



**LAKE COUNTY**  
**FLORIDA**

**FUTURE LAND USE ELEMENT  
DATA, INVENTORY & ANALYSIS  
2030 PLANNING HORIZON**

**TABLE OF CONTENTS**

**INTRODUCTION** ..... 4

    RELATIONSHIP WITH THE 1991 COMPREHENSIVE PLAN..... 6

    CONSIDERATION OF RULE 9J-5, FLORIDA ADMINISTRATIVE CODE ..... 8

**INVENTORY** ..... 8

        Existing Land Use Data..... 8

        Existing Land Use Inventory..... 8

        Residential Development ..... 1

        Commercial and Service Development ..... 2

        Industrial Development..... 2

        Institutional ..... 2

        Agricultural ..... 2

        Conservation..... 2

        Historic Resources..... 3

**VACANT LAND ANALYSIS** ..... 5

**FLOOD PRONE AREAS**..... 5

**ADJACENT LAND USE** ..... 5

        Orange County ..... 6

        Osceola and Polk..... 6

        Marion and Sumter ..... 6

        Volusia County ..... 6

        Seminole County ..... 7

**POPULATION PROJECTIONS** ..... 7

**2030 FUTURE LAND USE MAP ANALYSIS** ..... 11

**2030 FUTURE LAND USE DESIGNATION ANALYSIS**..... 11

        Rural Land Use Series..... 11

**URBAN LAND USE SERIES**..... 13

**RESIDENTIAL, PUBLIC, COMMERCIAL AND INDUSTRIAL LAND USE NEEDS**..... 18

        Residential Land Use Needs ..... 18

**COMMERCIAL AND INDUSTRIAL LAND USE NEEDS**..... 22

**PUBLIC SCHOOL PK-12 LAND USE NEEDS** ..... 27

**SPECIAL COMMUNITIES** ..... 28

**MOUNT PLYMOUTH-SORRENTO SPECIAL COMMUNITY** ..... 29

FERNDALE SPECIAL COMMUNITY .....	31
SUNNYSIDE SPECIAL COMMUNITY .....	32
NATURAL RESOURCES INVENTORY .....	33
Green Swamp Area of Critical State Concern .....	33
Wekiva River Protection Area.....	34
Emeralda Marsh .....	35
Public Facilities and Transportation.....	35
Summary of Facilities and Services .....	38
BLIGHTED AREAS/REDEVELOPMENT .....	42

## **LOCATION**

Lake County is situated in East Central Florida and is bordered by Orange, Osceola, Seminole, Volusia, Marion, Sumter, and Polk Counties. The County consists of fourteen municipalities, several unincorporated communities and historic villages.

***Table 1 - Population Projections for Lake County, 2020 and 2030***

	<b>YEAR</b>	<b>RESIDENT POPULATION</b>
Short Range Increment	2020	<u>370,900</u>
Long range Increment	2030	<u>451,600</u>

Source: Lake County total population is the Medium projection from BEBR, *Projections of Florida Population by County, 2009 – 2035*, Florida Population Studies Volume 43, Bulletin 156, March 2010.

Prepared by: Lake County Planning and Community Development, Feb. 2009

***Table 2 - Resident Population Projections for Unincorporated Lake County***

<b>YEAR</b>	<b>POPULATION</b>
2005	<u>146,221</u>
2010	<u>145,013</u>
2015	<u>135,470</u>
2020	<u>135,342</u>
2025	<u>134,886</u>
2030	<u>119,426</u>

Source: All estimates are from the Bureau of Economic and Business Research (BEBR), *Florida Statistical Abstract 2010*, Table 1.25.

Lake County total population is the Medium Projection from BEBR, *Projections of Florida Population by County, 2009 – 2035*, Florida Population Studies Volume 43, Bulletin 156, March 2010.

Prepared by: Lake County Planning and Community Development, September. 2009

## **INTRODUCTION**

Comprehensive Plans in Florida form the foundation for local planning. The 2030 Lake County Comprehensive Plan was developed in accordance with the requirements of Chapter 163, Florida Statutes and Chapter 125, Florida Statutes. These statutes establish the requirements and authority for local government comprehensive planning. The Department of Community Affairs (DCA) reviews all local comprehensive plans. The criteria with which the DCA reviews these plans are located in Chapter 9J-5 of the Florida Administrative Code. Chapter 9J-5 established the requirements for consistency between local plans with state and regional planning efforts, as well as the basic format of the plan with regards to data requirements, data analysis, and requirements for the Goals, Objectives, and Policies.

The Future Land Use Element (FLUE) of the Comprehensive Plan provides the framework with which to guide the growth and development of Lake County for the next twenty years. This Element provides the mechanisms which stipulate the location and timing as well as the type and intensity

of new or redeveloped uses of land. The implementation of the Future Land Use Element is conducted through the Goals, Objectives, and Polices, and the Future Land Use Map Series.

The FLUE is the focal point for analyzing the interrelationships between various plan elements and for achieving consistency between the elements. The FLUE incorporates and implements the central themes and information found in all of the plan's elements, including Conservation, Transportation, Housing, Public Facilities, Intergovernmental Coordination, Recreation, and others. It is based on updated population projections and demographic data, contains an inventory of Lake County's lands, and allocates land use designations for the County. The FLUE is the tool that will dictate the County's future and the manner in which the County intends will get there.

Developable land in Lake County is limited. The way this land is used will determine the number of homes, businesses, and the amount of goods and services that will be available to Lake County's citizens. Land use also impacts transportation—roadway level of service, increased traffic, demand for mass transit—and can have a harmful effect on the environment and strain public facilities and schools, but with these challenges there is great opportunity. Different tactics produce different results. This element proposes a more sensible approach to the designation of land uses, but limits intensities and densities depending on location and concentrates urban densities and intensities.

The manner in which Lake County designates land uses and plans for expected growth will significantly shape the natural environment and influence future quality of life. The goal of the FLUE is to implement the County's Future Land Use Plan to achieve an appropriate balance between public and private interests in the protection of the environment, discouragement of urban sprawl, creation of favorable economic conditions, provision of adequate affordable housing, provision of adequate services and facilities, maintenance of established residential neighborhoods, protection of rural and agricultural areas, and protection of private property rights.

Lake County also has endeavored to adopt Joint Planning Agreements (JPA) with the 14 municipalities in order to improve communication and facilitate consistent growth patterns throughout the County. JPAs with Clermont, Mount Dora, and Lady Lake have been adopted.

The JPA establishes a Joint Planning Boundary between Lake County and the municipality. Growth in the JPA will directly affect both parties in the future, so intergovernmental coordination in land use decisions will benefit both parties. Within the JPA, the County and municipality agree to work toward common planning goals in order to perpetuate smart growth. Acknowledging the boundary and agreeing to confer with each other is the preliminary step in the joint effort to comprehensively plan specified areas within the municipal boundary and specified areas within unincorporated Lake County. Recent statutory changes have created an alternative to JPAs in the form of Interlocal Service Boundary Agreements (ISBAs) that may be pursued in conjunction with, or an alternative to, JPAs. These agreements are generally considered to be a more powerful planning tool for the municipalities and County to work together to achieve common planning goals. Lake County plans on pursuing ISBAs with the municipalities in over the next year.

## **FUTURE LAND USE**

Lake County has proposed new future land use categories for the 2030 Lake County Comprehensive Plan: There are three major use series: the Rural Land Use Series, the Urban Land Use Series, and the Public Benefit Land Use Series. The purpose of the new urban and rural land use categories are to designate high, medium, and low densities and intensities for urban and rural areas and allow more options with which property owners may develop their land. In addition, there are land uses specific to the Green Swamp Area of Critical State Concern, the Wekiva River Protection Area, and the Mt. Plymouth-Sorrento Community. The land uses in the Green Swamp Area of Critical State Concern remain essentially unchanged to those adopted in the 1991 Comprehensive Plan. The land uses proposed within the Mt. Plymouth-Sorrento Community are consistent with the County's recently approved amendments for compliance with the Wekiva Parkway and Protection Act.

## **RELATIONSHIP WITH THE 1991 COMPREHENSIVE PLAN**

In 1991, Lake County adopted the Comprehensive Plan pursuant to the Florida Growth Management Act of 1985. The plan must be in compliance with Chapter 163 of the Florida Statutes and 9J-5 of the Florida Administrative Code. The Florida Department of Community Affairs reviews comprehensive plans from the Florida counties to determine their acceptability. The population explosion in Florida, which accelerated in the 1980s, has precipitated major economic, social, and land use changes throughout the state. The inevitability of continued growth in Florida, and a growing urgency within the Florida Legislature to enact legislation that could effectively accommodate that growth, was the impetus for the passage of The Florida Growth Management Act of 1985 (FGMA). The FGMA stipulates that all local governments—municipal and county—in the State must codify a Comprehensive Plan that will “attempt to address the community’s current and future plans for land use, natural resource protection and provision of infrastructure,” for the next fifteen years.

According to FGMA provisions, there are six different public facilities that must be provided at level of service standards: potable water, sanitary sewer, storm water drainage, parks, solid waste, and transportation. When these six public facilities do not reach the adopted level of service standards, the proposed development must be denied, as required by concurrency.

Moreover, in 2005 the State Legislature passed Senate Bill 360, which mandates that every County and municipality in the State must implement school concurrency by December 2008. Lake County has the privilege of being one of six Pilot Communities in the State that has expeditiously developed a Public School Facilities Element that will serve as a guide to other counties in Florida, and will serve as the guide to school concurrency for Lake County. The Public School Facilities Element included in the Planning Horizon 2030 Comprehensive Plan is an updated version of the element in the 1991 Comprehensive Plan which had been found in compliance in 2009.

Florida is one of the fastest growing states in the nation. According to July 2008 estimates from the U.S. Bureau of the Census Data, Florida had a population of approximately 18,328,340. This is an increase of over 2.3 million people over the 2000 Census and nearly 5.4 million people since the 1990 census when Florida had 12,938,071 residents. Lake County’s population has also grown exponentially from a 1980 population of 104,870 to an estimated 2010 population of 293,500. Although the number of people moving to Florida per day has slightly decreased from a 1980 high of 1,000 people, the population is expected to increase by more than 6-million over

the next 25 years. Unplanned growth strains essential infrastructure, such as potable water, sanitary sewer, stormwater drainage, parks, solid waste, and transportation; schools must find space to accommodate more students; and the FGMA requires local government to accommodate growing populations with sufficient facilities, which may not be financially feasible.

After years of work, contentious debate, and seven drafts of a future land-use map, a divided Commission on January 15, 1991 passed the Lake County Comprehensive Plan. The Plan was then sent to the Department of Community Affairs (DCA) for review. The DCA, on May 25, 1991, released its 131-page Objections, Recommendations and Comments (ORC), which is a review of the Comprehensive Plan. Lake County was encouraged to take more steps to protect environmentally sensitive areas, wildlife, and water. According to the DCA at that time, inconsistencies were prevalent throughout the Lake County Plan. The DCA believed the Plan encouraged sprawl, was not supported by adequate data and analysis, and allocated more land than needed to accommodate the population. The land use and environmental elements received the most objections, but elements such as capital improvements were also questioned because there was no explanation as to how the County would fund and implement policies.

A revised Comprehensive Plan went before the County Commission on July 9, 1991. In a 4-1 vote the Comprehensive Plan was voted into law. The DCA was required to review the revised Comprehensive Plan and release a notice that stated whether or not the Plan followed State guidelines.

The DCA once again had reservations. The DCA informed the County that the Plan allowed more development than needed during the planning period (fifteen years); two corridors for commercial use that would permit strip development; wording that would allow zoning changes to be made before the plan was approved; and weak environmental provisions. By the beginning of October 1992, Lake County decided to compromise. The Lake County Commission, in a 4-1 vote, signed an agreement with the DCA, conceding specific provisions that would slow growth considerably.

Every seven years local governments must draft and adopt an Evaluation and Appraisal Report (EAR) that examines the progress of their respective Comprehensive Plans. Lake County sent the EAR to the Department of Community Affairs for review in late 1998. Twenty-two pages of suggested revisions were sent back to Lake County from the DCA on December 4, 1998. Revisions began almost immediately after receiving the DCA document. After one year of intense preparation, the Department of Growth Management produced another draft of the EAR. On November 16, 1999, the revised EAR was adopted by the County Commission and sent to the DCA for a sufficiency review.

The DCA found Lake County's EAR to be sufficient, and it was approved by the Board of County Commissioners on January 4, 2000. However, Lake County never adopted the EAR-based Amendments that were proposed after the approval of the EAR.

In 2004, during discussions with the DCA, it was agreed upon by all parties that implementing the EAR-based Amendments would be unwise because they were based on 1980s data derived during a time when Lake County was a rural, agricultural area. It was then decided that Lake County would be better served if the Comprehensive Plan was completely rewritten and supported by more accurate data. In 2008, Lake County submitted its second Evaluation and Appraisal Report which was accepted by DCA. Lake County agreed to include the

recommendations in both reports in its rewrite of the comprehensive plan (2030 Planning Horizon Comprehensive Plan).

## **CONSIDERATION OF RULE 9J-5, FLORIDA ADMINISTRATIVE CODE**

All of the Elements of the Comprehensive Plan have been prepared within the structure of Rule Chapter 9J-5 F.A.C. The County's intent is to not only meet the required aspects of the "Minimum Criteria Rule" but to infuse the local circumstances, both historical and cultural, into the plan. This approach has led to the preparation of the Comprehensive Plan that directs the County to manage growth at the local level while considering community character, particularly in its special communities. One requirement of Section 9J-5.005(2)(a, e), F.A.C. is that the development is depicted on projections produced pursuant to 9J-5.006 (1)(g), F.A.C. This requirement dictates that the integrity of the lines, which distinguish between densities, must be maintained. This requirement is also stipulated in Section 9J-5.006 (4), F.A.C., which states that the distribution, extent, and location of land uses shall be shown on the Future Land Use Series.

## **INVENTORY**

### **Existing Land Use Data**

The following pages contain the information base that is analyzed and ultimately used as one of the data sets to assist in the formulation of the Future Land Use Goals, Objectives, and Policies and Map Series. The data requirements not only include the brief descriptions of portions of the data gathered from the other Comprehensive Plan Elements but also existing land use data. Included are the existing land uses within the County, which are fundamental for identifying future land uses; the natural resource inventory, which was principally gathered from the data contained within the Conservation Element, and serves to outline the constraints for some types of future land uses; land uses adjacent to the County, which depicts general yet important information that is useful because the County is influenced by land uses and market forces from adjacent Counties; identification of the area of the County that falls within the Green Swamp Area of Critical State Concern which was created pursuant to Section 380.05 Florida Statutes, and information on the Wekiva River Protection Act and Wekiva River Protection and Study Areas within Lake County. This Act of legislature has had an impact of the use of the land within the County and also poses a development constraint and therefore is a factor in the distribution of land uses within the County. The above data requirements are presented in a map series with accompanying text.

Also included are the population projections for the unincorporated area of Lake County. These projections are based on those provided by BEBR (Bureau of Economic and Business Research).

