2040

City of Punta Gorda Comprehensive Plan

Future Land Use

Adopted XXXXX
Resolution #

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I. EXECUTIVE SUMMARY

The *Future Land Use Element* establishes through Goals, Objectives, and Policies the desired vision of the City of Punta Gorda that will govern the logical pattern for continued growth and development in accordance with the State of Florida Comprehensive Plan. The primary purpose of the *Future Land Use Element* is to define the logical pattern of development for the City including the protection of important historical, environmental, and neighborhood resources. In keeping with the State of Florida's Comprehensive Plan the City's *Future Land Use Element* seeks to provide the framework for a compact and contiguous pattern of development. The *Future Land Use Element* provides the foundation for all other Elements of the Comprehensive Plan to create a cohesive and precise vision of the future of the community.

The data and analysis portion of this element examines the planning period from 2016 to 2040. In addition the data and analysis provides the history and inventory of the existing development pattern in order to understand where the community is today through the filter of the influences that shaped its past. All the analysis in terms of densities and intensities, infrastructure, economic, and historic resources, and the relationship of the built environment to the natural environment, flows from a singular event in 1884; when surveyor Kelley B. Harvey, hired by Isaac Trabue, laid out streets and blocks along the Peace River that would become the City of Punta Gorda.

Today, Punta Gorda boasts a small town atmosphere in approximately thirty-two (32) square miles of land and water. It is located on the southwestern coast of Florida about one hundred (100) miles south of Tampa and twenty-five (25) miles north of Fort Myers. Like most South Florida communities Punta Gorda grew in the boom and bust cycle in keeping with the trends of irrational exuberance and depression, of war and peace and prosperity. Then in 2004 the City of Punta Gorda received a direct landfall hit from Hurricane Charley. With sustained winds in excess of one hundred and twenty-five (125) miles per hour the City encountered extensive damage during the relatively brief, period of extreme conditions. The cost of Hurricane Charley included a significant loss in the City's stock housing and commercial buildings.

In the aftermath of this critical event, the citizens of Punta Gorda came together in order to establish a vision for the future of the City. These efforts were first led through the actions of the Community Redevelopment Agency (CRA) during February of 2005. The CRA sought direct community input through a charrette process that resulted in the *2005 CRA Charrette* document, which built on the visioning efforts first established in the, *1990 Downtown Redevelopment Plan* and *2000 Eastside and Downtown Planning Study.* Then in an overwhelming show of community pride and resiliency the citizen founded advocacy group TEAM Punta Gorda was formed. The primary mission of TEAM Punta Gorda "is to serve as a collaborative resource uniting

our citizens in accelerating revitalization to achieve the potential of our unique waterfront community". In order to fulfill this mission TEAM Punta Gorda hired renowned urban planning firm Jaime Correa and Associates to help the community crystallize a comprehensive community vision. The results of this effort, the *2005 Citizens Master Plan*, extended well beyond the boundaries of the CRA, throughout the current city limits and into the surrounding area helping to define the logical extension of the community desired development pattern.

The compact and contiguous pattern of development in the City is appropriate given the historic nature of the City and the citizen's vision of the community as outlined in the *2005 Citizen's Master Plan*, as a great place to live, work, and play. In order to ensure a logical development pattern that minimizes the cost of delivery of services and increases quality of life, higher densities and intensities of new development need to occur in close proximity to existing infrastructure. This concentration of more intense uses serves the dual purpose of maximizing the utilization of existing infrastructure while decreasing development pressure on environmentally sensitive and rural lands. As the only City in Charlotte County, Punta Gorda is in the unique position to deliver the logical locations for various types of development to occur.

While the need to ensure a logical development pattern serves as the primary purpose, another purpose of the Element is to preserve existing historic resources. These resources define the character of the community giving it a connection to the past and helping to define its unique sense of place. The Element therefore seeks to document, protect, and enhance these resources.

Additionally, the *Future Land Use Element* seeks to protect important environmental resources. Protection of these resources is especially important given Punta Gorda's location on Charlotte Harbor, a beautiful and nearly pristine National Estuary Preserve. The protection of salt marshes, mangrove forests and other wetlands serves not only the natural world, but also the built environment through the mitigation of risk from natural disasters.

The *Future Land Use Element* also seeks to protect existing residential areas. These areas can be subject to pressures ranging from conversion to inappropriate commercial use to increase densities not in keeping with the existing character. The Element seeks to recognize these pressures and balance personal property rights with community best interests, through policies that seek to minimize the impact of these outside pressures on residential communities.

The *Future Land Use Element* through the establishment of Goals, Objectives, and Policies (GOPs) seeks to codify the desired vision of the City of Punta Gorda. This vision will govern the logical pattern for continued growth and development in accordance with the State of Florida Comprehensive Plan. The GOP's of the Future Land Use Element guide future growth in the fine balancing act between individual development rights and community benefit. Implementation of the Comprehensive Plan is an important component in preserving and reinforcing the City's urban form, pattern of development, preventing urban sprawl, and preserving historic and natural resources in order to create a more sustainable urban environment. Therefore, the GOPs must be far-reaching enough to encompass the full range of community

vision, while allowing the necessary flexibility required by the rapidly changing social, economic, and technological landscape. Balancing growth with economic sustainability will become paramount in a time of increasingly limited resources.

II. INTRODUCTION

Purpose

The *Future Land Use Element* allows the land development authority to locate the specific facilities needed to maintain the adopted level of services standards at the time development impacts occur. It defines the logical pattern of development for the City including the protection of important historical, environmental, and neighborhood resources and seeks to provide the framework for a compact and contiguous pattern of development. It is through the *Future Land Use Element* and the Future Land Use Map that the City's growth management strategy is fully implemented. It is essential that the uses prescribed by the Future Land Use Map be consistent with sound urban development policies which promote compatibility between development activities. The *Future Land Use Element* provides the foundation for all other Elements of the Comprehensive Plan to create a cohesive and precise vision of the future of the community.

Relationship to the City's Comprehensive Plan

There are key connections between the *Future Land Use Element* and all of the elements of the City's Comprehensive Plan which include the following:

- The *Conservation Element* inventories and describes the City's existing and proposed natural preserves and conservation areas within and adjacent to the City. It provides the underlying foundation and detailed policies regarding conservation, use and protection of natural resources. This element also contains key data and goals concerning exceptional natural resource areas, wildlife corridors and other issues having implications for park and recreation location criteria and potential "greenway" linkages.
- The *Coastal Management Element* contains key data and goals concerning exceptional natural estuary areas, beach and waterway access and other issues having implications for park and recreation location criteria, and water based recreation activities (boat launches, public marinas) critical to the City's economy. It is essential that the uses prescribed by the Future Land Use Map (FLUM) (Map #5) be consistent with sound coastal policy, and that the policies of the *Future Land Use Element* promote compatibility between development activities.
- The *Infrastructure Element* is divided into three sections pertaining to Stormwater, Solid Waste and the provision of Sewer and Potable Water services. It connects to the *Future Land Use Element* through the impacts the proposed facilities have on the existing level of service at the time the proposed

facilities are completed. Facility site location criteria and overall policies regarding the City's infrastructure must be taken into consideration during the establishment of levels of service for water and sewer facilities if the adopted level of service is to be maintained at the time the development impacts occur.

- The *Housing Element* acts as the guide to local decision makers in their efforts to enact policy that will affect the housing needs of the residents of the City of Punta Gorda. It is connected to the Future *Land Use Element* as the Element identifies the land to accommodate the housing needs of the City by designation of land for residential, mixed-use, sufficient amounts of land for related uses, and providing for compact and contiguous pattern of development.
- The *Recreation and Open Space Element* identifies the potential recreational opportunities available to the residents of the City. Such opportunities are required to satisfy level of service issues. The *Future Land Use Element* provides the overall growth management strategies for the City by defining the direction and intensity of future growth and development and strongly influences the analysis of future recreational demand and facility needs in different portions of the City.
- The *Community Facilities and Services Element* identifies the locations and arrangements of civic and community centers, public schools, hospitals, libraries, police and fire stations and other public facilities. This Element identifies the City facilities as well as other facilities and services available to the community. The location of these facilities is dependent on the land use designation on particular properties. This connection is important to maintain the adopted level of services standards at the time the development impacts occur.
- The *Transportation Element* deals with the City's road network and addresses port and aviation facilities, bicycle paths and pedestrian walkways. The policies of the *Transportation Element* must reflect those of *Future Land Use Element* to ensure that roads are sited in the most appropriate areas possible and that these roads are designed in a manner which minimizes impacts to the surrounding land uses and promote a pedestrian friendly community.
- The *Public School Facilities Element,* by virtue of the overall growth management strategies, analyzes the direction and intensity of future growth and development identified in the *Future Land Use Element* in siting future public school facilities consistent with the Future Land Use Map.
- The *Intergovernmental Coordination Element* reviews and inventories intergovernmental communication as it relates to other elements of the City's Comprehensive Plan. It identifies and analyzes existing mechanisms of intergovernmental coordination, identifies needs and makes recommendations to ensure consistent implementation of the Comprehensive Plan as to the effect land use decisions have on a regional level.
- The *Capital Improvements Element* reflects the City's strategy for the delivery of infrastructure and other public services, which will serve a primary role in growth management. The capital improvements schedule and capital improvements

program are tools used by the City for managing growth and maintaining or improving the level of service. It is updated annually pursuant to Florida Statutes.

- The *Historical Element* enhances the City's strategy to preserve and protect Punta Gorda's locally designated historic districts and landmarks by connecting key destination points through the Punta Gorda Pathways concept. These multi-use recreational trails will enable residents and visitors access to the City's most valued and important assets.

III. LEGISLATION

Federal Regulations

Although the City coordinates and participates with a variety of entities, there are no federal regulations governing the *Future Land Use Element*. Most entities realize the importance of identifying and resolving incompatible goals, objectives and policies and therefore voluntarily include processes and procedures that benefit the coordination efforts between the participating parties.

State Regulations

Florida Statutes

A collection of state laws organized by subject area into a code made up of titles, chapters, parts, and sections. The Florida Statutes are updated annually by laws that create, amend, transfer, or repeal statutory material. Several chapters are specifically identified in the City of Punta Gorda's Comprehensive Plan.

Chapter 163, FS

Chapter 163, FS (Local Government Comprehensive Planning and Land Regulation Act- also known as the Growth Management Act) requires that each city and county prepare and adopt a comprehensive plan containing mandatory elements that address growth management issues including conservation and coastal zone management.

Chapter 187

Chapter 187, of the Florida Statutes, details the State Comprehensive Plan. The plan contains many policies which impact all elements of the City's Plan. Policy considerations include land use, public facilities, transportation, government efficiency and plan implementation. This element must also be compatible with the State Plan.

Chapter 373 and 403

These chapters of the Florida Statutes contain requirements that deal with water resources and environmental control.

Local Regulations

City Ordinance

Chapter 26, Land Development Regulations

Chapters 26, of the City Code of Ordinances are known as the Land Development Regulations (Codes) and deal with a variety of Articles as follows:

Article 2

Promote infill development and affordability through housing opportunities to smaller households, discouraging urban sprawl through the use of existing infrastructure and reduced auto dependency.

Article 3

The City of Punta Gorda describes the regulating districts adopted by the City. These zoning districts regulate the density and configuration of new residential and commercial construction. There are three (3) zoning districts which allow mixed use developments. Additionally the article allows accessory dwelling units in the Neighborhood Residential (NR) Zoning District.

The City's LDRs allow new single-family and multi-family homes to be built on any platted lot of record, as respectively zoned. The minimum lot size for single-family homes is 3,500 square feet in order to encourage affordable infill housing development on many of the City's older vacant lots.

Article 5

This article allows for a variety of planned developments and promotes density allowances in return for flexibility in the building placement and housing mixture.

Other Regulatory Plans

Strategic Regional Policy Plan (SRPP)

The Southwest Florida Regional Planning Council (SWFRPC) assists local governments and state agencies in planning for future development by providing a comprehensive regional approach which promotes sound urban planning principles to meet the growth demands of the area. In 1987 the SWFRPC adopted a Strategic Regional Policy Plan (SRPP) and subsequently amended it in 1991, 1995, 2002 and 2011. The 2011 SRPP provides a long range guide for the physical, economic and social development of the region for the purpose of creating a more healthy and sustainable future.

The City continues to participate in projects that protect our greater natural resources through the acquisition of regionally significant lands which provides for a variety of values and functions. Through public awareness and educational programs recommended in the SRPP, the policies of the Recreation and Open Space Element, and the sound growth management practices, the City will continue to proactively promote planning strategies which protect and enhance the provision of regional open space and recreation. Citizen involvement is always at the forefront of the City's planning efforts. These efforts are

identified in the numerous plans completed in cooperation of the citizens and staff.

City Plans

2000 Eastside and Downtown Planning Study

A plan which focused on the update to the 1990 Downtown Community Redevelopment Plan which was prepared in accordance with Florida Statutes and adopted by Community Redevelopment Agency and City Council in 1990. It also contained two key focal points within the Community Redevelopment Area, the East Side Residential Neighborhood and the Central Retail District

2005 CRA Charrette

In the aftermath of Hurricane Charley, the citizens of Punta Gorda came together in order to establish a vision for the future of the City. These efforts were first lead through the actions of the Community Redevelopment Agency (CRA) during February of 2005. The CRA sought direct community input through a Charrette process that resulted in the *2005 CRA Charrette* document, which built on the visioning efforts first established in the *2000 Eastside and Downtown Planning Study.*

2005 Citizens Master Plan

In an overwhelming show of community pride and resiliency the citizen founded advocacy group TEAM Punta Gorda was formed. The primary mission of TEAM Punta Gorda "is to serve as a collaborative resource uniting our citizens in accelerating revitalization to achieve the potential of our unique waterfront community". In order to fulfill this mission TEAM Punta Gorda hired renowned urban planning firm Jaime Correa and Associates to help the community crystallize a comprehensive community vision. The results of this effort, the 2005 Citizens Master Plan, extended well beyond the boundaries of the CRA, throughout the current city limits and into the surrounding area helping to define the logical extension of the community desired development pattern.

2009 Parks and Recreation Master Plan

Adopted in 2009, the Park and Recreation Master Plan provides an inventory of existing and proposed park sites; evaluates each site for its design as a passive or active park; details how the community wants to use each park (for festivals, art markets, relaxing, sports activities, etc) with amenities added accordingly; and evaluates its level of service (LOS) to the residents. The benefits identified in the City's Park and Recreation Master Plan promote the City's sense of place by providing a strong foundation on which the parks & recreation system can continue to grow and develop, creating a boater's destination and increasing business opportunities. This development is essential for a sustainable community. Our health, community, economy and environment all benefit from investments in a well-developed parks and recreation system. The plan is updated every five (5) to ten (10) years.

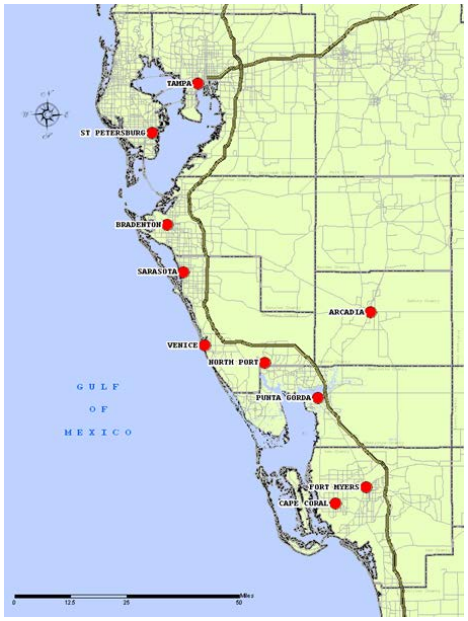
Complete Streets Resolution

In 2014 the City adopted a Complete Streets Ordinance to ensure that the safety of all roadway users would be at the forefront of any transportation planning, engineering, construction or infrastructure rehabilitation project within the City. This ordinance marked the renewal of a long standing City commitment to bicycle and pedestrian modes of transport as well as enhancing the quality of life for all residents and visitors through investment in roadway safety.

