

**Lake County  
Board of County Commissioners  
Workshop  
BCC Chambers  
September 22, 2009  
2:00 P.M.**

**I. Proposed 2030 Comprehensive Plan**

**Staff Comment Discussion**

1. Transportation Policy Discussion and Changes arising from Comment 224 & 225: Lane and LOS Constrained Roadways (Public Works/LS~MPO)
2. Future Land Use Map Minor Corrections, including Astor Commercial Corridor
3. Financial Feasibility (Consultant Wilson-Miller) – 3PM
4. Public Comment

**II. Future 2030 Comprehensive Plan Workshops:**

1. October 6, 2009 at 9:00 AM in Chambers
  - Mining Discussion related to comments 184, 185 & 186 (Continued from August 4, 2009)
2. October 13, 2009 at 9:00 AM in Chambers
  - Economic Development Committee Presentation (EDC)
  - Alfred Street Corridor FLUM and Policy Changes (Economic Growth & Redevelopment)
  - Unresolved Comments:
    - Comment 14: Create more options for mixed use (Calculation of Density & Intensity).
    - Comment 22: Providing for limited residential uses in commercial and office categories.
  - Landscape Irrigation Policies (50% requirement)
  - FDACS requested changes.
  - Policy amendment for Agricultural Industrial Uses (required by HB 7053 in 2008 Session)
  - Policy amendment to include mediation process for Intergovernmental Conflicts (required by SB 360).
3. October 27<sup>th</sup>, 2009 at 9:00 AM in Chambers
  - Any unresolved comments and options
  - Future Land Use Map Overview

**Note: Items scheduled on this agenda may be rescheduled to a future workshop due to time constraints.**

Mr. Gregg Welstead, Conservation and Compliance Director, would attend the meeting because there are several water issues included in the package.

#### CAGAN'S CROSSING IMPACT FEES

Commr. Hill reported that Mr. Deese, the attorney for Cagan's Crossing, requested a 90-day extension on the upcoming timeframe for their impact fees. She stated that she was trying to schedule a joint meeting with the School Board regarding the impact fees.

#### REPORTS – COMMISSIONER CONNER – DISTRICT 3

Commr. Conner referred to a letter sent to the Board by the State Attorney regarding his immediate need for space. He confirmed with Ms. Cindy Hall, County Manger that this was going to be addressed as quickly as possible

#### REPORTS – COMMISSIONER CADWELL – CHAIRMAN AND DISTRICT 5

##### SOLID WASTE PROGRAM

Commr. Cadwell asked Mr. Daryl Smith, Director of Environmental Utilities to discuss upcoming changes in the Solid Waste Program.

Mr. Daryl Smith reported that Waste Management will be taking over solid waste collection services on Monday, September 28, 2009. He noted that Waste Management has notified customers of this change, and reported that the County will have extended customer service hours for the first few collection days by the new provider.

#### WORKSHOP

##### Lane Constraint Policy

Mr. T.J Fish, Executive Director, Metropolitan Planning Organization (MPO), presented the Lane Constraint Policy Map and the Urban, Transitioning and Rural Area Map. He noted that the information presented today would be presented to the MPO Governing Board for adoption. He commented that the MPO was specific in the selection of the technical advisory committee, and also submitted this information to a citizen advisory committee and the bicycle/pedestrian advisory committees. He displayed on the monitor the Proposed Maximum Lane Constrained Corridors and outlined the proposed changes to the Lane Constraint Policy. He suggested constraining SR 40 and SR 19 to two lanes based on the PD&E Study. He reported that the land use east of Eustis to the St. John's River does not warrant road widening and therefore recommend constraining SR 44 to two lanes. He commented that CR 437 and Wolfbranch Road were designated as a scenic byway and is constrained to two lanes. He stated that all of the area east of Eustis and Mount Dora would be constrained to two lanes as a rural or transitional character road. He reported that due to plans for an industrial area CR 561 has been constrained to four lanes with the exception of the portion at CR 561A; which has been maximized at two lanes. He noted that the City of Howey-in-the-Hills requested that the MPO support the constraint of SR 19 to two lanes. He commented that the broad based policy restricted any six lane roads; however there are a few areas where six lanes may be needed such as the Turnpike Interchange in Minneola, Hartwood Marsh Road and CR 470.