### **Existing Land Use Inventory**

Lake County Growth Management Department's GIS Division was employed to determine the existing land use status of the Tax Parcels of the Lake County Property Appraiser's Tax maps. The existing land use coverage was developed from the tax parcel layer at a scale of 1:24000. Based on the Florida Land Use Classification System (FLUCCS), over 100 land use codes are utilized to define land in Lake County. Four "levels" of information are captured to supply general to specific detail of land use. Tools used to identify these areas included: 2002/2004 imagery, property appraiser data, 1998 wetlands inventory, 1990 forest coverages, structure



data, and outside consultants. The land use coverage was completed in mid 2006. Using the Florida Land Use Cover Classification System, and viewing the unique issues involved with Lake County and the transition from agricultural land uses to other land development that has been occurring since the beginning of the previous planning horizon, some unique changes have resulted in the Lake County landscape.

Use of the County Property Appraiser code data expedited the attainment of land use inventory objectives. These data sets were available in electronic format and keyed to FLUCCS land use categories that are commonly used for regional planning purposes: low density residential, medium density residential, high density residential, commercial and services, industrial, institutional, recreational, open land, agricultural, rangeland, upland forest, water, wetlands, barren land, transportation and utilities and government holdings.

The land uses shown on the Existing Land Use Map below depicts all lands within both the unincorporated and incorporated portions of the County. Table 3 lists the approximate acreage of each existing land use classification and its percentage of the County.

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# Existing Land Use

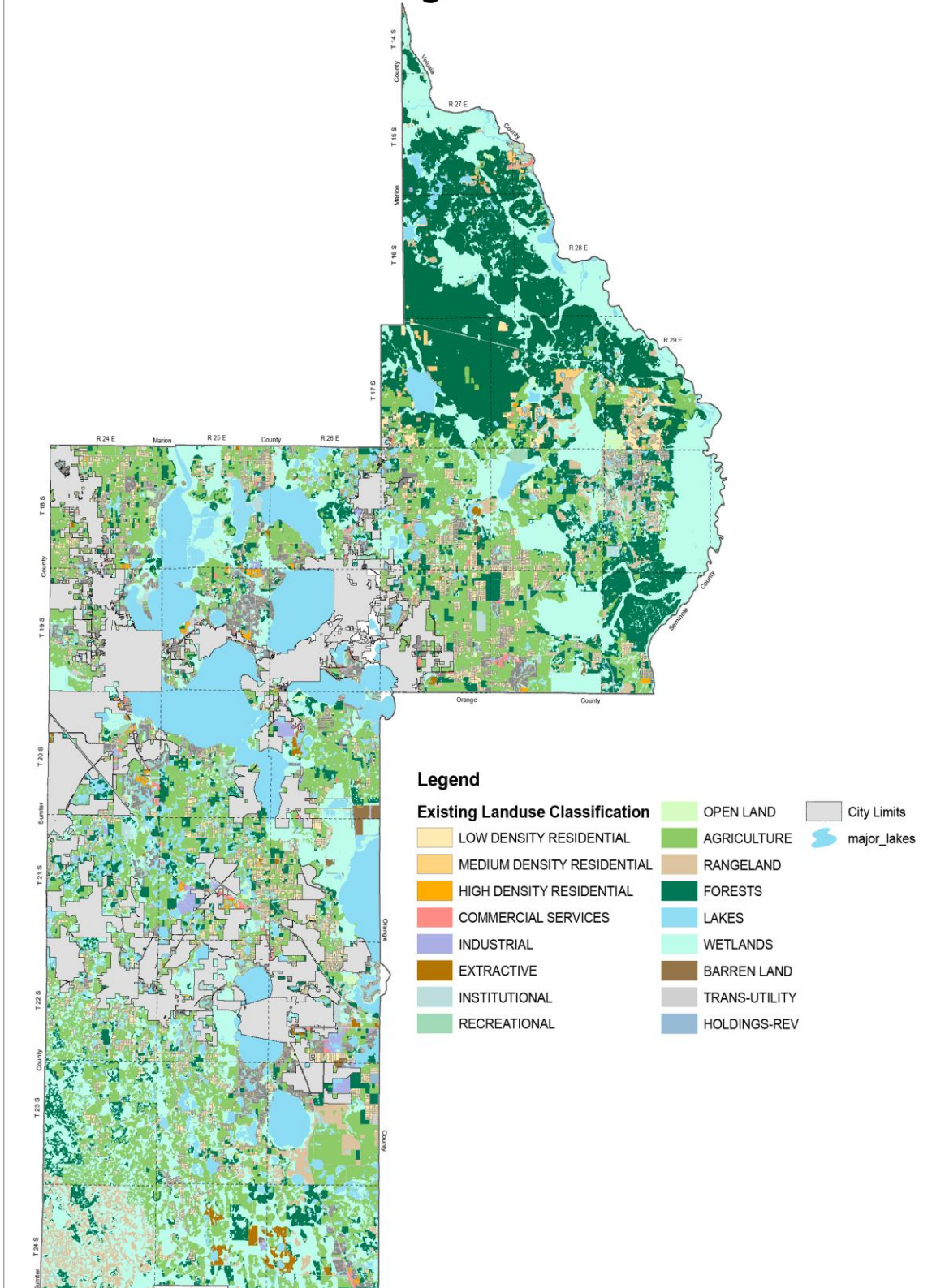


Table 3 - Existing Land Use Classification and Approximate Acreage

CATEGORIES	ACREAGE	PERCENTAGE	PERCENT OF COUNTY
1000 Urban and Built Up Areas	106,442.24		
1100 Residential, Low Density (less than 2 dwelling units /acre)	45,150.63	6.06%	14.27%
1200 Residential, Medium Density (2-5 dwelling units/acre)	28,825.57	3.87%	
1300 Residential, High Density (6 or more dwelling units/acre)	9,294.92	1.24%	
1400 Commercial and Services	5,839.69	0.78%	
1500 Industrial	2,443.16	0.33%	
1600 Extractive	4,672.70	0.64%	
1700 Institutional	2,387.41	0.32%	
1800 Recreational	6,319.52	0.85%	
1900 Urban Open Lands	1,508.64	0.21%	
2000 Agriculture	194,211.46		
2100 Cropland and Pasture Land	115,808.11	15.52%	26.04%
2200 Tree Crops	26,519.02	3.55%	
2300 Feeding Operations	340.54	0.05%	
2400 Nurseries and Vineyards	6,902.83	0.92%	
2500 Specialty Farms	5,169.16	0.69%	
2600 Other Open Lands - Rural	992.71	0.13%	
3100 Herbaceous Rangeland	12,923.35	1.73%	
3200 Shrub and Brush land	16,313.52	2.19%	
3300 Mixed upland non-forested	9,242.23	1.24%	
4000 Upland Forest	143,611.10 acres		
4100 Upland Coniferous Forests	62,779.79	8.42%	19.26%
4200	4,351.89	0.58%	
4300 Upland Hardwood Forests	37,739.76	5.06%	
4400 Tree Plantations	38,739.65	5.20%	

CATEGORIES	ACREAGE	PERCENTAGE	PERCENT OF COUNTY
5000 Water	97,451.89 acres		
5100 Streams and Waterways	2,675.41	0.36%	13.07%
5200 Lakes	90,715.14	12.16%	
5300 Reservoirs	4,036.37	0.54%	
5500 Major Springs	18.93	0.00%	
5600 Slough waters	6.02	0.00%	
6000 Wetlands	197,343.19 acres		
6100 Wetland Hardwood forests	54,487.16	7.30%	26.46%
6200 Wetland Coniferous Forests	27,279.78	3.65%	
6300 Wetland Forested Mixed	33,317.80	4.47%	
6400 Freshwater Marshes-Prairies-Emergent Aquatic Veg.-Mixed Scrub Shrub Wetland	78,071.32	10.48%	
6500 Intermittent Ponds	.37	0.00%	
7100 Beaches other than swimming beaches	34.35	0.00%	
7200 Sand other than beaches	7.33	0.00%	
7400 Disturbed Lands	4,145.10	0.56%	
8000 Transportation, Communication and Utilities	6,707.59 acres		
8100 Transportation	3,428.15	0.46%	0.90%
8200 Communication	79.97	0.01%	
8300 Utilities	3,199.46	0.42%	

CATEGORIES	ACREAGE	PERCENTAGE	PERCENT OF COUNTY
	745,767.46	99.99%	

Source: St. Johns River Water Management District Land Use/Land Cover, 2004.

Note: These numbers do not take the entire Ocala National Forest into account. There is an error of approximately 5,000 acres between this data and the Future Land Use Map due to the different data sources.

The experience gained from the land use inventory process resulted in the establishment of several conventions that were used to simplify and expedite the work, and help assure land use codes were assigned in a consistent manner.

When more than one use was found to occur on a single parcel, the primary use of that parcel was determined and assigned to that parcel. Primary use is based on the relative intensity of the use in comparison to that of the other use(s) in question, with consideration also given to the aerial extent of the use on the parcel. Typical examples follow:

- A 100-acre parcel is used for both residential and agricultural purposes. Crops are grown on about 80 acres, 15 acres are in woodlands, and a house is located on site. These three uses were accounted for by giving the parcel three land use designations by use of acreage.
- A country estate is located on an 8-acre parcel, some of which is wooded, with the remainder used as pasture. This parcel is classified as low-density residential, given the fact that it falls within the density criteria of < 1 du/acre.



## **Residential Development**

Residential development was separated into three general categories: low density residential; medium density residential; and high density residential. Estimates presented in the Housing Element identify 102,150 habitable dwelling units (not necessarily occupied) in Lake County. The total numbers of existing dwelling units by type are as follows:

Table 4 - Lake County Dwelling Units by Type

<b><u>TYPE</u></b>	<b><u>NUMBER OF DWELLING UNITS</u></b>	<b><u>PERCENTAGE OF TOTAL</u></b>
Unincorporated Total	57,984	100%
Single Family	34,283	59%
Multi Family	1,981	4%
Mobile Home	21,720	38%
Incorporated Total	44,166	100%
Single Family	27,211	62%
Multi Family	8,126	18%
Mobile Home	8,829	20%
Unincorporated/Incorporated Total	102, 150	100%
Single Family	61,494	60%
Multi Family	10,107	10%
Mobile Home	30, 549	30%
Source: Lake County Growth Management Department, Housing Element DIA		

The total residential land use (sum of low, medium, and high residential) is comprised of 61,125 acres of land. Based on the current total number of residential dwelling units in unincorporated Lake County (57,984) and the existing residential land use acreage (61,125), the estimated residential density of unincorporated Lake County is 0.95 dwelling units per acre.

Lake County, a historically rural and agricultural area, has experienced unprecedented growth following three catastrophic citrus freezes in the 1980s. Although the data show a relatively low estimated existing overall residential density of 0.95 dwelling units per acre in unincorporated Lake County (including the entire Ocala National Forest could reduce the number of dwelling units per acre in unincorporated Lake County), when looking at the projected residential need (below) and considering the projected population growth, it can be expected that the overall residential density will increase.

Additional housing data can be found in the Housing Element Data Inventory and Analysis.

## **Commercial and Service Development**

There are approximately 2,902 acres occupied by commercial land uses in Lake County. These commercial businesses provide Lake County residents with needed goods and services. However, commercial and service development acreage pales in comparison to the residential acreage in Lake County. The need for more commercial and service development is an important issue in Lake County, and it is one that has and will continue to be addressed.

Commercial land uses in Lake County are primarily located along arterial and collector roads where there are a suitable amount of trips generated and a sufficient population in the vicinity of the business to make it a viable and profitable investment. There are, of course, exceptions.

## **Industrial Development**

Lake County has 3,410 acres of existing Industrial Development. The primary location for industrial development is the Christopher C. Ford Commerce Park, which is strategically located on U.S. Highway 27 at the crossroads of State Road 19 and the Florida Turnpike. The County purchased the land for the industrial park in the 1980s following catastrophic freezes that virtually wiped out the citrus crops. The intent of the County land purchase was to develop an industrial park which would enable Lake County to diversify the economy and create quality jobs. More than 700 acres have been sold in the park. Companies such as Carroll Fulmer Trucking, Domino's Pizza, Maritec Industries, and Metals, USA have realized the benefits of the strategic location of the Park. There are approximately 26 acres still for sale in the industrial park. The Rogers Industrial Park located in Okahumpka along CR 470 west of US HWY 27 is also a significant industrial area.

## **Institutional**

Lake County contains 3,172 acres of institutional land uses. Institutional land uses include government facilities and public facilities and grounds managed by the County as well as federal and state agencies.

## **Agricultural**

The three citrus freezes in the 1980s decimated the agricultural industry in Lake County, and forever changed the agricultural and economic landscape. Many developments are built on land that was formerly used for agricultural purposes. Currently there are 138,919 acres used for agriculture in Lake County, or 18.7%. Despite the drastic reduction in Agricultural acreage, agricultural activities are still commonplace and important to the economy of the County. A recent development in this area is Agri-Tech and Biofuels which are expected to become increasingly important to the County.

## **Conservation**

There are over 39,968 acres of conservation land in Lake County, which is 5.38% of the total land. Included in the conservation category are conservation areas in state or agency ownership. These lands are purchased for protection and include land in the Ocala National Forest, Seminole State Forest, Lake Louisa State Park, Wekiva-Ocala corridor and the Green Swamp Area of Critical State Concern.

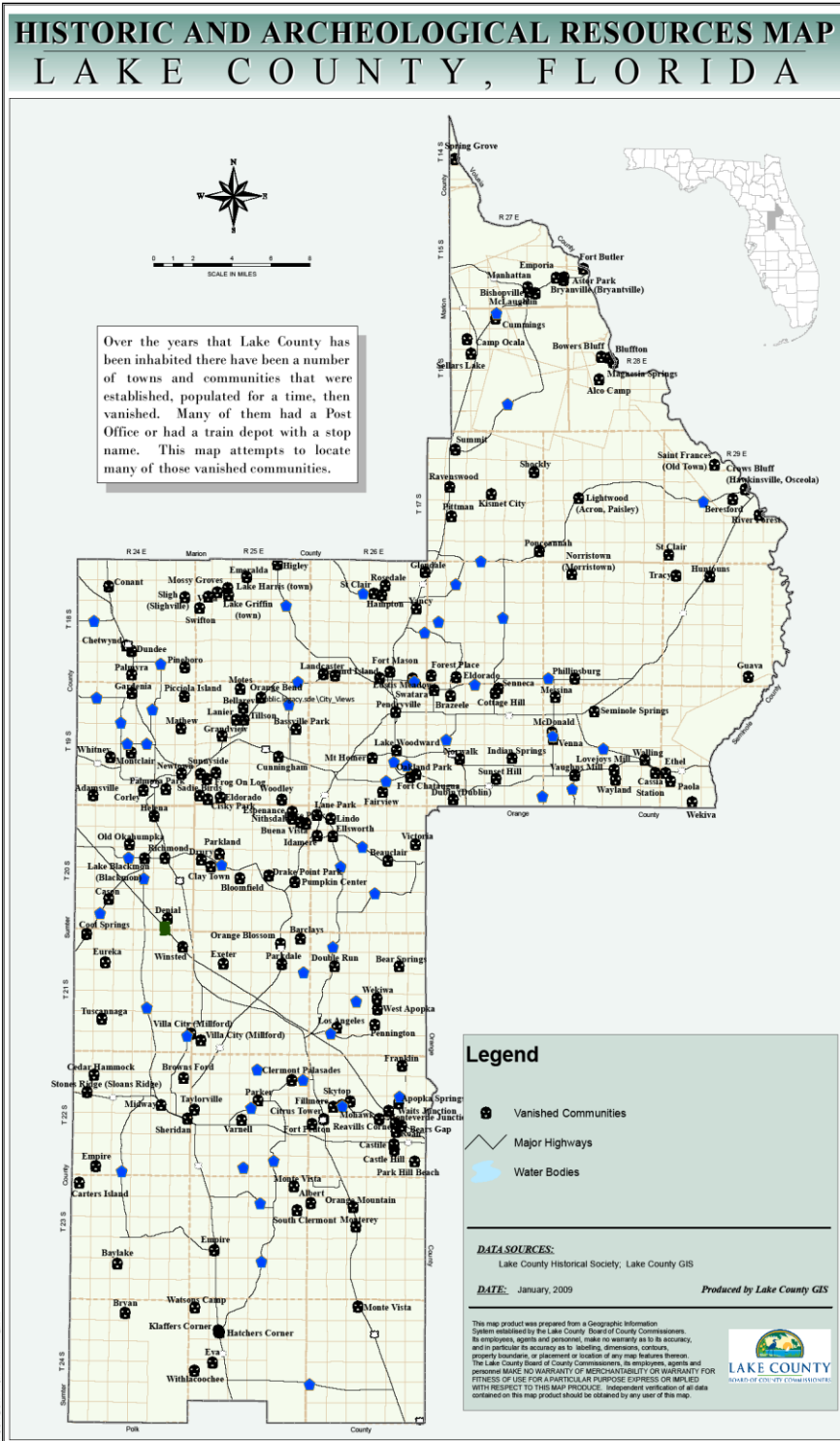


## **Historic Resources**

Lake County contains a number of historic sites. Along with staff research, the County receives historical site data from the Florida Master Site File. The Historic and Archeological Resources Map below shows where historical sites are located in the County.