IV. INVENTORY AND ANALYSIS

In 1884, on the instructions of subdivision founder Isaac Trabue, surveyor Kelley B. Harvey laid out streets and blocks along the Peace River that would become the City of Punta Gorda. All waterfront property was designated as parks and the streets were run perpendicular and parallel to the Peace River in a grid pattern. The Town of Trabue, a subdivision, was recorded on February 24, 1885.; In 1887 a group of residents opposed to Isaac Trabue's efforts to control the development of the town gathered together to vote on incorporation. These founding fathers chose the old Spanish name for the area of Punta Gorda when filling incorporation papers in the Manatee County seat of Pine Level.

The City of Punta Gorda is located south of the confluence of the Peace River and the Myakka River, on Charlotte Harbor. The City contains approximately thirty-two (32) square miles of land and water. The City limits generally follow the centerline of the Peace River and Charlotte Harbor on the northern and western boundaries, with the eastern boundary generally following Cooper Street, Airport Road, U.S. 41 (excluding Charlotte Park Subdivision) and Burnt Store Road. The southern boundary of the City generally follows the southern boundary of the Burnt Store Meadows Subdivision and contains most of the contiguous portions of the State Charlotte Harbor Buffer Preserve. The drainage patterns of the City are toward the Peace River and Charlotte Harbor by way of man-made canals, a storm drainage system in the older sections of Punta Gorda and via the two branches of Alligator Creek in the southern parts of the City. There are no groundwater aquifer recharge areas in the City.



Punta Gorda is located on the southwestern coast of Florida about one hundred (100) miles south of Tampa and twenty-five (25) miles north of Fort Myers. The City of Punta Gorda received a direct landfall hit from Hurricane Charley in 2004. With sustained winds in excess of one hundred and twenty-five (125) miles per hour, and recorded gusts in excess of 165 miles per hour, the City sustained extensive damage

during the relatively brief, period of extreme conditions. The cost of Hurricane Charley included a significant loss in the City's stock housing and commercial buildings. With the loss of one hundred and eighty-six (186) units of public housing, two (2) of the City's existing mobile home parks were largely demolished, the downtown and adjacent historic residential district devastated and condemnation of a multitude of single family, multi-family and commercial structures, the storm fundamentally altered the nature of the built environment of the City.

Population

Florida's population has increased from the 1940's through the 2010 Census. The Bureau of Economic and Business Research (BEBR) reports a variety of statistics of all Florida Counties and Cities including population estimates The population projections used by the City are based on the 2010 Census population and the 2015 BEBR estimate. The City projections are also based on the projections published by the Charlotte County-Punta Gorda Metropolitan Planning Organization in the 2040 Transportation Plan.

Staff reviewed the City's population growth since 1990 using the Census population figures for the years 1990, 2000, 2010 to create population projections for 2020, 2030, and 2040. These projections are shown for the City of Punta Gorda, Unincorporated Charlotte County, the County-wide total and the City of Punta Gorda percent share of the total county population are shown in Table 1.1 - City of Punta Gorda's/ & Charlotte County Population.

Table 1.1 - City of Punta Gorda's/ & Charlotte County Population

Place	1990	2000	2010	2020*	2030*	2040*
City of Punta Gorda	10,747	14,344	16,641	18,742	20,953	27,178
Unincorporated County	100,228	127,283	143,337	157,796	175,004	180,036
Total	110,975	141,627	159,978	176,538	195,957	207,214
% of Share	10%	10%	10%	11%	11%	13%

*Population projections
Source: 2016 City of Punta Gorda Urban Design, US Census, and 2040 Transportation Plan Charlotte County-Punta Gorda MPO

Projections for the City of Punta Gorda were then developed using the University of Florida Bureau of Business and Economic Research (BEBR) estimates as the baseline numbers. City staff used a mathematical extrapolation technique. Mathematical extrapolation techniques involve the manipulation of data on a given population, without comparison to other populations, in order to project a trend. Extrapolation techniques require historical data series, measured at two or more intervals, which can be plotted or arranged to show a pattern or trend. The City used a linear growth rate of 1.18 percent per year for population projections.

Table 1.2 - City's Applied Growth Rates

Year	% Change
One Year	1.18%
Five Year	5.90%
Ten Year	11.80%

Source: City of Punta Gorda Urban Design

Table 1. 3 - City of Punta Gorda's Population Estimates and Projections

Place	2010	2015	2016	2017	2018	2019	2020	2030	2040
City of Punta Gorda	16,641	17,675	17,884	18,095	18,308	18,524	18,742	20,953	27,178

Source: City of Punta Gorda Urban Design, US Census, and 2040 Transportation Plan Charlotte County-Punta Gorda MPO

Seasonal Population

The part time residents of Florida are typically present during the winter months and produce a significant increase to the population base. These "snowbird" residents usually cause a spike in the population from mid-November through mid-April. They may own a second home in the region or may have a long term rental arrangement. The Southwest Florida Regional Planning Council estimates that during the season, winter residents may increase the region's population by as much as twenty-two percent (22%). SWFRPC based this estimate on a combination of taxable sales, the number of homes held for seasonal use, and the ratio of seasonal households to total households. Although precise numbers are not readily available,

it was estimated that the City's seasonal population is similar and is included in the overall County prediction.

Table 1.4 - City of Punta Gorda's Seasonal Population (2010 – 2040)

Year	2010	2015	2016	2017	2018	2019	2020	2030	2040
City of Punta Gorda	16,641	17,675	17,884	18,095	18,308	18,524	18,742	20,953	27,178
Charlotte County	143,337	149,466	151,096	152,744	154,410	156,094	157,796	175,004	180,036
Seasonal	35,195	36,771	37,175	37,584	37,998	38,416	38,838	43,031	45,587
County-wide w/ Seasonal Total	195,173	203,912	206,155	208,423	210,716	213,034	215,376	238,988	252,801

Source: City of Punta Gorda Urban Design, US Census, 2040 Transportation Plan Charlotte County-Punta Gorda MPO, and Southwest Florida Regional Planning Council

Transportation and Circulation

U.S. 41 provides the major north-south transportation corridor within the City. I-75 provides transportation north and south and is located approximately one mile east of the current corporate boundary. Two (2) interchanges, US 17 and North Jones Loop Road, Exit 161, provide direct access to Punta Gorda. U.S. 17, Exit 164, terminates with its intersection at U.S. 41 in the northeast portion of the City and provides the primary transportation route to the east. Burnt Store Road (S.R. 765) allows north-south access to the southern portions of the City. Primary Collector roads are: Marion Avenue-Olympia Avenue, Bal Harbor Boulevard, Aqui Esta Drive, Henry Street, Cooper Street, Coronado Avenue, Madrid Boulevard, Monaco Drive and Royal Poinciana. Other City streets also function as City collector streets. Details of the City's transportation and traffic circulation system can be found in the Charlotte County-Punta Gorda Metropolitan Planning Organization (MPO) Long Range Transportation Plan (LRTP) and in the Transportation Element of this Comprehensive Plan.

Data Collection

The data utilized in this section was obtained through analysis of Charlotte County GIS and Charlotte County Property Appraiser's Data by the City's Urban Design Division and identify all property within the corporate limits by the State of Florida Land Use Classification System which resulted in an existing land use map when verified and updated by the City's Urban Design Division.

The tabulations of residential single family, multi-family and mobile home counts were developed from Charlotte County Property Appraisers information and by using certificates of occupancy (CO).

Existing Land Use

Land use is the human modification of the natural environment into a built environment. It is an important component of land use planning which should ensure an orderly compact and contiguous pattern which benefits a wider economy and population while respecting the natural environment and community historic character. The first step in defining a logical future land use pattern is to inventory the existing pattern of land use including all vacant lands. In order to establish an existing pattern a system for categorizing the various types of existing development and vacant lands must be defined. The system must be complex enough to encompass the full range of existing development, yet simple enough to provide a useful basis for analysis. The City of Punta Gorda's generalized existing land uses are defined below:

Residential

Residential use is any land on which the primary use is dwelling units. This category is further broken down into subcategories representing the primary dwelling types.

- Single Family: A structure used for human habitation, excluding multi-family residences and mobile homes (which are otherwise classified.) Development is closely associated with the early development of canal front communities. This use continues to be a significant amount of land in the City.
- Mobile Home: A manufactured dwelling unit designed for year-round occupancy and affixed to a semi-permanent foundation. Mobile Homes have significantly decreased within the City over the last planning decade.
- Multi-Family: A structure in which two or more families have their residences. With the reduction of the amount of available land for single family residential, the City has seen a significant increase in the multi-family housing. This is important indicator for the City's future's planning analysis.

Commercial

Commercial use is any land on which the primary use is commercial uses including office and retail.

Industrial

Industrial use is any land on which the primary use is industrial in nature including manufacturing facilities, warehouses, or open storage.

Agricultural

Agricultural use is any land on which the primary use is growing crops or raising of livestock. There are no lands within the City the meet this definition.

Recreational

Recreational use is any land on which the primary use is recreational in nature. This category is further broken down into two (2) subcategories representing ownership types:

- Recreation-Public: Land held by federal, state or local government primarily for recreational use
- Recreation-Private: Includes all privately held land developed for recreational use.

Conservation

Conservation use is any land restricted in use due to its environmental sensitive nature or is held in the public trust specifically for that purpose. This category may contain limited recreational uses including trails, paddle-craft launches and similar passive or nature based activities. This category is further broken down into two (2) subcategories representing ownership types:

- Preservation (public lands): Federal, state or local government lands
- Conservation (private lands): Ecologically sensitive lands held by private interests containing limited development rights.

Educational

Educational use is any developed land owned by the Charlotte County School Board or any other public or private entity for which the primary purpose of the development is education of children or adults.

Public

Public buildings and grounds includes all parcels of land that contain publicly owned and operated buildings.

Institutional Other Public Facilitates

Other Public Facilities is any developed land containing facilities operated in the public interest including hospitals, churches, and private clubs.

Vacant Land

Vacant Land is any land not containing an existing structure but is otherwise developable. This category is further broken down into three (3) subcategories representing existing regulatory restrictions:

- Vacant Residential: any land not containing an existing structure but is otherwise developable for residential uses.
- Vacant Commercial: any land not containing an existing structure but is otherwise developable for commercial uses.
- Vacant Industrial: any land not containing an existing structure but is otherwise developable for industrial uses.

Right of Way (ROW)

ROW is any land or water used primarily for a transportation purpose, including automotive, boat, pedestrian, bicycle, and

train. This category is further broken down into two (2) subcategories:

- Right of Way Land
- Right of Way Water

Historic Resources

Historic Resources are any existing land use that is of special significance due to the age and character of the structures or uses found there. The City of Punta Gorda contains a substantial concentration of historic structures given the relatively short period of European habitation in the Southwest Florida Region. Just less than one hundred (100) acres or approximately one percent (1%) of the land area of the City contains structures listed on the Florida Master Site File of historic resources. The Historic Resources category is a special subset found within each of the previous existing land use categories, as the uses of the past generally align with the present land use pattern. A more thorough discussion of these resources occurs within the *Historic Element*.

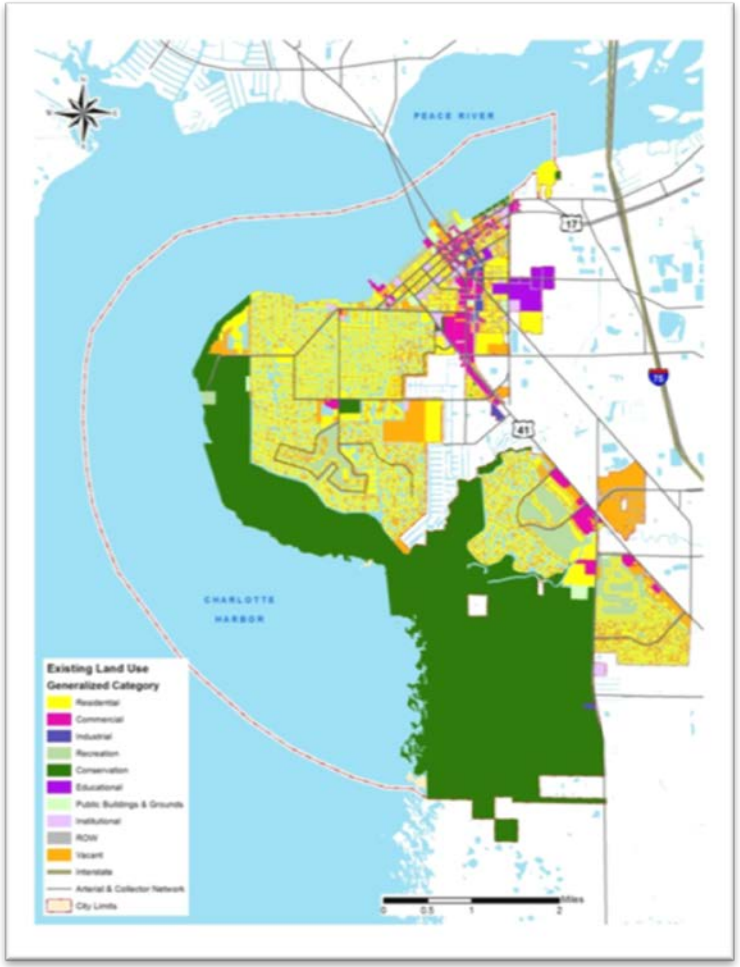
Table 1.5 - Generalized Existing Land Uses in the City of Punta Gorda, illustrates the acreages and number of square miles associated with each of the various generalized Existing Land Use Categories. These categories are identified on Map #1 – Punta Gorda Existing Land Use. All data is based on information complied by the City of Punta Gorda from the Charlotte County Property Appraiser data from August 2016.

Table 1.5 - Generalized Existing Land Uses in the City of Punta Gorda

Land Use	Acres	Square Miles	Percentage of Total Land Uses
Residential	2,286.48	3.57	21.69%
Commercial	303.07	0.47	2.87%
Industrial	41.63	0.07	0.39%
Agricultural	0.00	0.00	0.00%
Recreational	569.42	0.89	5.40%
Conservation	4,987.19	7.79	47.30%
Educational	122.67	0.19	1.16%
Public Buildings & Grounds	78.41	0.12	0.74%
Institutional	104.15	0.16	0.99%
Vacant Land	1,092.71	1.71	10.36%
Right of Ways Land	957.54	1.50	9.08%
Right of Ways Water*	10,011.60	15.64	N/A
Historic Resources**	99.21	0.16	1.0999%
Total Land Uses	10,543.27	16.47	100.0000%

Source: 2016 City Punta Gorda & Charlotte County GIS
*Right of Ways Water includes all navigable water bodies purposes and are not added into the totals for land area.
** Historic Resources are individually assigned to another generalized land use category and are not added into the totals for land area.

Map #1 – Punta Gorda Existing Land Use



Existing Land Uses of Critical Concern

The City's continued development in accordance with its comprehensive plan and land development regulations will serve to minimize conditions that are inconsistent with the community's character and its proposed future land uses. An important component in the City's future development is the continuation of a compact and contiguous urban form and pattern of land uses, in preventing urban sprawl, and in preserving historic and natural resources in a functioning urban environment. Further analysis of the City's existing land uses identifies several important land uses necessary for the City's continued compact and contiguous development.

