

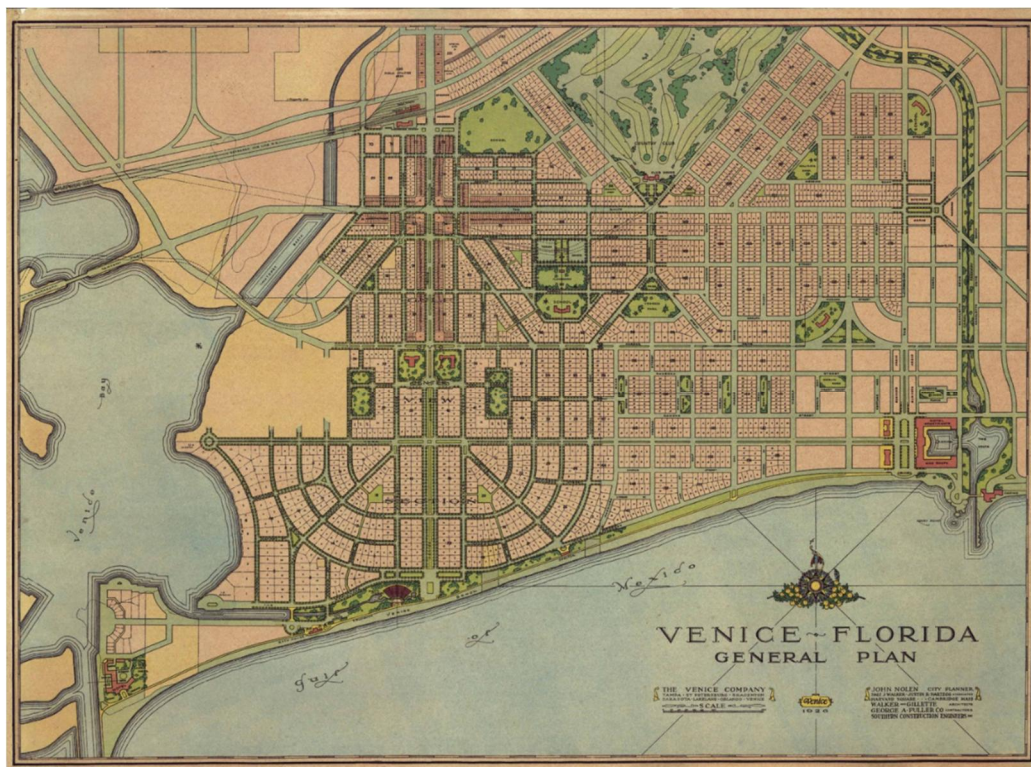
## Section II – BACKGROUND - What Influenced the Plan

### The City of Venice – *Our Community*

The City of Venice's location, rich history dating back to the 1926 John Nolen Plan, enviable transportation infrastructure, and cultural resources have made it a desirable community for both residents and business to locate. These same elements have positioned the city for continued, but managed growth during the foreseeable planning horizon. With a refocus of community goals and expectations, it demands a purposeful plan for the future—a plan that emerges from a visioning process but yields an actionable strategy grounded in foreseeable economic realities.

The Nolen Plan has served as the basis for this and similar planning exercises throughout the City's history. The Nolen Plan centered on a mix of land uses, connected street network, and parks. The Plan included much of what is identified today as the historic "core" or downtown of Venice, centered on the Island. Today, much of Nolen's 1926 Plan remains intact with some obvious alterations since that time with the development of the Intracoastal Waterway, conversion of the railroad into the Legacy Trail, and the removal of the golf course on the east side of downtown.

Historically, development in Venice began on the Island following the creation of a community master plan by John Nolen in 1926. The Island represents a true mixture of uses, including the Venice Municipal Airport, historic downtown, a post office, Venice Regional Hospital, Venice High School, and government offices.