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# Historic and Archeological Resources Map



## **VACANT LAND ANALYSIS**

According to Lake County data, there are 130,579 acres of vacant residential land. Rule 9J-5.006(2)(a), F.A.C., requires a vacant land analysis to determine if it is developable. Environmental and policy constraints typically limit the amount of development that would be permitted or feasible.

Lake County is comprised of 1,156 square mile areas which consist of ridges, uplands, and valleys. The County is divided into eight major geohydrologic provinces: St. Johns River Valley, Marion Upland, Mount Dora Ridge, Oklawaha Chain of Lakes, Sumter Upland, Lake Wales Ridge, Palatka Upland, and Green Swamp. Land surface altitudes range from near sea level in the St. Johns River Valley to 312 feet above sea level in the Lake Wales Ridge.

Because of the varying composition of land throughout the County, the developability of vacant land is determined by the soils, topography, natural resources, wildlife and vegetation, aquifer recharge, and floodplains that exist on the property. The eight major hydrologic provinces in Lake County contain unique qualities, and land located within each basin is analyzed according to those characteristics.

## **FLOOD PRONE AREAS**

Lake County participates in the Regular Phase of the Federal Flood Insurance Program. This program, which is mandated by the Federal Government, delineated areas subject to the 100 year flood (a.k.a. flood plain or flood prone). The 100-year flood plain is further required to be divided into floodplain and floodway. The latter is designated by the Federal Government and is an area where, due to potential floodwater velocity, only structures which will not impede or be affected by movement of floodwater may be erected. The former area has only the threat of rising flood waters.

Lake County adopted Ordinance 1978-8 and companion sets of Floodway Maps and Flood Insurance Rate Maps (FIRM's) to comply with the Federal Mandate. Ordinance 1978-8 outlines the procedures for development within the 100 year floodplain. The FIRM's delineate the 100 year floodplain for all of Lake County. The Floodway maps further delineate areas of the 100 year floodplain which are designated floodway. A compilation of these maps is provide on Map 3 of the Future Land Use Map Series. Because so much of Lake County is designated as floodplain, it is imperative that development incorporate provisions to 1) protect the development from the 100 year flood and 2) protect adjacent properties from off-site flooding from the proposed development.

The County's policy to address floodplain and floodway development has been twofold. First, for individual single family homes, building permits are reviewed to ensure that all habitable structures have the lowest floor constructed no lower 18-inches above the 100-year flood elevation and do not impede projected flood waters in a floodway. For all other development engineering improvement plans are required to demonstrate that elevation requirements are met and compensating water storage areas are provided for all structures developed in the floodplain. The compensating areas are integrated into the projects overall stormwater plans.

## **ADJACENT LAND USE**

The Existing Land Use Map depicts the existing land use adjacent to the County. The generalized land uses within two miles of the County are shown on the map in addition to the most recent

municipal boundaries. For land uses in adjacent Counties, a two mile or less limit was used because that distance is associated with an area that is assumed to be capable of producing immediate multi-jurisdictional impacts. Development activity in adjacent counties can have a profound impact on growth patterns and infrastructure in Lake County. Variations of infrastructure availability, government regulations, and land costs, from one county to another, affect the regional growth pattern. Lake County is surrounded by seven counties: Orange, Osceola, Polk, Marion Sumter, Volusia, and Seminole.

### **Orange County**

Orange County shares the south one-half of Lake County's eastern border. Orange County's impact of Lake County is substantial. Many Lake County residents commute into Orange County and Orlando each day. Land use in Orange County, in close proximity to Lake County, is composed of primarily of residential and retail commercial uses and is dominated by the Horizon West DRI Town Center, and Villages H, I and J. Some conservation and agricultural lands also exist. Lake Apopka is one of the many shared natural resources between the two counties. There are three major arterial roads that connect Lake and Orange Counties: SR 441, SR 50, and US 192.

### **Osceola and Polk**

Osceola lies to the southeast of Lake County. Adjacent land use consists of residential, commercial, and agricultural uses. Mining in Polk County is major industry in proximity of the county boundary. The Green Swamp Area of Critical State Concern also spans the county boundaries between Lake and Polk. Increased development in the southeastern portion of Lake County and the portion of Osceola County that borders it, has, and will continue to, impact public facilities and infrastructure in Lake County. The major arterial road, US 192, connecting Osceola and Lake Counties has had a greater abundance of motor vehicle traffic as a result.

### **Marion and Sumter**

Marion and Sumter Counties lie to the northwest and west, respectively. Land uses within Sumter County are primarily rural, but the construction of a Turnpike interchange near CR 470 and its proposed widening, and two proposed Developments of Regional Impact in between CR 470 and 48, when built, will drastically change the composition of the land uses in the area. The western portion of the Marion County-Lake County border is within the Ocala National Forest, thus very little development can or will occur. The area to the west of US 441/27 is where the Villages is located, and where the most dense residential development has occurred. To the east of US 441/27 there are residential, agricultural, and conservation land areas. Mining is also representative of industry in proximity to the county boundaries between Lake and Sumter.

### **Volusia County**

There is little development along the Lake County-Volusia County border. The St. Johns River bisects the counties and portions of the area are wet, part of a federal wildlife refuge, or state owned land. The area to the north that is developed at a higher density is across the St. Johns River, on the Lake County side, where the communities of Astor and Astor Park are located.

## **Seminole County**

Seminole County is directly east of Lake County and is accessed via SR 46. The Wekiva River bisects the two counties. Many acres of land are held by state agencies primarily in the Lower Wekiva River State Reserve. Development activity is expected to increase in the east Lake County area in the future, but more stringent regulations in the Wekiva Protection area have been suggested by the State. Seminole County is the smallest county in land area in Central Florida and as it continues to build out to the west, more development activity will begin to occur in Lake County. Moreover, the location of the Wekiva Parkway, when finalized, could potentially alter development patterns in east Lake County.

### **CURRENT GROWTH**

A measure of the County's current growth is rezoning requests. These can be used to determine the increase in the number of units allowed. Rezoning requests which increase the number of units possible would indicate growth. Lake County has seen significant drop in the number of rezoning approvals in 2007 and 2008. The summary of rezonings below demonstrates a significant drop in the change of units over the last two years indicates a slow the growth rate in the unincorporated areas of Lake County under this methodology.

Year	Total Rezonings	Acreage	Potential Units	Change in Units
2001	97	10,712	1,581	603
2002	73	6,299	2,895	2,923
2003	86	10,456	2,483	1,960
2004	77	7,495	3,472	2,490
2005	93	9,877	4,921	2,627
2006	57	3,331	4,361	4,099
2007	13	2,433	564	334
2008	15	462	123	130
TOTAL	591	55,176	21,283	14,651

The average increase in units created through rezonings since 2000 is 1,628. Then from 2006 to 2008 showed a decrease of 79 percent and 92 percent respectively to the average.

### **POPULATION PROJECTIONS**

Lake County has seen significant population growth over the past twenty-eight (28) years. In 1990, the U.S. Census determined the population of Lake County was 152,104. By 2000, that number had grown by 38% to 210,527. The BEBR estimate of the population of Lake County for 2010 is 293,500. This is a growth of 39% in only eight years, however, it is important to note that the bulk of this growth (25%) occurred between 2000 and 2005. Since 2005, population has significantly decreased. The table below details the population growth in Lake County between

2000 and 2008. Population growth between 2000 and 2007 was fairly steady but there was a dramatic decrease in growth in 2008. This decrease is largely due to current economic conditions, including weakened housing markets and a national economic contraction.

Year	Population Estimate	% increase from previous year
2000	210,527	
2001	220,322	4.4%
2002	231,072	4.7%
2003	240,716	4.0%
2004	251,878	4.4%
2005	263,017	4.2%
2006	276,783	4.4%
2007	286,489	3.4%
<u>2008</u>	<u>288,379</u>	<u>1%</u>
<u>2009</u>	<u>291,993</u>	<u>1%</u>

Source: Florida Demographic Estimating Conference, February 2008 and the Florida Demographic Database, August 2008 available at <http://edr.state.fl.us/population.htm> and <http://edr.state.fl.us/county%20profiles/lake.pdf>.

Based on these estimates, Lake County experienced an average annual population gain of 3.8% since 2000 with an average household size for unincorporated Lake County of 2.34 as reported in the 2000 Census.

During this period, Final Certificates of Occupancy issued by the Lake County Building Services Department within unincorporated Lake County are contained in Table 6.

***Table 5 - Historic Number of Certificate of Occupancy and Permits for Dwellings***

<b>YEAR:</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>AVERAGE</b>
Certificates of Occupancy	4998	3480	3973	4833	5928	6748	5795	3449	1559	4,529

Source: Florida Demographic Estimating Conference, February 2008 and the Florida Demographic Database, August 2008 available at <http://edr.state.fl.us/population.htm> and <http://edr.state.fl.us/county%20profiles/lake.pdf>.

The most significant change as a result of the current population growth is the shift in focus of the population centers in the County. Historically, the Northwest portions of the County (Leesburg, Lady Lake, Fruitland Park) along with the Golden Triangle (Eustis, Tavares, and Mount Dora) were the population centers. In the first part of the 21<sup>st</sup> Century Lake County anticipates huge population growth to be the driving factor that will make South Lake County (Clermont, Minneola, Groveland, and Four Corners/Citrus Ridge) the population center of the County.

Even though the Table below appears to show the unincorporated areas of the County as dominating the population growth, the County anticipates that a large portion of the population assigned to those areas will be transferred to the Municipalities through both annexations and actual development within those communities. The County is certain that the continued work with the municipalities will enable ever more accurate population allocations.

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Table 6 - Historic Population Increase 1990, 2000, 2005, and Population Projections in 5-year increments: 2005-2030

PLACE	1990 CENSUS (CENSUS)	2000 CENSUS (CENSUS)	COUNTY 2005	COUNTY 2010	COUNTY 2015	COUNTY 2020	COUNTY 2025	COUNTY 2030	% INCREASE 2010-2030
Astatula	981	1,298	1,461	1,622	2,269	2,524	2,780	3,074	90%
Clermont	6,910	9,338	20,017	27,965	36,441	44,480	51,794	58,799	110%
Eustis	12,856	15,106	17,249	18,760	19,820	20,880	21,715	22,597	20%
Fruitland Park	2,715	3,186	3,463	5,776	7,827	9,878	11,929	14,620	153%
Groveland	2,300	2,394	4,550	8,898	12,660	18,015	25,633	38,468	332%
Howey-In-The-Hills	724	956	1,107	1,394	1,518	1,655	1,803	1,970	41%
Lady Lake	8,071	11,828	12,709	15,246	16,051	16,899	17,791	18,750	23%
Leesburg	14,783	15,956	17,467	21,675	29,525	38,252	46,752	55,979	158%
Mascotte	1,761	2,687	4,001	6,221	7,701	9,535	11,804	14,893	139%
Minneola	1,515	5,435	8,867	11,184	24,292	32,818	37,896	44,134	295%
Montverde	890	882	1,157	1,355	1,463	1,579	1,705	1,845	36%
Mount Dora	7,316	9,418	10,899	11,377	12,872	14,564	16,478	18,643	64%
Tavares	7,383	9,700	11,340	13,840	16,939	20,487	24,925	30,813	123%
Umatilla	2,350	2,214	2,509	3,174	3,552	3,992	4,509	5,559	75%
Unincorporated	81,549	120,129	146,221	149,363	139,120	126,042	110,386	79,906	-18%
Total Municipal Pop.	70,555	90,398	116,796	148,487	192,930	235,558	277,514	332,174	124%



**Table 7 - Official Lake County Population Projections**

LAKE COUNTY	2000 CENSUS	COUNTY 2005	COUNTY 2010	COUNTY 2015	COUNTY 2020	COUNTY 2025	COUNTY 2030	% INCREASE 2010-2030
Official Lake County Population Projections	152,104	210,527	263,017	293,500	328,400	370,900	412,400	54%

**2030 FUTURE LAND USE MAP ANALYSIS**

The 2030 Lake County Future Land Use Plan Map (FLUM) is designed to provide a generalized representation of the land use concepts embodied in the Goals, Objectives and Policies adopted as part of the Future Land Use Element. It is not intended to serve as a free-standing zoning map with discrete boundaries and the identification of site specific densities and intensities of use. Rather, it depicts broad land use designations which can only be interpreted completely when used in concert with the Goals, Objectives and Policies.

The following section describes the Future Land Use designations depicted on the 2030 FLUM and their assigned densities and intensities.

**2030 FUTURE LAND USE DESIGNATION ANALYSIS**

**Rural Land Use Series**

In addition to the designations assigned to the Green Swamp Area of Critical State Concern and the Wekiva River Protection Area, the County has established two similar, yet very distinct, Future Land Use Categories (FLUCs) in the rural areas of Lake County. The Rural Land Use Series categories consist of "Rural" and "Rural Transition" FLUCs.

These land use designations are intended to work in harmony to maintain the rural character, lifestyle and agricultural potential of certain areas of Lake County. The creation of these land use designations also benefits the public by providing for an area in Lake County in which a reduced level of investment for public facilities is required and, accordingly, less public demands and expectations relating to such facilities.

Additionally, the creation of these land use designations will assist the County in implementing its overall Plan strategies to maintain the rural character and lifestyle of certain areas in the County and promote the protection of agricultural uses and the environment.

**Rural:** The Rural Future Land Use Category allows rural residential development at densities equal to or less than one (1) dwelling unit per five (5) net buildable acres, agricultural and attendant uses. This land use is established to allow residential development on large lots and accommodate the continuation of agricultural pursuits to:

- Maintain the rural character of the area by developing at a very low density, by encouraging large areas to be left in a natural or open state, by reducing road congestion and the need for commercial services, urban public services and other uses beyond the needs of rural community;
- Permit horses and other livestock on large residential lots;

- Minimize conflicts with agricultural operations (e.g., traffic congestion, noise, odor and visual conflicts); and
- Minimize planned and programmed expenditures for public facilities (e.g., roadway improvements, schools, fire and law enforcement protection, etc.).
- Provide areas for resource extraction away from dense urban areas.
- Special exceptions include institutional uses, mining, schools, civic uses and utilities.

