City Council.

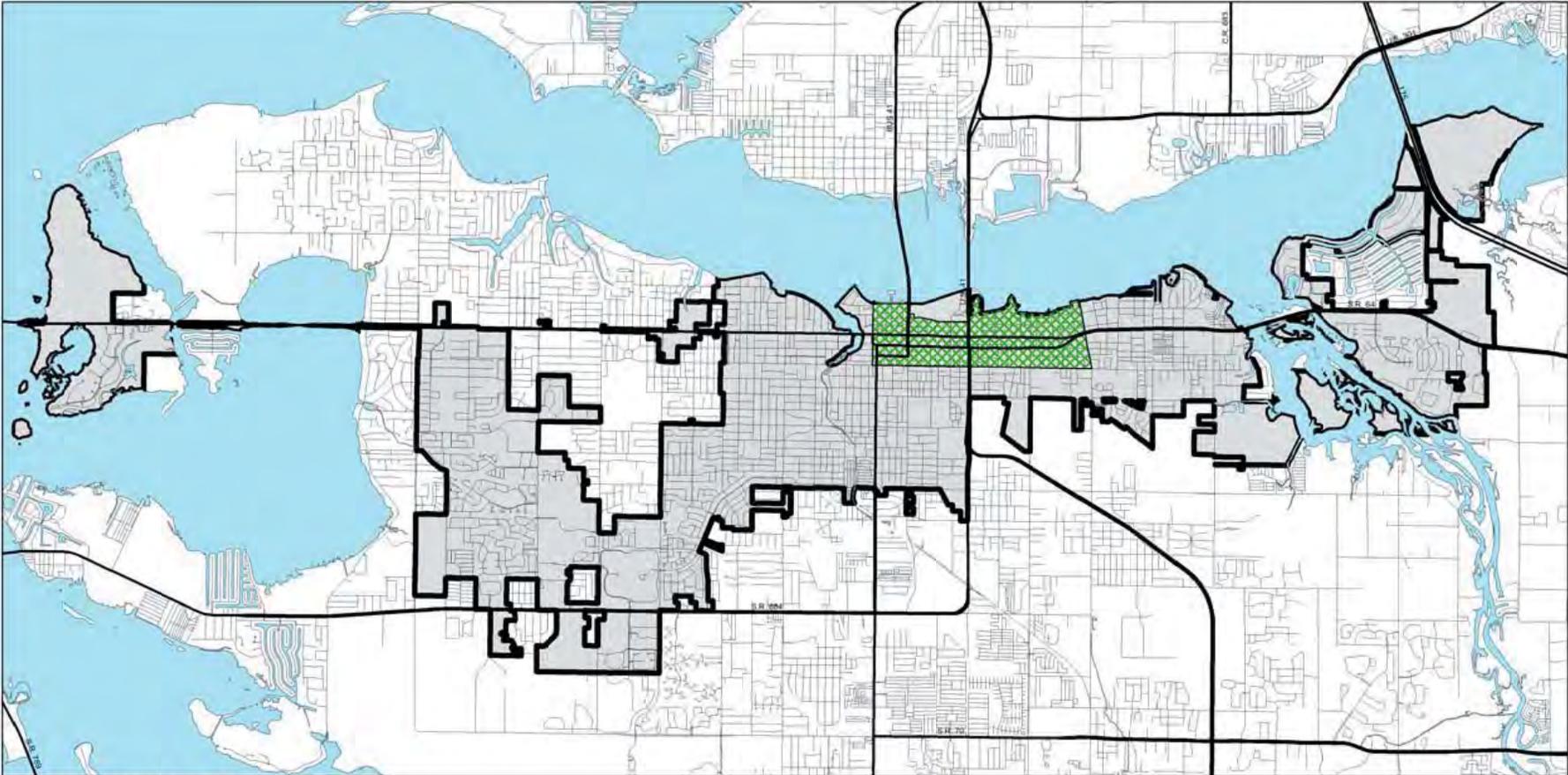
A "Downtown Bradenton Master Tree Plan" was prepared for the DDA that provides a unified streetscape plan for the Bradenton central business district. The plan establishes a framework and palette for the City and the property owners to improve the physical appearance of the downtown. Since adoption of the plan, the DDA has aggressively implemented many of the improvements identified (i.e. brick pavers, street trees, period lighting, etc.)

In 2002, the "East Bradenton Neighborhood Streetscape Plan" was prepared for the DDA that identified a series of improvements to the eastern area of the CRA to enhance its character and viability. The intent was to synthesize the momentum for positive change demonstrated by historic preservation and redevelopment activities that were already underway within the area. In

addition, the plan implemented and was consistent with the recommendations of the "Downtown Bradenton Master Tree Plan". The salient findings of the streetscape plan are:

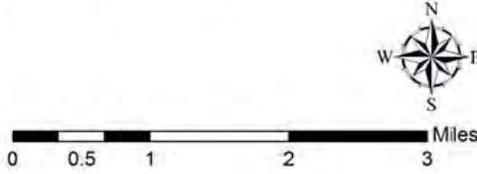
- Lack of pedestrian connectivity throughout area and the riverfront;
- Create and reinforce a neighborhood theme;
- Improved street lighting; and
- Improved parallel street parking.

MAP 70



**Redevelopment Areas  
Bradenton CRA**

-  Bradenton CRA
-  City Limits



Source: City of Bradenton GIS, August 2005;

### **Central Community Redevelopment Agency**

The Central Community Redevelopment Agency (CCRA) is located to the east of the downtown core of Bradenton between 6th Street West and 27th Street East, as shown on Map 71. The CRA was created by the City in 2001 to promote economic revitalization within the area. The major redevelopment project within the CCRA is the Hope VI – Bradenton Village housing project. The CCRA committed \$7.5 million over a 30-year period in support of Bradenton Village. Since that initial project, the CCRA has expanded its focus to include overall economic revitalization for the area. The “Central Community Redevelopment Agency Master Plan” prepared in 2004 defined this expanded focus.

Some of the salient recommendations of the master plan include, but are not limited to:

- Promote private sector investment in the area;
- Enhance appearance of the area;
- Improve ability to obtain grants;
- Creation of local Community Development Corporation;
- Promote connectivity;
- Improve elder and youth services and facilities;
- Improve communication within the area;
- Promote home ownership;
- Promote culture and arts;
- Promote economic self sufficiency; and
- Promote economic development.

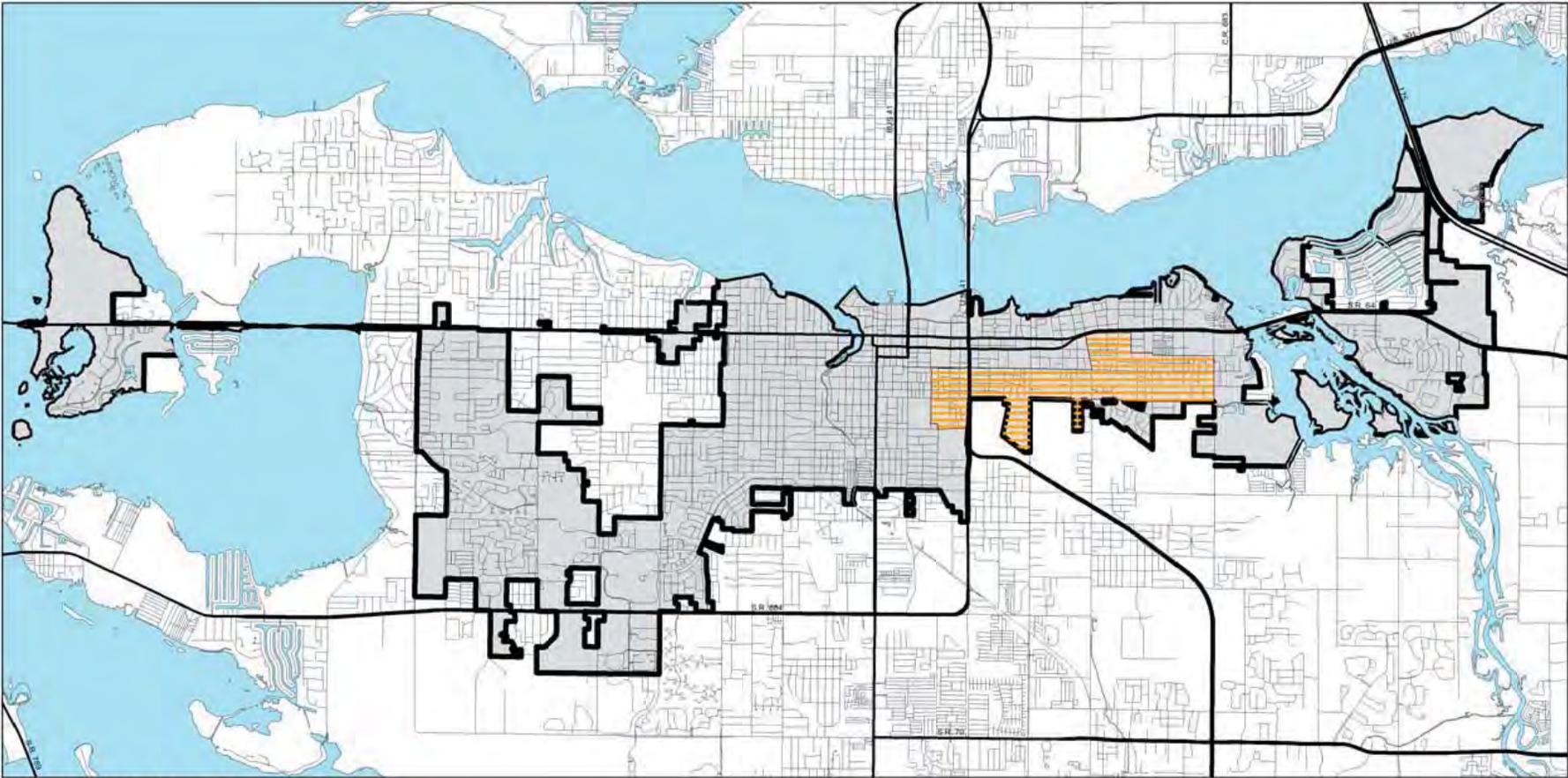
In addition, the master plan identifies several implementation projects:

- Improvements to Martin Luther King Boulevard and 15th Street East;
- Sidewalks and bikeways;
- East Bradenton Library
- Norma Lloyd Park with Community Center
- Streetscapes
- Drainage improvements
- Underground electrical lines;
- Land banking;
- Day care and elder care services;
- Literacy and job training;
- Promote job creation;

- Credit and home ownership education;
- Façade improvements;
- Gateways and signage;
- Neighborhood leadership training;
- Enhanced code enforcement; and
- Improved neighborhood schools.

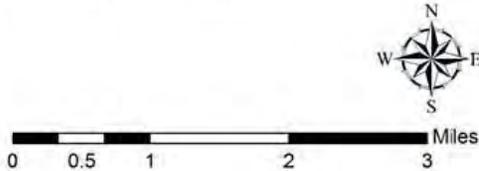
As a result of the master plan, the CCRA is in the process (as of October 1, 2005) of selecting a consultant to prepare a specific study of the Washington Park neighborhood to assist in setting a clear direction for the short and long term redevelopment of the area.

MAP 71



**Redevelopment Areas  
Central CRA**

-  Central CRA
-  City Limits



Source: City of Bradenton GIS, August 2005;

### ***14th Street Community Redevelopment Agency***

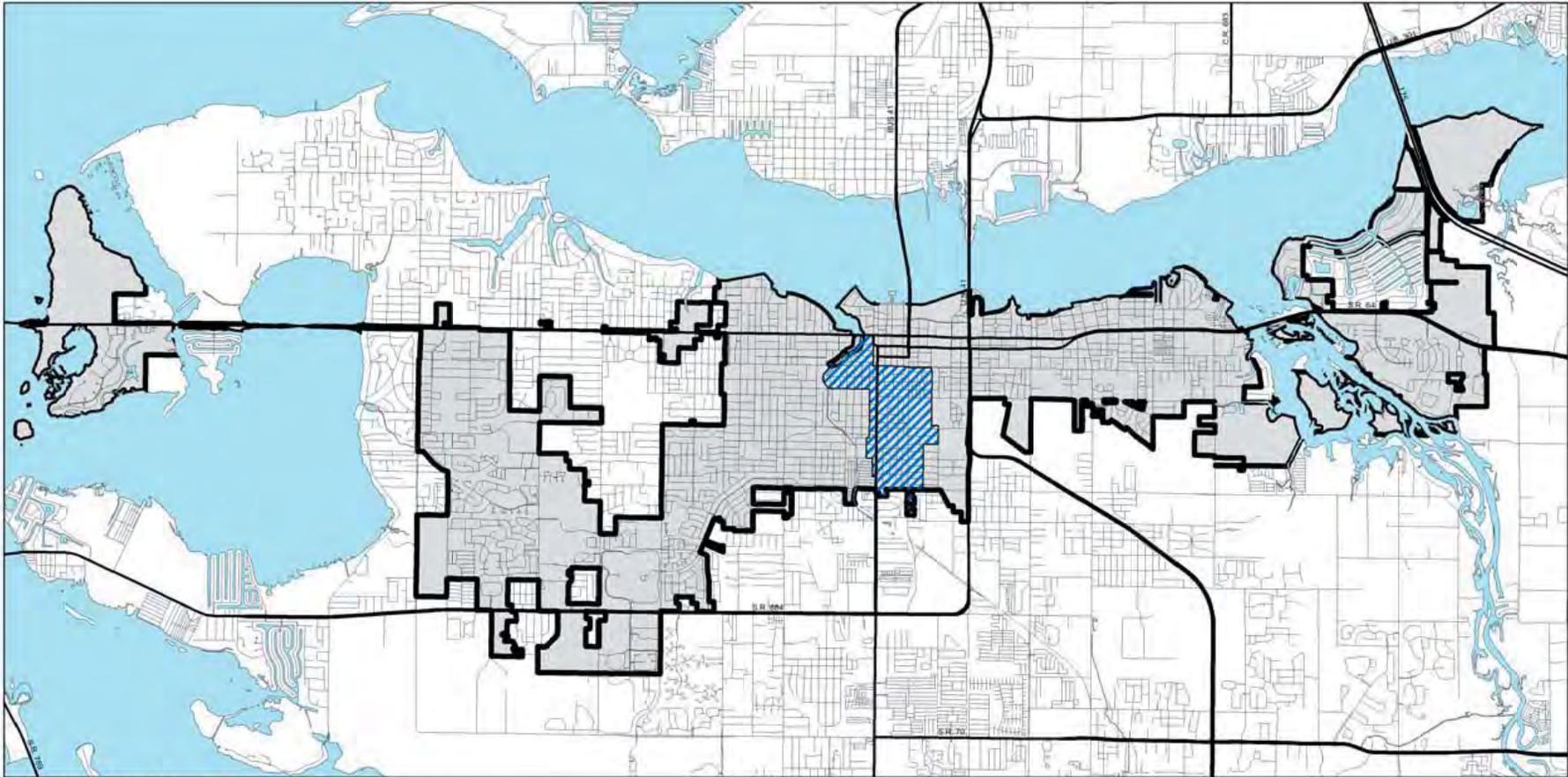
The 14th Street Community Redevelopment Agency is located primarily along 14th Street West from downtown to the southern City limits, as shown on Map 72. The CRA was created by the City in 1993 to eliminate slum and blight within the 14th Street West area. The DDA manages this CRA as part of its responsibilities delegated by the City Council.

Although this area is negatively perceived, this CRA has seen some highly successful redevelopment activity. Prime examples are the success of the “Village of the Arts” located to the east of 14th Street and “Historic Ballard Park” located to the west of 14th Street. The “Village of the Arts” includes the adaptive reuse of homes in this area for live/work units for artists and other creative endeavors. “Historic Ballard Park” is a model for the preservation and enhancement of the historic character of the area.

In addition, a “Tamiami Trail Revitalization Strategy”, prepared by the City in 2005, provides a framework for promoting the economic revival of the corridor and surrounding areas. Some of the key recommendations of the revitalization strategy include, but are not limited to:

- Change regulatory framework to create character districts;
- Public investment in the public realm to show commitment to redevelopment;
- Create a 10-acre catalytic mixed-use project;
- Enhance character (“address”) of area;
- Provide for connectivity of road network; and
- Reinforce existing neighborhoods.