##### Urban, Transitioning and Rural Areas Map

Mr. Fish commented that the Urban, Transitioning, and Rural Areas Map is a planning map that establishes urban, rural and transitioning roads based on the 2000 Census data. He explained that this map applies the same characteristics used for State roads to the county road network and clarifies the definition of transitioning. He requested that the County adopt this map as the official map that designates the transitioning areas instead of using the one mile outside of corporate limits determination. He noted that a change had been made to the packet regarding the change from rural to transitioning for Wolfbranch Road and CR 437. He explained that by definition rural is less than 500 persons per square mile and urban is more than 1,000 persons per square mile, and the Mount Plymouth/Sorrento area is neither of those and therefore classified as transitioning. He reported that by including transitioning as a classification, there is flexibility to build a more suburban approach to allow for building and drainage as appropriate in areas that are not urban yet and not purely rural anymore. He emphasized that this has nothing to do with land uses, and it outlines the roadway network and the effects of the population and traffic.

Commr. Renick noted that the transitioning term refers to the type of road and does not necessarily mean that the area is going to become urban. She mentioned Highway 27 as an example of a transitioning road in a rural area because of the nature of the road and the surrounding urban cities.

#### Future Land Use Map Corrections

Ms. Amye King, Director of Growth Management, stated that the next item on the Agenda is the Future Land Use Map minor corrections as directed by the Board or proposed by staff. She commented that the area outlined in blue in the inset is the proposed infill/redevelopment area that was presented to the Board by the Department of Economic Growth and Redevelopment. She noted that the parcels within the redevelopment area that are proposed by the Local Planning Agency (LPA) as Urban Low Density and Urban Medium Density on the map have been changed to Urban High Density as shown on the inset; and the proposed Minor Commercial Corridor on CR 19A has been changed to a Major Commercial Corridor per the direction received from the Board.

Ms. Anita Greiner, Chief Planner for Planning and Community Design, Department of Growth Management, displayed on the monitor the Proposed Future Land Use Map. She commented that the first inset is of the Astor Commercial Corridor, and staff recommends extending the Minor Commercial Corridor in Astor West, along SR 40, to encompass the existing commercial businesses west of Veteran's Way. She reported that the second inset is of the Lake Yale area which has water service from the City of Eustis that extends to Apiary Road along CR 452, and staff recommends changing the Future Land Use to Urban Low Density. She stated that the third inset is of an enclave in the City of Leesburg which staff is recommending be changed to Urban Low Density to encourage infill. She noted that the fourth inset is an area surrounded by Little Lake Harris, Lake Harris and the City of Howey-in-the-Hills, and the staff recommends changing the future land use to Urban Low Density based on existing land use, existing density and logical future development patterns. She commented that staff proposes adding a red star to the map representing a Rural Support Intersection near the Yalaha Bakery area, which is currently designated as a Neighborhood Activity Center for the fifth inset. She reported

that staff proposed that the lines of the Major Commercial Corridor along the Turnpike be moved to exclude the land designated as Rural future land use north and east of the Turnpike, and the properties designated as Rural future land use that are south and east of the city limits of Minneola, in an effort to close the gap in the Major Commercial Corridor represented in the sixth inset. She stated that the seventh inset is for the area east of Lake Louisa and west of Lake Louisa Road within the Green Swamp Area of Critical State Concern. She reported that this area was originally designated as Ridge future land use and was later changed to Rural Conservation. She commented that this area was again changed at a later date to Traditional with current zoning as Urban Residential District (R6). She noted that staff recommends changing the future land use to Ridge which allows for four dwellings per acre and matches the current zoning for that area. She reported that the properties north and south of the subject properties, are currently designated as Public Resource Lands and staff recommends designating them as conservation, and that the LPA did consider this change but they felt it was more appropriate to leave it as Green Swamp Rural.

Commr. Renick clarified with Ms. Greiner that the research was done on the history of the designations for the Lake Louisa area and that there was a scrivener's error that was discovered by staff and corrected to the current designation of transitional.

At the request of staff, the Chairman opened the floor for public comment.