**Services and Facilities Rural FLUCs:** This land use requires an minimum rural level of service for public safety and other services. Due to the low density and intensity of this landuse central sewer and water services are should not generally be provided.

**Total Acreage as of May 25, 2010:** 90,666

**Rural Transition:** The Rural Transition Future Land Use Category has a base density of one (1) dwelling unit per five (5) net buildable acres.

Alternatively, residential development can be allowed to develop at density of one (1) dwelling unit per three (3) net buildable acres may be permitted provided that any subdivision shall be developed as a clustered Rural Conservation Subdivision utilizing a PUD, and provided that at least 35% of the net buildable area of the entire PUD site shall be dedicated in perpetuity for preservation as common open space through the use of a conservation easement or similar recorded and legally binding instrument, as allowed by law. A proposed Rural Conservation Subdivision shall consist of at least fifteen (15) net buildable acres in order to be considered for this alternate density.

As a third alternative, residential development can be allowed to develop at a density of one (1) dwelling unit per one (1) net buildable acre may be permitted provided that any subdivision shall be developed as a clustered Rural Conservation Subdivision utilizing a PUD, and provided that at least 50% of the net buildable area of the entire PUD site shall be dedicated in perpetuity for preservation as common open space through the use of a conservation easement or similar recorded and legally binding instrument, as allowed by law.

This land use is established to allow residential development on large lots and accommodate the continuation of agricultural pursuits to:

- Maintain the rural character of the area by developing at a low density, by encouraging large areas to be left in a natural or open state, by reducing road congestion and the need for commercial services, urban public services and other uses beyond the needs of a rural community;
- Permit horses and other livestock on large residential lots;
- Minimize conflicts with agricultural operations (e.g., traffic congestion, noise, odor and visual conflicts); and
- Minimize planned and programmed expenditures for public facilities (e.g., roadway improvements, schools, fire and law enforcement protection, etc.).

- Special exceptions include institutional uses, mining, schools, civic uses and utilities.

**Services and Facilities in the Rural Transition FLUC:** This land use requires an minimum rural level of service for public safety and other services. Due to the low density and intensity of this landuse central sewer and water services are should not generally be provided.

## **URBAN LAND USE SERIES**

The “Urban Land Use Series” is established to identify areas within the county that are suitable for urban development in order to minimize urban sprawl and protect rural areas. Categories within the “Urban Land Use Series” include “Urban Low Density”, “Urban Medium Density”, “High Density Residential”, “Regional Office”, “Regional Commercial” and “Industrial”. Regional Office and Regional Commercial specifically allow mixed use development (residential and commerce). A requirement is included in these categories to require residential development be built in conjunction with or after the commerce uses to ensure that the land is used to its maximum allowed capacity. Commercial Corridors are included in the plan as overlays. These corridors exist primarily where existing commercial retail and office development has already occurred. Within these commercial corridors (major and minor) commercial development may take place as of right without the need to meet Commercial Location Criteria required elsewhere in the plan. Within a commercial corridor overlay

**Urban Low Density:** This land use provides for a range of residential uses at a maximum density of four (4) dwelling units per net buildable acre and allows for the conversion of existing residential units to residential professional office uses in the Residential Professional (RP) zoning classification. This land use should be located on or in proximity to collector or arterial roadways to minimize traffic on local streets and provide convenient access to transit facilities. This land use can serve effectively as a transitional use between more intense urban development and Low Density Residential uses.

**Services and Facilities in the Urban Low Density FLUC:** This land use requires a full range of services and facilities.

**Urban Medium Density:** This land uses provides for a range of residential development at a maximum density of seven (7) dwelling units per net buildable acre and allows for the conversion of existing residential units to residential professional office uses.. This category directs residential development to be located adjacent to major collectors and arterial roadways to minimize traffic on local and minor collector roadways and to provide convenient access to transit facilities.

**Services and Facilities in the Urban Medium Density FLUC:** This land use requires a full range of services and facilities.

**Urban High Density Residential:** This land uses provides for a range of residential development at a maximum density of twelve (12) dwelling units per net buildable acre. High-density residential development should be located adjacent to major collectors and arterial roadways to minimize traffic on local and minor collector roadways and to provide convenient access to transit facilities. This land use can act as an effective transitional use between nonresidential and Medium-High Density Residential uses.

**Services and Facilities in the Urban High Density FLUC:** This land use requires a full range of services and facilities.

**Regional Office:** This category shall consist of a variety of office and limited commercial and industrial uses. It allows limited multi-family uses in conjunction with the office uses. Light manufacturing is also allowed. This land use is generally located along collector and arterial roadways to minimize traffic on local streets and to provide convenient access to transit facilities. This land use can serve as an effective transitional use between higher intensity, mixed use, and urban residential uses.

Design standards shall be provided in the LDRs and shall include, but not be limited to, building style, design and scale; exterior building materials; roof design and construction; building size and placement; site furnishings; fences and entrance features; and the size and location of service areas

**Services and Facilities in the Regional Office FLUC:** This land use requires a full range of services and facilities.

**Regional Commercial:** This land use provides for a variety of regional commercial retail and office uses including neighborhood and community shopping centers, convenience stores, retail sales, highway oriented commercial, and other commercial services. It allows limited multi-family uses in conjunction with the commercial uses. Light manufacturing is also allowed. This land use is generally located at the intersections of major roadways and along major roadways as infill development where this use is established.

**Services and Facilities in the Regional Commercial FLUC:** This land use requires a full range of services and facilities.

### **Mixed use in the Regional Office and Regional Commercial Future Land Use Categories**

The County will encourage properties designated as Regional Commercial and Regional Office on the County's Future Land Use Map to be developed as mixed commercial/office planned developments.

The County will encourage mixed-use developments to discourage urban sprawl, maintain short travel distances between commercial and residential areas and provide transitional uses between low-density residential and nonresidential uses.

Both the Regional Office and Regional Commercial Future Land Use Categories allow residential uses in the form of multifamily contingent on the development of the nonresidential use. The City of Mt. Dora requested that residential uses not be included in the Regional Office FLUC within their Joint Planning Area in a November 4, 2009 letter from Mt. Dora Mayor DeMarco. This request was granted by the Board of County Commissioners and residential uses were excluded from the Regional Office Category with the Mt. Dora JPA.

To discourage the proliferation of urban sprawl, the County will not designate additional strip commercial and office development through Plan amendments. Instead, commercial and retail uses shall be:

1. Located adjacent to collector and arterial roadway intersections to maintain road capacity and not set a precedent for further strip development; or
2. Located where commercial uses are the predominant existing use along the roadway in both directions from the site and, therefore, the proposed commercial development represents infill development; or
3. Located within a mixed use planned development to provide convenient retail services for residents and reduce residential traffic on area roadways; or
4. Located adjacent to residential areas only where compatibility with the residential area can be maintained in order to preserve neighborhood viability and community character.

The County plans on using floor area ratios, impervious site ratios and flexible height and setback standards as a means of projecting public facility and service needs, protecting important on-site natural features and providing options for maintaining compatibility with surrounding development. Floor Area Ratios are presented in Future Land Use Categories.

The County considered the creation of urban infill and redevelopment areas as a land use incentive for enhancement of urban areas as seen on the Future Land Use Map.

The County shall consider development of an urban infill and redevelopment plan pursuant to Section 163.2517, Florida Statutes, for the geographic area depicted in the FLUM series for the purpose of economic development, job creation, neighborhood revitalization, and crime prevention.

#### **Commercial Use Adjacent to Rural and Environmentally-Sensitive Areas:**

Adjacent to the Rural and Conservation land uses and within the WRPA and GSACSC, commercial development shall be restricted in scope, scale, size, intensity, lighting, parking and design in order to service and ensure compatibility with rural lifestyles and the protection of natural resources. With the exception of commercial uses existing or vested prior to the adoption of these policies, new commercial development adjacent to Rural and Conservation land uses or within the WRPA (with the exception of the Mt Plymouth-Sorrento Main Street Corridor) or GSACSC shall be required to meet the criteria in the plan to minimize the impacts.

### **PUBLIC BENEFIT LAND USE SERIES**

**Public, Quasi-Public, Institutional:** This land use consists of a variety of public, quasi-public and institutional uses, transportation, communication, and utilities. Public and quasi-public uses are designated on the Exhibit FLU: FLUM in areas where public and quasi-public uses are established and in areas reserved for future public use.

**Recreation:** This land use consists of County wide public or private recreational facilities, park lands and open space preservation areas. Recreational areas are designated to ensure their protection, proper development and future public uses.

This land use consists of public or private recreational lands such as county parks, community parks, and areas intended for community use within a planned development or planned development district. Active or passive uses are appropriate within the Recreation Land Use category, subject to conditions established for the particular facility.

**Conservation:** This land use consists of property managed for the permanent protection of natural resources, including but not limited to open water bodies, wildlife habitat, wetlands, and aquifer recharge. Lands within the Conservation Land Use category shall remain primarily in a natural state.

The Conservation Land Use category includes public resource lands such as federal, state, and locally managed parks, reserves, preserves, forests and wildlife management areas. Water management areas held by the St Johns River Water Management District or South Florida Water Management District for conservation purposes may also be included within this category.

The Conservation land use may include privately-owned property only if such land is protected in perpetuity by conservation easement held by a public agency or private non-profit conservation entity. At a minimum, this conservation easement shall contain provisions for the management of natural resources and environmentally-sensitive features specific to the subject property, restrict activities that are inconsistent with the protection of said resources, preclude future development, and provide for enforcement of the easement. Wetland or upland mitigation banks subject the aforementioned conditions may be included in this category.

Permitted activities within the Conservation Land Use category shall be limited to resource-based passive recreation, including but not limited to hiking, horseback riding, wildlife observation, fishing, and hunting, subject to conditions set forth by the appropriate land management agency. Sustainable silviculture and limited grazing operations may be permitted within this category only if performed under the direction and oversight of a public land management agency such as the Florida Department of Environmental Protection or United States Forestry Service, or pursuant to a conservation easement that requires the use of Best Management Practices and limits such operations as consistent with purposes of the Conservation Land Use category.

Table 8 - 2030 Future Land Use Map Profile

<u>Land Use Code</u>	<u>Land Use</u>	<u>Acreage</u>	<u>Percent of County</u>
120	Urban Low	28,618	3.9%
130	Urban Medium	6,451	0.9%
140	Urban High	1,315	0.2%
NC	Cagan Crossings	454	0.1%
200	Regional Office	4,859	0.7%
210	Regional Commercial	1,286	0.2%
221	Industrial	2,736	0.4%
400	Mt. Plymouth-Sorrento Neighborhood	2,214	0.0%
410	Mt. Plymouth-Sorrento Main Street District	711	0.3%
730	Mt. Plymouth-Sorrento Receiving Area	1,301	0.1%
440	Rural	90,666	0.2%
460	Rural Transitional	34,862	12.3%
500	Conservation	122,283	4.7%
230	Public Service Facilities and Infrastructure	4,431	16.5%
240	Recreation	249	0.6%
830	GS Core Conservation	20,072	0.0%
800	GS Ridge	1,459	2.7%
820	GS Rural Conservation	19,038	0.2%
810	GS Rural	8,899	2.6%
720	Receiving Area A-1-20	5,194	1.2%
710	Sending Area A-1-20	13,033	0.7%
700	Sending Area A-1-40	4,524	1.8%
	Incorporated Lands (as of 12/2009)	76,670.68	0.6%
	Wetlands and Water Bodies	27,2918.8	10.4%
	Roadways	12,702.91	36.9%
<b>TOTAL</b>		<b>739391.6</b>	<b>100%</b>

## **RESIDENTIAL, PUBLIC, COMMERCIAL AND INDUSTRIAL LAND USE NEEDS**

Section 9J-5.006(2)(c), F.A.C., requires that Lake County project the amount of land necessary to accommodate the needs of the people projected to reside in the County. The analysis requires a report by gross acreage and density/intensity of usage. The demand for future land uses will concentrate on the major land uses of residential, commercial and industrial. These are assessed according to their existing availability, projected future needs, the environmental constraints, and the provision of infrastructure.

### **Residential Land Use Needs**

The total land contained within Lake County is approximately 739,000 acres. According to a GIS analysis performed by the county, the following are the existing land uses (abbreviated Table 12):

***Table 9 - Lake County Existing Land Uses, 2004***

<b>CATEGORIES</b>	<b>ACRES</b>	<b>PERCENTAGE</b>
1000 Urban and Built Up Areas	79,630	10.80%
2000 Agriculture	138,919	18.80%
4000 Upland Forest	170,958	23.20%
5000 Water	104,061	14.10%
6000 Wetlands	129,039	17.50%
8000 Transportation, Communication and Utilities	18,815	2.50%
9100 Conservation Lands	39,968	5.40%
Municipalities	56,639	7.70%
Total	738,029	100%

A recent analysis of the county parcel database found the improved (with a dwelling unit on the property) residential acreage for the county to be 71,144 acres (property class = 01, 02, 03, 04, and 08); and 130,579 acres have a property classification as vacant residential (property class = 0). The improved residential acreage was disaggregated to 47,029 acres of single family units; 23,640 acres for mobile home units; and 475 acres of multi-family units.

Acres, by future land use for the county, are broken out by residential property classes, and are shown in Table 2 based on the 2006 parcel database. Urban categories account for 48% of the improved lands and 25% of the total lands in the county (urban, urban expansion, urban 22, suburban).