MAP 72



**Redevelopment Areas**  
**14th Street CRA**

-  14th Street CRA
-  City Limits



Source: City of Bradenton GIS, August 2005;

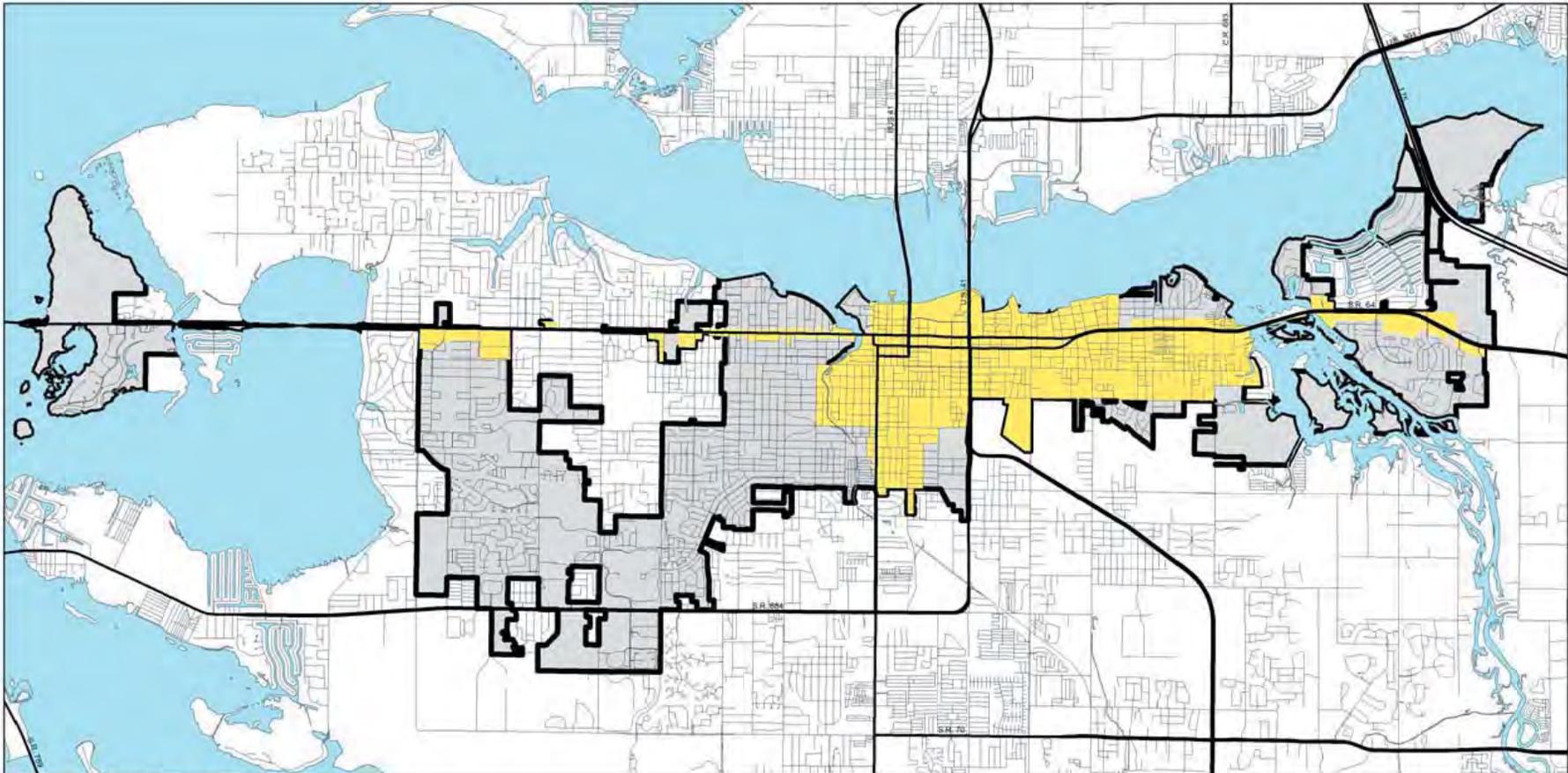
### ***Enterprise Zone***

Bradenton's Enterprise Zone extends along either side of S.R. 64, as shown on Map 73. The City established the Enterprise Zone in 1995.

An Enterprise Zone is an area targeted for revitalization due to economic distress. Revitalization is promoted through the application of incentive programs. The City of Bradenton currently utilizes the following incentive programs:

- Building materials and equipment sales tax refunds;
- Job creation credit for sales tax refund and corporate income tax;
- Sales tax exemption for electricity use;
- Property tax credit; and
- Community contribution tax credit.

MAP 73



**Redevelopment Areas  
Enterprise Zone**

- Enterprise Zone
- City Limits

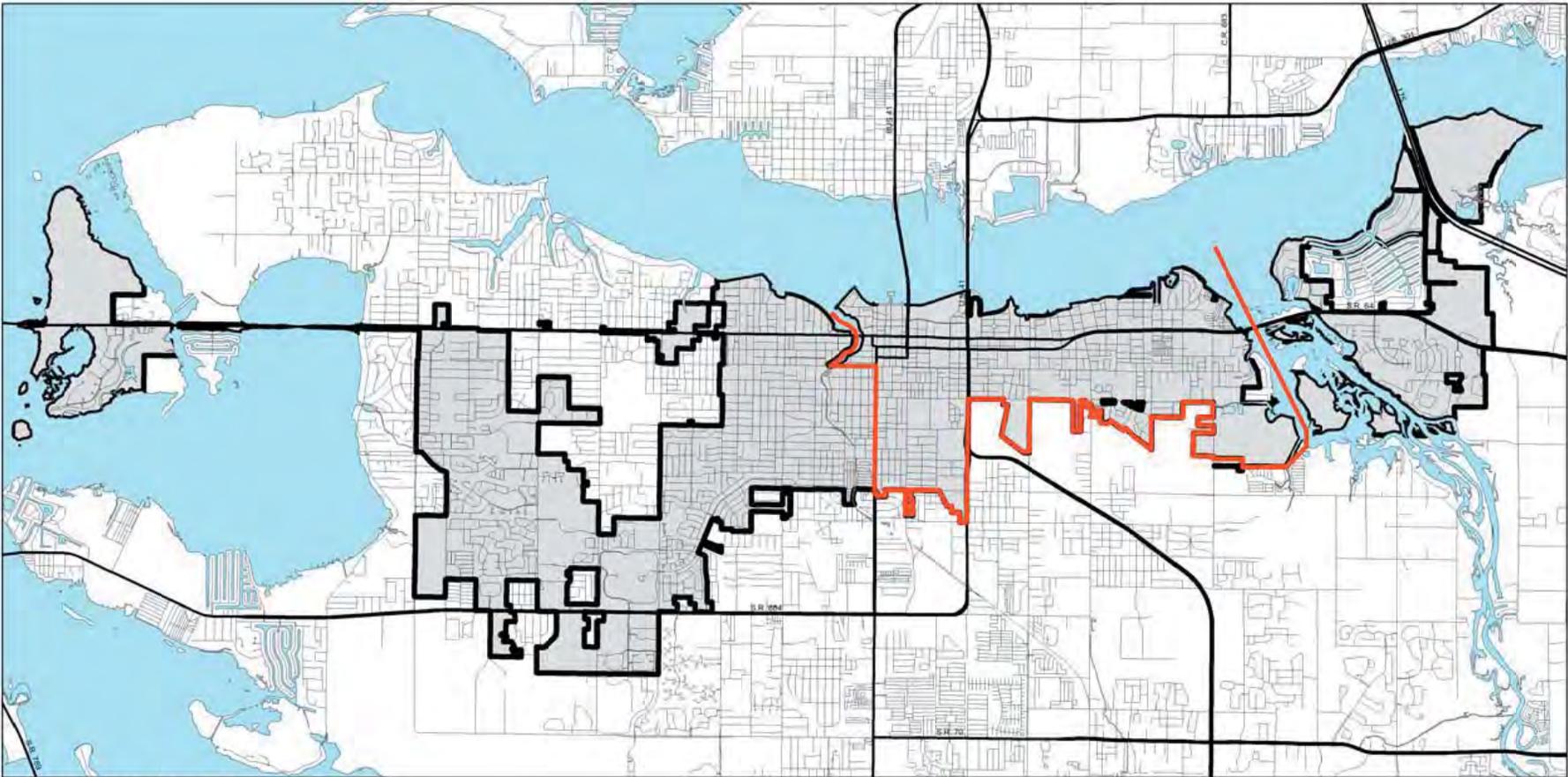


Source: City of Bradenton GIS, August 2005;

***Community Development Block Grant Target Area***

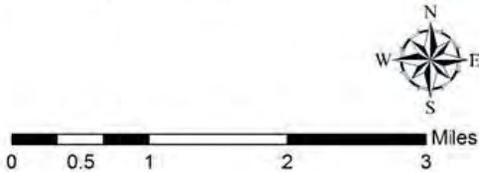
Community Development Block Grant (CDBG) Target Area is shown on Map 74. The CDBG Target Area identifies an area eligible for expenditure of funds allocated through the Federal Community Development Block Grant Program. Generally, these CDBG funds are earmarked to enhance the area and economic opportunities of the City's disadvantaged citizens (poverty, elderly, handicapped, etc.). The City utilizes CDBG for economic redevelopment using a loan program for new or expanding businesses within the Target Area.