Recreation & Conservation: Recreation land uses are extremely important to the City of Punta Gorda. The acreages are identified in Table 1.6 - Recreation Land Uses in the City of Punta Gorda. Recreational lands are sub-divided into two classes Recreation-Public and Recreation-Private. Recreation-Public lands include park land and public recreation facilities and are intended to serve active and passive recreational needs of the public. Recreation-Private includes all privately held developed land for recreational purposes primarily intended to serve a surrounding residential community and include golf courses, marinas and tennis/athletic clubs.

Table 1.6 – Recreation Land Uses in the City of Punta Gorda

Recreation Land Uses	Acres	Square Miles	Percentage of Recreational Land Uses	Percentage of Total Land Uses
Recreation - Private	499.64	0.78	87.75%	4.74%
Recreation – Public	69.78	0.11	12.25%	0.66%
Total Recreation Uses	569.42	0.89	100.00%	5.40%

Source: 2016 City Punta Gorda & Charlotte County GIS

Identified in Table 1.7 - Conservation Land Uses in the City of Punta Gorda are vitally important to the continued healthy functioning of Charlotte Harbor and providing urbanized area of the City with a buffer during tropical cyclone events. In addition to the important ecological functions, these conservation lands provide unique recreational opportunities for the citizens and visitors to Punta Gorda.

The City coordinated with the Florida Department of Environmental Protection to annex into the City boundaries approximately twelve hundred (1,200) acres of environmentally sensitive lands. This land provides a continuous boundary along the state conservation lands along the City's southwestern border. The City received the annexation of these lands to clarify jurisdictional responsibilities for public safety services, elimination of enclave conditions and to ensure continued maintenance of Community Rating System (CRS) points. This annexation assisted the City in maintaining and improving their CRS from a Class 6 to a Class 5. The CRS is a voluntary incentive program that recognizes and encourages community floodplain management activities that exceed the minimum National Flood Insurance Program (NFIP) requirements.

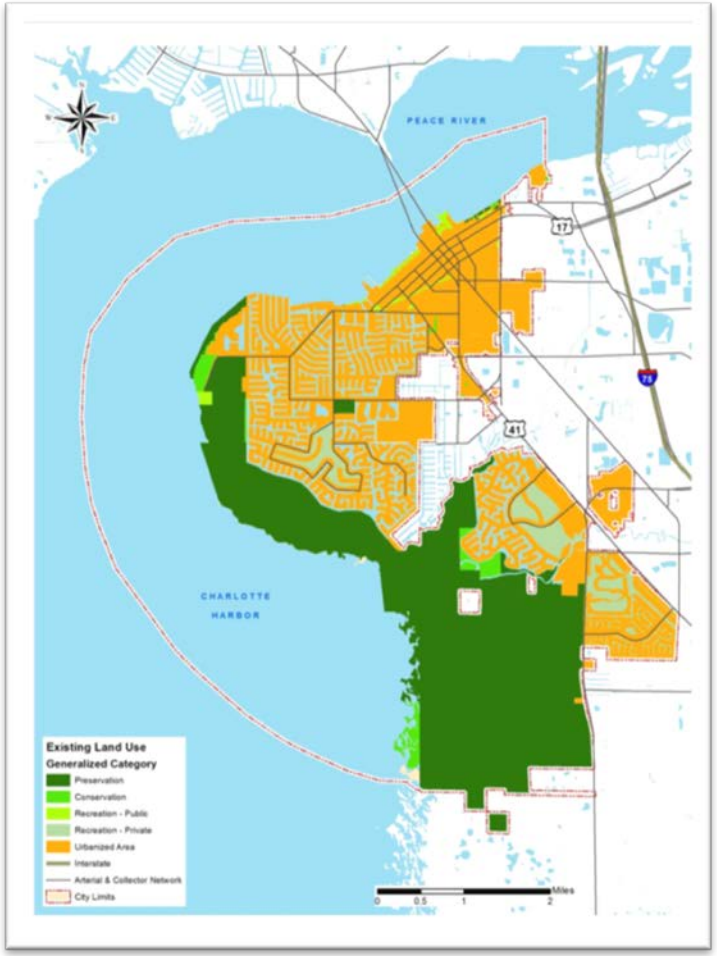
Table 1.7 - Conservation Land Uses in the City of Punta Gorda

Conservation Land Uses	Acres	Square Miles	Percentage of Conservation Land Uses	Percentage of Total Land Uses
Preservation (Public Land)	4,841.46	7.56	97.08%	45.93%
Conservation (Private Land)	145.73	0.23	2.92%	1.38%
Total Conservation Uses	4,987.19	7.79	100.00%	47.31%

Source: 2016 City Punta Gorda & Charlotte County GIS

The City's Conservation & Recreation Land Use Categories are identified on Map #2.

Map #2– Conservation & Recreation Land Use Categories



Residential

Residential land uses occupy the second largest land area, after conservation land, within the City of Punta Gorda at over twenty-one percent (21%) of the total area. Table 1.8 - Residential Land Use in the City of Punta Gorda illustrates the respective land areas of the various types of residential uses. These land uses are identified on Map #3 - Conservation & Recreation Land Use Categories.

Table 1.8 - Residential Land Use in the City of Punta Gorda

Residential Land Uses	Acres	Square Miles	Percentage of Residential Land Uses	Percentage of Total Land Uses
Single Family	1,692.81	2.65	74.04%	16.06%
Mobile Home	147.68	0.23	6.46%	1.40%
Multi-Family	445.99	0.70	19.51%	4.23%
Total Residential	2,286.48	3.57	100.00%	21.69%

Source: 2016 City Punta Gorda & Charlotte County GIS

Map #3 – Residential Land Use Categories

Vacant

Vacant Land Uses are vital to providing the space necessary for continued growth and development. Vacant lands occur in three basic types: Residential, Commercial and Industrial. These areas are identified on Map #4 - Vacant Land Use Categories and Table 1.9.

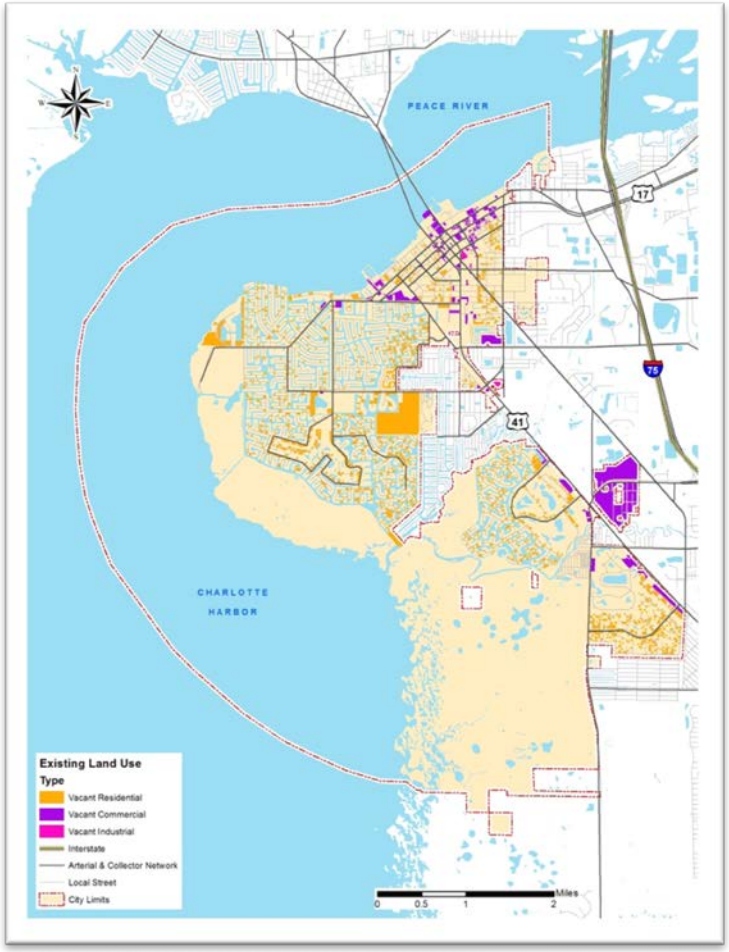
Table 1.9 - Vacant Lands in the City of Punta Gorda

Vacant Land Types	Acres	Square Miles	Percentage of Vacant Land	Percentage of Total Land Uses
Vacant Residential	745.57	1.16	68.23%	7.07%
Vacant Commercial	33.19	0.52	30.49%	2.15%
Vacant Industrial	13.95	0.02	1.28%	0.13%
Total Vacant Land	1,092.71	1.71	100.00%	10.37%

Source: 2016 City Punta Gorda & Charlotte County GIS

Continued infill within the existing vacant lands of the City is expected to continue in a manner consistent with the recent past. As single family lots become scarce it is expected that residential development interest will shift to the available multi-family, and mixed use lots. The share of mobile and manufactured homes is expected to remain fairly static, with any increases likely to occur due to annexation. Recent annexations have brought existing mobile home parks into the City; no new park creation is anticipated.

Map #4 – Vacant Land Use Categories



Future Land Use

This section describes the future land uses that exist within the City of Punta Gorda and the potential development the City expects to see over the next planning decade.

It is the intent of the *Future Land Use Element* and the implementing policies to promote compact and contiguous growth patterns to assist the City in growing and developing into a viable economic center. Land use categories permit a wide range of residential densities, commercial intensities, preservation and recreational uses that create a complete community. The City of Punta Gorda lies adjacent to the second largest estuary in Florida, the Charlotte Harbor Estuary. A variety of land uses surround this dynamic waterfront community. These land uses include a mix of residential, multi family, commercial, medical and preservation and provide for a host of development opportunities. This section describes the future land uses that exist within the City of Punta Gorda and the potential development the City expects to see over the next twenty-four (24) years.

It remains the intent of the Future Land Use Element and the implementing policies to promote compact and contiguous growth patterns to assist the City in growing and developing into a viable economic center. Land use categories range from residential, professional office to commercial and from conservation to recreation.

Existing goals and policies within the Comprehensive Plan support this vision including the following:

- *Future Land Use Element* Goal 1.1: The long term end toward which land use programs and activities are ultimately directed is the orderly growth and development of Punta Gorda in a high quality environment. Furthermore, over the next ten year planning period, it is the intent of the City to continue to create a lively, economically viable, pedestrian oriented town with a publicly accessible waterfront, healthy neighborhoods, and a high quality of community character

- *Coastal Management Element* Policy 2B.1.4.2: Punta Gorda's waterfront will be characterized by water-dependent uses (e.g., boat ramps, marinas, dock facilities, fishing piers, etc.) and by other water-related uses such as waterfront parks, boardwalks, hotels, shopping and restaurant uses, waterfront residential uses, etc.

- *Future Land Use Element* Policy 1.1.10.2: Punta Gorda will encourage infill development within the City by maintaining a high level of urban services, by cooperating with the private sector in promoting the City to traditional retiree populations, by promoting other forms of economic growth, and by maintaining land development regulations that facilitate the sensitive integration of new development in older urban areas.

- *Conservation Element* Policy 2A.1.1.2: Punta Gorda will adopt and maintain Land Development Regulations in accordance with the Future Land Use Element will enable mixed use development including residential uses.

These policies are consistent with the State legislation that calls for communities to regulate growth Chapter 163. In chapter 163.3177 (6) (a) 2 the State calls for the discouragement of urban sprawl and the need for economic development to strengthen and diversify the community economy. In section (6) (a) 3, the State requires that communities coordinate future land uses and the availability of facilities and services and provide guidelines for mixed use development. Furthermore Section (6) (a) 9 a; requires that communities modify future land uses to discourage the proliferation of urban sprawl; and to examine indicators that urban sprawl may be proliferating.

The statutes identify urban sprawl indicators as development that fails to maximize the use of existing and/or future public facilities and services; inhibits infill development or redevelopment; and fails to encourage a functional mix of uses. It then identifies in Section (6) (a) 9 b, the future land use plan indicators for the type of development that discourages urban sprawl. These indicators include:

- Directing development in a manner that limits the adverse impact on and protects natural resources and ecosystems.

- Promoting the efficient and cost-effective provision or extension of public infrastructure and services.

- Promoting walkable and connected communities and provides for compact development and a mix of uses at

densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

- Promoting conservation of water and energy
- Creating a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.
- Providing uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl or if it provides for an innovative development pattern such as transit-oriented developments or new towns

The existing Future Land Use Element and associated Land Development Regulations of the City demonstrate that a platform that encourages compact development and discourages urban sprawl is provided in accordance with these Statutes. However, the actual development that occurs within this platform is driven by forces beyond the power of the local government including lending practices, transportation infrastructure investments at the County, State & Federal level, market demand, the activities of adjacent local governments, and individual property owner choices.

In recent years the City has noted, at an anecdotal level, development that falls well short of the maximum levels permitted by the future land use categories and associated zoning classifications. As most of the City was platted prior to 1990, development generally occurs on the scale of a single lot or small parcel. With this small scale and scattered site pattern of development, it is difficult to see how the new single family home built on 2 single family lots or the duplexes built on high density multi-family parcel, impact the ultimate build-out of the community. The cumulative effects of these under developed properties could pose significant impacts on the economic and fiscal performance of the City in the future. Therefore, it is important to better understand these impacts in the near term.

In order to establish a baseline for understanding the impacts of the observed development trends an analysis of development over the past five years should be undertaken. This analysis will look at what has been built in the context of what could have been built. The difference between these two values, potential development minus actual development, will demonstrate the level of underutilization of existing infrastructure and services that may occur moving into the future. The underutilization of infrastructure and services has broad implications for the fiscal sustainability and economic development of the community in the long term.

While the implications of the levels of underdevelopment could be dire, there are potential solutions within the context of the existing Comprehensive Plan. A good potential solution for this issue would be the use of transfer of development rights. Transfer of Development Rights or TDRs have been used by many communities around the country to accomplish larger community land development goals without infringing upon the land rights of individual property owners. In its simplest form TDR

programs allow a property owner to separate a specific development right from their land and grant it to another land owner. This transfer of development rights does not increase the development rights in the community only permits them to be moved around to locations where they are desired and away from areas where they are not. TDR programs have been used to encourage infill and redevelopment, preserve historic resources, protect environmentally sensitive areas, and achieve other community goals.

Currently within the City's Comprehensive Plan and Land Development Regulations there is an existing system of transfer of development rights (TDR). This TDR mechanism has not been utilized in any significant way since it was instituted over 25 years ago in 1989. The TDR program is limited to specific uses of environmental protection or historic preservation and is closed to most individual property owners due to these limitations. In addition to the limitations the existing TDR program does not provide a good roadmap for their use. In most successful TRD programs there are identified sending and receiving areas for the transfers. A comprehensive analysis of existing land uses in relation to the future land use map in terms of residential density could provide a basis for establishing appropriate sending and receiving zones for a revamped TDR program. This analysis coupled with existing plans relating to the desirability of infill and redevelopment in certain areas as well as the desire to preserve and protect the character of certain established residential areas would further inform the creation of sending and receiving zone maps for a successful TDR program.

Residential Lands

Residential lands are areas that are intended to be used predominantly for housing. Other uses that are consistent with residential character may be permitted subject to the requirements of the land development regulations. Examples of potentially compatible uses include, but are not limited to, houses of worship, nursing homes, parks, golf courses, libraries, schools, and day care centers. In order to preserve the existing character of traditional suburban neighborhoods, reduce climate change risk, and ensure economically viable traditional downtown and adjacent mixed use commercial area, Residential lands are appropriate as sending zones via the City's existing Transferrable Development Rights (TDR). The following residential land classifications exist to provide a range of housing densities and housing types:

Low-Density

This classification permits residential structures other than mobile homes at densities up to 5.0 units per acre.