Table 10 – Former Future Land Use by Property Appraiser's Classifications, Lake County 2006

<b><u>FUTURE LAND USE</u></b>	<b><u>VACANT RESIDENTIAL PC0</u></b>	<b><u>SINGLE FAMILY PC1</u></b>	<b><u>MOBILE HOMES PC2</u></b>	<b><u>MULTI-Family PC3, 4, 8</u></b>	<b><u>TOTAL IMPROVED RESIDENTIAL</u></b>	<b><u>% OF IMPROVED</u></b>	<b><u>VACANT + IMPROVED RESIDENTIAL</u></b>	<b><u>TOTAL ACRES IN COUNTY</u></b>	<b><u>BALANCE</u></b>
Core Conservation	<u>2,457</u>	<u>1,004</u>	<u>1,117</u>	-	<u>2,121</u>	<u>2.98%</u>	<u>6,700</u>	<u>45,919</u>	<u>39,219</u>
Institutional	<u>1</u>	<u>2</u>	-	-	<u>2</u>	<u>0.00%</u>	<u>5</u>	<u>100</u>	<u>95</u>
Public Resource Lands	<u>55,120</u>	<u>395</u>	<u>501</u>	-	<u>896</u>	<u>1.26%</u>	<u>56,911</u>	<u>158,556</u>	<u>101,645</u>
Receiving Area A-1-20	<u>1,104</u>	<u>996</u>	<u>811</u>	-	<u>1,807</u>	<u>2.54%</u>	<u>4,718</u>	<u>6,152</u>	<u>1,434</u>
Ridge	<u>369</u>	<u>340</u>	<u>63</u>	<u>3</u>	<u>406</u>	<u>0.57%</u>	<u>775</u>	<u>1,905</u>	<u>1,130</u>
Rural	<u>24,308</u>	<u>15,231</u>	<u>9,863</u>	<u>8</u>	<u>25,103</u>	<u>35.28%</u>	<u>49,411</u>	<u>160,953</u>	<u>111,542</u>
Rural Conservation	<u>3,837</u>	-	<u>1,746</u>	-	<u>1,746</u>	<u>2.45%</u>	<u>5,584</u>	<u>39,010</u>	<u>33,426</u>
Rural Village	<u>1,602</u>	<u>447</u>	<u>305</u>	-	<u>752</u>	<u>1.06%</u>	<u>2,354</u>	<u>3,610</u>	<u>1,256</u>
Suburban	<u>13,133</u>	<u>8,877</u>	<u>2,272</u>	<u>21</u>	<u>11,170</u>	<u>15.70%</u>	<u>24,303</u>	<u>58,196</u>	<u>33,894</u>
Transitional	<u>1,981</u>	<u>2,141</u>	<u>1,129</u>	-	<u>3,271</u>	<u>4.60%</u>	<u>5,252</u>	<u>14,120</u>	<u>8,869</u>
UCN Non-Wekiva	<u>747</u>	-	<u>271</u>	-	<u>271</u>	<u>0.38%</u>	<u>1,018</u>	<u>4,170</u>	<u>3,152</u>
UCN Wekiva	<u>417</u>	<u>482</u>	<u>348</u>	-	<u>830</u>	<u>1.17%</u>	<u>1,247</u>	<u>2,725</u>	<u>1,478</u>
Urban	<u>6,270</u>	<u>4,114</u>	<u>1,936</u>	<u>198</u>	<u>6,248</u>	<u>8.78%</u>	<u>12,518</u>	<u>23,627</u>	<u>11,108</u>
Urban 22	<u>15</u>	-	-	<u>42</u>	<u>42</u>	<u>0.06%</u>	<u>57</u>	<u>457</u>	<u>400</u>
Urban Expansion	<u>19,061</u>	<u>12,901</u>	<u>3,277</u>	<u>203</u>	<u>16,382</u>	<u>23.03%</u>	<u>35,442</u>	<u>66,357</u>	<u>30,915</u>
Vested DRI	<u>158</u>	<u>98</u>	-	-	<u>98</u>	<u>0.14%</u>	<u>353</u>	<u>455</u>	<u>102</u>
<b>Grand Total</b>	<b><u>130,579</u></b>	<b><u>47,029</u></b>	<b><u>23,640</u></b>	<b><u>475</u></b>	<b><u>71,144</u></b>	-	<b><u>201,724</u></b>	<b><u>586,314**</u></b>	<b><u>379,667</u></b>

\*\* Excluding the land occupied by water bodies and within municipal limits, there are approximately 586,314 acres in the county.

From a historical perspective, the best available data for land use over the recent past is a Property Classification Breakdown Comparison prepared by the Lake County Property Appraiser's Office. This report details land usage by acreage from 1990 to the present in five year increments, a summary of which is provided below:

Table 11 - Property Classification Breakdown Comparison, 2005

PROPERTY CLASS	1990	1995	2000	2005
Tax Roll	739,440	739,440	739,440	739,440
Vacant Residential -00	6,473	12,169	30,335	44,114
Single Family - 01	22,437	28,054	52,583	52,409
Mobile Homes - 02	17,067	19,860	29,264	25,767
Multi-Family - 03 & 08	210	379	959	833
Total Res. Acres	46,187	60,462	113,141	123,123
Improved Acres	39,714	48,293	82,806	79,009
Vacant Commercial -10	1,248	2,018	3,293	4,996
Imp. Commercial - 11-39	2,839	3,916	6,837	6,265
Vacant Industrial - 40	216	518	481	717
Imp Industrial - 41-49	2,886	2,867	3,224	2,784
Ag Crops - 51-53	25,308	11,123	7,785	6,149
Ag Timber - 54 - 57	54,896	62,445	56,221	41,584
Ag Pasture - 62-65	122,607	125,196	124,732	111,142
Ag Groves - 66	121,576	51,348	40,308	31,880
Ag Misc. - 67-69	3,474	3,472	4,581	5,625
Institute - 70-79	2,557	3,256	4,587	5,115
Government - 80-89	105,502	144,622	178,009	190,264
Non-Ag Acreage - 99	93,528	103,539	66,626	48,084
Total Ag Acreage	327,861	253,584	233,627	196,380
Total Commercial	4,087	5,934	10,130	11,261
Total Industrial	3,102	3,385	3,705	3,501

Note: The differences in the total acreage between the Parcel database and the Property Classification Breakdown Comparison were unable to be reconcile.

Based on the trend data available for the past 15 years, and all other variables remaining constant, these figures were used to forecast the probable land use needs for single family, multi-family, and mobile homes in the county. Consideration was given to the regional trends highlighted in the Housing Data Inventory & Analysis when limiting the single family allocation to a maximum of 67% (which matches Volusia County which was the highest) of the usage, and also noted the inverse relationship observed between mobile homes and multi-family units (the more multi-family units in a county, the less mobile home units-and vice versa). Given the rising cost of land throughout the county and the fact that, typically, more dwellings per acre could be built with multi-family dwellings, there is a high probably that this type of housing will become more popular in the near future in order to meet the housing demands of the county's lower income residents. Table 15, highlights Lake County's actual housing type allocations from 1990 through 2005 and the projections for 2010 through 2030.

**Table 12 - 1990-2030 Housing Type Allocation**

HOUSING TYPE	1990	1995	2000	2005	2010	2015	2020	2025	2030
Single Family %	56.50%	58.10%	63.50%	66.30%	65.00%	67.00%	67.00%	67.00%	67.00%
Mobile Homes %	43.00%	41.10%	35.30%	32.60%	27.30%	24.65%	20.65%	16.65%	12.65%
Multi-Family %	0.50%	0.80%	1.20%	1.10%	4.20%	8.35%	12.35%	16.35%	20.35%

Population growth between 2000 and 2007 was fairly steady but there was a dramatic decrease in growth in 2008. This decrease is largely due to current economic conditions, including weakened housing markets and a national economic contraction.

### **Future Growth**

The Future Land Use Map (FLUM) allows for the expected maximum population that could be sustainably supported in Lake County. This capacity is based on the need to provide sustainable level of service standards for utilities, recreation, transportation, solid waste and schools. The application of concurrency standards is necessary to ensure this, particularly given the limited funding available to improve infrastructure for water resources, roads, schools and recreational facilities. The increased awareness and desire to protect rural areas from urban sprawl is also a driving factor in the plan.

Another factor in a sustainable growth rate for unincorporated Lake County is the municipal annexations of adjacent development, both commercial and residential. The residential developments close to municipalities tend to be higher density residential developments – density in unincorporated Lake County rarely exceeds more than four (4) dwelling units per acre. This is partly due to Lake County not providing utilities, and in general, the municipality providing utility service requires annexation as a condition of service.

### **Preservation of Rural Lands and Sustainability**

The preservation of existing rural lands will focus the future growth in compact urban areas and help to contain and control urban sprawl. Lake County has made protecting rural (low) density and directing urban density/intensity to the urban centers a focus in the proposed 2030 Comprehensive Plan. The FLUM and policies throughout the proposed Plan allow and promote higher density development near municipal boundaries as these are the locations where services are available and as a way to preserve open space as well as a rural lifestyle.

Financially, the County is obligated to maintain a certain level of service to meet the goals, objectives and policies of the Comprehensive Plan. The elected officials and citizenry have expressed concerns about diminished levels of service due to the unprecedented growth rates that occurred during the housing bubble. The County has not kept-up financially with the provision of adequate levels of service during the last housing boom that ended in 2006/2007. It would be irresponsible to ignore this situation and continue with the assumption that “growth will happen” as opposed to putting in place specific policies and methods to have healthy sustainable growth. Sustainable level of growth will assist in relieving the demands on the overburdened potable water supply, infrastructure, roads, schools, solid waste and parks. A slower increase in growth is not only desirable in order to create a sustainable community within our existing and foreseeable resources but will be required due to the concurrency standards in the new Comprehensive Plan.

This need to meet concurrency standards and the current economic issues has played a large part in the use of the population projections even though there was a request in 2005 to allow the use of BEBR High projection. The request to use the BEBR High projection was made based on a tremendous increase in residential construction that was not accounted for in the 2004 BEBR Medium projections. The housing bubble has since burst and the growth has slowed remarkably. Therefore, the slower growth rate is expected based on both economic conditions along with new concurrency issues – particularly water, schools and traffic. Therefore the use of BEBR Medium projections should adequately reflect the expected growth.

The County has allocated sufficient land to accommodate future population growth on the Future Land Use Map as can be seen in Table 17: Lake County Future Land Use Allocations. Sufficient land and density has been allocated to accommodate a 2030 population of up to 474,371 which is 34,371 over the 2009 BEBR Medium Projection.

### Water Supply

A major concern in Lake County is the dwindling regional water supply. Information provided by the St. John's River Water Management District (SJRWMD) showed that Lake County is within the priority water resource caution area (PWRCA). The SJRWMD identified PWRCA based on a comparison of water resource constraints to the results of assessments of hydrologic impacts due to projected 2030 demands. PWRCA's are areas where existing and reasonably anticipated sources of water and conservation efforts may not be adequate (1) to supply water for all existing legal uses and reasonably anticipated future needs and (2) to sustain the water resources and related natural systems. SJRWMD identified priority water resource caution areas based on the water resource constraints and the results of water use, groundwater, and surface water assessments. The PWRCA comprises approximately 39% of the District, including Lake County. Water Concurrency will require that the future growth rate is slower than the growth rate that occurred during the last 10 years. Consequently, Lake County is at the forefront in considering regulations to reduce water use.

### Natural Environment

Elected officials and citizens have stated concerns about overburdening our environmental resources by unrestrained growth.

Another factor to consider when projecting growth in Lake County is the natural environment. There are six identified areas in Lake County as being environmentally sensitive with ecological importance: Lake Norris Conservation Area (approximately 2,500 acres), Emerald Marsh (approximately 7,100 acres), Lake Apopka Conservation Area (approximately 7,600 acres), Ocala National Forest (approximately 85,000 acres), Wekiva Protection and Study Area (approximately 75,000 acres) and the Green Swamp (approximately 106,000 acres). This means that of the 609,920 acres of upland in Lake County, approximately 283,200 acres or 46% of the land has been identified as being ecologically significant and is not suitable for high density development. Along with these protected areas, there are 203 square miles (17.6% of county) of lakes which provide a beautiful landscape and recreational opportunities but make development more challenging and adequate protection of these areas mandate that growth occur at a slower rate and a low density in these areas.

## **COMMERCIAL AND INDUSTRIAL LAND USE NEEDS**

Both vacant and improved parcels in the Lake County Property Appraiser's database (as of 2006) were classified as commercial, and industrial, governmental. Based on this analysis, there were 10,854 acres of schools, colleges, and government; and 15,891 acres of commercial and

industrial uses. The commercial uses accounted for approximately 76% of the acreage, or 12,122 acres; while the industrial was 24% or 3,769 acres. Schools have been allowed in almost all land use categories alleviating the need to set aside specific lands for their use (the PS Future Land Use Category includes the existing properties for schools).

Future needs for Commercial and Industrial lands resulted from the following methodologies as can be seen in Table 16.

**Method 1** consisted of using acreage assignments by increases in the workforce as detailed in our workforce analysis. Commercial and industrial had an average 0.174 acres per worker; and, schools, colleges, and government had an average 0.872 acres per worker.

**Method 2** consisted of using acreage assignments by increases in the total population. Commercial and industrial had 60.387 acres per 1000 residents.

**Method 3** consisted of using acreage assignments by increases in the sales tax collected. Commercial and industrial had tax revenue collections of \$1,000 per 1.355 acres.

**Method 4** consisted of using current square footage by employee and projected increases in workforce. Square footage per employee was 359.

The proposed 2030 Future Land Use Map designates 39,665 acres to meet these needs as can be seen in Table 17, which exceeds the allotment required by Method 3 which required the greatest allocations.

Table 136 - Public, Commercial and Industrial Current & Projected Land Use Needs

<u>Method 1 Increases in Workforce</u>	<u>2005 Total Acres</u>	<u>2005 Workforce</u>	<u>Acres per Worker</u>	<u>2010 Workforce</u>	<u>Acreage Needs 2010</u>	<u>2015 Workforce</u>	<u>Acreage Needs 2015</u>	<u>2020 Workforce</u>	<u>Acreage Needs 2020</u>	<u>2030 Workforce</u>	<u>Acreage Needs 2030</u>
Commercial / Industrial	15,891	91,140	0.174	109,357	19,067	122,381	21,338	137,549	23,983	155,350	27,086
<u>Method 2 Increases in Total Population</u>	<u>2005 Total Acres</u>	<u>2005 Population</u>	<u>Acres per 1000 Residents</u>	<u>2010 Population</u>	<u>Acreage Needs 2010</u>	<u>2015 Population</u>	<u>Acreage Needs 2015</u>	<u>2020 Population</u>	<u>Acreage Needs 2020</u>	<u>2030 Population</u>	<u>Acreage Needs 2030</u>
Commercial / Industrial	15,891	263,150	60.387	310,550	18,753	359,750	21,724	411,150	24,828	463,500	27,990
<u>Method 3 Increases in Projected Sales Tax</u>	<u>2005 Total Acres</u>	<u>2005 Trended Sales Tax</u>	<u>Acres per \$1,000 Tax Revenue</u>	<u>2010 Trended Sales Tax</u>	<u>Acreage Needs 2010</u>	<u>2015 Trended Sales Tax</u>	<u>Acreage Needs 2015</u>	<u>2020 Trended Sales Tax</u>	<u>Acreage Needs 2020</u>	<u>2030 Trended Sales Tax</u>	<u>Acreage Needs 2030</u>
Commercial / Industrial	15,891	11,724,860	1.355	15,449,720	20,939	19,174,580	25,988	22,899,440	31,036	26,624,300	36,084
<u>Method 4 Acreage by FAR</u>	<u>2005 Total Acres</u>	<u>Sq. Ft per Employee</u>	<u>2005 Workforce</u>	<u>2010 Workforce</u>	<u>Acreage Needs 2010</u>	<u>2015 Workforce</u>	<u>Acreage Needs 2015</u>	<u>2020 Workforce</u>	<u>Acreage Needs 2020</u>	<u>2030 Workforce</u>	<u>Acreage Needs 2030</u>
Commercial / Industrial	15,891	359	91,140	109,357	17,787	122,381	19,905	137,549	22,372	155,350	25,268

The findings above indicate an average of 76% commercial and 24% industrial. This also indicates an anticipated minimum need of 21,171 acres (10,082 ac Commercial and 3,134 ac. Industrial) by 2030.