MAP 74



**Redevelopment Areas  
CDBG Target Areas**

- CDBG Target Areas
- City Limits



Source: City of Bradenton GIS, August 2005;

### **Front Porch Community**

The Bradenton Front Porch Community encompasses an area that generally extends from 14th Street West to 27th Street East with Martin Luther King Jr. Avenue and 13th Avenue as the primary east-west corridors, as shown on Map 75. In 2002, the State of Florida designated the Bradenton Front Porch Community.

The purpose of the Front Porch designation is to rebuild distressed communities and revitalize underserved communities. The Florida Department of Community Affairs is the agency responsible for the management of the Front Porch program and provides educational and technical assistance to help residents plan and implement projects that will make positive long-term changes in their community.

Bradenton's Front Porch designation enables access to the following funding sources:

- Florida Department of Community Affairs Office of Urban Opportunity's Front Porch Florida Revitalization Funds;
- Public sources – Federal and State agencies; and
- Private sources – Corporations and Foundations.

In addition, the Front Porch designation provides advantages in obtaining redevelopment project funding in the following ways:

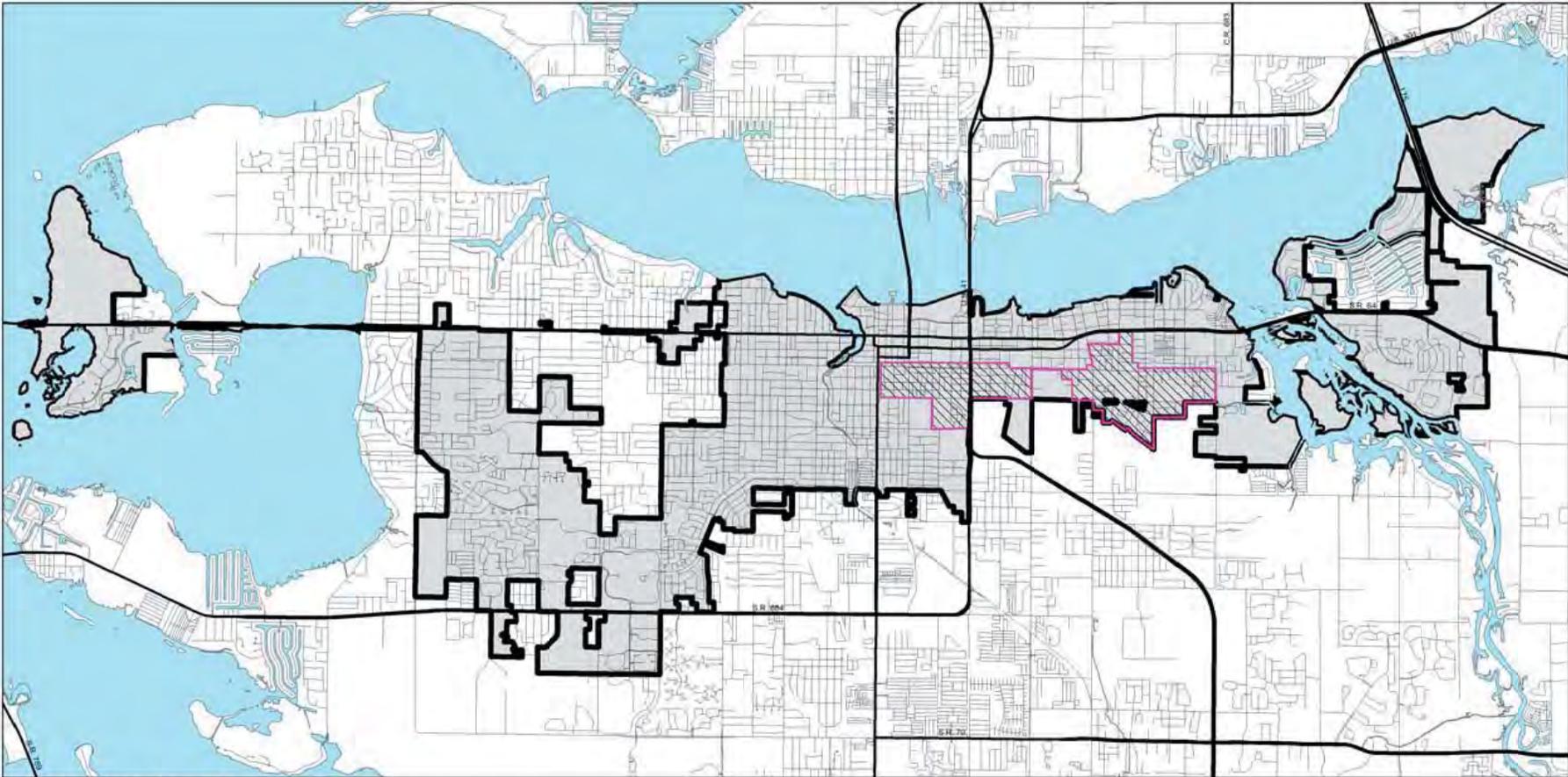
- Front Porch Florida Revitalization Funds used to provide match and leverage other grant opportunities; and
- Receive priority in state agency funding opportunities.

In 2004, the City prepared a "Master Plan for Economic Development and Rehabilitation" for the Bradenton Front Porch Community program. This master plan identifies several redevelopment opportunities within the Front Porch Community to promote economic revitalization. These areas include:

- 14th Street West Corridor;
- 9th Street West Corridor;
- 1st Street East Corridor (U.S. 41/301);
- Martin Luther King, Jr. Avenue and 15th Street East Node;
- Proposed Library Site on Martin Luther King, Jr. Avenue; and
- Bradenton Housing Authority Sites.

The designated Front Porch area within Bradenton is located within the Central Community Redevelopment Area and the 14th Street Community Redevelopment Area. Consequently, the Front Porch designation provides an additional incentive for the economic revitalization and enhancement of these two CRAs.

MAP 75



**Redevelopment Areas  
Front Porch**

-  City Limits
-  Front Porch



Source: City of Bradenton GIS, August 2005;

### Front Porch Community

Overall, the impact of redevelopment corridors and areas on the City of Bradenton is significant. The entire core of the City is within designated redevelopment areas and contains corridors that are in need of redevelopment. The City has in place tools and programs through the DDA, the CRAs, Front Porch, Enterprise Zone, and CDBG to promote economic revitalization of these areas and corridors.

### HOW THE COMPREHENSIVE PLAN RELATES TO THIS ISSUE

The Comprehensive Plan in the Future Land Use Element, Housing Element, and Intergovernmental Coordination Element provides objectives and policies that address the issue of redevelopment corridors and areas. These objectives and policies are:

Future Land Use Element

**Objective 1.6:** Revitalize areas of slum and blight.

**Policy 1.6.2:** Continue the downtown revitalization programs of each Community Redevelopment Agency, to maintain the State Enterprise Zone program, and maintain the Federal pocket of poverty designation.

**Objective 1.8:** Prevent urban sprawl.

**Policy 1.8.1:** Infill and redevelopment shall be encouraged, high densities of up to 25 dwelling units per acre and concentrated on-residential development...

The Future Land Use Element also provides a series of recommendations for neighborhoods within the City. The redevelopment areas and corridors span several of the neighborhoods within the City. The recommendations generally call for the support and coordination of the City's CRAs and redevelopment plans with City staff, revision of regulations to promote

redevelopment, enhance pedestrian and bicycle access, enhance streetscape and architectural character, increased code enforcement, and provision of open space.

Housing Element

**Objective #1:** Construction of the 6,566 year-round housing units identified by this plan as being needed by 2010.

**Policy #2:** Identify sites suitable for redevelopment for residential use and facilitate their development through programs of the Community Redevelopment Agency. Programs may include site assembly, financial aid in site preparation, aid in applying and obtaining financial assistance from private and public sources and financial assistance in providing public improvements necessary to serve the development.

**Objective #2:** Provision by the public sector and/or assistance to the private sector in the provision of 500 new units for very low, low and moderate income families by the year 2005 and an additional 500 new units by the year 2010.

**Policy #2:** Include in any development agreements with the Community Redevelopment Agency on residential developments, a requirement to include a number of affordable housing units, commensurate with the amount of aid committed by the Agency to the project...

**Policy #9:** Encourage developers to take advantage of Enterprise Zone credits available for new construction and substantial renovation in poverty pockets located within the City.

## Intergovernmental Coordination Element

**Objective #7:** Maintain existing coordination mechanisms and, where necessary, establish new coordination mechanisms between various quasi-governmental authorities and the City of Bradenton.

**Policy #1:** Provide staff support to the Downtown Development Authority for their redevelopment efforts for the Community Redevelopment Area.

**Policy #2:** Maintain communication by participating in the meetings of the Chamber of Commerce, ..., Downtown Bradenton Association, ..., and other local groups.