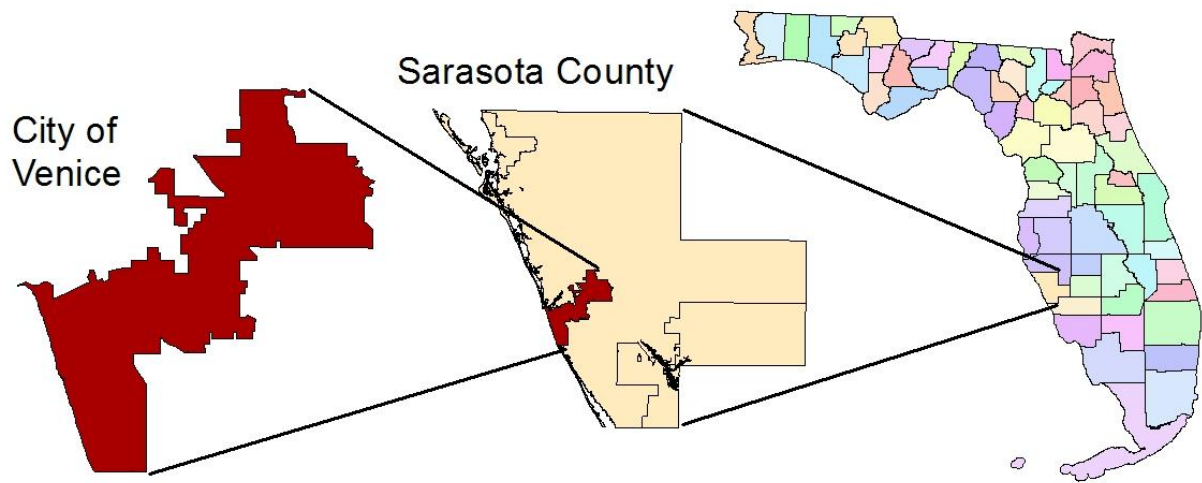


Since the Nolen Plan was developed, there have been significant events in Venice's history which have led to its current development form and pattern including:

- Venice Municipal Airport – The airport was built on the Island in the early 1940s by the United States government to serve as a flight training facility during World War II. At the end of the war, the airport was given to the City of Venice with the stipulation that if it were not used as an airport it would revert back to the U.S. government. Today, the general aviation airport serves a variety of personal and business uses within the region.
- Intracoastal Waterway – The ICW was constructed during the 1964-1967 time frame as a means to “give commercial shipping a safer alternative than the sometimes rough Gulf of Mexico”. The ICW created the area commonly referred to as “The Island”, and was not well received by the residents of Venice at that time due to concerns of safety (school age children falling in), precluding business and industries within the Seaboard area from building spurs for their expansion and concerns of a “long ditch of stagnant water.” (*Sarasota Herald-Tribune, April 7, 2014*)
- Interstate 75 – Interstate 75 was extended from its terminus in Tampa south through Sarasota County in the 1960's creating a much needed and desired alternative for north-south travel along U.S. 41 aka Tamiami Trail, connecting Tampa to Naples, Miami and South Florida.
- The 1970s City decision to allow high rise development on the beach.
- Relocation of the City's Wastewater Treatment Plant west of US 41 Bypass to its current location east of Interstate 75, south of Laurel Road. The relocation was coupled with an expansion of services providing much needed City infrastructure to this portion of the City and South Sarasota County.
- The City's annexations east of I-75.
- Implementation of state water management districts (i.e., SWFWMD) and its resulting regulatory impacts on land development.

## GEOGRAPHY

The City currently includes approximately 9,500 acres or roughly 15 square miles in size extending from the Gulf of Mexico east to the Myakka River. Venice's location in the region and in Sarasota County is viewed as an asset. It's a community that has excellent access to highways (Interstate 75, U.S. 41), is served by a municipally owned airport (VNC), and provides its residents and visitors a wide range of environments and amenities including almost 4 miles of beaches, access to the Myakka River, Roberts Bay, and the Intracoastal Waterway as well as several environmental corridors including Curry Creek and Hatchett Creek. There are also a number of both local and regional parks and trail systems connecting the City's neighborhoods to the rest of Sarasota County.



## MARKET ASSESSMENT

The City undertook a Market Assessment in an effort to document the existing conditions from a demographic and real estate market perspective, providing baseline market statistics to inform potential development opportunities. Real estate demand forecasts have been prepared through 2026 for residential, retail, office, industrial, and hospitality uses. The market assessment considers both local and regional market forces impacting the City of Venice. Ultimately, this document helps to reconcile the full market potential for the City with the community service, infrastructure improvements, and land use policy needed to foster success. The full Market Study is included in the Appendix.