Mr. Steve Mellich, Mellich-Blenden Engineering, Inc., representing the owners of the Jones parcel in Sorrento, reported that during the September 18, 2008 Local Planning Agency (LPA) meeting a motion was made, known as MAP Motion 10 with a sixteen minute discussion regarding a request of the Mount Plymouth Sorrento Planning Advisory Committee (MPSPAC) to change the land use for the 85-acre Jones parcel located at the northeast corner of CR 437 and Harbeck Lane. He opined that the Minutes of the September 10, 2008 meeting clearly depict that the MPSPAC changed the zoning district and removed this parcel as well as three others from the market square, Main Street District and reclassified it as Low Density Residential. He commented that based on the minutes provided there are multiple references to an email between the acting Chairman of the MPSPAC and a member of the LPA stating that it was the intent of MPSPAC to change the future land use. He stated that he submitted a letter from one of the MPSPAC members that provides that the MPSPAC did not discuss, that nor was it their intention to reduce the land use. He requested that the Board revert the map back to its condition on September 8, 2008, which includes the Jones parcel and others in the Main Street District and provides the desired future land use category and residential density.

Commr. Stewart recused herself from this discussion.

Commr. Cadwell directed staff to research this matter and to present those findings to the Board at a future workshop. He informed Mr. Mellich that he would be notified when this matter would come before the Board.

Ms. Jeanne Etter, a Mount Plymouth resident, commented on the information presented by Mr. Mellich, stating that she was the MPSPAC secretary at the time of the questioned incident. She reported that she was asked to investigate this issue and her findings were that there were never any discussions

or actions taken by MPSPAC to change the density of the Jones parcel.

Ms. Etter commented that a member of the LPA added language to the policies defining the Market Square District at the December 18, 2008 meeting; however no one could agree when the matter was presented for a vote. She expressed her concerns regarding this matter.

Ms. Peggy Belflower, Lake County resident and Local Planning Agency member, reported that she was a member of the LPA at the time of the two referenced meetings. She stated that she was an integral part of the discussion and possibly made the motion on the September 18, 2008 meeting that changed the land use. She reported that the discussion was regarding the changes made by the MPSPAC and that no recommendation on land use was made from the MPSPAC. She explained that the MPSPAC removed the Jones property from the Market Square District, and as a result the LPA reduced the land use. She stated that the MPSPAC did not make any recommendations regarding the text amendment at the December 18, 2008 meeting.

Mr. Bill Ray, representing a property owner on CR 561 in South Lake County, commented that he submitted information and maps to the Board and requested that the Board allow him to work with staff to resolve the question of land use on his client's property located on CR 561 in the Green Swamp Area of Critical State Concern.

Commr. Renick stated that she would like to meet with staff regarding these two issues.

Commr. Cadwell directed staff to research these issues.

Mr. Rob Kelly, Local Planning Agency (LPA) member, stated that one person can not change policies of the LPA; instead a large group of people consisting of the current LPA members and seven previous members wrote the plan. He reported that the matter presented by Mr. Ray has been presented to the LPA approximately three different times, and after a lot consideration each time the LPA determined that the property should maintain the current land use.

Commr. Renick commented that the question is whether or not the LPA's decision was influenced by the recommendation of the MPSPAC regarding the Jones property.

Mr. Kelly stated that he was not referring to the Jones property but to the policies for the sizes of buildings in the Mount Plymouth Sorrento area. He reported that there was a lot of discussion regarding the level of detail that should be included in the plan. He noted that if the plan does not include enough detail, then the Land Development Regulations (LDRs) can be changed to accommodate something that may be inappropriate for the given area. He opined that the specific square footage amounts should be included in the plan in an effort to maintain the character of a given area and that without a certain level of detail there is a lot of room for interpretations.

Ms. Nadine Foley, LPA member, clarified with Ms. Greiner that one of the proposed changes presented earlier was for the area north of Howey-in-the-Hills because the LPA had a lot of discussion regarding an area south of Howey.

Mr. Robert Walsh, a Sorrento resident and Main Street Stakeholders member, thanked the commissioners for the professional manner in which they handled the meeting today regarding the Sorrento Commons matter. He reported that the Main Street Stakeholders was formed to create a forum

for public comment for all individuals. He stated that the Stakeholders have reviewed and had many discussions on the proposed Comp Plan and in March 2009 an email was sent recommending changes to the Comp Plan. He noted that he would like to formally present the recommended changes to the Board as outlined in the March 2009 email. He commented that the Stakeholders recommend removing or amending the elements that would render many of the existing Main Street buildings as non-conforming, are economically or psychically unfeasible, would result in rigid policy that would not fit the community of tomorrow, and would necessitate a lengthy and costly amendment process.