TABLE 17. Lake County 2030 Future Land Use Allocations (Net Acres)

Future Land Use Code	Future Land Use Categories	Net Acres(1)	Corridor Acres	Functional Residential Acres(2)	Corridor Residential (3)	Units / Acres	AVG Units / Acres	Household Size	Maximum Build-out Population	Possible Build-out Population	Commercial Acres
120	Urban Low	28618.48	1,530.0	27,088.5	153.0	4.00	2.67	2.34	254,980	170,199	8,585.54
130	Urban Medium	6450.73	1,218.8	5,231.9	121.9	7.00	4.67	2.34	87,695	58,505	2,741.56
140	Urban High	1314.91	541.4	773.5	54.1	12.00	8.00	2.34	23,240	15,493	2,629.82
NC	Cagan Crossings	454.03	-	454.0	-	11.00	7.37	2.34	11,687	7,830	16.06
200	Regional Office	4859.14									9,718.28
210	Regional Commercial	1286.32									2,572.64
221	Industrial	2735.94									2,735.94
400	Mt. Plymouth-Sorrento Neighborhood	2214.33	-	2,214.3	-	0.50	0.34	2.34	2,591	1,762	553.58
410	Mt. Plymouth-Sorrento Main Street District	711.41	-	142.3	-	0.18	0.12	2.34	60	40	213.42
730	Mt. Plymouth-Sorrento Receiving Area	1301.49	-	1,301.5	-	0.18	0.06	2.34	548	183	390.45
440	Rural	90666.07	158.2	90,507.9	15.8	0.20	0.20	2.34	42,365	42,365	-
460	Rural Transitional	34861.58	62.5	34,799.1	6.2	0.20	0.20	2.34	16,289	16,289	-
500	Conservation	122282.64	-	-	-	0.00	0.00		-	-	-
230	Public Service Facilities and Infrastructure	4430.67	-	-	-	0.00	0.00				4,430.67
240	Recreation	248.79	-	-	-	0.00	0.00				24.88
GSACSC	GSACSC										
830	Core Conservation	20072.11				0.05	0.05	2.34	2,348	2,348	
800	Ridge	1458.78				4.00	2.67	2.34	13,654	9,114	437.63
820	Rural Conservation	19037.77				0.10	0.10	2.34	4,455	4,455	
810	GS Rural	8899.41				0.20	0.20	2.34	4,165	4,165	-
WRPA	WRPA										
720	Receiving Area A-1-20	5193.70				1.00	0.33	2.34	12,153	4,011	-
710	Sending Area A-1-20	13033.22				0.20	0.10	2.34	6,100	3,050	-
700	Sending Area A-1-40	4523.69				0.10	0.05	2.34	1,059	529	-
	<b>Total Net Developable Acres</b>	<b>374,655.2</b>							<b>Population Proposed FLUM Allocations: 482,841</b>	<b>340,155</b>	

Land Area Reconciliation (acres)

	Net Acres	252,372.6							2030 Projection: County BEBR Medium:	451,600
910	Conservation	122,282.6							2010 Projection: County BEBR Medium :	293,500
	Municipalities	78,583.92							<b>Total 20-year BEBR Medium projected population growth:</b>	<b>158,100</b>
900	Wetlands and Water bodies	27,291.876							2030 Population possible over BEBR Medium	31,241
	Roadways	12,731.65							<b>Multiplier</b>	<b>1.07</b>
	<b>TOTAL</b>	<b>738,889.5</b>							<b>Acres in Commerce</b>	<b>35,050</b>
									<b>Percentage of Land in Commerce</b>	<b>9.4%</b>

Notes: (1) Excludes wetlands, lakes, and municipalities; (2) Mt. Plymouth-Sorrento Main Street District assumed to be 80 percent non-residential

(3) Commercial Corridor acreage assumed to be 90 percent non-residential

Prepared by: Planning & Community Design Division, Growth Management Department - Revised 5/20/10



**PUBLIC SCHOOL PK-12 LAND USE NEEDS**

The Lake County School Board is using approximately 1,709 acres of land which contain schools (elementary, middle, and high schools), administration buildings, and school bus lots. The schools portion accounts for approximately 1,569 acres on which approximately 36,290 students are being taught in 38 schools (22 elementary, nine middle, and seven high schools).

It is projected that by 2029 the Lake County school age population will be approximately 59,449 students. The student population by school type is as follows:

- 27,936 elementary students
- 13,457 middle school students
- 18,056 high school students

Using data received from the School Board Planning staff, we have created Table 20 which details the recommended students per new school, as well as the recommended acreage for each new school site.

*Table 14 - Recommended School Criteria*

<b><u>SCHOOL TYPE</u></b>	<b><u>STUDENT GENERATION RATE</u></b>	<b><u>AVERAGE STUDENTS / NEW SCHOOL</u></b>	<b><u>ACRES PER SCHOOL SITE</u></b>
Elementary	0.186	950	20
Middle	0.1	1350	40
High	0.124	2070	60

Based on the aforementioned data projected future land use needs for our anticipated school age population in 2030 to be an additional 1,519 acres, as shown in Table 21.

**Table 15 - School Board Land Use Needs**

<b>SCHOOL</b>	<b>COUNT OF SCHOOLS 2005</b>	<b>2005 STUDENTS</b>	<b>2025 STUDENTS</b>	<b>20 YEAR STUDENT INCREASE</b>	<b>NEW SCHOOLS NEEDED</b>	<b>COUNT OF SCHOOLS 2030</b>	<b>PROJECTED ACREAGE NEEDS</b>
Elementary	22	17,474	34,128	27,936	17	40	588
Middle	9	8,404	19,797	13,457	8	18	408
High	7	10,412	26,381	18,056	8	16	523
TOTALS:	38	36,290	80,306	44,016	33	74	1,519

**SPECIAL COMMUNITIES**

Special Communities are specifically intended to recognize and protect the unique character of existing, historic communities within Lake County. The density and intensity will be limited in the land use or zoning to reflect existing development pattern and ensure consistency with surrounding communities and neighborhoods. In order to discourage urban sprawl, Historic Villages that are located within rural parts of the County shall not be expanded in scale or geographic extent.

It is the intent of the County to distinctly define and describe approved Special Communities and adopt appropriate policies and Land Development Regulations to sustain and enhance the character, lifestyle, and values of each community. The method to accomplish this shall be through the establishment of a citizen advisory committee for each Historic Village, comprised of local residents who represent a balanced set of backgrounds, experience, and interest. Today there are three designated Special Communities: Mount Plymouth-Sorrento, Ferndale and Sunnyside.

Application Process for Special Communities: The consideration of an additional Special Community overlay shall occur through a citizen-driven process, subject to approval by the Board of County Commissioners. The following process and prerequisites must be satisfied to qualify for consideration of a new Special Community:

1. A written proposal for declaration of Special Community shall be submitted to the County by a local citizen organization consisting of no less than nine residents not related by family that live within the boundaries of the proposed Historic Village. This proposal shall contain substantial competent evidence describing the history and unique characteristics of the community which the applicants seek to retain. The proposal shall include a preliminary vision, or statement of justification and purpose for designation of the community as a Special Community as well as a proposed boundary for the village planning area. The proposal shall also include appropriate information demonstrating competency and commitment by the local organization of residents to work with the County to develop appropriate policies and regulations for the proposed village, if it is approved.
2. The county planning and community design department shall review the proposal for factual accuracy, content, depth of understanding, and consistency with the Lake County Comprehensive Plan. Following this review, staff shall prepare a recommendation to either accept or reject the proposed Special Community, which may include recommended conditions of purpose or modification to the proposed boundary.
3. The local citizen organization shall present its proposal for declaration of Historic Village at a public hearing of the Local Planning Agency, and the Local Planning Agency shall

issue a recommendation to accept or deny the proposed Special Community, which may include recommended conditions of purpose or modification to the proposed boundary.

4. The Board of County Commissioners shall convene a public hearing to consider approval of the proposed Special Community as a designated special planning area of the county, and may apply conditions or amend the Special Community boundary as deemed appropriate by the Board. If approved, the BCC shall adopt an ordinance that contains a legal description of the Special Community planning area, establishes a Special Community Advisory Committee consisting of no less than nine residents appointed by the BCC who live within the village planning area and are not related by family, and sets forth a scope of work for the committee.
5. Subject to definition by the BCC, the purpose of the Special Community Advisory Committee shall be to make recommendations relating to the Comprehensive Plan and Land Development Regulation that protect and enhance the historic character of property and quality of life within the boundaries of the Special Community planning area, including but not limited to appropriate land use, development regulations, design standards, and services. The Special Community Advisory Committee shall function strictly as a recommending body operating pursuant to the Sunshine Law of the State of Florida, and serves at the pleasure of the Board of County Commissioners.

### **MOUNT PLYMOUTH-SORRENTO SPECIAL COMMUNITY**

The eastern portion of Lake County is rapidly developing. Its prime location near the Wekiva River Protection Area and the Ocala National Forest, along with its accessibility to the Metropolitan Orlando region, has made it an attractive location in which to live. This rapid growth can have lasting impacts on regional transportation networks and the quality of life for current and future generations in East Lake County.

The Mount-Plymouth-Sorrento Community, located in the heart of East Lake County, is in a prime location and is, therefore, facing tremendous development pressure. These pressures come because of its beautiful rural landscape, proximity to the Wekiva River Protection Area, and regional accessibility to the proposed extension of the western beltway. Many large parcels of land within Mount Plymouth-Sorrento will develop in the next few years. The Lake County Commissioners, taking this into account, had the foresight to create a citizen advisory committee in Mt. Plymouth-Sorrento to advise the Commission and the Growth Management Department about residents' vision for the future of this area.

The Mount Plymouth-Sorrento Study Area is just over 16 square miles. Forty eight percent of the land in the study area remains undeveloped and is currently used for agriculture. These are the areas that will face strong development pressure in the next few years.

Wetlands and upland make up 5.5 percent of the study area. Wetlands should be preserved and upland forests areas restricted to very low density development to preserve mature trees.

Transportation networks within Mount Plymouth-Sorrento include the CSX rail line which runs through the community. The existing rail road could be an asset for two reasons: a rails to trails program could convert sections of the existing right of way to a recreational trail and/or the rail line could be preserved with the anticipation of it being used as a commuter rail line in the future.

At present there are only two major east west roads within an eight mile distance: SR 46 and SR 44. A land use transportation study for the region needs to be conducted to understand the future

land use demands and transportation needs of this unique area. This portion of East Lake County is bound by a chain of lakes, the Ocala National Forest, Wekiva Protection Area, and the Orange County line making transportation a potential future problem. The impacts of the completion of the Western Beltway and the Wekiva Parkway interchanges will have a significant impact on this sub region of Lake County.

Residents have expressed many desires about what they would like to see in the future including: a village center, more services, and places for recreation. Residents have also expressed many concerns about: increases in traffic, decline of the existing streets, being unprepared for growth, seeing “cookie cutter” housing come to their community, and seeing the streets dominated by commercial strip malls. The new developments coming to the community should be seen as investments and not as threats.

### **Character of the Mt. Plymouth-Sorrento Community and Main Street District**

The Mt. Plymouth-Sorrento Special Community includes size limitations for commercial uses. These size limitations were included in the community policies to maintain the character and charm of the community as well as encourage the development of integrated neighborhood design and reduction of vehicle trips and green house gases. The core of this approach is the designation of the Main Street District as a model town center. This approach has been supported by numerous studies and papers. An article published on *The New Rules Project* (<http://www.newrules.org>) is a paper by Stacy Mitchell (19 August 2009 originally Published: Grist.org). The article points out that the public debate about cars and climate change has been dominated by fuel economy. But driving has been growing at such a rapid pace—total miles driven in the U.S. rose 60 percent between 1987 and 2007—that even a big advance in fuel economy is likely to be wiped out by ever more miles on the road.

According to calculations by Steve Winkelman of the Center for Clean Air Policy, even if a major improvement in fuel economy is achieved (new vehicles averaging 55 mpg), carbon content of fuel by cut 15 percent, and slow the growth rate for driving significantly, by 2030 greenhouse-gas emissions from transportation will be only slightly below 1990 levels. This is below the 60% reduction needed by most estimates. Therefore, additional methods must be found to reduce the need to drive.

One study, led by Susan Handy, an expert on travel behavior at the University of California-Davis, examined eight neighborhoods and found that how often people walked for errands closely tracked both the number and proximity of stores. In the neighborhood with the most businesses, where homes were on average only one-fifth of a mile from the nearest store, 87 percent of residents regularly ran errands on foot, averaging 6.3 shopping trips on foot per month. In the neighborhood where the nearest store was an average of three-fifths of a mile away, only one-third of residents reported walking to a store in the previous month and averaged only 1.4 errands on foot per month.

Another study by Handy found that residents of an Austin, Texas, neighborhood that has numerous small stores within a half-mile radius made 20 percent of their food shopping trips on foot and logged 42 percent fewer miles driving to supermarkets than residents of two Austin suburbs that lacked neighborhood stores.

The potential impact of these findings is quite significant. Shopping accounts for 1 in 5 trips in the average household. In the late 1970s, the average household drove 1,200 miles a year for shopping. That figure has skyrocketed to about 3,600 miles today. Initial research indicates that one factor is the increased size of retail stores. The general trend between 1980 and 2000 was fewer larger stores dependant on farther vehicle miles traveled. Another factor to support smaller

neighborhood stores is a study of 3,200 households in King County, Wash. (the Seattle area), found that the choice to commute by transit was strongly influenced by the number of retail stores near home and work (probably because people could opt for the bus and still run a few errands on the way home). Overall, the study found, residents of the most walkable neighborhoods logged 26 percent fewer miles than those in the most auto-oriented.

CEOs for Cities analyzed sales data for 90,000 houses and found that, in 13 of 15 markets, those in neighborhoods with higher Walk Scores (source: <http://www.walkscore.com/>) have held value better than those in areas lacking destinations within walking distance.

Size caps help to sustain the vitality of small-scale, pedestrian-oriented business districts, which in turn nurture local business development. They also prevent the many negative impacts of big box development, such as increased traffic congestion and over-burdened public infrastructure, and they protect the character of the community by ensuring that new development is at a scale in keeping with the traditional built environment and surrounding landscape.

When faced with a store size cap ordinance, a retailer that typically builds larger stores will either opt not to build or will design a smaller store that fits within the cap. Based on input and testimony at public workshops the Advisory Committee recommended a cap of 30,000 square feet for an anchor store and 8,000 square feet for other retail/office uses.

An inventory of commercial and industrial buildings completed in 2010 by the Growth Management Department Planning & Community Design Staff found that within the Mt. Plymouth-Sorrento Main Street Future Land Use Category the average building size was 3,154 square feet. The largest buildings were all industrial warehouse/storage uses with the largest being 4,8037 square feet. Of the 152 properties inventoried, there were only three commercial retail buildings over 6,000 square feet with the largest of these at 9,600 square feet.

### **Mt. Plymouth-Sorrento Planning Advisory Committee**

The Mount Plymouth -Sorrento Planning Advisory Committee was disbanded in 2008 once they completed making recommendations on the policies for their Special Community. The group served as the voice of the community through its recommendations to the Local Planning Agency and the Lake County Commission. The recommendations from this group have the ability to shape the future look and feel of Mount Plymouth-Sorrento using design guidelines and programs to improve the existing community. The Mount-Plymouth-Sorrento Community has been designated a Special Community by Lake County.

### **FERNDALE SPECIAL COMMUNITY**

Ferndale is an historic rural community northeast of the Town of Montverde and east of the City of Minneola on CR 455. The Ferndale Community is very desirable for development due to its scenic rural beauty overlooking Lake Apopka and close proximity to Orange County. This Special Community will be created through policies in the 2030 Comprehensive Plan. The policies were drafted by the Ferndale Community and the Friends of Ferndale (a non-profit group). The policies were vetted by the Local Planning Agency through public hearings. The County also sent notice to each individual property owner within the community to encourage additional participation.

At present there are only one major road within an eight mile distance: CR 455. This route is also designated as a Scenic Roadway. Residents have expressed many desires about what they would like to see in the future including: a community center. Residents have also expressed many

concerns about: increases in traffic, maintaining community character (specifically density and view sheds), annexation, and “cookie cutter” housing come to their community. The community expressed a clear desire that new developments coming to the community should assimilate into the community not change it.