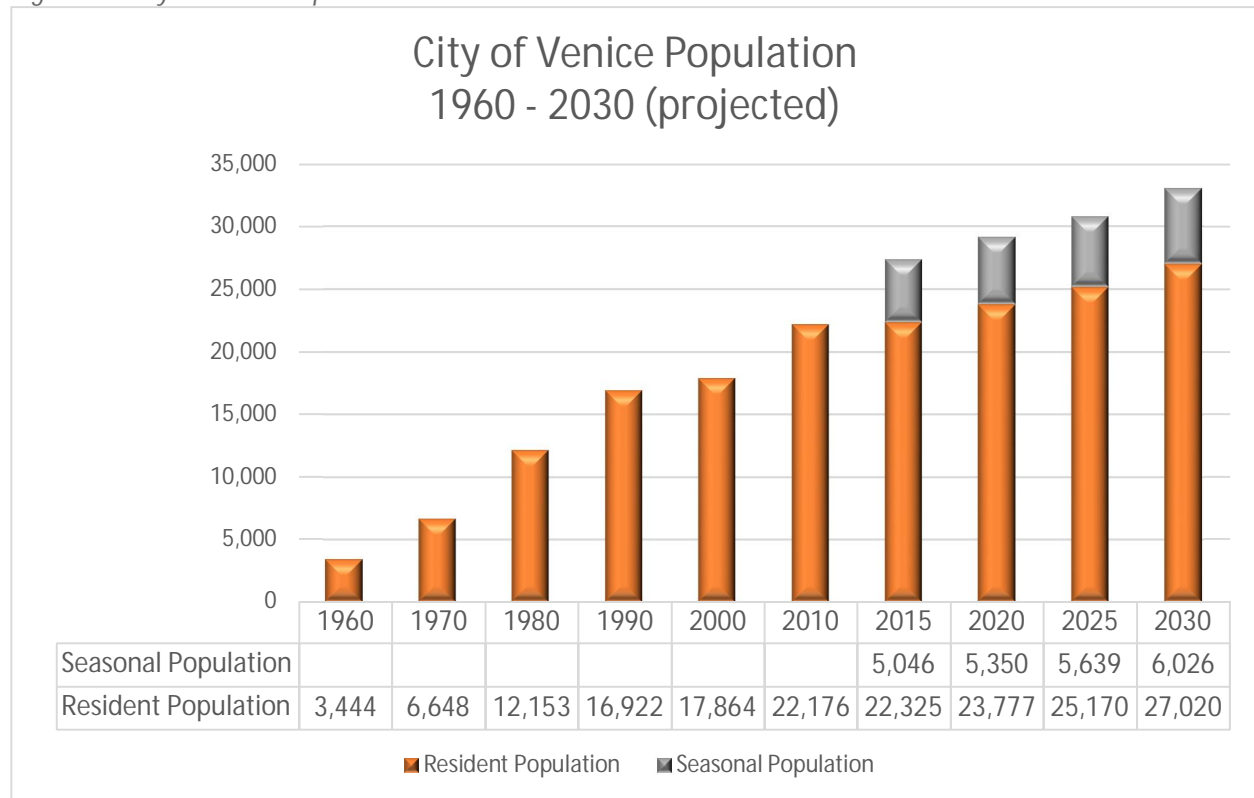
## DEMOGRAPHICS

A growing population creates more opportunities to enhance the quality of life but places increased demands on services and infrastructure. In looking at the City's population and demographics, information was obtained from Sarasota County, the Bureau of Economic and Business Research (BEBR), Southwest Florida Water Management District (SWFWMD) and the Sarasota-Manatee Metropolitan Planning Organization (MPO). From these sources, the City identified both historic and future population trends for both a full-time resident population as well as an increased population based on the City's seasonal population (generally November through April).

Specific to the full-time population, since 2000, Venice has grown by approximately 4,461 persons and is expected to add another 2,845 persons between now and 2025 for a total estimated population of 25,170. The City's total (permanent) population accounts for approximately 5.5 percent of the total population of Sarasota County; however, that percentage is anticipated to

decrease to approximately 5.3 percent as both unincorporated Sarasota County and the City of North Port continue to grow at rates greater than Venice. The largest segment during this time remains in the 55 and over population as current residents “age in place” and new retirees (“baby boomers”) move to the City. Currently, residents 55 and over account for over three-fourths of the City’s total population. The median age in Venice has increased from approximately 67 years old in 2010, now Venice’s median age is estimated to be 68.4 years old.