Medium Density

This classification permits residential structures other than mobile homes at densities up to 10.0 units per acre.

High Density

This classification permits residential structures other than mobile homes at densities up to 15.0 units per acre.

Mobile Home

This classification permits residential structures and mobile homes at densities of up to 6.0 units per acre. Recreational vehicles may be permitted at densities of up to 8.0 units per acre.

Mixed Use (Commercial) Lands

There are various degrees of mixed use development in the City from traditional downtown, concentrated institutional uses, small scale industrial, and more typical auto oriented uses. In order to allow for the complete range of development typologies the City offers four (4) mixed use land use categories. These four categories permit horizontally and vertically mixed-uses through the provisions of both commercial intensity and residential density in an additive manners.

Urban Village

These lands encompass the traditional commercial core of the City. These areas are intended to be developed in a more pedestrian oriented manner consistent with the existing pattern. Therefore the most intense retail and office space allowances are combined with an encouragement of vertically integrated mixed use development. Residential uses may be permitted up to 3.5 units per acre. Residential may be permitted at densities exceeding 3.5 units per acre for pre-existing small platted lots, or developed under the Planned Development process.

Highway Commercial Corridor

The Highway Commercial Corridor land use designation is intended to accommodate commercial, retail and office uses that are more auto oriented due to scale and typology while respecting the pedestrian and alternative transportation modes through development design standards. The designation will allow residential density in areas where residential uses will promote affordable housing or compact and contiguous development at densities up to 3.5 units per acre. Residential may be permitted at densities exceeding 3.5 units per acre for pre-existing small platted lots, or developed under the Planned Development process.

Professional Office Lands

Professional Office lands are lands primarily intended for office, professional, medical and institutional uses. Retail uses consistent with the character and primary function of the category will be permitted. In these areas, residential uses at densities up 3.5 units per acre. Residential may be permitted at densities exceeding 3.5 units per acre for pre-existing small platted lots, or developed under the Planned Development process.

Light Industrial Lands

Industrial lands are intended for activities predominantly connected with manufacturing, assembly, processing, distribution, or storage of material goods. Uses considered to be potentially noxious or hazardous are to be approved only by special exception under the zoning ordinance. Residential uses

may be permitted where found to be compatible with primary uses.

General Category

Lands within the following categories are intended to serve a wider public purpose than either residential or commercial lands. The non-residential intensity associated with these lands might require accessory buildings such as storage area and classrooms, and will most likely occur as single story buildings. These categories include all conservation, preservation, recreation and other public lands.

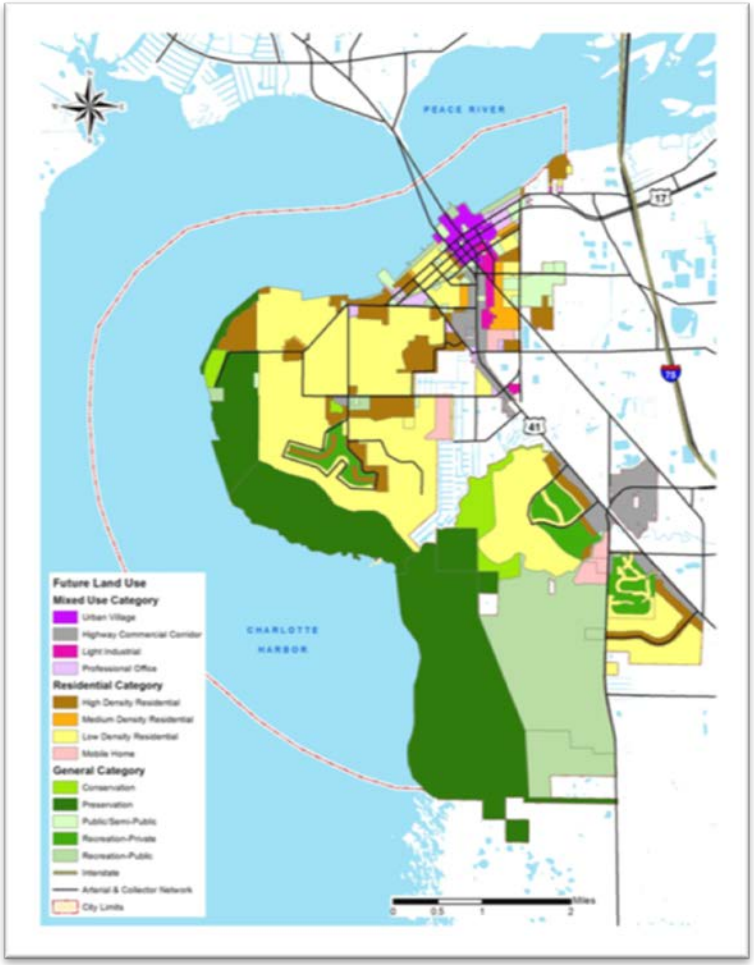
Recreation-Private Lands

Recreation-Private lands are intended for recreational uses that are not public property and which are primarily intended to serve a surrounding residential community.

Public Lands

Public lands are lands owned by the public and used for public purposes such as governmental offices and operational facilities. Recreational uses may be permitted, but such uses are generally classified as "recreation-Public" on Map #5 - Future Land Use.

Map #5 – Punta Gorda Future Land Use – 2040



Preservation Lands

Preservation lands are publicly owned lands generally held as open space for environmental, flood hazard mitigation, educational, recreational, cultural, or archeological purposes. Minimal development appropriate to the furtherance of these purposes may be allowed.

Conservation Lands

Conservation lands are privately owned lands, exhibiting characteristics similar to "Preservation" lands, which are held in private ownership. Development on these lands by their private owners is to be permitted to a density of one dwelling unit per ten acres, or one dwelling unit per lot or parcel of less than ten acres if such lot or parcel existed prior to January 15, 1997. Other uses may include water reservoirs, campgrounds, non-commercial docks, game preserves, fish hatcheries, hunting and fishing camps, recreation areas, etc. Consistency of any particular proposed use with this FLUM designation will be determined in part by responsiveness to any applicable State or Federal permitting requirements. Responsiveness to permitting conditions for this purpose means meeting State or Federal permit conditions or proposing reasonable alternatives to protect the environmental values on which such permit conditions are predicated. In any event, no building permit will be issued without all required State or Federal permits and conformity to the land development regulations pursuant to review by the Development Review Committee. Conservation lands are appropriate as sending zones for Transferrable Development Rights (TDR).

Table 1.10 - The City of Punta Gorda's Future Land Uses

Future Land Use Designation	Description		Units/Acres & Floor Area Ratio	Acreage ±	% of total Acreage
Residential Category	High Density Residential	Permits residential structures other than mobile homes	10.0 to 15.0 units/acre	924.90	7.89%
	Medium Density Residential	Permits residential structures other than mobile homes	5.0 to 10.0 units/acre	113.84	0.97%
	Low Density Residential	Permits residential structures other than mobile homes	1.0 to 5.0 units/ acre	3528.39	30.08%

	Mobile Home	Permits residential structures & mobile homes. Recreational vehicles permitted	MH 6.0 units/acre densities of R.V.'s 8.0 units/acre.	180.56	1.54%
Commercial/Mixed Use Category	Urban Village	Intended primarily for retail and service business activities with appropriate zoning.	3.5units / acre FAR = 5.00	163.95	1.39%
	Highway Commercial Corridor	Intended to accommodate commercial, retail and office uses that are more auto oriented due scale and typology while respecting pedestrian and alternative transportation modes through development design standards.	3.5 units/acre FAR = 1.50	553.77	4.72%
	Professional Office*	Office lands are lands primarily intended for office, professional, medical and institutional uses.	3.5 units / acre FAR = 1.50	93.88	0.80%
		Medical Overlay District allows	3.5 units/acre FAR = 5.00	23.34	0.20%
	Light Industrial	Intended for activities predominantly connected with manufacturing, assembly, processing, distribution, or storage of material goods.	3.5 Units / Acre FAR = 1.50	81.40	0.69%
General Category	Conservation	Privately owned lands, similar to "Preservation" lands, which are held in private ownership. These lands are generally undeveloped, have considerable environmental significance.	1.0 dwelling unit/ 10 ac or 1.0 unit /lot (parcel) of less than ten acres FAR = .05	273.62	2.33%
	Preservation	Publicly owned lands, generally held as open space for environmental, flood hazard mitigation, educational, recreational, cultural, or archeological purposes with minimal development promoting these purposes.	0 units/acre FAR or = .05	3296.08	28.10%

	Public/Semi Public	Lands owned by the public and used for public purposes such as governmental offices and operational facilities	0 units/acre FAR = 1.00	272.38	2.32%
	Recreation – Private	Intended for recreational uses that are not public property and which are primarily intended to serve a surrounding residential community.	0 units/acre FAR = .05	406.15	3.46%
	Recreation-Public**	Intended to serve active and passive recreational needs of the public.	0 units/acre FAR = .05	1816.82	15.49%

Source: Urban Design Department 2016
* Areas identified in the Medical Overlay District in the Comprehensive Plan and the Land Development Regulations will be entitled to more commercial intensity in order to incentivize medical use development.
**A significant portion of the Recreation-Public lands in the City are owned by the State of Florida as part of the Charlotte Harbor Buffer Preserve. These lands are held for and operate as Preservation lands, but are categorized on the Future Land Use Map as Recreation-Public at the request of the State agency responsible for the management of the land.

Special Districts

Special Districts and site designations on the FLUM are identified on Map #6 - Community Redevelopment Agency (CRA), Map #7 - Historic Area & National Register Structures within the City of Punta Gorda, Map #8 - Medical Overlay District, and Map #9 - Waterfront Overlay District and are briefly described as follows:

Community Redevelopment Area (CRA)

In 1989, the City of Punta Gorda adopted Ordinance 989-90 creating the Punta Gorda Redevelopment Agency and adopted the 1990 Downtown Redevelopment Plan. The Plan will be implemented over a thirty year period. The primary purpose of the plan is to establish a comprehensive set of public projects and programs aimed at facilitating the positive revitalization of Punta Gorda's downtown and eliminating the conditions of blight existing in the redevelopment area. The Punta Gorda Redevelopment Plan is divided into four areas:

- urban design framework;
- traffic circulation and parking proposals;
- capital projects; and
- redevelopment programs.

Currently the CRA exists primarily to extinguish the bonded debt for the construction of the two major capital improvements

Laishley Park and the Herald Court Centre (parking garage). Once these bonds obligations are satisfied the CRA will be sunset.

The Historic District

This area exists to protect historic resources within and adjacent to the original Trabue Plat of 1884, where most of the City's Historic Resources are found. The City of Punta Gorda contains a substantial concentration of historic structures given the relatively short period of European habitation in the Southwest Florida Region. A more complete accounting of the City's Historic Resources is contained in the Historic Element of the Comprehensive Plan.

Medical Overlay District

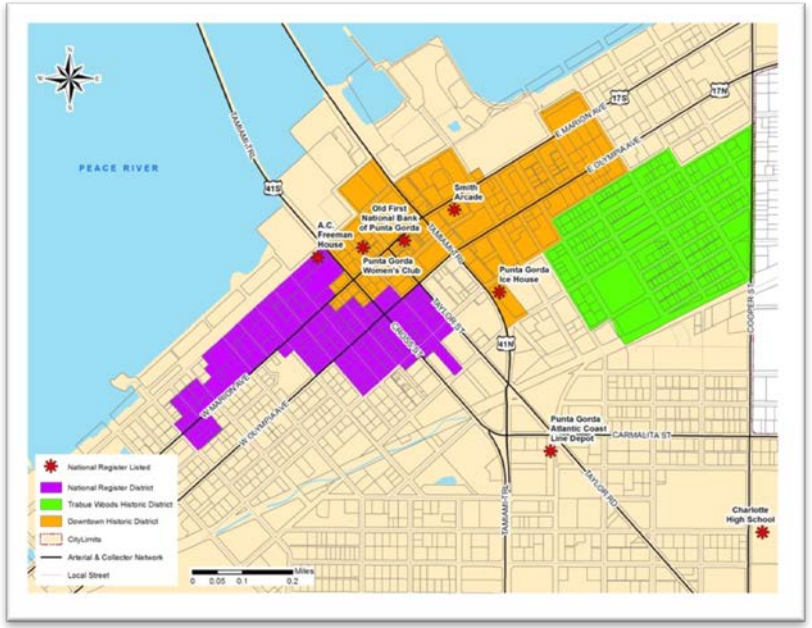
This area exists to promote the development of top quality medical services in a campus type approach, which is intended to foster a streamlined, seamless and more efficient delivery of medical services.

Waterfront Overlay District

This area exists to promote a lively, economically, viable and publicly accessible waterfront.

Map #6 – Community Redevelopment Agency (CRA)

Map #7 - Historic Area & National Register Structures within the City of Punta Gorda



Map #8 - Medical Overlay District

Map #9 - Waterfront Overlay District

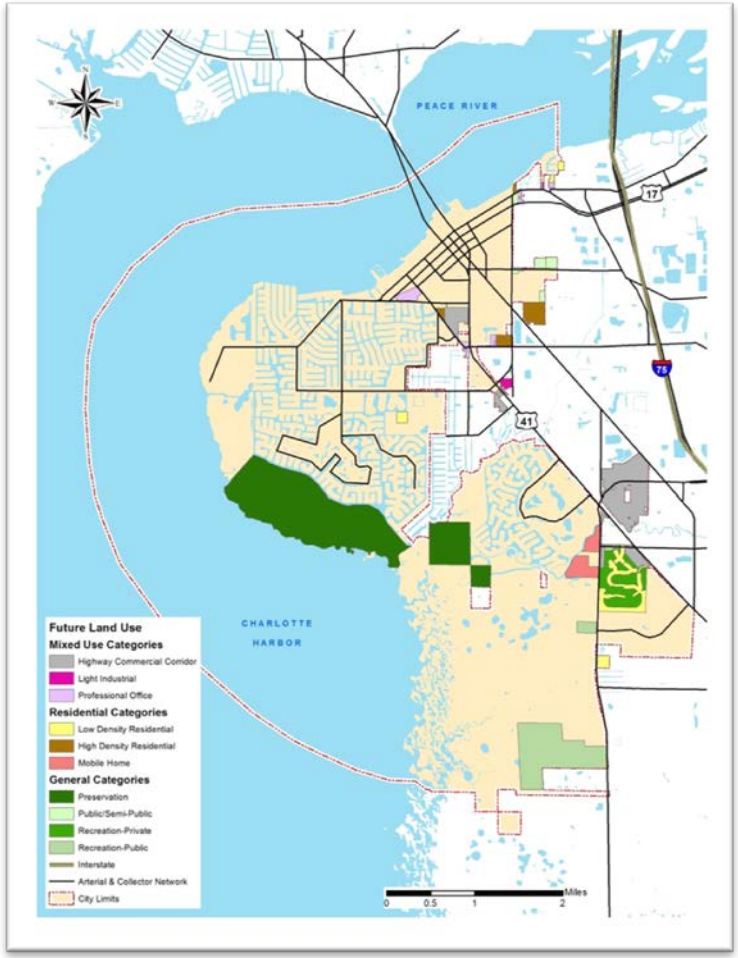
Land Use Challenges

The City of Punta Gorda has experienced relative stability in its Future Land Use Map. Since, 1988 the vast majority of changes to the Future Land Use Map have occurred as the result of annexations. Map #10 illustrates all the Future Land Use Map changes from 1988 to 2016.