## **SUNNYSIDE SPECIAL COMMUNITY**

Sunnyside is a traditionally rural area with large portions of vacant land, which lies mostly outside the municipal limits of the City of Leesburg. In November 24, 2003, the City Commission adopted Resolution No. 6983 which directed City staff to begin a study of the development patterns in the Sunnyside area and formulate a plan to guide future annexation and development in the area. The study includes recommendations on appropriate levels of density, infrastructure, and transportation design for the Sunnyside area.

### **Density and Type of Development**

Existing development was calculated by totaling the number of houses, including those platted and planned. Potential development under current allowed densities was determined by examining city and County zoning and land use maps. Development limitations due to the presence of wetlands or site constraints were also taken into account. The study proposed densities that would transition from High (nearest to U.S. Hwy 441) to Very Low (nearest to Lake Harris).

There were several residentially and commercially zoned parcels of land located near U.S. Hwy 441 which could potentially support commercial uses. The feasibility of commercial development there was evaluated with the consideration of various geographical constraints. The Study indicated that commercial uses should be allowed on these parcels, only when significant buffers from the residential uses are put in place.

The Study found that it would be appropriate to allow commercial development on the east side of Sleepy Hollow Road, with buffering requirements between the commercial and residential development. Additionally, it would be appropriate for commercial development to occur on the east side of Fern Drive, on property currently zoned “C-3”.

These findings were implemented on the 2030 Future Land Use Map.

### **Infrastructure (Utilities)**

In the Sunnyside area, the City is the main provider of water, and the only provider of wastewater and natural gas. The pressure for annexation into Leesburg is due in large part to the availability of utilities. Most of the existing utility service is concentrated north of Sunnyside Drive, while development south of Sunnyside Drive is dependent on wells and septic tanks. Leesburg has determined that once density levels drop to less than three (3) units per acre, the cost of extending water and wastewater lines becomes a financial burden. Consequently, the Sunnyside Task Force felt that City utilities could eventually be extended south of Sunnyside Drive at the property owner’s expense, but would not be required due to the low level of density.

## **Transportation**

While the traffic counts for roads have increased over the past five years, the counts are still well below the threshold of 2500-3000 cars a day, which triggers road improvements by Lake County. Sleepy Hollow Road at US Hwy 441 was realigned in 2007. Additional work to the remainder of Sleepy Hollow Road is proposed by the County but not currently programmed. This data seems to indicate that development has not adversely affected road capacity.

Road improvements in Sunnyside are particularly challenging due to several factors. Most roads are narrow with two-lanes and in many cases, lined with canopy trees. Many motorists travel these roads at very high speeds. The lack of dedicated right-of-way presents an obstacle to widening for the purpose of accommodating cars, bicycles, or pedestrians. The Task Force expressed a desire to maintain the rural nature of the roads while addressing the need for pedestrian safety.

Necessary road improvements for this area are scheduled and included in the Capital Improvements Work Plan.

## **NATURAL RESOURCES INVENTORY**

In conducting the inventory and analysis related to natural resources and the analysis which determines the suitability of use of vacant land, the following information was compiled in map form. These maps are presented in the Data Inventory and Analysis.

More thorough data for the natural resources inventory can be found in the Conservation Element Data Inventory and Analysis.

## **GREEN SWAMP AREA OF CRITICAL STATE CONCERN**

This portion of the Future Land Use Element is written to comply with two sections of Rule Chapter 9J-5, Florida Administrative Code. Over the years, there have been many questions and issues about the Green Swamp Area of Critical State Concern and this expanded section is intended to clarify some of the myths and ambiguities related to the designation. Within the Intergovernmental Coordination Element, the County must analyze the Comprehensive Plan's coordination with the rules, principles for guiding development, and development regulations in any Area of Critical State Concern falling partially or wholly within the local government's jurisdiction. In addition, the County is required to identify in map form the boundary of any Area of Critical State Concern. The Future Land Use Map identifies the Green Swamp Area of Critical State Concern within Lake County.

The Green Swamp is a 560,000-acre region that lies in portions of Lake, Polk, Sumter, Pasco, and Hernando counties. It is the headwater for the Hillsborough, Withlacoochee, Ocklawaha, and Peace rivers, which provide most of the area's water supply, and has a diverse ecological environment containing numerous plant species and 330 animal species, of which 30 are either threatened or endangered. In 1974, the Florida Legislature designated 187,000 acres of the Green Swamp as an Area of Critical State Concern. Lake County contains 106,000 acres of the Green Swamp, of which 104,000 are protected.

The Floridan Aquifer is close to the surface in the Green Swamp, allowing water to easily percolate through the sand and porous rock. Pressure caused by the high groundwater elevation—Florida's highest—forces water throughout the aquifer, dispersing it underground for hundreds of miles preventing saltwater intrusion and sustaining the four major rivers in the region, streams, various springs, ponds, and lakes. Because of the Green Swamp's elevation, the water

table remains higher than the Floridian Aquifer's potentiometric surface (The altitude at which water in the aquifer stands) throughout the year, supplying recharge to the area.

## **WEKIVA RIVER PROTECTION AREA**

The Wekiva Basin is an area of biological transition between the northern limits of numerous tropical plants and the southern limits of temperate zone plants. The extensive wetlands in the basin provide habitat for many designated species. The Wekiva River is designated as an Outstanding Florida Water, and the lower three miles have been designated a Scenic and Wild River.

In 1988 the legislature enacted the Wekiva River Protection Act, providing for review of local comprehensive plans, land development regulations, and certain development. The Act declared the Wekiva River Protection Area a natural resource of state and regional importance. The following flora is considered rare and endangered: Butterfly Orchid, Cardinal Flower, Cinnamon Fern, Royal Fern, Hand Fern and Needle Palm. The listed fauna is considered rare and endangered: Bluenose Shiner Fish, American Alligator, Limpkin, Little Blue Heron, Snowy Egret, Tricolored Heron, White Ibis, Southeastern American Kestrel, Florida Sandhill Crane, Bald Eagle, Wood Stork, Least Tern, West Indian Manatee and the Florida Black Bear.

New legislation, Wekiva Parkway and Protection Act, requires local governments within the Wekiva Study Area amend their comprehensive plans to reflect new statutory requirements in the following areas: master stormwater management plans; water supply facilities work plans; interchange land use plans, if the Wekiva Parkway is planned for their jurisdiction; and land use strategies to optimize open space and promote patterns of development that protect most effective recharge areas, karst features and sensitive natural habitats. Lake County completed its amendments and were found in compliance by the Department of Community Affairs in August 2009, however a resident appeal of the finding has delayed its implementation and subsequent Land Development Regulations. These policies are incorporated into the 2030 Comprehensive Plan with few changes.

In addition, local governments are required to prepare water supply plans. Coordination between DCA and the St. Johns River Water Management District is required to provide that amendments that increase development potential demonstrate that adequate water supply is available. Local comprehensive plans within the Wekiva Study Area are required to protect surface and groundwater resources using best available data including information presented to the Wekiva River Basin Coordinating Committee. Lake County is not a supplier of water or wastewater services. However, a Water Supply Plan and policies has incorporated into the 2030 Comprehensive Plan to meet the statutory requirement.

There are 15 local governments included in the Wekiva Study Area: Orange County and the municipalities of Maitland, Eatonville, Orlando, Ocoee, Winter Garden, Oakland and Apopka; Seminole County and the municipalities of Lake Mary, Longwood, and Altamonte Springs; and Lake County and the municipalities of Eustis, and Mount Dora. The Wekiva River Protection and Wekiva Study Area boundaries can be seen on the Future Land Use Map and Wekiva Series Maps.

Local governments will help reduce nitrogen in the Wekiva Basin to levels required by the Department of Environmental Protection (DEP) by phasing out existing on-site septic tank systems where central facilities are available and up-grading facilities elsewhere. The communities of



Sorrento and Mt. Plymouth are of concern due to the large number of pre-1982 septic tanks in use, which are more prone to polluting; however, moving to central sewer and water may be difficult as the area is already developed. The potential for getting grants to enable residents to up-grade their systems will be included in the initial assessment Lake County Department of Health will send to the state office in Tallahassee. Lake County Environmental Services is already pursuing Federal assistance to replace older septic systems currently along the river.

Local governments will establish strategies that optimize open space and protect recharge areas, karst features and sensitive natural habitats, and they should require the use of best management practices for landscaping, construction, and golf course siting, design, and management. A model landscape code has been developed by Lake County, with assistance from the SJRWMD.

### **EMERALDA MARSH**

The crown jewel of bird watching in Lake County is also one of the most prized conservation areas in all of Central Florida.

The 7,089-acre preserve known as the Emeralda Marsh Conservation Area is known for its large and diverse wildlife population. After only a decade of rehabilitation, the St. Johns River Water Management District, along with support from the Lake County Board of County Commissioners and Oklawaha Valley Audubon Society, has accomplished an astounding feat of creating a viable conservation area and an ecotourism attraction.

The uniqueness of Emeralda Marsh is partly due to its past. In the 1940s the marsh lands to the east of Lake Griffin were drained and converted to agricultural fields and cattle pastures. With the support of the community, the District purchased seven different parcels between 1991 and 1993 that make up the conservation area.

Initial restoration of the area began in 1994 when a wetland treatment marsh was established on more than 1,500 acres of former agricultural fields bordering Lake Griffin and Haynes Creek. The marsh treatment, or flow-ways, helps remove solid materials and nutrients from Lake Griffin.

The original intent was to clean up the lakes — that was the main focus — and to do that one of the things that had to be stopped was the fertilizer loading into the lakes. Since there is still a wildlife habitat benefit it is a two-pronged approach where nutrients are trapped and there is an increase in wildlife habitat.

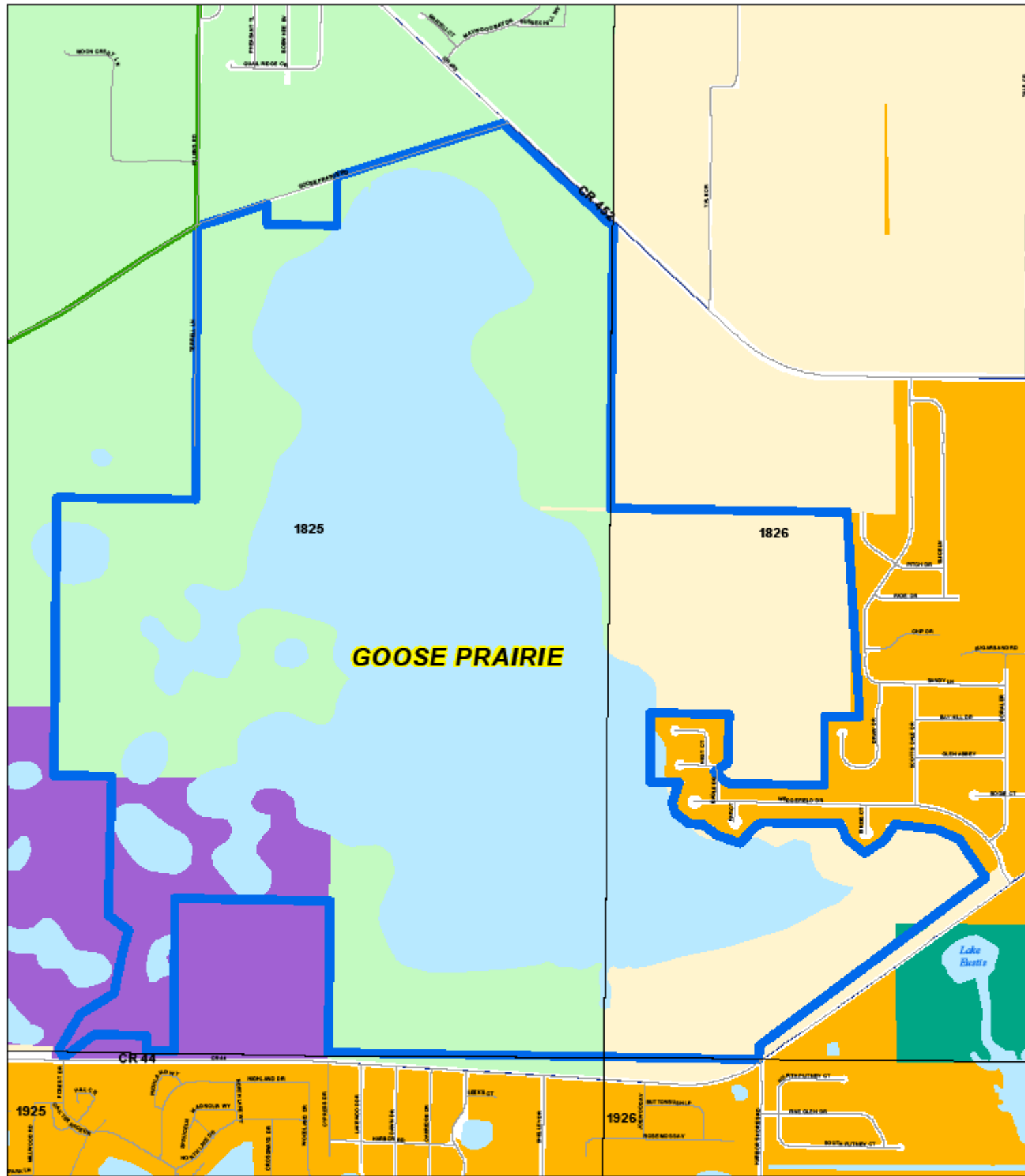
From the advanced to the novice bird watcher, Emeralda Marsh presents unlimited opportunities. Known for its varying habitats and sheer size, what separates the conservation area from other preserves is its 4.3-mile wildlife drive. Built atop the dikes in the treatment marsh, the drive provides unbelievable access to the interior of wetland habitats.

### **Goose Prairie Area**

The County recognizes the ecological significance of Goose Prairie. Goose Prairie comprises wetlands and water bodies extending from Lake Eustis northwest to County Road 452 near the Lisbon Community. The County has included a policy in the Future Land Use Element to recognize Goose Prairie as an intact ecosystem of county significance and will include regulation to protect its natural resources including but not limited to hydrologic regimes, wetland and upland communities, floodplain, ecologic connectivity, wildlife, and aquifer recharge. A map of Goose Prairie is shown in the Figure below:

# GOOSE PRAIRIE

## LAKE COUNTY, FLORIDA



- Lakes
- Major Streets
- Parcels
- County Boundary
- City Limits (Lake and Orange County)
- Goose Prairie Boundary

### Lake County Proposed Future Land Use

- |   |  |                      |
|---|--|----------------------|
| Cagans Crossing                             | Mt Plymouth - Sorrento Neighborhood        | Rural Transition     |
| Conservation                                | Mt Plymouth - Sorrento Receiving Area      | Sending Area A-1-20  |
| Green Swamp Core Conservation               | Regional Office                            | Sending Area A-1-40  |
| Green Swamp Ridge                           | Public Service Facility and Infrastructure | Urban High Density   |
| Green Swamp Rural                           | Receiving Area A-1-20                      | Urban Medium Density |
| Green Swamp Rural Conservation              | Recreation                                 | Urban Low Density    |
| Industrial                                  | Regional Commercial                        |                      |
| Mt Plymouth - Sorrento Main Street District | Rural                                      |                      |



## **YALAHA-LAKE APOPKA RURAL PROTECTION AREA**

The Yalaha-Lake Apopka Rural Protection Area is located between the Harris Chain of Lakes and Clermont Chain of Lakes as depicted on the Future Land Use Map. This area is intended to preserve rural density, character, and lifestyle compatibility with the Yalaha community, to protect the ecological integrity of public and private lands associated with the Lake Apopka Basin and North Shore Restoration Area, and to provide for hydrologic and ecologic connectivity to the Harris Chain of Lakes.