Mr. Jim Panico, representing various property and business owners of the Mount Plymouth and Sorrento area, stated that he agreed with the letter submitted by the Main Street Stakeholders and urged the Board to review each recommendation in the letter. He reported that the feedback he has received is that the proposed Comp Plan amendment is too rigid and should be used more for guidance. He opined that Comp Plans are living documents that change day to day depending upon the current circumstances and those issues should be presented to the Board or their subordinate boards and committees.

Ms. Amye King, Director of Growth Management, confirmed with the Board that the public comments regarding maps presented today would be addressed at the October 27, 2009 meeting.

Mr. Sandy Minkoff, County Attorney, clarified that Commr. Stewart did not have a legal conflict regarding the earlier mention of her recusal and explained that her son is related to the property owner by marriage.

Mr. Brian Sheahan, Director of Planning and Community Design, Department of Growth Management, reported that approximately two years ago the Board directed staff to hire a consultant to perform a fiscal impact analysis of the County's Comprehensive Plan in anticipation of meeting the requirements of Florida Statute, Chapter 163. He noted that the approval of Senate Bill 360 provided additional time for the completion of this analysis; however the County contracted with Wilson Miller and Florida Economic Advisors.

Ms. Marcie Stenmark, Wilson Miller, stated that Wilson Miller and Florida Economic Advisors reviewed the draft Comprehensive Plan and performed a fiscal impact and policy cost analysis. She noted that the Lake County Planning Horizon 2030 Comprehensive Plan will replace the existing adopted Comp Plan, and it is required by Florida Statutes that the capital improvement element be found to be financially feasible.

Mr. Chris Jones, Florida Economic Advisors, presented an overview of the major study findings. He reported that the Fiscal Impact Analysis was a two fold approach that addressed the County's Operating and Capital Improvement Budgets in regards to future growth and the future needs for anticipated revenue expenditures. He noted that the revenue and cost estimate projections were generated by County staff, local municipalities and the University of Florida's Bureau of Economic and Business Research, and these projections were used to generate the residential development and valuation projections. He stated that the long range employment projections were obtained from Woods and Poole Economics, Inc., a national economic data clearing house that does regional county level forecasts for all US counties. He commented that the County has a residential forecast and a non-

residential forecast, with the understanding that there is anticipation of fairly aggressive future annexation. He compared the future operating and capital requirements versus the fiscal requirements. He reported that the population forecast is in five year increments, and annual estimates were prepared by taking a straight line approach between the five year intervals. He provided the estimates for the 2007 through 2030 horizon for the overall population, employment, residential and non-residential growth, and stated that these estimates were the baseline forecasts that created the revenue and expenditure forecasts in the model. He identified some of the major revenue sources that are statutorily available for capital improvements including the constitutional fuel tax, the one cent fuel tax, the one percent local government surtax, and impact fees totaling a gross of \$706 million. He noted that he had discussions with the County's Budget Department that indicated that approximately 40 percent of the \$706 million is already committed based on the where the current revenues are being used and anticipated to be used in the future, leaving a balance of \$423.8 million available for capital improvements.

Mr. Jones stated that they attempted to provide enough detail and that the Fiscal Impact Analysis is done on a year to year basis and outlines the estimates of the future major operating revenues that would be generated from the new growth only. He reported that the results show that the County will break even over the 22 year horizon. He stated that a comparison was done on the key operating revenues, such as ad valorem, major intergovernmental revenues from state states revenues, half penny sales tax, and infrastructure sales tax revenue versus the major operating expenditures that these funds cover including public safety, growth management, and public works. He noted that the Fiscal Impact Analysis excluded any special funds where the revenues were generated from solely funded balances or unique types of transfer that could not be associated with the new growth. He reported that at the end of the 22 years there will be an estimated surplus of \$7.5 million, and explained that the first five years would report an average deficit of approximately \$211,000 each year; years six through fifteen would report an average of surplus of \$500,000; and the last years from 16 to 22 reporting an annual surplus of \$1.5 to \$3 million. He noted that it is anticipated that the County will increase the non-residential development, which will subsidize residential development. He commented that the County will benefit from the future annexations of the local governments by not having the financial responsibility. He stated that Wilson Miller estimated the major capital improvement needs over the same time period of 2008 through 2030 to be \$267 million, and the projections by Florida Economic Advisors report that the net or adjusted gross number of available revenue for capital facilities is \$424 million. He noted that based on the projections, it appears that the operating budget based on growth trends will at least balance and likely generate fiscal surplus over time. He opined that Lake County's growth plan is one of the better financially feasible programs he has recently worked on and thanked the staff for their assistance in this process.