Figure B1: City of Venice Population 1960 to 2030



*1960-2010 population based on historical decennial U.S. Census data*

As noted within the Market Assessment and identified below, Table Figure B2 and Table B1, demonstrates the population change between 2000 and 2015 by age group for the City of Venice. Residents aged between 55 and 74, representing the Baby Boomer generation, demonstrated the fastest growth over the 15-year period. The 1,365 new residents between the age of 65 and 74 made up more than one-half of the total increase. This age group also posted the highest rate of growth over the five-year period at 29.9%. Only two of the age groups experienced declines, 0-14 and 35-44, representing a loss in population typically representing families.

Figure B2: Comparison of Population by Age Group, 2000-2015

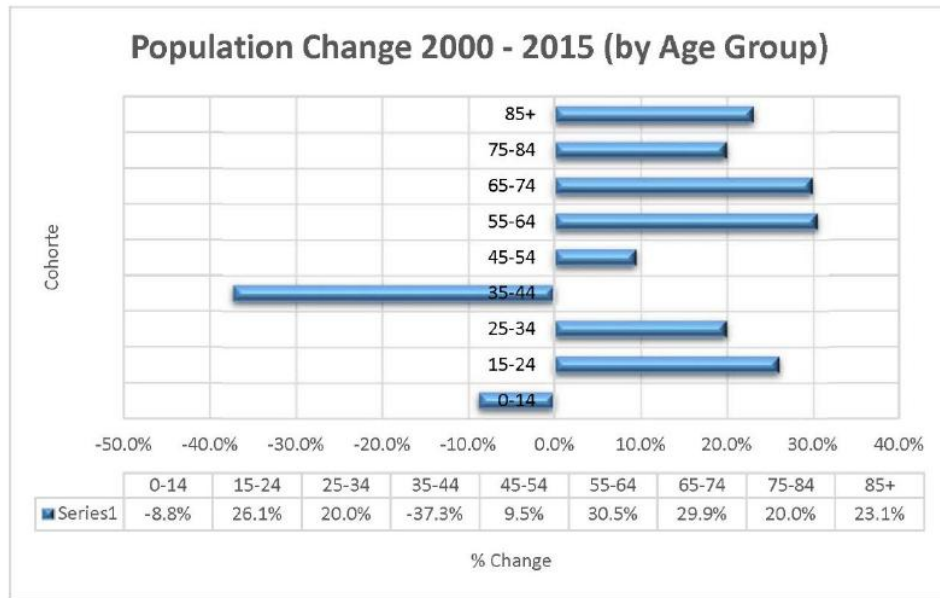


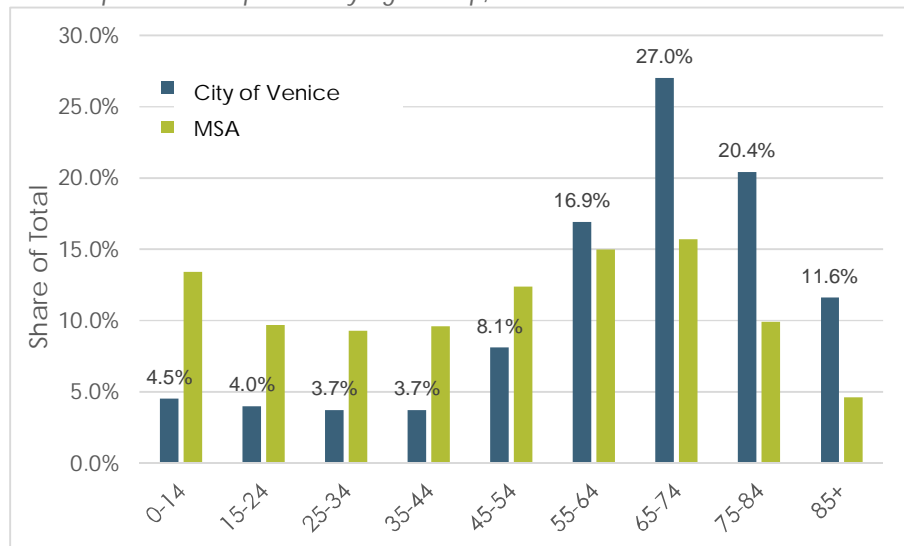
Table B1: Population by Age Group,  
City of Venice, 2000-2015