In addition, the Front Porch designation provides advantages in obtaining redevelopment project funding in the following ways:

- Front Porch Florida Revitalization Funds used to provide match and leverage other grant opportunities; and
- Receive priority in state agency funding opportunities.

The general intent and direction of the objectives and policies within the adopted Comprehensive Plan encourage redevelopment activities within the redevelopment corridors and areas of the City. However, the objectives and policies are rather vague and do not provide a comprehensive and aggressive approach to redevelopment opportunities.

#### IDENTIFICATION OF UNANTICIPATED CHANGES ON THIS ISSUE

Unanticipated significant changes on the issue of redevelopment corridors and areas include the relocation of the Tropicana headquarters from Bradenton to Chicago, the establishment of the Central Community Redevelopment Agency in 2001, and the implementation of a CRA in Manatee County along 14th Street West to the south of the City.

Tropicana has a large facility within the City's Central Community Redevelopment Area. In late 2003, Tropicana announced that it was relocating its corporate headquarters from the Bradenton facility to Chicago. This loss results in the increased need for proactive planning within the Central Community Re-

development Area to offset the impact of this change within the community.

The establishment of the Central Community Redevelopment Agency (CCRA) in 2001 is not reflected in the current Comprehensive Plan. The CCRA was established to promote the economic revitalization of this largely poor and minority area of the City. The activities of the CCRA since its inception, including the CCRA Master Plan, need to be reflected within the City's Comprehensive Plan.

In 2003, Manatee County established the 14th Street West Community Redevelopment Agency that abuts the southern City limit of Bradenton on 14th Street West. This new County CRA will have an impact on the development potential and opportunities within the City's 14th Street CRA. The current Comprehensive Plan does not account for the implementation of the County's CRA. Consequently, there are no policies that provide for the coordination between the City's and County's CRAs.

#### IDENTIFICATION AND ANALYSIS OF PROBLEMS OR OPPORTUNITIES THAT HAVE RESULTED FROM THIS ISSUE

The revitalization of the corridors and areas within the City provide extensive opportunities to reverse the trajectory of decline within the City's CRAs and to promote a more diverse, vibrant, efficient, and economically viable land development form. By providing more specific policy guidance and coordination within the Comprehensive Plan for redevelopment opportunities, the City will be able to take full advantage of the strong housing market within the region and the resulting supporting and complimentary commercial, office, and leisure uses.

Three significant problems with the revitalization of corridors and areas that need to be addressed within the Comprehensive Plan are the displacement of existing residents, provision of social services, and maintenance of transportation level of service standards.

Aggressive redevelopment approaches need to be sensitive to the welfare of those residents who currently live within the redevelopment area. Successful redevelopment projects can lead to the displacement of current residents, particularly those who are renters. As developers assemble property within the redevelopment areas property values rise and place pressure on current property owners to sell to avoid missing the "bubble" of high values. If the property is rented then the renters are left with no place to live. The opportu-

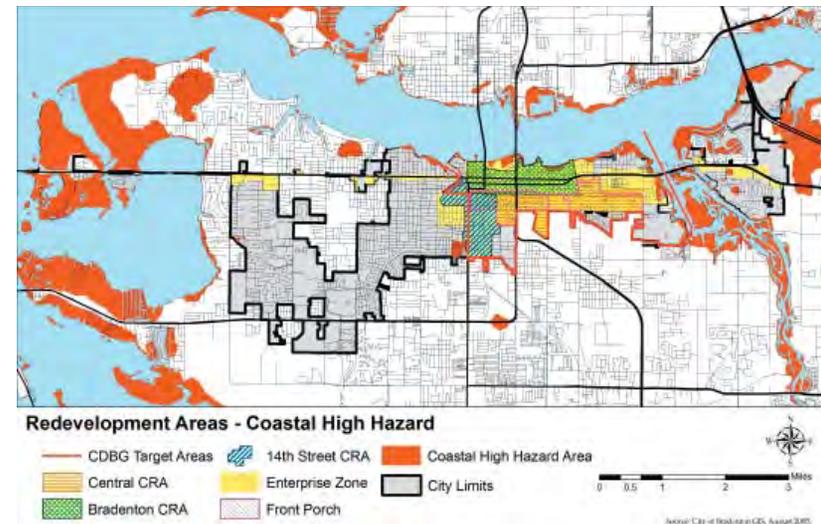
nity to stay within the same area is reduced by the rising costs spurred by the redevelopment activity. The extent of the displacement is difficult to anticipate. Consequently, the City should assure that redevelopment projects provide an appropriate allocation of affordable housing units to offset the displacement of residents who are limited in their ability to find alternative housing.

The second problem is the continued provision and coordination of social services to those in need as redevelopment occurs. Within the City, several social service providers are grouped within a concentrated area, 14th Street West. These social service providers provide services that make a positive difference in the lives of many people. However, as redevelopment occurs these social service providers may relocate. This relocation needs to occur in a manner that does not unduly disrupt the services provided and maintains a consistency of social service to those in need. These can only be done through the close coordination and communication between the City and social service providers.

The concentration of density and intensity of uses to provide for an economically viable and vibrant redevelopment project may result in traffic generation that would exceed adopted level of service standards. In addition, the impacted roadways may be exceeding its adopted level of service due to pass-through traffic and widening or other capacity is not feasible due to physical or financial constraints. A potential solution to this problem is the implementation of a Transportation Concurrency Exception Area (TCEA). The TCEA would be specifically defined within a redevelopment corridor or area that has or is planned to have in place viable alternative modes of transportation (i.e. walking, bicycling, mass transit, etc.) and supported by enhanced policies and guidance within the City's Comprehensive Plan for transportation demand management programs, transportation system management program, the support of mass transit, and other creative approaches to an enhanced multi-modal system. The implementation of the TCEA would need to be done in coordination with Manatee County, the Sarasota-Manatee Metropolitan Planning Organization, and the Florida Department of Transportation.

The final problem is the potential impact of the coastal high hazard area on redevelopment opportunities within the City. As shown on Map 76, a portion of the City's redevelopment area is located within the designated coastal high hazard area (CHHA). This fact places limitations within these areas for increasing density and intensity of uses. These limitations are currently addressed in the City's Comprehensive Plan in the Future Land Use Element Policy 1.5.2, which prohibits increasing the gross density on property located within the CHHA.

MAP 76



#### IDENTIFICATION OF REQUIRED AMENDMENTS TO THE COMPREHENSIVE PLAN THAT ADDRESS THE RELATED PROBLEMS AND OPPORTUNITIES

The Comprehensive Plan needs to be amended to provide a strong focus and emphasis on the redevelopment needs and opportunities within the City. Future Land Use Element Objective 1.6 and the supporting policies need to be re-crafted and enhanced to reflect the significant amount of analysis and study that has occurred within the City's redevelopment areas. The new policies should provide for the specific implementation of the recommendations within the various redevelopment plans to provide a sense of urgency and importance to this issue. These new policies should at a minimum address density and intensity of development, land development form and structure, coordination between the City's CRAs, coordination between the City's and County's CRAs (also in the Intergovernmental Coordination Element), enhancement of alternative transportation opportunities, land use connectivity and access, land acquisition and banking, crime prevention, maintenance of social services, coastal high hazard mitigation strategies, and the City's commitment to be an active partner with the private sector in the redevelopment process. Policies should be added to address the concern of displacement of residents due to redevelopment activities by providing for close coordination between redevelopment activities and the provision of affordable housing. These new affordable housing rede-

velopment policies would be supportive of the new policies proposed within the Housing Element. Policies should be added that, at a minimum, require by a date certain that the City investigate and consider the implementation of a Transportation Concurrency Exception Area, consistent with the requirements of Florida law, to promote redevelopment within the urban core of the City. Finally, policies should be added that require by a date certain the consideration of incentives within the land development regulations for expedited or priority plan review and permit fee adjustments to promote redevelopment activities within targeted areas of the City's redevelopment areas and corridors.

As the City continues to promote the vibrant redevelopment and enhancement of its redevelopment areas, attention must be given to the relationship of these redevelopment activities and the coastal high hazard areas. Impacts on hurricane evacuation and sheltering must be accounted for in decisions on redevelopment activities that are within the coastal high hazard area or may be near these areas



# major issue #8: downtown repositioning

city of bradenton



## background

Downtown Bradenton has the potential to be a true “gem” within the City. Its waterfront location, access to major transportation corridors and the arts (including the Riverfront Theater, Bradenton Auditorium, South Florida Museum, and the Arts Center Manatee), and surrounding neighborhoods provide an ideal location for a vibrant and diverse core of activity within the City. However, the current state of Downtown Bradenton lacks vibrancy and diversity to create a great “place”. A cohesive and integrated vision for Downtown Bradenton needs to be developed to promote an environment that fosters business, entertainment, recreation, and supporting residential uses to uncover this “gem” within the City. Key significant topics to address with the issue of repositioning the Downtown include attracting residential and retail uses to the area, providing for arts, culture and entertainment opportunities, planning for waterfront areas, re-defining the urban central business district, and addressing compatibility issues as relates to character, development of design standards and the appropriate mix of land uses.