The land uses adjacent to the harbor are a mixture of single and multi-family developments, commercial uses, marinas, public land, preservation, and recreation and all are vulnerable to hurricane and storm damage. While Legislation encourages mixed-use, high density development in urban infill and redevelopment areas, this type of growth is criticized in coastal areas for placing more people and property at risk from coastal flooding events and the risks of climate change. However, the City's urban core has the infrastructure in place to accommodate these mixed use developments with a variety of uses at higher densities and intensities. Moving into the future the City will continue to work with the residents, businesses, and developers to promote mixed-use, high density urban infill and redevelopment projects in configurations which are intended to be more resilient to future natural disasters.

The City will utilize land use strategies in reviewing future developments which promote water dependent recreation, commercial and residential development, keeping in mind that Charlotte Harbor is the key economic, cultural, and environmental resource which defines the quality of life found here. Some of the strategies to be used include:

Map #10 - Future Land Uses Changes from 1988 to 2016



Compatible Zoning

Zoning compatibility is generally about separating residential uses from commercial, industrial, institutional and other uses. However, the City of Punta Gorda with its Mixed-use land use categories seeks to blend these non-residential uses with residential uses to produce neighborhoods that host a more complete array of daily goods and services to meet the needs of residents and visitors alike. Balancing proximity of non-residential uses to residential uses while preserving neighborhood tranquility will be the constant challenge with this approach to creating more complete neighborhoods.

Policy Plans

Policies which align development within the City to adopted level of service for hurricane evacuation clearance guidance provided by the Southwest Florida Regional Planning Council.

Future Land Use Designations

Mixed-use land designations support the planning vision of the City. Future development within the City business area is also critical to the long term economic viability of the City.

Conservation and Preservation Lands

Conservation, Preservation, and State owned Public-Recreation land uses, are vitally important to the continued healthy functioning of Charlotte Harbor and providing urbanized area of the City with a buffer during tropical storm & hurricane events. In

addition to the important ecological functions, these lands provide unique recreational opportunities for the citizens and visitors to Punta Gorda. While the City benefits from the more than 5,000 acres of land held for preservation and conservation the City continues to explore ways to acquire additional lands for preservation particularly along the waterfront. Preservation of lands provides both ecological benefits and reduces the coastal flooding risk to the adjacent development within the City.

Natural Resources

Although the City of Punta Gorda's natural resources are more fully discussed in the *Conservation, Coastal Management* and the *Recreation and Open Space Elements*, it is important to detail a few of these attributes in the context of Existing and Future Land Uses. The City of Punta Gorda is bounded to the north and west by Charlotte Harbor one of the most pristine estuarine ecosystems in the State of Florida. The local economy is largely built on the direct and indirect economic impacts derived from this resource. From water dependent recreation to just enjoying the view, the citizens and visitors of Punta Gorda rely on Charlotte Harbor as a key economic and cultural resource that helps to define the quality of life found here.

The continued protection of Charlotte Harbor the key to continued economic viability for the City of Punta Gorda. Protection of the estuary resource depends on various landward components including the protection and restoration of wetlands, minimization of urban water runoff, and recreational uses that maximize citizen and visitor appreciation of the natural environment while minimizing adverse impacts.

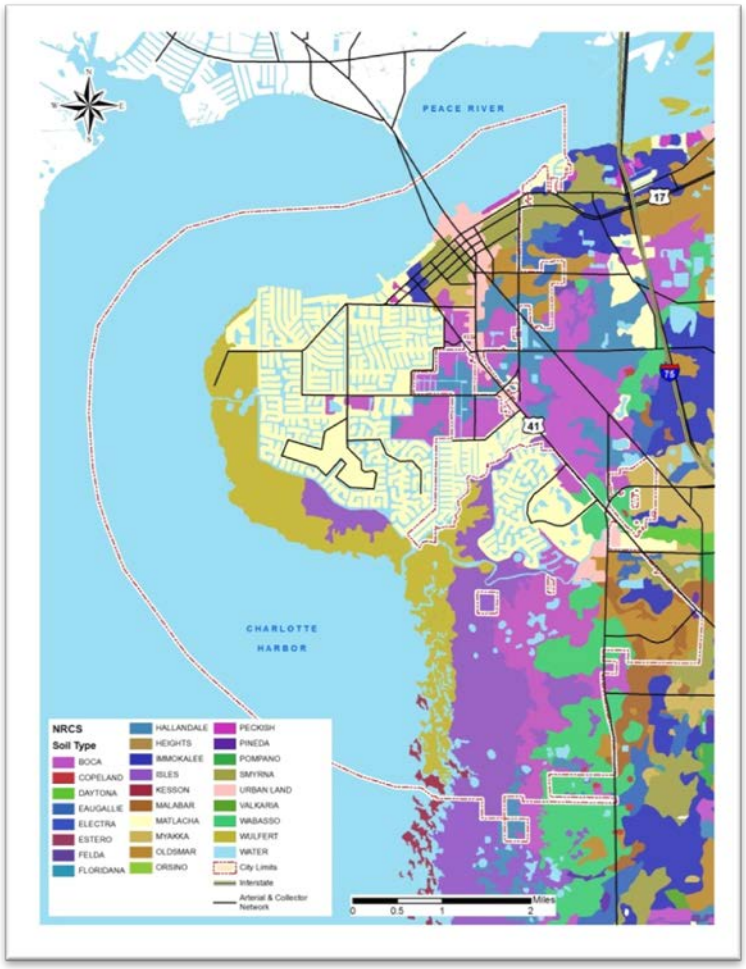
Soils, topography, natural resources, and historic resources, do not present significant barriers to the development of vacant land within the City. Soils are more particularly described in the *Conservation Element*, but generally speaking the environment is heavily man-altered containing significant amounts of fill in canal areas. These soils, identified on Map #11 - City of Punta Gorda Soils are generally suitable for development but sometimes require substantial additional fill to achieve the appropriate base flood elevation. Topography, identified on Map #12, is very flat so slopes present no challenge to development.

Environmentally Sensitive Lands and Wetlands

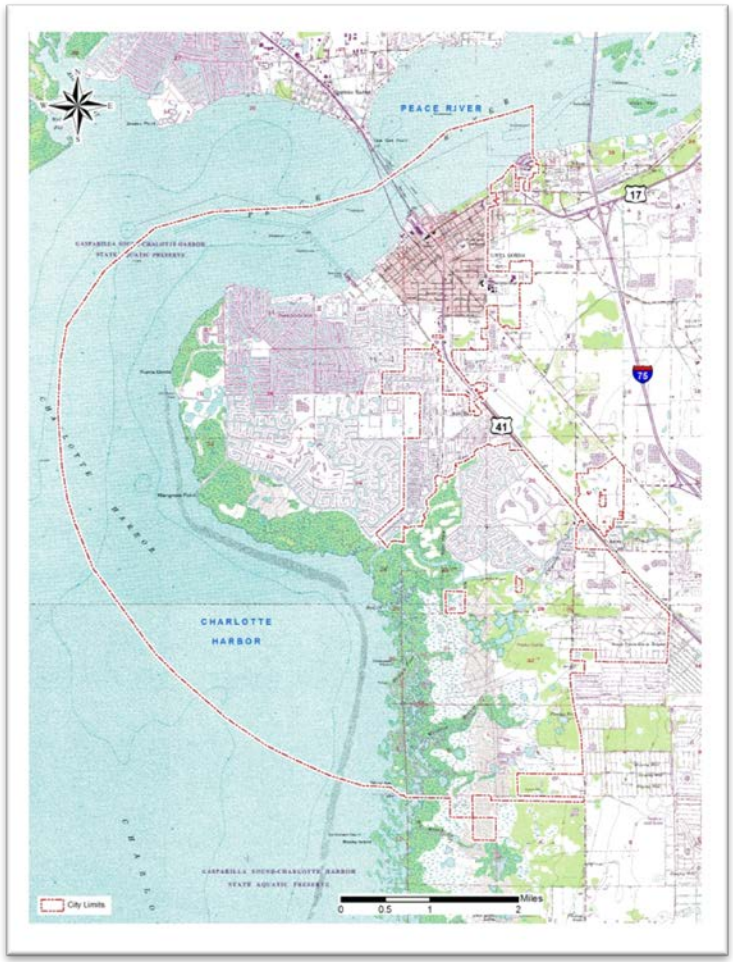
Through various State and local government land acquisition programs 45.93% of land within the City of Punta Gorda is held for preservation purposes. These lands include substantial Mangrove stands, salt marshes and other wetland areas that form a critical buffer zone between the urbanized area of the City and Charlotte Harbor. This buffer zone serves as both a filter from urban run-off and as a hazard protection barrier protecting the urbanized area from the worst impacts of tropical cyclonic events.

In addition to publically held lands, 145.73 acres of the land containing wetland and other environmentally sensitive resources is held by private owners. These lands are protected through Federal and State environmental protection regulations and by the local regulatory requirements of the Comprehensive Plan and the Land Development Regulations. Due to the various regulations

Map #11 - City of Punta Gorda Soils

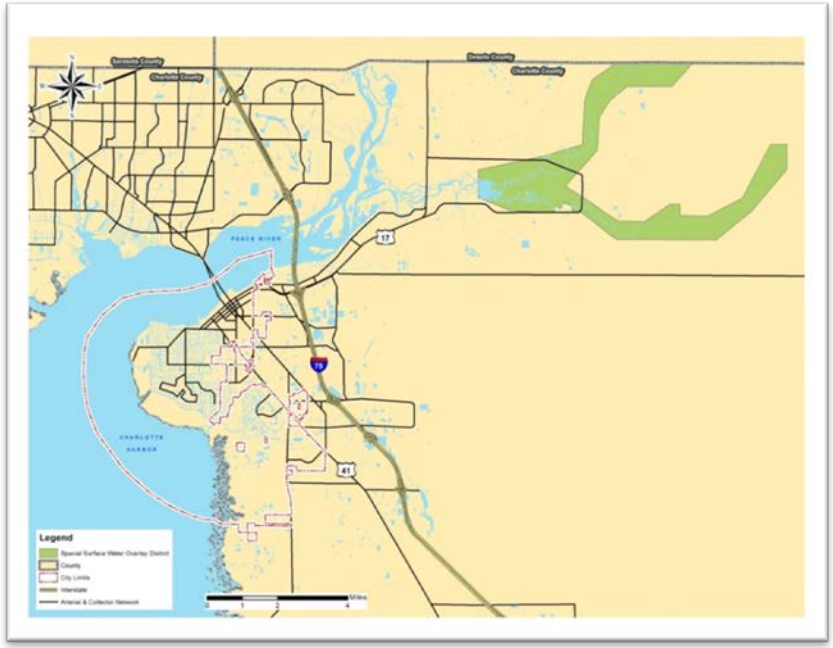


Map #12 - City of Punta Gorda Topography



these lands provide the same type of buffer protections as the governmentally owned resources. Map #13 - Charlotte County Watershed Overlay District delineates both publically held preservation lands and privately held conservation areas, in relation to the existing urbanized area and open water bodies.

Map #13 - Charlotte County Watershed Overlay District



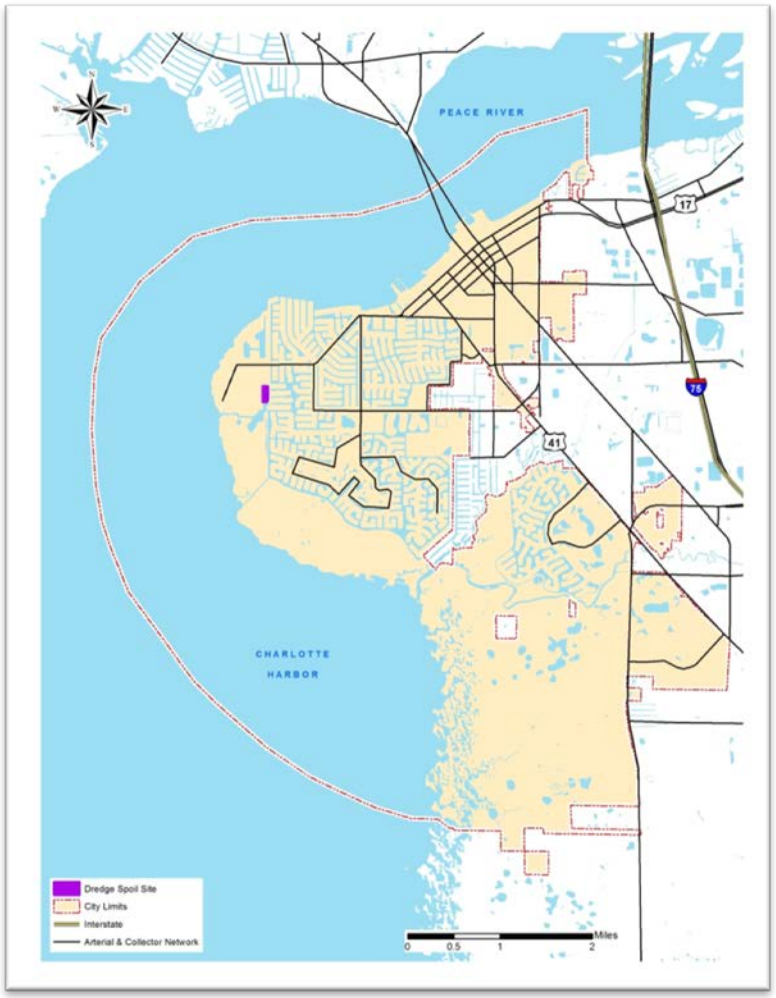
Well fields and well field Protection Areas

The City of Punta Gorda receives its municipal potable water supply from the surface waters of the Shell and Prairie Creek. All development within the City is required to connect to this municipal supply. As there are no potable water wells within the corporate limits, the City maintains no well field protection areas. Additionally, there are no identified Groundwater Recharge areas within City. Due the importance of the Shell and Prairie Creek watershed to the water supply for Punta Gorda portions of this watershed are protected by the Charlotte County Watershed Overlay District which is illustrated on Map #13.

Dredge Spoil Sites

The City of Punta Gorda contains over 50 linear miles of tidal canals. These canals require maintenance dredging for continued proper functioning. These dredging activities are conducted under the supervision of the City of Punta Gorda Public Works, Canal Maintenance Division on behalf of the Punta Gorda Isles Canal Maintenance District and the Burnt Store Isles Canal Maintenance District. Dredge spoils can cause stress to natural estuarine systems if not properly stored and disposed. In order to minimize adverse environmental impacts and comply with state and federal regulations the City of Punta Gorda owns and operates a dredge spoil site to facilitate the maintenance activities as identified on Map #14 - Dredge Spoil Site Location.