Cohort	2000	2010	2015	2000-2015 Δ	
				#	%
0-14	1,084	996	989	-95	-8.8%
15-24	697	768	879	182	26.1%
25-34	678	705	813	136	20.0%
35-44	1,297	871	813	-484	-37.3%
45-54	1,627	1,909	1,781	154	9.5%
55-64	2,847	3,672	3,715	868	30.5%
65-74	4,570	5,249	5,935	1,365	29.9%
75-84	4,473	4,212	4,484	11	0.2%
85+	2,072	2,365	2,550	478	23.1%
<b>Total</b>	<b>19,365</b>	<b>20,748</b>	<b>21,982</b>	<b>2,617</b>	<b>13.5%</b>

Source: ESRI; US Census; Kimley-Horn

Figure B3 compares the share of the Venice population from each age cohort to the North Port-Bradenton-Sarasota MSA. The MSA has larger shares of all population cohorts less than 54 years. Conversely, Venice holds a larger share of residents 55+. Overall, more than three-quarters of the total population in Venice is over age 55. As a result, the median age in 2015 in the City of Venice was estimated at 68.4, compared to 51.4 for the North Port-Bradenton-North Port-Bradenton-Sarasota MSA.

Figure B1: Comparison of Population by Age Group, 2015



With respect to Household Size, households in the City of Venice grew at a slightly faster rate than population between 2000 and 2015, indicating a declining household size. The average household size in the City of Venice was estimated at 1.75 people in 2015, less than 2.23 people for the North Port-Bradenton-North Port-Bradenton-Sarasota MSA (Figure B4). With higher shares of younger residents, particularly those representing families, Sarasota County has experienced an increase in average household size in the last 15 years.

Figure B4: Comparison of Average Household Size, 2000-2015

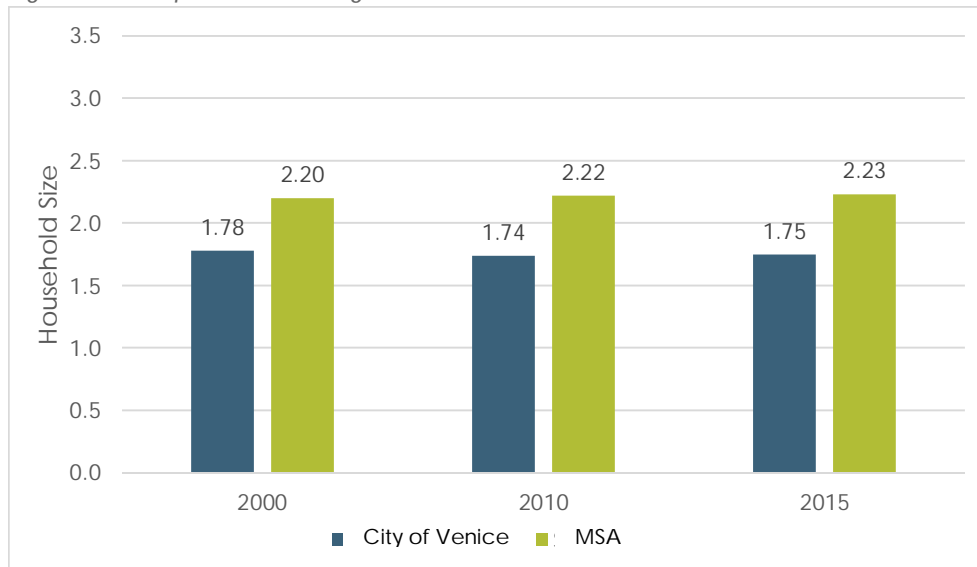
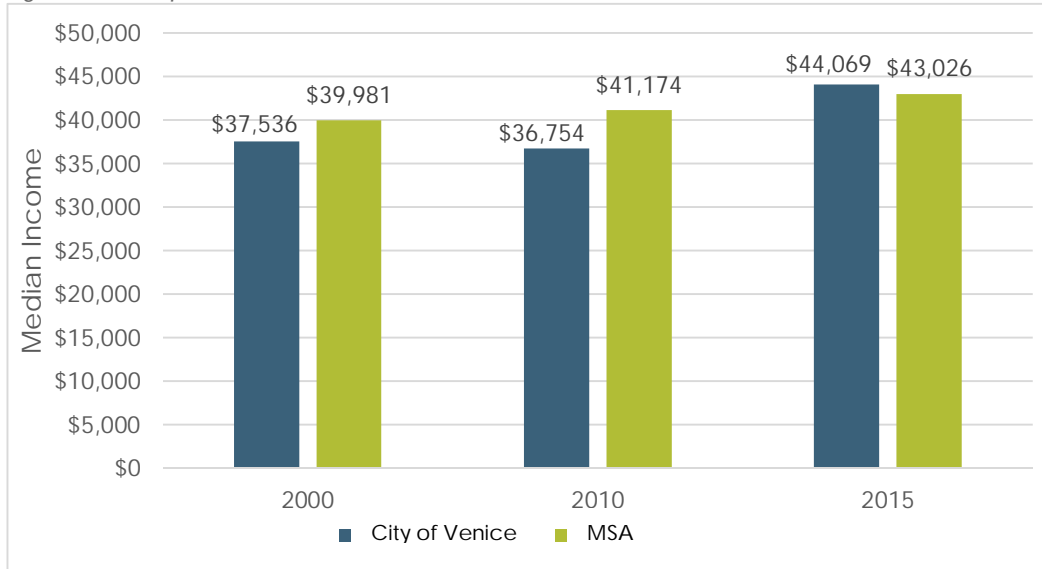