Ms. Marcie Stenmark, Wilson Miller, stated that they performed a Policy Cost Analysis to estimate the total cost of implementation of every goal, objective and policy in the proposed Comprehensive Plan. She reported that the currently adopted Comp Plan has 11 elements while the

proposed Comp Plan only has 10 elements and more goals, objectives and policies. She noted that the implementation could be done by County staff and involves updating the Land Development Regulations, with estimated consultant fees for an Agricultural Lands Retention Study, County Fee Study, Groundwater Resources Mapping, and a Transportation Study totaling \$195,000 and other capital costs totaling \$30,000 for gateway signs and features.

Ms. King reported that the October 6, 2009 meeting will include the Mining discussion related to comments 184 thru 186; the October 13, 2009 meeting will include a presentation by the Economic Development Counsel over Landscape Irrigation Policies with staff's requested changes, a policy amendment for agricultural industrial uses as required by House Bill 7053 and policy amendment to include mediation process for intergovernmental coordination conflicts; and the October 27, 2009 meeting will include any unresolved comments and options for the Board's review and the overview of the Future Land Use Map with the three specifics mentioned earlier today.

#### RECESS

At 3:22 p.m., the Chairman announced that the Board would recess until 5:05 p.m.

#### REASSEMBLY

The regular meeting of the Lake County Board of County Commissioners reconvened on Tuesday, September 22, 2009, at 5:05 p.m., in the Board of County Commissioners' Meeting Room, Lake County Administration Building, Tavares, Florida. Commissioners present at the meeting were: Welton G. Cadwell, Chairman; Jennifer Hill, Vice Chairman; Jimmy Conner; Elaine Renick; and Linda Stewart. Others present were: Sanford A. (Sandy) Minkoff, County Attorney; Cindy Hall, County Manager; Wendy Taylor, Executive Office Manager, County Manager's Office; Barbara F. Lehman, Chief Deputy Clerk, County Finance; and Susan Boyajan, Deputy Clerk.

#### INTRODUCTION

Ms. Cindy Hall, County Manager, stated that tonight was the last of two Public Hearings for the Fiscal Year 2009/2010 Budget which are required by Florida Statute. She reported that the purpose of the meeting is to adopt the final budget for Fiscal Year 2009/2010 including the final millage rates and their change from the rollback millage rates. She defined the rollback millage rate by State Statute as the rate when applied to next year's tax base excluding new construction will generate the same revenue as was raised in the previous year. She noted that typically these rates would be lower than the current millage rate, but because the tax base was reduced by \$1.8 billion related to the economy with the unprecedented foreclosures, next year's rollback rate is higher than the current millage rate. She explained that the Budget Director will discuss the Fiscal Year 2009/2010 tentative millage rates which were adopted by the Board at the first Public Hearing on September 15, 2009, as well as adjustments to the tentative Budget that the Board will be considering tonight. She stated that following the Budget Director's presentation, there will be public participation and in closing the Board will adopt the final millage rate by resolution, discuss and approve any necessary changes to the Budget and adopt by resolution the total Budget by fund. She reported that the Ad-Valorem tax revenues are reduced by nine percent because of the lower tax base affected by the recessionary economy. She noted that the tentative



# MEMORANDUM

GROWTH MANAGEMENT DEPARTMENT  
PLANNING & COMMUNITY DESIGN DIVISION  
315 West Main Street  
Tavares, FL 32778



LAKE COUNTY  
FLORIDA

**TO:** Board of County Commissioners

**FROM:** Anita Greiner, Chief Planner, Planning & Community Design Division *AG*

**THROUGH:** Cindy Hall, County Manager  
Amye King, AICP, Growth Management Director *AK*

**DATE:** September 16, 2009

**SUBJECT:** Comprehensive Plan Workshop for September 22, 2009

Attached you will find the agenda for the September 22, 2009 Comprehensive Plan Workshop along with the following supporting documentation:

- o Memorandum of the summary for the August 4<sup>th</sup>, 2009 Comprehensive Plan Workshop
- o Supporting documentation for the Transportation Policy Discussion, including a draft map titled Urban, Transitioning and Rural Areas Map
- o Future Land Use Map Minor Corrections itemized sheet and the Proposed 2030 Future Land Use Map divided into three pages
- o Financial Feasibility documentation: Fiscal Impact Analysis Summary, Planning Horizon 2025  
Fiscal Impact Analysis  
Copy of PowerPoint Presentation

JENNIFER HILL  
District 1

ELAINE RENICK  
District 2

JIMMY CONNER  
District 3

LINDA STEWART  
District 4

WELTON O. CADWELL  
District 5

# MEMORANDUM

GROWTH MANAGEMENT DEPARTMENT  
PLANNING & COMMUNITY DESIGN DIVISION  
315 West Main Street  
Tavares, FL 32778



LAKE COUNTY  
FLORIDA

TO: Cindy Hall, County Manager

FROM: Brian Sheahan, AICP, Planning & Community Design Director  
Anita Greiner, Chief Planner, Planning & Community Design Division *AG*

THROUGH: Amye King, AICP, Growth Management Director *AK*

DATE: September 22, 2009

SUBJECT: Comprehensive Plan Workshop Summary for August 4, 2009  
General Discussion Comments

Please accept this memo as a summary of the August 4<sup>th</sup>, 2009 Comprehensive Plan workshop. This memo is divided into two parts, *General Discussion* and *Discussion on Staff Comments*. Please let me know if you have any questions.

### **General Discussion:**

- There were no changes or comments to items discussed at the July 21, 2009 workshop.
- The Mining Industry comments were reviewed; they will be brought back to the BCC Comp Plan Workshop on October 6, 2009 for a continuation of that discussion.
- The Economic Development Site Examples were reviewed.
- After the presentation and discussion of the Alfred Street Corridor, the Commission asked that the suggested changes be brought back for further consideration; the suggested changes will be heard before the Board on October 13<sup>th</sup>.

### **Discussion on Staff Comments from the August 4<sup>th</sup>, 2009 Workshop:**

- **Comments 205 through 207:** Option A
- **Comment 208:** Option A, with the following changes: The Commission asked for this comment be highlighted to ensure it is discussed at this workshop meeting.

***Policy VII-1.1.11: Joint Strategies for Water Supplies***

JENNIFER HILL  
District 1

ELAINE RENICK  
District 2

JIMMY CONNER  
District 3

LINDA STEWART  
District 4

WELTON G. CADWELL  
District 5

The County shall, through its participation in the Regional Water Supply Planning Programs of the St. Johns River and Southwest Florida Water Management Districts, propose joint strategies for protection of water resources through water supply planning, specifically addressing identification and use of alternative water resources. The County shall coordinate with all water suppliers, both public and private, to ensure adequate quantities and quality of traditional and alternative potable water supplies. The County shall incorporate the data and analyses of the Water Supply Work Plans of the Municipalities into future updates of its Water Supply Work Plan.

**New Policy: District Water Supply Plans**

The County will maintain a water supply facilities work plan that is coordinated with St. Johns River Water Management District's (SJRWMD's) District Water Supply Plan by updating the work plan and related comprehensive plan policies within 18 months of an update to the SJRWMD's District Water Supply Plan that affects the County.

**New Policy: Participation with Water Management Districts' Water Supply Planning**

The County will participate in the development of updates to the Southwest Florida and the St. Johns River Water Management District's water supply assessment and District Water Supply Plan, and other water supply development-related initiatives facilitated by a Water Management District that affects the County.

**New Policy: Plan for Long-Term Water Supplies**

The County shall continue to work with the water management districts and municipalities on water supply plans that provide for water supply needs, encourage water conservation, and protect ground and surface water and water-dependent natural resources.

- Comments 209 through 214: Option A
- Comments 240 through 242: Option A
- Comment 243: Option A, with the following change: Change the first word from Pre-treatment to Pre-treat.
- Comment 244: Option A
- Comment 245: Option A, with the following changes:

**Policy X-1.3.11 Evaluation of Future Land Use and Zoning Aquifer Impact Analysis**

The County shall ~~may~~ shall require that a report by a licensed professional geologist be submitted with a site plan or subdivision plat ~~future land use amendment or rezoning application~~ to provide an analysis of the site for the presence of protected recharge areas, most effective recharge areas, areas more vulnerable to contamination, springsheds, karst features, and sinkholes within aquifer protection zones.