Map #14 - Dredge Spoil Site Location



V. Analysis Flood Disaster Risk

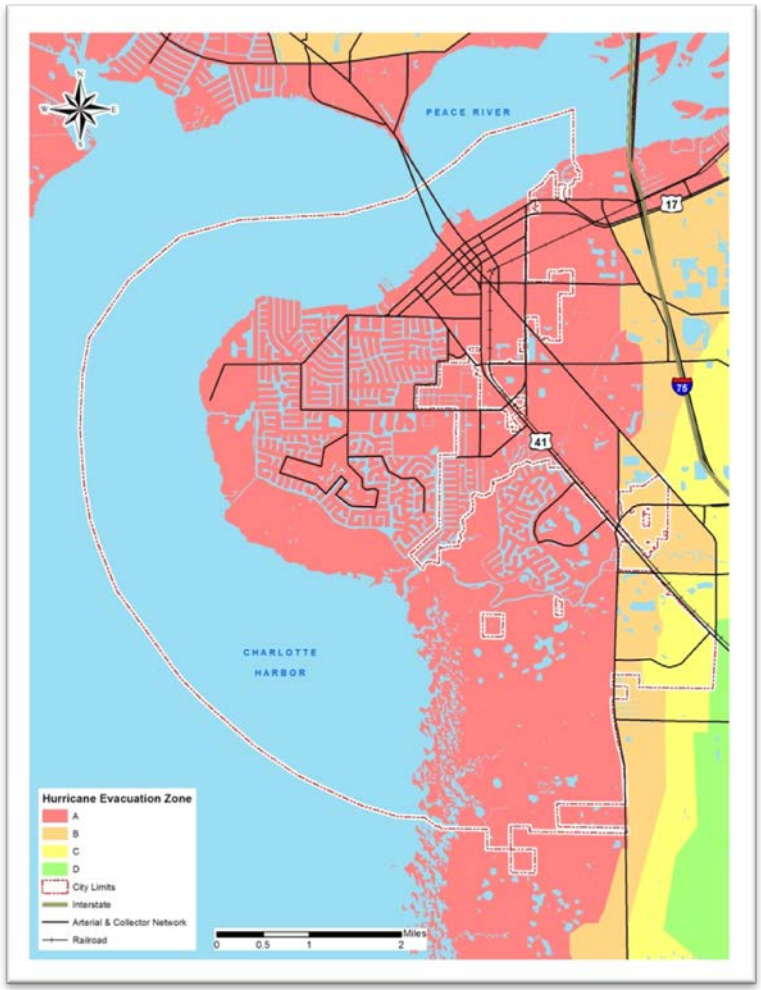
Coastal Planning Area

While this topic is more fully discussed in the Coastal Management Element, generally speaking almost all of the City of Punta Gorda is located in a low lying area and subject to a variety of coastal flooding events including tidally influenced flooding, rain induced flooding and storm surges. The Coastal Planning Area includes all of the City land.

Map #15 - Hurricane Evacuation Zone, illustrates the Hurricane Evacuation Zones for the Punta Gorda area. These evacuation zones were developed by the Southwest Florida Regional Planning Council to establish in the regional hurricane evacuation areas for the region.

The hurricane evacuation zone map clearly illustrates that the entire City is vulnerable to coastal flooding hazards presented by tropical cyclonic activity.

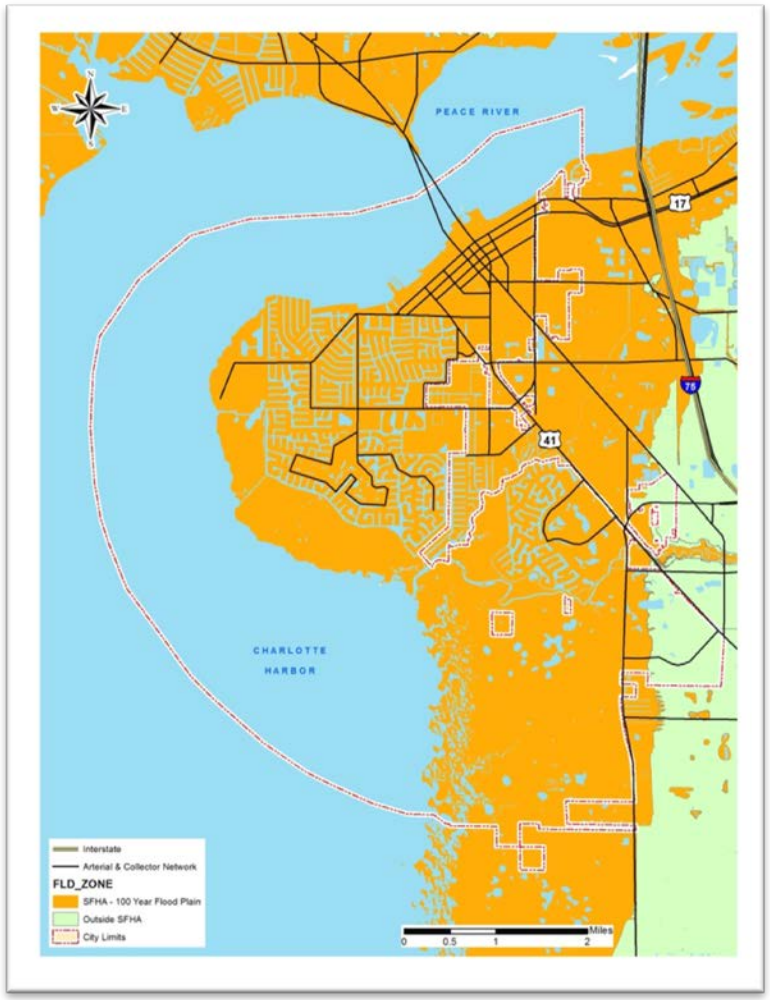
Map #15 – Hurricane Evacuation Zone Map



In addition to the Hurricane Evacuation Zone Map the City utilizes the Federal Emergency Management Agency (FMEA) Flood Zone Maps, to determine coastal and other flood risk vulnerability with the City. The City adopted the FEMA's Flood Insurance Rate Map (FIRM) for use in regulating construction within the floodplain. In addition to the standard regulatory requirements incumbent in participation in the National Flood Insurance Program the City also participates in the Community Rating System (CRS). CRS is designed to provide communities with a platform for establishing the highest standards in floodplain management. The City previously maintained a Class 6 in the CRS program. The rating has improved to a Class 5 entitling property owners within the City up to a 25 percent discount on their regular flood insurance rates.

The type of flooding that typically occurs in the City of Punta Gorda is coastal flooding, occurring when an expanse of water from Charlotte Harbor overflows the shoreline and submerges the adjacent land area. Other flood risks including flash floods associated with rain events can occur. This land area subject to flood water risk is referred to as the Special Flood Hazard Area (SFHA) also known as the 100 year floodplain. This area is used by most Federal and State agencies as a standard for floodplain management and is used to determine the requirement for flood insurance. Most of the City lies within the SFHA as shown on Map #16 - Special Flood Hazard Area (SFHA).

Map #16 - Special Flood Hazard Area (SFHA)



For those land uses in the different hazard areas, local governments may adopt special requirements governing construction which reasonably protect against hazards in each area. The City of Punta Gorda regulates development in floodplains through Article 14 Flood Hazard Areas of the City's Land Development Regulations.

The City's Stormwater Management and Control of Erosion, Sedimentation and Runoff regulations also address measures which protect against storm hazards through design standards for stormwater management systems described in the City's Land Development Regulations. Current regulations, which limit coastal development, exist within areas most concerned with environmental impacts. However it is important to keep in mind that the entirety of the City including all Future Land Use Categories, most existing private development, public infrastructure, and nearly all community critical facilities occur with either or both the Special Flood Hazard Area or the Hurricane Evacuation Zone Areas A, B or C. Therefore the City of Punta Gorda's primary focus is on limiting vulnerabilities through appropriate mitigation and development standards.

VI. Future growth

Annexation Areas

While the City of Punta Gorda has been primarily focused on development and redevelopment within the existing City Limits,

as the community matures and approaches build-out annexations will become an increasingly important to continued economic viability. In order to better understand the cost and benefits of annexations, City Council, in 2006, requested that the City Staff study areas of likely annexation resulting in the *Annexation Study of 2006*.

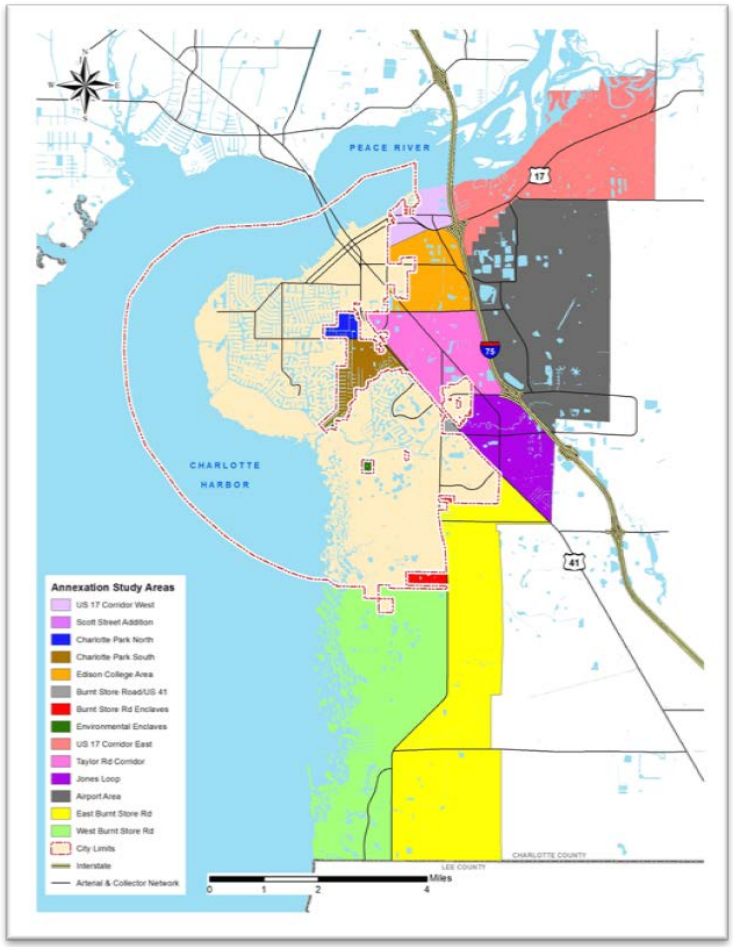
The Annexation Study of 2006 identified fourteen (14) areas for annexation and defined the criteria to be used for consideration.

The areas identified on Map #17 - City of Punta Gorda Annexation Study Area; fell into two (2) generalized categories:

- areas to be further considered for annexation; and
- those not eligible for annexation at this time

The areas not eligible for annexation at this time include various challenges including enclave creation, non-contiguous nature, or outside of existing Utility Service Area, that would prohibit annexation at present. The areas for further consideration included many enclaves/de facto enclaves, as well as adjacent areas that have high economic development and residential growth potential. An analysis of the areas and the potential impacts are discussed below.

Map #17 – City of Punta Gorda Annexation Study Areas



US 41 Commercial Enclaves:

Completely surrounded by the City of Punta Gorda, this area is an extension of the downtown area of the City. Most of the area is built with a small amount of vacant land. The area already receives water and wastewater service from the City of Punta Gorda. Ranked first (1st) out of the fourteen (14) areas by the City, recommended for annexation in 2006. With the exception of a single parcel the entirety of the US 41 Commercial Enclave has been annexed into the City.

Advantages:

- Within the Utility Service Area
- Eliminates an enclave
- Good potential for increased value
- Annexation would provide more efficient services, Growth not significant

Disadvantages:

- N/A

US 17 Corridor West

This area is adjacent to the City and also provides the main arterial connection between the City center and I-75. The area is currently served by the utility system of the City of Punta Gorda and a portion along the river has recently been annexed. It is likely that this area will be further divided with a portion potentially annexing soon and the other waiting until more development occurs. The lack of roads and other services will hinder development. However, the location near the river should make the area too valuable to remain vacant. Ranked second (2nd) out of the fourteen (14) areas by the City, recommended for annexation in 2006. Since, 2006 there has been little interest in voluntary annexation in this area.

Advantages:

- Within the Utility Service Area
- Allows for development
- Good potential for increased value
- Annexation would provide more efficient services
- Controls transportation access into the City

Disadvantages:

- Widespread growth not eminent

Charlotte Park North

This area is bordered on three sides by the City of Punta Gorda and by Charlotte Park South on the fourth. The area is entirely residential and almost completely developed. Charlotte Park North is part of the area that was under consideration for annexation in 2000. Recent communications suggest that this area may now be receptive to annexation. Although ranked third (3rd) out of the fourteen (14) areas by the City, recommended for

annexation in 2006, there has been little interest in voluntary annexation in this area.

Advantages:

- Within the Utility Service Area
- Eliminates an enclave
- Good potential for increased value
- Annexation would provide more efficient services, Growth not significant

Disadvantages:

- Growth not significant

Charlotte Park South

This area is bordered on three sides by the City of Punta Gorda and with access to US 41. The area is primarily residential and substantially developed. Charlotte Park South is part of the area that was under consideration for annexation in 2000. Recent communications suggest that this area may now be receptive to annexation. Ranked fourth (4th) out of the fourteen (14) areas by the City, recommended for annexation in 2006.

Advantages:

- Within the Utility Service Area
- Eliminates an enclave
- Good potential for increased value
- Annexation would provide more efficient services, Growth not significant

Disadvantages:

- Growth not significant

Burnt Store Road/US 41

This area is surrounded on three sides by the City of Punta Gorda with access to US 41. The existing development is low density with some commercial along the US 41 corridor. The area receives utility services form the City of Punta Gorda. Ranked fifth (5th) out of the fourteen (14) areas by the City, recommended for annexation at in 2006. Since, 2006 there has been significant interest in voluntary annexation resulting in the annexation oftwo commercial parcels on US 41 as well as the Eagle Point and Parkhill Estates mobile home parks.

Advantages:

- Within the Utility Service Area
- Eliminates an enclave
- Good potential for increased value
- Annexation would provide more efficient services, Growth not significant

Disadvantages:

- Distance from City services
- Growth not significant

Burnt Store Enclaves

Consisting of two sections, the northern parcel is located east of US 41 near Cuneo Road and is bordered on three sides by the City of Punta Gorda by residential development.

The southern parcels are bordered on one side by the City of Punta Gorda and have access to US 41. The area has potential for some development with low density residential and commercial along US 41. The area is within the service area of the City of Punta Gorda Utility System. Ranked sixth (6th) out of the fourteen (14) areas by the City, recommended for annexation in 2006. Since, 2006 there has been little interest in voluntary annexation in this area.

Advantages:

- Within the Utility Service Area
- Eliminates an enclave
- Good potential for increased value

Disadvantages:

- Distance from City services
- Growth not significant

Florida SouthWestern State College Area

This area, identified in the 2006 study as Edison College Area, is located adjacent to the center of the City of Punta Gorda and is on the west side of the I-75 Corridor. The designation of the area is due to the potential for the location of the Charlotte campus of Florida SouthWestern State College within the boundaries. Some preliminary discussions have occurred between the representatives of the College and the City. Although no decision on the location of the campus at this site has occurred, the prospects are encouraging. The location of the College will lead to significant growth in the area and also provide an employment center. Ranked seventh (7th) out of the fourteen (14) areas by the City, recommended for annexation in 2006. Since, 2006 there has been little interest in voluntary annexation in this area.

Advantages:

- Within the Utility Service Area
- Good potential for increased value

Disadvantages:

- Substantial area of no taxable value (state college and three County owned facilities)

Environmental Enclaves

There are six (6) parcels completely surrounded by the City of Punta Gorda. All of these areas are environmentally sensitive and concern over the impact of development in the general area

exists. Due to the isolated and or protected nature of the areas, there is no development expected on the sites. Ranked eighth (8th) out of the fourteen (14) areas by the City, recommended for annexation in 2006, most of this area has been annexed in the City.

Advantages:

- Punta Gorda would insure that the areas are protected.
- Providing services would be more efficient.
- Services required would likely be minimal.
- Eliminates enclaves.