Figure B5 shows the median incomes of the North Port-Bradenton-North Port-Bradenton-Sarasota MSA and the City of Venice between 2000 and 2015. The median household income in both geographies increased over the last 15



years. The City of Venice median income in 2015 was estimated at \$44,069, slightly higher than the MSA's at \$43,026. Although the City of Venice has historically reported a lower median income than the larger MSA, a stronger increase of 20% between 2010 and 2015 resulted in a slightly higher measure comparatively.

Figure B5: Comparison of Median Household Income, 2010-2020

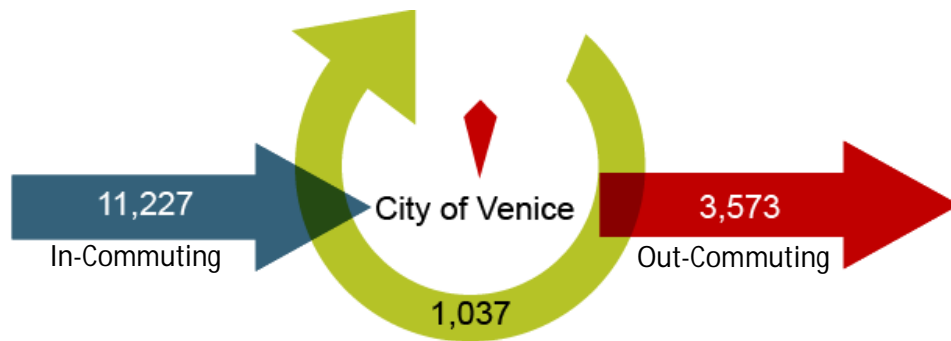


#### EMPLOYMENT SUMMARY

The City of Venice is home to a number of major employers, most notably PGT, Tervis Tumbler, and Venice Regional Hospital. These entities support over 5,000 combined jobs in the local economy. With a large seasonal population, this analysis considers the impact of tourism on the market. The City of Venice measured a 23.2% increase in tourism revenue between 2013 and 2014, indicating continued improvement following the 2007-2009 Recession. The Economic and Demand Drivers for Venice are identified in the Market Assessment as Tourism, Manufacturing, Healthcare and Social Assistance, and the Airport; other drivers outside of the City which impact the community include the Sarasota-Bradenton International Airport and Port Manatee. Based on available information, there were almost 13,000 jobs within the City of Venice, the majority of those in the Healthcare and Social Service and Manufacturing sectors.

Based on the Market Assessment and as shown in Figure B6, approximately 11,227 people are employed in Venice, but live outside of the city boundaries, commuting into the City for work. Only 3,573 employed residents commute to jobs outside the City. Another 1,037 people are estimated to live and work in the City limits. Based on feedback from area stakeholders, the large employee inflow could be partially attributable to the comparatively high cost of housing. It is likely that many of the people commuting in are accessing lower paying jobs targeting the tourism economy – retail, restaurants, and entertainment services. According to PGT, more than one-half of their employees live in North Port/Port Charlotte, while only 15% live in Venice.

Figure B6: Commuting Patterns, City of Venice, 2013



### HOUSING SUMMARY

Within the City of Venice, there are over 18,000 housing units constructed, most of which are either multi-family housing (as defined by the U.S. Census, five or more units together in a building) or single family detached (Figure B7). Based on the 2010 Census, approximately 42 percent of the City's housing stock was classified as "multi-family" (Note: it is understood multi-family as defined by the Census included the City's numerous condominium developments). Based on a 2015 independent analysis performed in support of this Comprehensive Plan (review of the Sarasota County Property Appraiser's data) and assuming the same definition as the 2010 Census, this percent dropped to approximately 36 percent. This confirms the Market Analysis' findings that "Recent trends indicate single family housing are being constructed at an increased rate than other forms of residential housing". The majority of this new construction has occurred in close proximity to I-75 and within planned communities. However, as Venice's population continues to age, "Aging in Place" or continuing care communities are expected to be in greater demand.