- Comment 246: Option A
- Comment 247: Option A, but change shall to may
- Comment 248: Option A
- Comment 249: Option A, but add the following to the end of the paragraph: ", if a regional system is not available."
- Comment 250: Option A
- Comment 251: Option A, with the deletion of the first sentence of the third paragraph.
- Comment 252: Option A, with the following changes:

**Policy X-3.2.2 Onsite Wastewater Treatment Systems**

All newly installed septic systems ~~installed on or after 2005-2010~~ shall meet best industry standards for the reduction of nutrients and other potential groundwater contaminants or shall meet Federal or State standards and guidance for maximum continuation level discharge, whichever is more stringent.

- Comment 253: Option A

- Comment 254: Option A, with the following changes:

**Policy X-3.2.5 Septic System Inspection Program**

The County will cooperate with the Department of Health to consider the establishment of a septic system inspection, maintenance, and repair program that requires each existing system to be inspected and certified as properly functioning, and pumped out whenever a property is sold, system is modified, or at least every five (5) years.

- Comment 255: Option A

- Comment 256: Option A, with the following change:

**Policy X-3.3.4 Advanced and Enhanced Onsite Wastewater Treatment**

The County will coordinate with federal and state agencies including the Department of Health (DOH) to minimize the impact of onsite wastewater disposal systems within springsheds, areas of aquifer vulnerability and surface waters and wetlands. The County shall require new development outside of wastewater utility service areas, not on central sewer, to comply with onsite performance based treatment systems within environmentally sensitive areas, including but not limited to the Wekiva Study Area (WSA), consistent with the state requirements. ~~The Florida Department of Health-rule making authority~~ will establish the treatment standards for onsite performance based treatment systems. The County will work with agencies to evaluate various onsite wastewater treatment and disposal systems to maximize nutrient removal and provide appropriate, cost effective solutions for new and retrofitted onsite systems. As appropriate, the County shall adopt Land Development Regulations that require advanced or enhanced onsite wastewater treatment and disposal systems within the WSA and other environmentally-sensitive areas to achieve discharge limits established by the DOH or other regulatory agency. The County shall consider incentives to encourage the use of more efficient nutrient-removing technologies for onsite systems as they become available.

- Comment 257: Option A, with the following changes:

**Policy X-3.3.5 Onsite Sewage Disposal Maintenance.**

At the time an existing onsite wastewater disposal system fails ~~or requires repair~~ based on a determination by the Department of Health (DOH) that a permit or permit modification is required, it shall be replaced with a performance based system pursuant to DOH rules provided that central sewer facilities are not available. ~~Pumping tanks, and cleaning or replacement of lines clogged or crushed by tree roots shall not constitute a repair for the purposes of requiring replacement.~~ The County shall ~~seek to enter into an Interlocal Agreement with the DOH to establish and implement an inspection, maintenance, and pump-out program for onsite individual wastewater disposal systems within areas vulnerable to surface water or groundwater contamination, including but not limited to the WSA and Green Swamp.~~

- Comments 258 through 265: Option A

- **Comments 266 and 267:** Staff was directed to work on the language and bring it back for discussion at a future BCC Comp Plan workshop.
- **Comments 268 through 271:** Option A
- **Comment 272:** Option C
- **Comment 273:** Option A
- **Comment 274:** Option A, with the deletion of the word "regular" from the last sentence.
- **Comment 275:** Option A, with the following change:  
***Policy X-5.1.6 Contour Interval Mapping***  
*The County shall ~~pursue a complete~~, use the detailed County-wide mapping at ~~two (2)~~ one (1) foot contour intervals where available ~~or better~~ to improve accuracy and efficiency of basin evaluations and Base Flood Elevation (BFE) determinations. The Federal Insurance Rate Map (FIRM) shall also be used as a tool for development review.*
- **Comment 276:** Option A
- **Comment 277:** Change to read as follows:  
***Policy X-5.4.2 Minimization of Threats to Life and Property***  
Within 36 months of the effective date of the Comprehensive Plan, Lake County will adopt Land Development Regulations that shall minimize the threat to life and property from flooding.
- **Comments 278 through 281:** Option A
- **Comment 282:** Option A, with the following changes:  
***Common Open Space***  
*All open space, ~~natural areas and passive recreational areas~~ which are is part of a common area.*
- **Comments 283 and 284:** Option A

**New Comments or Concerns:**

Lake County and other government entities have obtained land for recreation, conservation, public service facilities and infrastructure, and other public uses since the Future Land Use Map (FLUM) was completed by the Local Planning Agency (LPA). Annexations have also occurred since the FLUM was completed by the LPA. Staff requests permission to update the FLUM to show the acquired lands with the appropriate future land use before transmitting the FLUM to the Department of Community Affairs. This will allow us to provide the most up-to-date information.