Disadvantages:

- No tax base for the areas
- Need for annexation to provide services for development does not exist

Taylor Road Corridor

The inclusion of this area adds the potential for an employment center with some of the industrial and commercial uses. Annexation also allows for better planning along the US 41 Corridor. The area is within the Utility Service Area of the City and other City services are within a reasonable distance to the areas. Ranked ninth (9th) out of the fourteen (14) areas by the City, not recommended for annexation in 2006. Since, 2006 the only annexation in this area was associated with the 2014 "Loop Municipal Service Area". This area is generally bisected by N. Jones Loop Road and offers the potential for significant development based on the location between US 41 and the Jones Loop Interchange of Interstate 75.

Advantages:

- Within the Utility Service Area
- Good potential for increased value
- Significant potential for economic development and employment centers

Disadvantages:

- Significant expansion of City services required
- Significant Capital Improvements required

Jones Loop

The inclusion of this area adds the potential for an employment center with some of the industrial and commercial uses. The residential uses to the southern end of the area would assist with the housing stock in the City. Annexation also allows for better planning along the US 41 Corridor. The area is within the Utility Service Area of the City and other City services are within a reasonable distance to the areas. Ranked tenth (10th) out of the fourteen (14) areas by the City, not recommended for annexation in 2006. Since, 2006 the only annexation in this area was associated with the 2014 "Loop Municipal Service Area". This area is generally bisected by N. Jones Loop Road and offers the

potential for significant development based on the location between US 41 and the Jones Loop Interchange of Interstate 75. The annexation of the majority of the property within the "Loop Municipal Service Area" has raised interest in adjoining property owners in annexation and more voluntary annexations are anticipated in the coming years.

Advantages:

- Within the Utility Service Area
- Good potential for increased value
- Significant potential for economic development and employment centers

Disadvantages:

- Significant expansion of City services required
- Significant Capital Improvements required

US 17 Corridor East

This area is located on the eastern side of I-75, away from City services. The area is within the Utility Service Area and the City will provide water and wastewater services to all sites. Much of the area will develop as commercial along the US 17 Corridor and at the US 17/I-75 interchange. The areas along the river and south of US 17 will likely develop into residential areas. Ranked eleventh (11th) out of the fourteen (14) areas by the City, not recommended for annexation at this time.

Advantages:

- Within the Utility Service Area
- Good potential for increased value

Disadvantages:

- Distance from City is significant

West Burnt Store Road

Extending south of the current City limits, this area ranges between 6 and 12 miles from the center of Punta Gorda. Some development has occurred, however, the area is largely vacant. This area is outside of the ability of the City to offer water and wastewater services. A Master Plan has been completed by Charlotte County for the area with development controls and limits. Ranked twelfth (12th) out of the fourteen (14) areas by the City, not recommended for annexation at this time.

Advantages:

- Good potential for increased value
- Master Planning completed

Disadvantages:

- Significant expansion of City services required
- Outside of Utility Service Area
- Significant Capital Improvements required

Airport Area

Recent planning efforts by the County have designated virtually this entire area as commercial/industrial. Some residential development has occurred in the northern portion of the area, but it is not substantial. It is unlikely that these residential areas will be eliminated, but they will not expand. Annexation of this area may be decided on more political factors than operational. The County may wish to keep control of the Airport and the surrounding support services. Ranked thirteenth (13th) out of the fourteen (14) areas by the City, not recommended for annexation at this time.

Advantages:

- Within the Utility Service Area
- Good potential for increased value
- Significant potential for economic development and employment centers

Disadvantages:

- Significant expansion of City services required
- Significant Capital Improvements required

East Burnt Store Road

Extending south of the current City limits, this area ranges between 5.5 and 12 miles from the center of Punta Gorda. Some development has occurred, however, the area is largely vacant. The northern portion of the area is within the Utility Service Area of the City although little actual utility infrastructure exists. The bulk of the study area is outside of the ability of the City to offer water and wastewater services through the existing system. However, Charlotte County Utilities operates a water and wastewater system that covers the remaining area which is completely separate from the rest of its water and wastewater systems. Charlotte County also adopted a Master Plan for this area with substantial areas of low density residential development with minor commercial nodes along Burnt Store Road; however, this area has experienced little of this planned for development in the decade since the plan's adoption. Ranked fourteenth (14th) out of the fourteen (14) areas by the City, not recommended for annexation at this time.

Advantages:

- Good potential for increased value
- Master Planning completed

Disadvantages:

- Significant expansion of City services required
- Outside of Utility Service Area
- Significant Capital Improvements required

At the time of the 2006 Annexation Study it was envisioned that referendum based annexations of the various areas would be pursued based on in depth studies of each individual area and community will. However, the City of Punta Gorda's policy is to

pursue only voluntary annexations on a property by property basis. In this process each individual property can be accessed on its individual merits within the context of the Annexation Study criteria. Each annexation is examined based on the economic opportunities, service delivery efficiency, natural preservation, and/or other Comprehensive Plan goals, objectives and policies

Summary of Future Growth

The *Future Land Use Element* establishes through Goals, Objectives, and Policies the desired vision of the City of Punta Gorda that will govern the logical pattern for continued growth and development in accordance with the State of Florida Comprehensive Plan. The primary purpose of the *Future Land Use Element* is to define the pattern of development for the City including the protection of important historical, environmental, and neighborhood resources. In keeping with the State of Florida's Comprehensive Plan the City's *Future Land Use Element* seeks to provide the framework for a compact and contiguous pattern of development. While the City's primary focus over the course of the planning horizon will be on continued infill and redevelopment, the City will strategically permit voluntary annexations. The overarching goal for all growth and development be it infill, annexation or redevelopment will be in the furtherance of the City's vision as the economic, cultural, and social hub of Charlotte County.

VII. GOALS, POLICY, & OBJECTIVES

Goal 1.1: The long term end toward which land use programs and activities are ultimately directed is the orderly growth and development of Punta Gorda in a high quality environment. Over the next planning period, it is the intent of the City to continue to create a lively, economically viable, pedestrian oriented town with a publicly accessible waterfront, healthy neighborhoods, and a high quality of community character.

Objective 1.1.1: Punta Gorda will coordinate future land uses with appropriate topography and soil conditions, including flood and wetland issues.

Policy 1.1.1.1: Punta Gorda will maintain or increase the total acreage in "Conservation" or "Preservation" FLUM classifications.

Measurement: Total acres in "Conservation" and "Preservation."

Policy 1.1.1.2: Punta Gorda will require, as applicable, an Environmental Resource Permit , for any development permitted through the City's Development Review Committee (DRC).

Measurement: ERP's required for DRC Approvals.

Policy 1.1.1.3: Punta Gorda will regulate development so as to mitigate potential flood-related hazards in flood prone areas.

Measurement: Flood hazard requirements complied with on building permit applications for construction in flood prone areas.

Objective 1.1.2: Punta Gorda will coordinate future land uses with the availability of facilities and services.

Policy 1.1.2.1 Punta Gorda will require the availability of water and sewer, and other facilities and services for which there are LOS standards, concurrently with new development in the City. Additionally, development orders and permits will be specifically conditioned on the availability of the facilities and services necessary to serve the proposed development; and that facilities that provide utility services to the various land uses are authorized at the same time as the land uses are authorized. Punta Gorda will regulate the time frame for availability of such facilities and services within areas to be annexed.

Measurement: LOS-related facilities required in annexation.

Policy 1.1.2.2: Punta Gorda will conduct planning for LOS-related facilities and services

required taking into account FLUM designations in the planning area.

Measurement: LOS-related facilities required.

Objective 1.1.3: The City of Punta Gorda is committed to the redevelopment and renewal of blighted areas, and the prevention of blight in other areas through the following policies:

Policy 1.1.3.1: Punta Gorda will implement its Downtown Redevelopment Plan projects in its Community Redevelopment Area (CRA).

Measurement: Implementation of identified CRA capital projects.

Policy 1.1.3.2: Implement improvements to public facilities and infrastructure, public services, housing, etc. which benefit low- and moderate-income persons, using Community Development Block Grant (CDBG) and/or other sources of funds.

Measurement: Funds received annually and applied to projects benefitting low- and moderate-income persons.

Policy 1.1.3.3: Punta Gorda, in cooperation with citizen groups, will continue to develop and implement a City-wide beautification program, including landscaping and other decorative improvements, in appropriate street right-of-ways and other public locations in Punta Gorda.

Measurement: Existence of organized citizen group effort, project financing, completion of construction plans, and project.

Policy1.1.3.4: Punta Gorda will provide technical assistance in the historic rehabilitation or adaptive reuse of historic properties.

Measurement: Number of meetings held annually with persons interested in historic rehabilitation or adaptive reuse of historic properties held by Economic Facilitator or other City staff.

Objective 1.1.4: Punta Gorda will eliminate or reduce uses inconsistent with the community's character or future land uses by maintaining zoning that is consistent with the FLUM, by enforcing code provisions for the elimination of unlawful, non-conforming uses and structures, and by fostering appropriate redevelopment through a comprehensive process of economic facilitation.

Policy 1.1.4.1: Punta Gorda will prohibit the rebuilding of structures not conforming to the zoning regulations, flood regulations, or building code if such structure is damaged by fire or other disaster in excess of 50% of its value.

Measurement: Number of non-conforming structures damaged each year and determined to be ineligible for rebuilding due to the extent of damage.

Policy 1.1.4.2: Punta Gorda will prohibit the re-establishment of a use that does not conform to the zoning regulations where such non-conforming use ceases for a period of one year, or less if required by ordinance, as established by Business Tax Receipts records or other appropriate means.

Measurement: Number of Business Tax Receipts lapsing each year that are determined to be for non-conforming uses of structures or land, and which would require the elimination of the non-conforming use under the implementing regulation.

Policy 1.1.4.3: Punta Gorda will promote infill development and redevelopment consistent with the Future Land Use Map through its land development regulations and other means such as public improvements and economic facilitation.

Measurement: Proportion of building permits issued each year which are for construction in areas of existing development which are served by water and sewer; number of economic facilitation contacts.

Policy 1.1.4.4: Punta Gorda will maintain a Future Land Use Map and land use classification system that provides for the distribution, extent and location of a variety of land uses.

Measurement: Maintenance of Future Land Use Map

Objective 1.1.5: Punta Gorda will ensure the protection of natural resources through ownership/control for preservation and conservation, through protective FLUM classifications, and through regulatory criteria for development.

Policy1.1.5.1: Punta Gorda will support the acquisition, through various state and federal grant programs or other means, of environmentally sensitive lands within Punta Gorda, and will apply the "Preservation" FLUM classification to any new environmentally sensitive public land acquisition done for the primary purpose of preservation.

Measurement: Application(s) prepared and submitted for grants, or other funding sources, for purchase of environmentally sensitive lands. New lands acquired by public and protected by "Preservation" FLUM classification.

Policy 1.1.5.2: To address issues of environmental sensitivity for development project proposals involving undisturbed lands outside the "Preservation" FLUM area, Punta Gorda will take actions consistent with the Comprehensive Plan's Conservation Element, such as requiring environmental surveys and utilizing the FDEP's Environmental Resource Permit (ERP) process.

Measurement: Environmental surveys, ERP's, and other actions in response to environmentally sensitive conditions.

Objective 1.1.6: Punta Gorda will protect historic resources through historic district designation and historically sensitive land development regulations.

Policy 1.1.6.1: Punta Gorda will continue to promote historic preservation by maintaining a Historic Preservation Advisory Board, by offering technical assistance to persons interested in the adaptive reuse of historic structures, by facilitating events planned by community groups in celebration of local history, and by reviewing and updating its inventory of historic resources.

Measurement: Number of meetings of Historic Preservation Advisory Board, number of technical assistance meetings held by staff, and number of history-related events recommended for approval by the Development Review Committee, updated historic resources inventory.

Policy 1.1.6.2: Punta Gorda will allow the transfer of development rights (TDR) from a historic property to be preserved to a receiving site. The TDR process for historic preservation will allow the transfer of the residential density or commercial floor area entitlement to an appropriate receiving site and it will require the issuance of a transfer of development rights voucher serving as proof of the transfer.

Measurement: Existence of regulations governing TDR's which permit the transfer of a preserved historic property to a receiving site.

Objective 1.1.7: Punta Gorda will mitigate the risk of coastal flooding vulnerability by strategic provision of public infrastructure; promoting the use of Transfer of Development Rights (TDR); and by pursuing the acquisition of lands for preservation.

Policy 1.1.7.1: Construction of public facilities in coastal flood risk area will be in furtherance of one or more of the following: downtown revitalization, efficiencies in the provision of service, or service to existing populations.

Measurement: For public facilities construction proposed in coastal areas, a written determination of how such facilities will contribute to downtown revitalization, efficiencies in provision of service or service to existing populations. Such determination is to be made part of the annual capital improvements program.

Policy 1.1.7.2: The City will perform a comprehensive analysis of existing land uses in relation to the future land use map to establish appropriate sending and receiving zones and update the Transfer of Development Rights Program.

Measurement: The completion of the analysis and the creation of a Transfer of Development Rights Process.

Policy 1.1.7.3: The City will seek out opportunities to acquire lands for preservation to mitigate the risk of coastal flooding events due to storms and climate change.

Measurement: Acres of land acquired for Preservation.

Objective 1.1.8: Punta Gorda will continue to eliminate, reduce, or mitigate conditions that are inconsistent with any interagency hazard mitigation report recommendations that it deems to be appropriate, and which are inconsistent with the comprehensive plan.

Policy 1.1.8.1: The City of Punta Gorda will continue to participate in the Community Rating System (CRS) program, provide public education on flood hazards, have development and building regulations that mitigate flood hazard, maintain and/or improve stormwater drainage, train City staff in flood issues, and control the siting of mobile homes.

Measurement: Continued participation in the CRS program

Objective 1.1.9: Punta Gorda will coordinate consistency of new development with the Charlotte Harbor Surface Water Improvement and Management (SWIM) Plan, and the Charlotte Harbor National Estuary Program's Comprehensive Conservation Management Plan (CCMP).

Policy 1.1.9.1: Punta Gorda will implement a stormwater quality program including public education, development standards, facility improvements, and maintenance components.

Measurement: Public education provided; stormwater standards imposed through DRC permitting process; stormwater facilities improved or maintained.

Policy 1.1.9.2: Punta Gorda will maintain and enforce regulations requiring flood elevation and/or flood proofing techniques for building in floodplains.

Measurement: Elevation and floodproofing required by building permit conditions.

Policy 1.1.9.3: Punta Gorda will continue to serve its customers with adequate potable water and sanitary sewer.

Measurement: Annual estimate of residential customers served with water and sewer.

Policy 1.1.9.4: In formulating utility extension policies, Punta Gorda will seek to accommodate planned densities in unincorporated areas.

Measurement: Review of policies in the comprehensive plan to accommodate for County's transfer of development units within the unincorporated portion of the utility service areas.

Policy 1.1.9.5: Punta Gorda will apply appropriate site planning requirements such as environmental surveys, on-site stormwater management, wetlands preservation, etc., according to the needs of the situation in the context of applicable law and sound planning practice.

Measurement: Development Review Committee applications processed each year and discussion of the required submittals.

Objective 1.1.10: Punta Gorda will discourage urban sprawl by controlling the extension of urban facilities and services to non-urban areas and by encouraging urban infill development.

Policy 1.1.10.1: To the extent that Punta Gorda proactively pursues annexations, it will do so on the basis of a comprehensive rationale, such as that described in the basic studies supporting the comprehensive plan. Punta Gorda will seek first to annex enclaves, near enclaves, and adjacent urbanized areas. Considerations include, but are not limited to, environmental and health benefits, land needs for various uses, cost and revenue impacts, and benefits of jurisdictional consolidation.

Measurement: Annexation study or studies which include evaluation of the aforementioned considerations.