Figure B7: Housing Units by Type, City of Venice, 2000-2013





## EXISTING LAND USE

Existing Land Use is a term generally used to describe “what’s constructed on the land” at a given point in time. This information is useful in that it provides the City with a base from which it provides public services – water, wastewater (sewer), police, fire, parks and cultural activities to name a few. The A review of the existing land uses, including the “Carrying Capacity” within the City provides an overview of development patterns in the area today and guidance for the (re)development and planning initiatives desired by its residents.

As previously noted, the City contains over 18,000 residential units. In addition, there are over 8.5 million square feet of non-residential uses (Note: non-residential is defined to include: retail/commercial, office, industrial, public spaces and similar).

The City’s current comprehensive plan includes land use designations and standards within both the Planning Areas and Joint Planning Areas/Interlocal Service Boundary areas, which when combined, allow for a total development (build out) of over 58,000 residential units and almost 100 million square feet of non-residential development. Based on the City’s persons per household (pph) and similar statistics, these totals would support a combined full time and seasonal residential population exceeding 100,000 persons.

## The Public Process

Key to the update of the City’s Comprehensive Plan is an inclusionary public engagement process. Understanding community values today ensures that this plan, supports and advances those priorities over the long term.

The planning process began in early 2015 with an exploration of existing conditions and a multi-faceted public outreach and community involvement campaign. The approach was simple:

- to create a strategy that achieves desirable results over the next 10 to 20 years,
- understand the City’s successes and challenges since the 2010 Comprehensive Plan,
- take a community snapshot to reassess the vision and priorities expressed by the community and its leadership.

The Comprehensive Plan helps us achieve success against a set of community initiatives that are clear, relatable, and important to city leaders and residents. The underlying philosophy was based on the belief that planning should be done by community leaders, citizens, and stakeholders. Participants not only should value the process and support the outcome, but also have a clear understanding of how to execute and achieve desired results.

Upon adoption of the Comprehensive Plan, the City will then undertake the required process to amend (update) the City’s Zoning and related Land Development Codes.

## PUBLIC OUTREACH

Creating a community Vision which can be used as the basis for Comprehensive Plan is a critical step in the overall planning process and one that should not be taken lightly. It requires a thoughtful approach to engaging the community

and empowering stakeholders. Community engagement for the Venice Comprehensive Plan encouraged open dialogue while understanding why decisions were made. In doing so, three basic questions were asked:

- *What does Venice want to be?*
- *What steps will be required for Venice to be successful?*
- *How will we measure and what should we anticipate as a result of Venice's success?*

Asking these questions allowed the extensive public outreach process to yield a set of desired outcomes and action items that align with community and neighborhood values. The questions were asked in a variety of ways at numerous events during this phase. These events included two Community-Wide Kickoff sessions, an initial workshop in each of the seven Neighborhoods, a second Community-wide meeting, bi-weekly updates and workshops with the Planning Commission and quarterly reviews with the City Council.

## **PUBLIC INPUT**

The Plan identifies issues and opportunities, identified through public input, facing Venice today in order to proactively address concerns and capitalize on possibilities to improve the quality of life for its citizens. It provides a broad vision of the future for Venice based on a set of goals defined by residents, business owners, community leaders and other stakeholders. In addition, the plan presents strategies for achieving that vision

The understanding of community dynamics and the outcomes of the initial engagement activities were critical pieces in the creation of the Venice Comprehensive Plan. A common theme that emerged from the planning process is the community's understanding that the physical environment of the city—it's neighborhoods, buildings, streets, utilities, and natural resources—have a far reaching impact on economic vitality and cultural legacy.

Stakeholder interviews were conducted to verify and supplement the data gathered and mapped through the Community Meetings, Neighborhood Workshops, Planning Commission Workshops and the Online Survey. In addition, interested persons were afforded the opportunity to provide comments, formally or informally, in writing for the duration of the Comprehensive Plan process. This input supplemented the data and analysis derived through the process.