The Yalaha-Lake Apopka Rural Protection Area represents a part of rural Lake County, geographically separate from municipalities concentrated around the Harris Chain of Lakes and the Clermont Chain of Lakes. Historically distinctive communities within the area such as Yalaha, Ferndale, and Lake Jem are otherwise surrounded by large expanses of rural property. Protecting the integrity of this Rural Protection Area is important to sustaining the long-term rural character of Lake County, preventing urban sprawl, and averting the eventual erosion of remaining rural lands between the north and south parts of the County. This area also includes rural undeveloped and agricultural lands within the Lake Apopka Basin, which has been a focus of hydrologic and ecologic restoration. This Rural Protection Area is characterized by agrarian and equestrian-oriented uses that represent a valuable part of the history, culture, and lifestyle of rural Lake County.

Lake County shall limit future land use within the Yalaha-Lake Apopka Rural Protection Area to the Rural Future Land Use Category and Public Benefit Future Land Use Series. The County shall require Rural Conservation Subdivision design with clustering, for any proposed development within the Yalaha-Lake Apopka Rural Protection Area that meets the criteria and thresholds established in the Land Development Regulations to ensure the protection of natural resources including, but not limited to habitat, wildlife, and wildlife corridors. Clustering and common open space shall emphasize the protection of natural resources including but not limited to habitat, wildlife, and wildlife corridors; maximization of buffers and open space adjacent to public conservation land; protection of aquifer recharge; and the provision of opportunities for passive recreation.

## **SOUTH LAKE RURAL PROTECTION AREA**

The South Lake County Rural Protection Area IS generally located south of Lake Louisa between U.S. Highway 27 and the eastern Lake County boundary as depicted on the Future Land Use Map. This Rural Protection Area is intended to preserve rural density, character, lifestyle compatibility, agriculture, and aquifer recharge in South Lake County. It also serves to buffer the environmentally sensitive Green Swamp Area of Critical State Concern from the significant impact of Orange County's large Horizon West development.

The area provides highly valuable aquifer recharge for both the Green Swamp and Wekiva Springshed. As evidenced by the St. Johns River Water Management District Recharge Maps and on the Recharge Areas of the Floridan Aquifer Map in the Future Land Use Map Series. Protecting the integrity of this Rural Protection Area is important to sustaining the long-term rural character of Lake County, preventing urban sprawl, and averting the eventual erosion of remaining rural lands between Horizon West development in Orange County and the Green Swamp. This area is also characterized by large wetland areas and contains habitat for Sand Skinks, Gopher Turtles, and is potential habitat for Scrub Jays.

Within the South Lake County Rural Protection Area, private land use is largely characterized by agrarian and equestrian-oriented activities that represent a valuable part of the history, culture, and lifestyle of rural Lake County.

Clustering and common open space will be used in the area to emphasize the protection of natural resources including but not limited to habitat, wildlife, and wildlife corridors; maximization of buffers and open space adjacent to public conservation land; protection of aquifer recharge; and the provision of opportunities for passive recreation.

## **SOUTH LAKE STRATEGIC AREA PLAN FOR SOUTH LAKE COUNTY**

The County has dedicated itself to facilitating a Strategic Area Plan recognizing the unique characteristics of southeast Lake County and its proximity to planned development in west Orange County.

Through joint planning with the City of Clermont, Orange County and property owners, the County will be exercising an opportunity to provide for economic development and preservation of open space, natural resources, and high recharge areas in this area. It is the intent of Lake County to pursue a Strategic Area Plan that will foster economic development for targeted industries.

The core premise of this plan will be to preserve open space for the maximum recharge of water to the aquifer. Open space will be provided at a minimum of 60% of the net area. Density will be limited to one (1) dwelling per five (5) net acres to limit the residential impacts. Transfer of Development Rights within and from the area will provide the ability to cluster residential uses to areas away from the high recharge and wetland areas.

## **PUBLIC FACILITIES AND TRANSPORTATION**

This section of the element provides an analysis of available public facilities and the Lake County transportation network. Brief analysis summaries for sanitary sewer, stormwater management, potable water, aquifer recharge, solid waste, schools, transportation, and parks and recreation are included.

## **SUMMARY OF FACILITIES AND SERVICES**

The analysis of public facilities is an examination of the allocation of public resources. Land use decisions are made while addressing this resource allocation, or availability. If effectively factored into the land use map, land use decisions will address resource allocation. Ideally, this will result in the most cost effective provision of those facilities to new development. The challenge for Lake County is coordination of land use decisions with the provision of public facilities to achieve that cost effectiveness.

### **Sanitary Sewer**

Lake County does not own, operate, or maintain any wastewater systems nor does Lake County have any water or sewer serviced areas. Municipal governments provide sanitary sewer and wastewater treatment within their jurisdictions and in adjacent areas that may be annexed as development in the county continues. Septic systems and private wastewater treatment plants (package plants) treat waste in unincorporated Lake County.

The sewer needs have been met by municipal services, private utilities, private package plants, or septic tanks. Within the Sanitary Sewer Sub-Element and Future Land Use Element, the provision of services to areas with sufficient density is discussed. For residents who may have septic tanks, the County has incorporated various policies in the Sanitary Sewer Sub-Element and Future Land Use Element, which also address septic tanks in the Wekiva River Protection Area and Green Swamp Area of Critical State Concern to ensure Lake County residents are in compliance with the requirements of the Florida Department of Health.

## **Stormwater Management**

As stated in the Stormwater Sub-Element and reiterated here, Non-point sources of pollution continue to be recognized as significant contributors to the pollutant loadings of lakes and other surface waters. Unlike point sources such as sewage treatment plants and certain industries which discharge through single or multiple pipes, non-point sources tend to be less defined in nature. Non-point sources may include aerial deposition, septic tank discharge and urban runoff. Urban runoff or stormwater has garnered much attention in recent years as a source of loading that can be addressed by entities in a number of ways and at reasonable costs. Source control, retro-fit and education are all methods being used to reduce the pollutant loading from stormwater.

Thus far, Lake County's stormwater program has been very successful with a number of accomplishments. The MSTU continues to provide a steady source of funding. Basins are being evaluated with an eye on improving stormwater quality. Projects are being designed and constructed. Easements are being donated by citizens in order to construct on private property. County staff is active in multi-agency efforts to address stormwater issues, including federal mandates. School children are learning firsthand about stormwater and its effects through the education component of the program. Citizens are volunteering to aid in water quality sampling and light, routine maintenance of new stormwater quality improvement systems.

Lake County's stormwater program is furthering efforts to improve the water quality of the lakes and other water bodies in the County. The goal is to help restore or maintain water quality so that residents, visitors and wildlife may enjoy the features for which the County is named.

## **Potable Water**

Lake County does not own, operate, or maintain any potable water systems with the exception of emergency interventions such as the Umatilla Water Plant. All potable water systems within the County are maintained and operated by the municipalities, private entities, or individual water well systems. According to the DEP monthly operating report data, as issued by the St. Johns River Water Management District (SJRWMD), 37.5 billion gallons of water were consumed in Lake County in 2001. The average daily flow Countywide in 2000 was 37.5 million gallons per day (MGD), which does not include a small amount from private wells. From 1995 to 2000, annual water consumption increased by approximately 57%. About 2/3 of Lake County water is distributed through municipalities and about 1/3 is through privately owned water systems. The cities of Leesburg, Clermont, Mount Dora, Eustis, and Tavares have the largest public systems. The largest private systems in the County are Village Center, Lake Utility Services, Florida Water Services, and Lake Groves Utilities. Lake County estimates that it has 35,000 to 40,000 wells, including both public and private. From Oct 1999 through May 20, 2010, the Lake County DOH issued approximately 7395 well permits including those for domestic self supply, irrigation, monitoring purposes, abandonment of existing wells, and assorted other purposes. Of the total, DOH records indicate completion of the well (either by date for completion report or final inspection or both) of 6390 wells. Of this total 5086 were DSS and 1207 were irrigation wells.

Family wells range in depth from 90 to 200 feet, while municipal wells range from 600 to 1000 feet, with 800 feet being the average. All permitted potable water wells reach the Floridan aquifer, because the surficial aquifer is not considered safe for consumption.

## **Aquifer Recharge**

The Floridan aquifer lies under Lake County and is the source of over 90% of our potable water. Due to rapid growth and development, increasing amounts of water are being withdrawn from the aquifer, and recharge areas that replenish the water are being developed. Development around recharge areas may also lead to contamination problems. The Mount Dora Ridge, the Lake Wales Ridge, and the Palatka and Sumter Uplands and the surrounding areas have high potential for recharge. Maps of the high recharge areas are included in the Future Land Use Map Series and are further detailed in the St. Johns River Discharge in Lake County tends to occur at points in and near the Oklawaha Chain of Lakes and in the St. Johns River Valley along Blackwater Creek, the Wekiva River, and the St. Johns River. Some of this discharge may also become recharge to the surficial aquifer in areas where the potentiometric level is above the water table.

Increasing the rate of stormwater drainage and building impervious surfaces—such as roads, parking lots, and buildings—alter the rate and volume of recharge and reduce the area available for rainfall percolation. This has become a problem in Lake County due to extensive development. The result is a decrease in groundwater recharge and a subsequent decrease of water in the aquifer.

## **Solid Waste**

As stated in the Solid Waste Sub-Element, Lake County has instituted mandatory waste collection to discourage the illegal dumping and burning of solid wastes. Residents have garbage collection available to them from one of three franchised haulers. Several cities have their own solid waste collection. Residential collection includes household garbage, yard waste, appliances, and furniture. Lake County Solid Waste Management maintains a level of service of 1.3 tons per livable unit per year. County residents generate 230,000 tons of garbage each year.

The Lake County Solid Waste Management Facility Phase I facility, which accepted Class I and III wastes, has been closed in accordance with an order from the Florida Department of Environmental Protection. The 80-acre landfill was operated since the 1970s without a bottom liner, which is now required for landfills accepting Class I wastes.

Phase II is made up of three (3) cells in the northern part of the landfill: IIA, IIB, and IIC. Phase IIA has been designed to accommodate the ash residues from the resource recovery facility. Both IIB and IIC handle Class I waste. IIB is partially closed on the northeast side. Most of Lake County's Class I waste goes to the Resource Recovery Facility in Oklawaha.

There is a separate disposal area for construction and demolition debris on the northwest side of the property.

The current Solid Waste Management Planning calls for the existing waste-to-energy facility (Coventia) to be the principal management technology until 2014 for approximately 200,000 tons of solid waste generated in Lake County annually. When required, land filling is the alternative disposal technology utilized by Lake County.

Lake County is currently considering whether to continue the use of waste-to-energy technology as the principal management technology after 2014. If not, then the existing Lake County landfills will serve as the principal solid waste management technology. No matter which technology is chosen, Lake County has sufficient land reserved for future landfill capacity to service Lake County's needs until and beyond 2030.

Should it be necessary to construct additional landfill capacity, then funding will be provided by any one or any combination of the following: debt service; solid waste tipping fees; solid waste reserves; or general fund revenues.

## **Public Schools**

In September 2005, Lake County was selected as a pilot community for the state's school concurrency initiative. The School Concurrency requirement for all counties, municipalities, and school boards across the state of Florida, is a result of the approval of Senate Bill 360. The bill overhauls the state's growth management laws. Commonly referred to as the "pay-as-you-grow plan", the bill dedicates new funding and stipulates policies that, when implemented, will help to ensure that the school needs of communities are met.

The Public School Facilities Element is the guiding document that will enable the Lake County School System to implement a financially feasible plan to provide sufficient capacity for public school facilities. It does not - and does not need to - broach curriculum requirements, administration of facilities, or the myriad duties with which the Lake County School Board is tasked.

Land use planning issues are prevalent in the school siting process and in existing school facility expansion, such as compatibility with supporting infrastructure. Continued intergovernmental coordination between local governments and the School Board will ensure that all pertinent issues are resolved.

## **Transportation**

Lake County is located within the Lake-Sumter Metropolitan Planning Organization (LSMPO) boundary. Therefore, the County is required by the State to adopt a Transportation Element in lieu of three separate sub-elements: traffic circulation, mass transit, and aviation and rail. The purpose of the Transportation Element is to plan for a multi-modal transportation system that emphasizes accessibility.

The Lake County transportation planning process is a collaborative effort among various federal, state, regional, county, and municipal agencies working in close concert with the LSMPO. The LSMPO ensures that highways and roads, public transit, pedestrian, bicycle, and other transportation facilities are coordinated and planned with consistency. An inventory of the existing traffic circulation system has been prepared as the basis for examining the existing roadway deficiencies and determining future roadway needs. The Florida Department of Transportation (FDOT) and Lake County provide the data necessary for the inventory of the existing system. The traffic circulation system consists of roads within the County which are part of both the State Highway and County Roadway Systems.

Lake County has a current traffic circulation system comprised of three types of traffic facilities (arterial, collector and local facilities) that are organized into three separate classifications based on the existing FDOT roadway functional classifications. Inter county, intra-county, and local traffic all use the traffic circulation system within Lake County. The three road classifications, as defined in section 9J-5.003, FAC., are based on the relationship between the movement of traffic and the degree of access to surrounding land uses.

## **Parks and Recreation**

Lake County has thirty six (36) parks and approximately 680 acres of park land, nearly half of which is contained in the 268-acre P.E.A.R. (Palatlahaha Environmental and Agricultural Reserve)

Park. An additional 50 acres for P.E.A.R. Park has been purchased as well as 100 acres for the NE Community Park. The majority of the parks owned and operated by Lake County are resource-based with limited development.

Twenty-six parks provide access to a water body. Twelve of the parks that have access to a water body consist only of a boat ramp and range from just a few acres in size to less than an acre. Some ramps are simply easements. There are a total of five (5) parks classified as activity-based, the largest of which is the 96-acre North Lake Park, the 48-acre East Lake Park and the 45-acre Lake Idamere Park. These are also the most heavily used parks.

McTureous Park is a resource-based park with significant historical aspects. It contains a military memorial, WWII cannon, and a homestead/museum commemorating the life of Medal of Honor recipient Robert McTureous.

Lake County also has significant resource based parklands have been acquired through a variety of ways including land acquisition funds, dedication from community groups, developers, and homeowners associations. (i.e. Astor Lions, Umatilla Veteran's Hall, Scott Park). A complete list of parks is included in the Capital Improvements and Parks and Recreation Elements.

Facilities such as athletic fields, community buildings, and picnic pavilions are scheduled on a first come first serve basis through the Lake County Parks Program. The County provides no other direct recreation programming and instead relies on municipalities or private recreation providers to provide programs to its residents. To assist these recreation providers, the County has developed a recreation grant program to ease the burden on these providers.

### **BLIGHTED AREAS/REDEVELOPMENT**

This section has been prepared in accordance with the requirements of Section 9J-5.006 (2) (d), Florida Administrative Code, which stipulates that an analysis be conducted of redevelopment needs within blighted areas and also within areas that have land use inconsistencies.

Currently, Lake County does not have any formally designated blighted areas. However, there is data available in the Housing Element and Economic Element Data Inventory and Analysis that addresses substandard housing and areas to be focused on for economic development in the County. Substandard housing includes homes lacking plumbing, kitchen facilities, utilities, or are severely overcrowded.