Policy 1.1.10.2: Punta Gorda will encourage infill development within the City by maintaining a

high level of urban services, by cooperating with the private sector in promoting economic growth, and by maintaining land development regulations that facilitate the sensitive integration of new development in older urban areas.

Measurement: Expenditures for City promotion and economic facilitation; existence of regulations affecting downtown redevelopment.

Policy 1.1.10.3: Punta Gorda will refrain from the extension of water and sewer lines into sparsely developed areas in order to discourage a leap frog development pattern of urban sprawl. Water distribution lines or sewage collection lines may be extended within the areas identified as the Sheriff/ECC/Airport Area and the Jones Loop Area in the 2006 Annexation Study.

Measurement: Annual written description of water and sewer line extensions and a description of the areas in which these extensions took place.

Objective 1.1.11: Punta Gorda will continue to plan for water and sewer plants, water and sewer lines and related facilities needs in advance of development, making provision for required property through acquisition and developer dedication.

Policy 1.1.11.1: Punta Gorda will maintain regulations governing the subdivision of land such that adequate rights-of-way and utility easements are maintained, and Punta Gorda will evaluate utility needs prior to the abandonment of any rights-of-way, utility easements, or other public facility sites.

Measurement: Existence of subdivision regulations providing for rights-of-way and easements; and written determination with respect to utility needs for any right-of-way, easement, or public facility abandonment during the year.

Policy 1.1.11.2: Punta Gorda will maintain an ongoing utility planning process to ensure the adequate capacity of its water and sewer facilities, consistent with the comprehensive plan concurrency requirements and the requirements of federal and state utility permitting and regulatory agencies.

Measurement: Reports submitted annually to utility permitting agencies addressing usage, capacities, and future improvements or expansions.

Objective 1.1.12: Where particular aims of the comprehensive plan may be advanced (such as affordable housing, historic preservation, protection of

environmentally sensitive areas, discounted acquisition of land for public purposes, or downtown redevelopment), Punta Gorda will employ or make available innovative land development techniques such as TDR's, density bonuses, PUD's, mixed use land use classifications and zoning, or other techniques.

Policy 1.1.12.1: Punta Gorda has made available a Transfer of Development Rights (TDR) process for historic preservation, protection of environmentally sensitive areas, reduction of coastal flooding risk, downtown redevelopment, or sale of property at a discount to a public agency for public purpose.

Measurement: Number of inquiries each year and number of TDR's issued.

Policy 1.1.12.2: Punta Gorda will make available density bonuses for the development of affordable housing, historic preservation, protection of environmentally sensitive areas, downtown redevelopment, or to reduce the risk of coastal flooding.

Measurement: Number of inquiries each year and number of density bonuses issued.

Original policy (which was changed) read: Punta Gorda's Professional Office and Commercial FLUM categories will be configured to allow mixed uses in the Downtown Redevelopment Area and other appropriate parcels.

Measurement: Existence of Mixed Use provisions for these FLUM categories as outlined in Policies 1.1.14.2 and 1.1.14.3.

Policy 1.1.12.3: Punta Gorda's Urban Village, Professional Office, Highway Commercial, and Light Industrial FLUM categories will be configured to allow mixed uses in the Downtown Redevelopment Area and other appropriate parcels

Measurement: Existence of mixed use provisions for these FLUM categories as outlined in Policies 1.1.14.2 and1.1.14.3.

Objective 1.1.13: Punta Gorda will follow procedures consistent with Florida Statute requirements for planning and siting dredge spoil disposal sites.

Policy 1.1.13.1: Punta Gorda will participate in intergovernmental coordination processes regarding the location of any future dredge spoil disposal sites within or around its borders.

Measurement: Participation in intergovernmental coordination processes, and documentation thereof, should antecedent conditions exist.

Objective 1.1.14: Punta Gorda will maintain a Future Land Use Map and land use classification system that provides for the distribution, extent and location of a variety of land uses.

Policy 1.1.14.1: Residential lands are areas that are intended to be used predominantly for housing. Other uses that are consistent with residential character may be permitted subject to the requirements of the land development regulations. Examples of potentially compatible uses include, but are not limited to, houses of worship, nursing homes, parks, golf courses, libraries, schools, and day care centers. In order to preserve the existing character of the traditional suburban neighborhoods, reduce climate change risk and ensure economically viable traditional downtown and adjacent mixed use commercial area. Residential lands are appropriate as sending zones via the City's existing transfer of development rights (TDR) program. The following residential land classifications exist to provide a range of housing densities and housing types.

- *Low-Density:* This classification permits residential structures other than mobile homes at densities up to 5 units per acre.
- *Medium-Density:* This classification permits residential structures other than mobile homes at densities up to 10.0 units per acre.
- *High-Density:* This classification permits residential structures other than mobile homes at densities up to 15.0 units per acre.
- *Mobile Home:* This classification permits residential structures and mobile homes at densities of up to 6.0 units per acre. Recreational vehicles may be permitted at densities of up to 8.0 units per acre.

Measurement: Existence of implementing zoning classifications and number of units in new construction plans approved each year pursuant to regulations governing these zoning classifications.

Policy 1.1.14.2: Urban Village lands encompass the traditional commercial core of Punta Gorda. Therefore the most intense retail and office space allowances are combined with an encouragement of vertically integrated mixed use development. These areas shall be developed:

a. In a pedestrian oriented manner consistent with the existing pattern

b. The development intensity shall not exceed a floor area ratio of 5.0.

c. Residential uses may be permitted up to 3.5 units per acre. Residential densities exceeding 3.5 units per acre are permitted for pre-existing

small platted lots or if they are developed through the Planned Development process where at least 25 percent of the project is commercial.

Measurement: Plans reviewed checks of zoning for occupational license issuance or renewal, mixed use development plans reviewed

Policy 1.1.14.3: Highway Commercial Corridor lands identified on the Future Land Use Map shall be developed:

a. to accommodate commercial, retail, and office uses that are more auto oriented due to scale and typology while respecting the pedestrian and alternative transportation modes through development design standards

b. so as the intensity of the development does not exceed a floor area ratio of 1.5

c. to allow a residential density of 3.5 units per acre in areas where residential uses will promote affordable housing or compact and contiguous development.

Policy 1.1.14.4: Professional Office lands are lands primarily intended for office, professional, medical and institutional uses. Retail uses consistent with the character and primary function of the category will be permitted.

These areas shall be developed:

a. so as the non-residential intensity of the development of Professional Office land use designation does not exceed a floor area ratio of 2.00.

b. so as the non-residential intensity of the development in areas identified as within the Medical Overlay District in the Comprehensive Plan and Land Development Regulations do not exceed a floor area ratio of 5.0.

c. Residential uses may be permitted up to 3.5 units per acre. Residential densities exceeding 3.5 units per acre for pre-existing small platted lots or if they are developed through the Planned Development process where at least 25 percent of the project is commercial.

Measurement: Measurements analogous to those described for Policy 1.1.14.2.

Policy 1.1.14.5: Light Industrial lands are intended for activities predominantly connected with manufacturing, assembly, processing, distribution, or storage of material goods

These areas shall be developed:

a. So as the intensity shall not exceed a Floor Area Ratio of 1.50.

b. So uses considered potentially noxious or hazardous uses are to be approved only by special exception under the zoning ordinance.

c. With limited residential uses which may be permitted at densities of up to 3.5 units per acre where found to be compatible with the primary uses.

Measurement: Measurements analogous to those described for Policy 1.1.14.2 with the exception of residential density considerations in mixed use.

Policy 1.1.14.6: Recreation-Private lands are intended for recreational uses that are not public property and which are primarily intended to serve a surrounding residential community. These areas may allow development so as the intensity shall not exceed a Floor Area Ratio of .05.

Measurement: Development plans reviewed each year and zoning checks for occupational license issuance or renewal.

Policy 1.1.14.7: Recreation-Public lands are intended to serve active and passive recreational needs of the public. This FLUM designation includes publicly owned parks and park sites. These areas may allow development so as the intensity shall not exceed a Floor Area Ratio of .05

Measurement: Description of new developments each year on Recreation-Public lands and the conformity of said development to the description of uses in this policy.

Policy 1.1.14.8: Public lands are lands owned by the public and used for public purposes such as governmental offices and operational facilities. Recreational uses may be permitted, but such uses are generally classified as "recreation-Public" on the FLUM. These areas may allow development so as the intensity shall not exceed a Floor Area Ratio of .05.

Measurement: Measurements analogous to those performed for Policy1.1.14.6.

Policy1.1.14.9: Preservation lands are publicly owned lands generally held as open space for environmental, flood hazard mitigation, educational, recreational, cultural, or archeological purposes. Minimal development appropriate to the furtherance of these purposes may be allowed. These areas may allow development so as the intensity shall not exceed a Floor Area Ratio of .05.

Measurement: Description of existing development in preservation lands and any changes thereto in a given year.

Policy 1.1.14.10: Conservation lands are privately owned lands, exhibiting characteristics similar to "Preservation" lands, which are held in private ownership. . Development on these lands by their private owners is to be permitted to a density of one dwelling unit per ten acres, or one dwelling unit per lot or parcel of less than ten acres if such lot or parcel existed prior to January 15, 1997. Other uses may include water reservoirs, campgrounds, non-commercial docks, game preserves, fish hatcheries, hunting and fishing camps, recreation areas, etc. Consistency of any particular proposed use with this FLUM designation will be determined in part by responsiveness to any applicable State or Federal permitting requirements. Responsiveness to permitting conditions for this purpose means meeting State or Federal permit conditions or proposing reasonable alternatives to protect the environmental values on which such permit conditions are predicated. In any event, no building permit will be issued without all required State or Federal permits and conformity to the land development regulations pursuant to review by the Development Review Committee. Conservation lands are appropriate as sending zones for Transferrable Development Rights. These areas may allow development so as the intensity shall not exceed a Floor Area Ratio of .05.

Measurement: Measurements analogous to those performed for Policy1.14.1.8.

Policy 1.1.14.11: Special district and site designations on the FLUM are as follows:

- **Community Redevelopment Area -** This area exists for the redevelopment and revitalization of downtown Punta Gorda. The Downtown Redevelopment Area designation is an overlay on underlying FLUM designations which may alter use, density, and intensity characteristics as described in the underlying designation. The general intent is to provide for mixed uses and continued viability of properties platted in an earlier era. The City will adopt land development regulations applicable to this area which further these purposes. This area is intended as a means to mitigate urban sprawl and promote infill development.
- **The Historic District -** This area exists to protect historic resources within downtown Punta Gorda. It provides for review by the Historic Preservation Advisory Board (HPAB) prior to permitting any demolition or major rehabilitation of historic buildings. It gives the City "First right of refusal" prior to demolition, allowing for the removal of

structures to the City's designated History Park. It encourages property owners to seek preservation assistance from the HPAB. The intent is to promote the vitality of downtown Punta Gorda. This area includes a National Register Historic Residential District and a Local Commercial Historic District.

- **Historic Sites -** These structures are all located outside the Historic Residential District. The same characteristics exist with respect to these properties as properties in the Historic Districts as regards HPAB review, HPAB assistance, and first right of refusal prior to demolition.
- **Medical Overlay District -** This area exists to promote the development of top quality medical services in a campus type approach, which is intended to foster a streamlined, seamless and more efficient delivery of medical services.
- **Waterfront Overlay District -** This area exists to promote a lively, economically viable and publicly accessible waterfront.

Measurement: Existence of these special districts and site designations, DRC applications reviewed each year for development or redevelopment of property in this area, historic structures preserved.

Policy 1.1.14.12: Educational Land Uses are permissible within all land use categories

Measurement: The allowance of educational uses in all land use categories.

Objective 1.1.15: Punta Gorda will adopt or amend land development regulations necessary to regulate land subdivision, signage, compatibility of adjacent land uses, drainage and stormwater management, open space, on-site traffic and parking, and additional subjects of land development regulations if appropriate.

Policy 1.1.15.1: Punta Gorda will maintain, adopt, or amend, as appropriate, land development regulations which:

a. regulate the subdivision of land including such matters as surveying, platting, replatting, standards for public facilities and utilities, easements, monuments, etc.

b. regulate the dimensions, locations, and physical appearance of on-site and off-site signage.

c. promote the compatibility of adjacent land uses through zoning, plan review and approval, inspections, and code enforcement predicated upon zoning requirements and allowances for circumstantial alternatives ensuring compatibility as articulated in the land development regulations.

d. regulate on-site traffic and parking including such subjects as numbers of parking spaces, size and design of parking spaces and parking lot aisles; ingress and egress from public streets or alleys, maintenance of fire safety, location of loading/unloading areas, location of handicapped parking, driveway and parking aisle design, parking construction materials and standards, etc.

e. regulate drainage and stormwater management by requiring on-site holding and treatment of stormwater according to appropriate standards.

Measurement: Existence of development regulations which serve the functions described in the policy.

Policy 1.1.15.2: Punta Gorda will adopt other appropriate land development regulations should they become necessary to address issues not currently germane to Punta Gorda (wellhead protection, groundwater aquifer recharge areas, agricultural lands, etc.).

Measurement: Adoption of appropriate land development regulations should antecedent conditions exist.

Objective 1.1.16: Punta Gorda will employ a Plan Configuration Management System to maintain the consistency of implementing documents and processes, such as LDR's, with the Comprehensive Plan; to evaluate project and program proposals against the Comprehensive Plan; and to evaluate potential changes in the Comprehensive Plan and its implementation.

Policy 1.1.16.1: Punta Gorda will conduct a comprehensive review and revision of its LDR's within one year of the adoption of its Comprehensive Plan, and this process will include consistency of the LDR's with the Comprehensive Plan.

Measurement: Completion of revised LDR's.

Policy 1.1.16.2: Where Punta Gorda develops and implements special purpose plans, such as neighborhood plans, the consistency of these plans with the comprehensive plan will be documented.

Measurement: Documentation of consistency.

Policy 1.1.16.3: Punta Gorda will utilize the Comprehensive Plan goals, objectives, and policies to develop a checklist or other evaluation tool to be used in evaluating consistency of particular development project proposals or program proposals with the Comprehensive Plan.

Measurement: Existence and utilization of checklist.

Policy 1.1.16.4: Punta Gorda will evaluate FLUM amendment and zoning change proposals according to their consistency with the Comprehensive Plan as a whole, and Punta Gorda may impose conditions on FLUM amendments or zoning changes if the evaluation indicates that such conditions are necessary to further consistency with the goals, objectives, and policies of the Comprehensive Plan. Conditions may include sunset provisions for FLUM amendments and rezoning where development does not occur within the specified time frame, conditions that require development through the PUD process, etc.

Measurement: Staff report recommendations to maintain consistency with the Comprehensive Plan.

Policy 1.1.16.5: Punta Gorda will utilize the measurements associated with the policies of the Comprehensive Plan to evaluate the overall status of the Comprehensive Plan goals, objectives, and policies, and this analysis will support the Evaluation and Appraisal Report (EAR) process as required in Chapter 163.3191 evaluation and appraisal of comprehensive plan.

Measurement: Reporting on Comprehensive Plan measurements and utilization in EAR process.

Policy 1.1.16.6: From time to time, issues may arise that may prompt a re-evaluation of the Comprehensive Plan and/or its implementing documents and processes, such as LDR's. Examples of such conditions include substantial unexpected trends in the population or economy, failure of policies to achieve goals and objectives, failure of implementing documents and processes, changes in state and federal law, etc. A written analysis will be done when such re-evaluation occurs, and this analysis will be part of the EAR process or future plan amendments.

Measurement: Monitoring and reporting on changed conditions.