### **Community Meetings and Workshops**

Throughout the process, a series of community outreach meetings and neighborhood workshops was held in order to allow the residents and interested persons the opportunity to voice their opinions. Beginning with the Community-wide Project Kick-off through the Neighborhood Workshops, and extending through the Planning Commission meetings and public workshops, over XX community meetings were held. In addition, the City hosted an Online Survey in an effort to allow for the public process to be truly public and receive comments from those unable to attend the neighborhood workshops or the Planning Commission workshops.

### **Neighborhood Workshops**

Neighborhood specific workshops were held between December 7<sup>th</sup> and December 14<sup>th</sup>, followed by a Community-Wide Neighborhood Workshop on January 11, 2016.

### **Planning Commission Updates**

Between June 2015 and January 2017, the Planning Commission has held approximately 42 workshops and or public hearings where information specific to the Comprehensive Plan has been presented. Attendees at the workshops and

the public hearings were provided the opportunity to address the Planning Commission members and provide comments and information as well as ask questions.

### Neighborhood Workshops

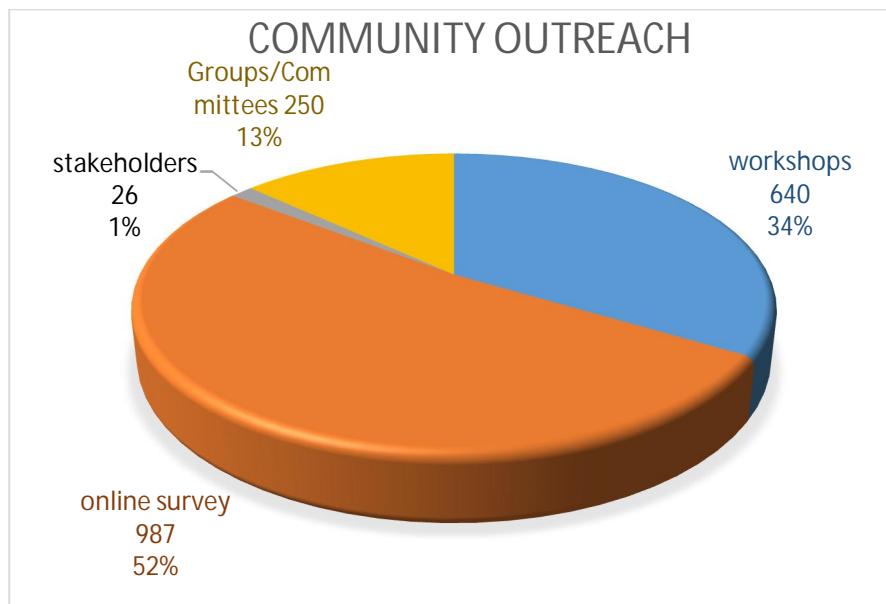
A second series of Neighborhood Workshops was held on January xx-xx, 2017. During this meeting community members reviewed the final plan, discussed recommendations to implement the vision, and prioritized action steps.

### BY-THE-NUMBERS

*Total Community Outreach (Workshops, Stakeholders and Online Survey):*

Workshops:	640
Online Survey:	987
Stakeholder Interviews:	26
Groups, Committees, Advisory Boards	250
<u>Neighborhood Workshops Part 2</u>	<u>xxx</u>
<b>TOTAL</b>	<b>1,653</b>

*Note: except for the Online Survey, these numbers are estimates*



## What We Heard... A Summary of Public Comments

The City of Venice Planning Commission, working with the project team, and based on the community input, developed the following goals. These goals were refined from the initial five (5) goals presented on page 4 above, which were vetted at the community meetings and work sessions. These Goals serve as the basis and are used to guide the development of the Comprehensive Plan through the *Vision, Intent and Strategies*.

*What We Heard*....from the various public workshops and through the planning process:

- Preserve Venice's character, historical places, John Nolen's planning heritage, and cultural resources.
- Protect the City's environmental and natural resources, and encourage retention of open space for functional and conservation purposes.
- Balance future growth in a way that transitions and integrates new and existing developments, and provides sufficient infrastructure and community services for the increased population.
- Support mixed-use areas and pedestrian-oriented streets that encourage active lifestyles and new urbanism principles.
- Provide a transportation system that enhances mobility and includes a well-connected pedestrian and bicycle network.
- Ensure a variety of housing types that are available to a wide range of incomes and market demands.
- Promote a diversified business environment that encourages entrepreneurs, supports existing businesses and employment centers, and attracts new employers.