## significant topics

- Livable Downtown (Residential/Retail Base)
- Arts, Culture and Entertainment Opportunities
- Waterfront Vitality
- Economic Development
- Nature and Extent of Urban Central Business

## District/Downtown Mixed Use Future Land Use Categories

- Compatibility (Place-making/Character Definition, Design Standards, Mixing Land Uses)
- Transportation Access

## current city programs

- Downtown Development Authority
- Bradenton Community Redevelopment Agency
- 14th Street Community Redevelopment Agency
- Enterprise Zone
- Community Development Block Grant

## potential amendments/tools

Policies to implement recommendations of redevelopment plans and studies since 1999 including:

- Density and Intensity of Development
- Land Development Form and Structure
- Permit Review and Fee Incentives
- Connectivity and Access
- Waterfront Enhancement and Connection
- Alternative Transportation Modes
- Community Character
- City Commitment to be an Active Partner
- Policies to promote land acquisition and banking.
- Policies to ensure coordination between the City’s three CRAs.
- Policies to mitigate the impact of resident displacement.
- Policies for the consideration of a Transportation Concurrence Exception Area.

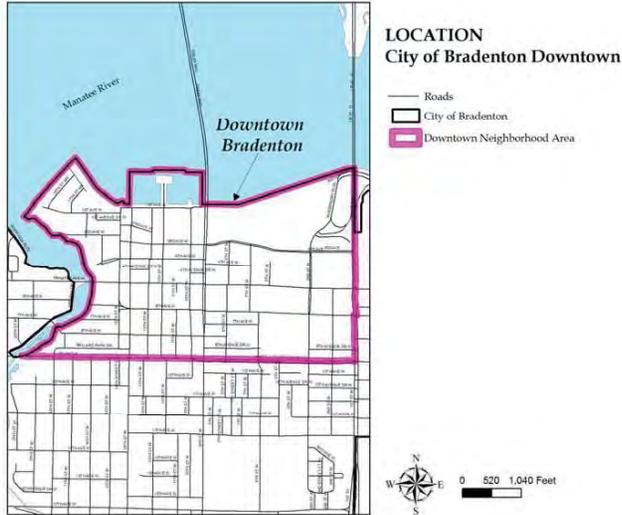
**BACKGROUND**

Downtown Bradenton has the potential to be a true “gem” of the City. Its waterfront location, access to major transportation corridors, and surrounding neighborhoods provide an ideal location for a vibrant and diverse core of activity within the City. However, the current state of Downtown Bradenton lacks vibrancy and diversity to make it the great place it should be. A cohesive and integrated vision for Downtown Bradenton needs to be developed that promotes an environment that fosters business, entertainment, recreation, and supporting residential uses and uncovers this “gem” of the City. Significant topics for this issue include economic development initiatives, expansion of the residential and retail base, arts and entertainment, community character, waterfront opportunities, and transportation access.

**IMPACTS OF THIS ISSUE ON THE CITY OF BRADENTON**

The City of Bradenton contains the urban core of Manatee County and presents the opportunity to provide a vibrant and diverse urban environment within its downtown for living, working, shopping, and playing. Currently, downtown Bradenton is characterized by a significant governmental presence with complementary office and commercial uses. The limits of the City’s downtown district, as defined within the Comprehensive Plan, are shown on Map 77.

**MAP 77**



Source: City of Bradenton GIS, 2005

Table 12 provides data regarding the current distribution of land uses within downtown. This data shows that the existing uses downtown are primarily public (governmental) and commercial/office accounting for nearly 60% of the land area; this percentage is similar to the allocation shown in the currently adopted Comprehensive Plan. Similarly, the residential allocation of land uses in 2005 as compared to the currently adopted Comprehensive Plan is nearly identical at just over 20%.

**TABLE 12**

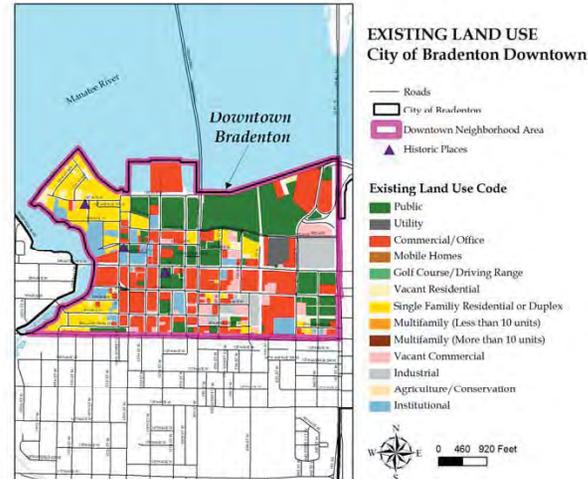
**Table 1**

Existing Land Use	Acres	Percent
No Data	1	0%
Vacant	24	9%
Residential	45	16%
Commercial/Office	104	37%
Industrial	15	5%
Institutional	18	6%
Public	57	21%
Utility	5	2%
Water	9	3%

Source: Manatee County Property Appraiser, September 2005

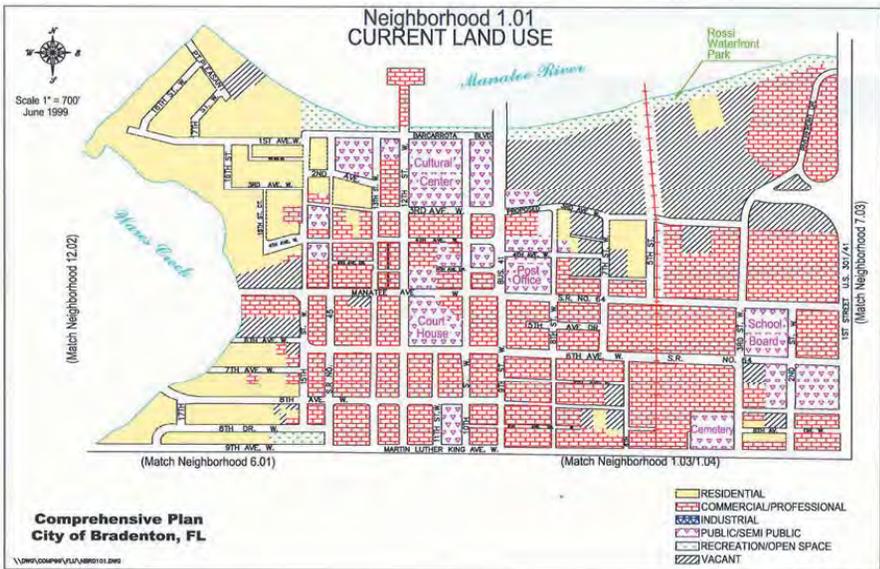
The existing land use map, Map 78, graphically displays the allocation of land uses within the downtown. Again, this 2005 map is nearly identical to the map of existing land uses shown on the 1999 map. The differences that are shown are a result of classification differences between the 1999 and 2005 maps but not of the actual use of the property.

**MAP 78**



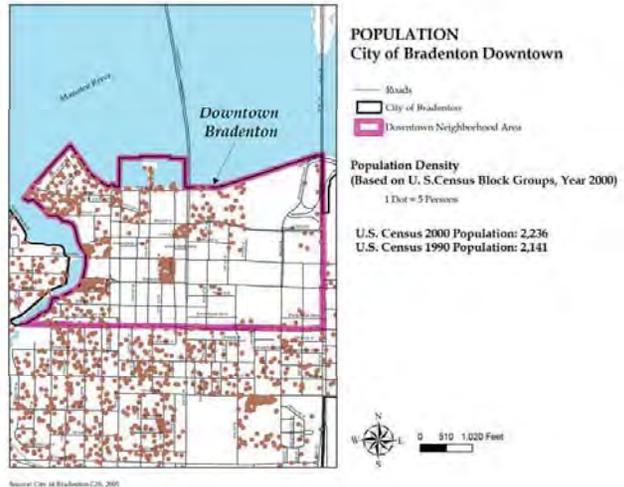
Source: City of Bradenton GIS, 2005

MAP 79



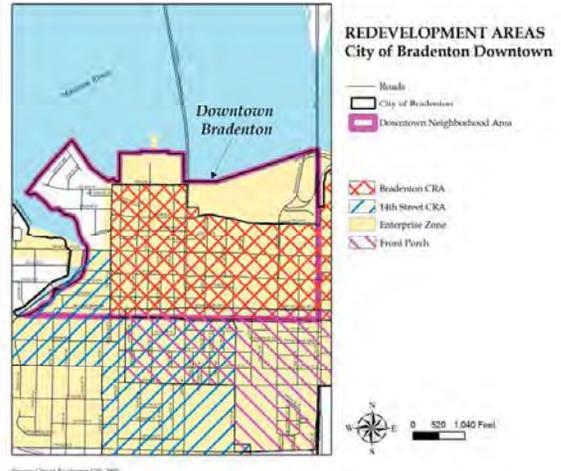
Population within Bradenton’s downtown area is relatively concentrated in the western portion of downtown with a few concentrated population clusters in other areas, Map 80. The 1990 U.S. Census estimated that 2,141 people resided within the downtown. The 2000 U.S. Census showed a very small increase to 2,236, less than 100 new residents. However, since 2000 significant plans have moved forward that will significantly increase the number of dwelling units within the downtown and will provide for a critical mass of residents needed to support a vibrant and active downtown. These projects are in various stages of planning, design, and construction. These projects include, but are not limited to, conversion of the Riverpark Senior Residence and Promenade at Riverwalk.

MAP 80



Finally, downtown Bradenton is managed by the City’s Downtown Development Authority (DDA) and is part of the Bradenton Community Redevelopment Area, the 14th Street Community Redevelopment Area, and the City’s Enterprise Zone, Map 81. As described in the Redevelopment Issue, these redevelopment tools provide the opportunity for proactive planning and revitalization to spur development and redevelopment within the downtown to provide for a vibrant and diverse downtown.

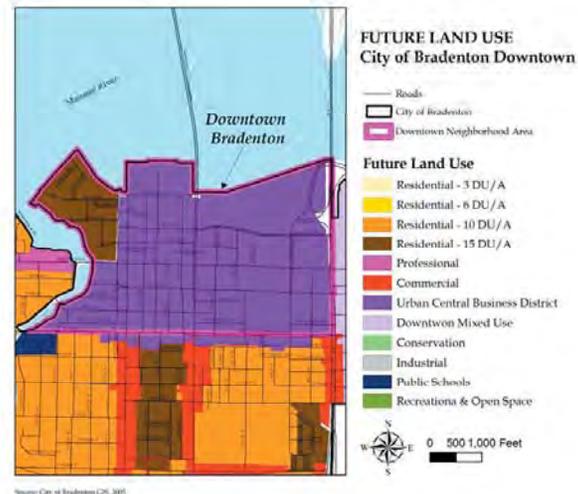
MAP 81



## HOW THE COMPREHENSIVE PLAN RELATES TO THIS ISSUE

The Comprehensive Plan, in the Future Land Use Element, designates the majority of downtown as “Urban Central Business District” and the northwestern section is designated as “Residential - Maximum 15 Dwelling Units Per Acre”, Map 82.

**MAP 82**



These two future land use classifications are described as follows:

### “Urban Central Business District”

Allowed Uses: Office, Light Commercial, Public Facilities, Educational Facilities, Restaurants, and Residential.

Density/Intensity: 25 Dwelling Units per Acre and 10 Floor Area Ratio.

Other: Utilized to Increase Development of Regional Impact Thresholds.

### “Residential – Maximum 15 Dwelling Units per Acre”

Allowed Uses: Residential, Group Homes, Public Facilities, Educational Facilities, and Churches.

Density/Intensity: 15 Dwelling Units per Acre and 0.25 Floor Area Ratio.

Other: Other Limitations from Specific Neighborhood Recommendations. Density Doubled for Adult Congregate Living Facilities.

The Comprehensive Plan, Future Land Use Element, also provides a series of recommendations for neighborhoods throughout the City. Downtown is encompassed by Neighborhood 1.01 and provides for the following specific recommendations:

1. Support each Community Redevelopment Agency’s (CRA) implementation of the Community Redevelopment Plan.
  - a) Provide staff assistance for each CRA projects.
  - b) Encourage private sector creation of residential units in the downtown area.
  - c) Work with each CRA to select sites in need of rehabilitation or demolition and redevelopment and to initiate redevelopment by the private sector in compliance with their Community Redevelopment Plans.
2. Amend ordinances as necessary to promote new development and redevelopment and to bring about an urban and coherent streetscape in the downtown.
  - a) Consider eliminating the requirement for Special Use Permits for uses desirable in the downtown.
  - b) Revise the sign regulations for downtown.
  - c) Add a C-1 district section to the off-street parking and landscaping ordinance to allow flexibility in placement of landscaping, to reduce the width of the required buffer when sufficient land is not available,

and to require landscaping between the buildings and sidewalks.

3. Improve pedestrian circulation and conditions.

- a) Require construction or reconstruction of sidewalks for new or rehabilitated buildings throughout the neighborhood and require wheelchair ramps at intersections.
- b) Construct sidewalks along all new roadways.
- c) Coordinate with Florida Department of Transportation to enhance S.R. 64 and improve pedestrian and traffic safety along this urban arterial segment of roadway.
- d) Support and facilitate each CRA's streetscape improvement measures such as the addition of landscaping, shade trees, benches, trash receptacles, decorative paving, and streetlights in the neighborhood.

4. Maintain the Downtown Bradenton Historic District and administer the Historic District Ordinance for the purpose of encouraging quality redevelopment in the downtown. (See Historic Preservation Element.)

5. Discourage in Point Pleasant further replacement of housing with high-rise residential buildings.

6. Ensure adequate public green-space in the neighborhood.

- a) Preserve existing public waterfront park from 15th Street West to 6th Street East and improve amenities when financially feasible.
- b) Encourage shade tree planting and the placement of benches for public use throughout the downtown.

7. Improve the parking situation in the downtown core.

- a) Institute measures to discourage employee and other all day parking on streets where parking is in demand such as retail areas of Manatee Avenue and 12th Street West and in the vicinity of the Courthouse.
- b) Require that major new buildings are self-sufficient regarding parking facilities and that other-new buildings and structures rehabilitated for reuse provide as much

parking as feasible.

- c) Waive parking requirements for reuse of existing buildings and modest additions to such buildings.

8. By 2001, adopt by ordinance development rules & guidelines to ensure and preserve the architectural integrity and character of the downtown core.

9. By 2001, adopt regulations to control development along 9th Street West and 1st Street West by establishing architectural guidelines to ensure cohesive, harmonious and unified construction in order to enhance the aesthetic quality of the city's Gateway.

Other relative objectives and policies from the Comprehensive Plan include:

**Future Land Use Element**

**Objective 1.6:** Revitalize areas of slum and blight.

**Policy 1.6.2:** Continue the downtown revitalization programs of each Community Redevelopment Agency, to maintain the State Enterprise Zone program, and maintain the Federal pocket of poverty designation.

**Objective 1.8:** Prevent urban sprawl.

**Policy 1.8.1:** Infill and redevelopment shall be encouraged, high densities of up to 25 dwelling units per acre and concentrated on-residential development...

**Housing Element**

**Objective #1:** Construction of the 6,566 year-round housing units identified by this plan as being needed by 2010.

**Policy #2:** Identify sites suitable for redevelopment for residential use and facilitate their development through programs of the Community Redevelopment Agency. Programs may include site assembly, financial aid in

site preparation, aid in applying and obtaining financial assistance from private and public sources and financial assistance in providing public improvements necessary to serve the development.

**Objective #2:** Provision by the public sector and/or assistance to the private sector in the provision of 500 new units for very low, low and moderate-income families by the year 2005 and an additional 500 new units by the year 2010.

**Policy #2:** Include in any development agreements with the Community Redevelopment Agency on residential developments, a requirement to include a number of affordable housing units, commensurate with the amount of aid committed by the Agency to the project...

**Policy #9:** Encourage developers to take advantage of Enterprise Zone credits available for new construction and substantial renovation in poverty pockets located within the City.

#### **Intergovernmental Coordination Element**

**Objective #7:** Maintain existing coordination mechanisms and, where necessary, establish new coordination mechanisms between various quasi-governmental authorities and the City of Bradenton.

**Policy #1:** Provide staff support to the Downtown Development Authority for their redevelopment efforts for the Community Redevelopment Area.

**Policy #2:** Maintain communication by participating in the meetings of the Chamber of Commerce, ..., Downtown Bradenton Association, ..., and other local groups.

The intent and direction of the objectives and policies within the adopted Comprehensive Plan provide general encouragement for redevelopment activities within downtown. However, the objectives and policies are rather vague and do not provide a comprehensive and aggressive approach to the repositioning and redevelopment of downtown Bradenton.

#### **IDENTIFICATION OF UNANTICIPATED CHANGES ON THIS ISSUE**

The most significant unanticipated change is the significant extent for potential redevelopment projects that are proposed for downtown. Since 1999, several projects are in the planning, design, or construction stage within or adjacent to downtown. Some of these projects include, but are not limited to:

- Conversion of Riverpark Senior Residence
- Promenade at Riverwalk
- Riverwalk Professional Complex
- City of Bradenton New Parking Garage
- Conversion of Old City Hall
- Proposed New Manatee County Judicial Center
- Manatee Memorial Hospital
- Streetscaping Enhancements

A consequence of this increase in redevelopment activity within the downtown is the need for more aggressive and proactive planning to take advantage of the opportunities generated by this activity. As the population within downtown Bradenton grows with these redevelopment projects the need for supporting uses (i.e. retail, restaurants, entertainment, etc.) will increase and allow for the birth of a compact, diverse, and vibrant urban core within Manatee County.

In addition, the significant planning activities that have occurred with the DDA, the 14th Street Community Redevelopment Area, the Bradenton Community Redevelopment Area, the Central Community Redevelopment Area, and the Front Porch Area all will have a positive influence on the redevelopment opportunities within downtown. The currently adopted Comprehensive Plan does not reflect this level of high commitment by the City to promote the redevelopment and repositioning of downtown that has occurred within the past several years.

## IDENTIFICATION AND ANALYSIS OF PROBLEMS OR OPPORTUNITIES THAT HAVE RESULTED FROM THIS ISSUE

A significant opportunity lies in the ability to generate a synergistic effect on the redevelopment and repositioning opportunities through the collective efforts of the various redevelopment efforts occurring throughout the City. The positive impact of projects that are planned or in process within the Central Community Redevelopment Area and the 14th Street Community Redevelopment Area, which may not be physically within the boundary of the downtown neighborhood, will provide a significant boost and support to efforts within the downtown core. This synergistic effect can only be applied through the close coordination and efforts of the various redevelopment programs within the City. The opportunity to harness the energy and excitement of improvements throughout the City will have a great positive influence on the activities and energy with the core of the downtown.

The Bradenton waterfront is a “gem” within the downtown. Redevelopment activities should promote and enhance the value of the waterfront. Establishing a strong identification and link of the downtown to the waterfront will assist in defining the character of the downtown and provide a strong marketing asset for the area.

Arts and cultural opportunities abound within downtown Bradenton. Located within the heart of downtown is the Riverfront Theater, the South Florida Museum, Bishop Planetarium, Parker Manatee Aquarium, and the Central Library. The “Village of the Arts” and the “Antique District”, although not within the heart of downtown but located within the general downtown area, provide additional opportunities to enjoy the arts and culture of the community.

Aggressive downtown redevelopment needs to be sensitive to the welfare of those residents who currently live within the downtown area. Successful redevelopment projects can lead to the displacement of current residents, particularly those who are renters. As developers assemble property within the downtown, property values rise and place pressure on current property owners to sell to avoid missing the “bubble” of high values. If the property is rented then the renters are left with no place to live. The opportunity to stay within the downtown is reduced by the rising costs spurred by the redevelopment activity. The extent of the displacement is difficult to anticipate. Consequently, the City should assure that downtown redevelopment projects provide an appropriate al-

location of affordable housing units to offset the displacement of residents who are limited in their ability to find alternative housing.

The concentration of density and intensity of uses to provide for an economically viable and vibrant downtown may result in traffic generation that would exceed adopted level of service standards. In addition, the impacted roadways may be exceeding its adopted level of service and widening or other capacity is not feasible due to physical or financial constraints. A potential solution to this problem is the implementation of a Transportation Concurrency Exception Area (TCEA). The TCEA could be specifically defined within the downtown area that has in place viable alternative modes of transportation (i.e. walking, bicycling, mass transit, etc.) and supported by enhanced policies and guidance within the City’s Comprehensive Plan for transportation demand management programs, transportation system management program, the support of mass transit, and other creative approaches to an enhanced multi-modal system. The implementation of the TCEA would need to be done in coordination with Manatee County, the Sarasota-Manatee Metropolitan Planning Organization, and the Florida Department of Transportation.

The final problem is the potential impact of the coastal high hazard area on redevelopment opportunities within downtown. As shown on Map 83, a portion of the downtown area is located within the designated coastal high hazard area. This fact places limitations within these areas for increasing density and intensity of uses. These limitations are currently addressed in the City’s Comprehensive Plan in the Future Land Use Element Policy 1.5.2, which prohibits increasing the gross density on property located within the CHHA.

## MAP 83



As the City continues to promote the vibrant redevelopment and enhancement of downtown, attention must be given to the relationship of these activities and the coastal high hazard areas. Impacts on hurricane evacuation and sheltering must be accounted for in decisions on redevelopment activities that are within the coastal high hazard area or may be near these areas.

### IDENTIFICATION OF REQUIRED AMENDMENTS TO THE COMPREHENSIVE PLAN THAT ADDRESS THE RELATED PROBLEMS AND OPPORTUNITIES

The Comprehensive Plan needs to be amended to provide a strong focus and emphasis on the redevelopment needs and opportunities within downtown Bradenton. Future Land Use Element Objective 1.6 and the supporting policies need to be re-crafted and enhanced to reflect the significant amount of redevelopment potential within the downtown and the planning efforts that have occurred over the past few years. The new policies should provide for the specific implementation of the recommendations within the various redevelopment plans to provide a sense of urgency and importance to this issue. These new policies should at a minimum address density and intensity of development, land development form and structure, coordination between the City's CRAs,

enhancement of alternative transportation opportunities, land use connectivity and access, land acquisition and banking, enhancement and connection to the waterfront, coastal high hazard mitigation strategies, and the City's commitment to be an active partner with the private sector in the redevelopment process of downtown Bradenton. Policies should be added to address the concern of displacement of residents due to redevelopment activities by providing for close coordination between redevelopment activities and the provision of affordable housing. These new affordable housing redevelopment policies would be supportive of the new policies proposed within the Housing Element. Policies should be added that, at a minimum, require by a date certain that the City investigate and consider the implementation of a Transportation Concurrency Exception Area, consistent with the requirements of Florida law, to promote redevelopment within downtown Bradenton. Finally, policies should be added that require by a date certain the consideration of incentives within the land development regulations for expedited or priority plan review and permit fee adjustments to promote redevelopment activities within downtown Bradenton.

## LIST OF REPORTS, STUDIES, AND OTHER DOCUMENTS USED AS DATA AND ANALYSIS FOR THE EAR

### Data Sources:

Central Community Redevelopment Agency Master Plan, 2004

City of Bradenton Comprehensive Plan (Revised 2001)- Transportation, Public Facilities, Capital Improvement, Future Land Use, and Housing Elements

City of Bradenton Land Use Regulations (2000)

City of Bradenton Development Services and Public Works staff comments

City of Bradenton GIS Data, 2005

City of Bradenton Website, 2005

Downtown Bradenton Master Tree Plan, 2001

East Bradenton Neighborhood Streetscape Plan, 2002

Front Porch Master Plan for Economic Development and Rehabilitation, 2004

Manatee County Evaluation and Appraisal Report, 2004

Manatee County Evaluation and Appraisal Report - Transportation Element (2003)

Manatee County GIS Data, 2005

Manatee County Property Appraiser GIS Data, 2005

Manatee County School Board Website, 2005

Manatee County Website, 2005

Manatee County Work Session on Workforce Housing

Adopted Sarasota/Manatee MPO TIP 05/06 -09/10

Sarasota/Manatee MPO 2005 Adopted Priorities

Sarasota/Manatee MPO Freight Movement Study, 2000

Adopted 2025 Sarasota/Manatee MPO LRTP

Sarasota/Manatee MPO Public Transportation Systems Analysis, 2002

Shimberg Center Data (University of Florida)

Southwest Florida Water Management District SWUCA Website, 2005

*Tamiami Trail* Revitalization Strategy, 2005

Tampa Bay Regional Hurricane Evacuation Study, 2000

Tampa Bay Regional Planning Council staff comments

Tampa Bay Regional Planning Council Storm Surge/Evacuation GIS Data, 2005

### Traffic Studies:

Manatee-Sarasota Arena Study @ SR 70 & Lake Ranch Road, 2004

Perico Isle Traffic Study, 2004

Mangrove Point Traffic Study, 2004

Heritage Harbor DRI Notice of Proposed Change, 2004 to Present

Mira Isle Traffic and Median Closure Study, 2005

Old City Hall Site Traffic Study (In-Progress)

Mangrove Preserve Traffic Study (In-Progress)

McNab Property Traffic Study (In-Progress)

Ellenton Mall DRI NOPC (In-Progress)

Transportation Prescription for Healthy Cities, by Ian Lockwood, prepared for the Robert Wood Johnson Foundation, February 6, 2004

Water Taxi Feasibility Study, 2005

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