# M E M O R A N D U M

PUBLIC WORKS DEPARTMENT  
437 Ardice Avenue  
Eustis, Florida 32726



LAKE COUNTY  
FLORIDA

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**To:** Brian Sheahan, Planning and Community Design Director  
**From:** Fred Schnelder, Engineering Director  
**Date:** September 16, 2009  
**Subject:** Comprehensive Plan Comments related to Transportation  
Road Area Type, and Lane Constraint

I am providing this memo to you with regard to the Comprehensive Plan Workshop. My understanding is that the last BCC workshop requested that the LSMPO and Public Works work together to see if there is common ground on the Road Area Type and Lane Constraint policies. My Comments area as follows:

Area Type: Area Type is one of a number of parameters used when evaluating the service volume of roadway. Its use is related to evaluating traffic capacity only and so has limited influence on land use. (Functional Classification has more of a land use impact as Commercial can only be sited at intersections classified as Collector or higher.) Area Type does affect allowable traffic volumes as you transition through the three area types of Urban, Transitioning, and Rural.

We have worked with the LSMPO on this issue and can recommend the "Urban, Transitioning, and Rural Areas Map" which has been provided by their office. The other option which would be satisfactory as well is to keep the language approved by the Local Planning Agency.

Proposed Maximum Lane Constrained Corridor: This item is a community based option as well as a funding issue. The Community desires to keep certain roads rural and limited to scenic value and existing traffic service volumes. Public Works also sees a need to identify certain roadways which will not be improved beyond their current condition. Funding for widening and new roadways has been an issue for many years. By clearly identifying capacity constraints on certain roadways, funds can be directed where most needed. The LSMPO has not completed their draft map at this time and so Public Works recommendation is provided on Exhibit A.

## EXHIBIT A

1. State Roadways shall be constrained to 6 lanes.

In addition the following State Roadways shall be limited to 4 lanes:

<b>Maximum Laneage: Four (4) Lanes</b>
<u>SR 19, CR 450 to US 441</u>
<u>SR 19, CR 561 to CR 48</u>
<u>SR 40</u>
<u>SR 19, CR 455 to SR 50 (Groveland)</u>
<u>SR 33, SR 50 to Lake Erie Road</u>
<u>SR 44, Orange Avenue to CR 46A</u>

2. County Roadways shall be constrained to 4 lanes.

In addition the following State and County Roadways shall be limited to 2 lanes:

<b>Maximum Laneage: Two (2) Lanes</b>	
<u>SR 19, CR 48 to CR 455 (Howey in the Hills)</u>	<u>SR 46 (Assuming SR 46 By-Pass / Wekiva Parkway in place)</u>
<u>CR 25 (Lady Lake)</u>	<u>CR 25A (Fruitland Park)</u>
<u>CR 44A (Leesburg)</u>	<u>Main Street SR 44/CR 468 to US 441 (Leesburg)</u>
<u>CR 44C (Leesburg)</u>	<u>Main Street, SR 44/CR 468 to US 441 (Leesburg)</u>
<u>CR 445 (Ocala Forest)</u>	<u>CR 437 (Sorrento)</u>
<u>CR 445A (Ocala Forest)</u>	<u>CR 450 (Umatilla)</u>
<u>CR 42 (Ocala Forest)</u>	<u>CR 46A (Mt. Plymouth)</u>
<u>CR 44A (Eustis)</u>	<u>CR 435 (Mt. Plymouth)</u>
<u>Estes Road (Eustis)</u>	<u>CR Old 441 (Tavares, Mt. Dora)</u>
<u>CR 439 (Sorrento)</u>	<u>CR 561A from Sugarloaf Mtn Road to CR 455 (Ferndale)</u>
<u>CR 561A (Groveland)</u>	<u>CR 561 from SR 50 north to US 27 and from CR 561A north to CR 455 (Groveland, Astatula)</u>
<u>CR 478/Apshawa (Groveland)</u>	<u>CR 565A from SR 50 to CR 561 (Groveland)</u>
<u>Austin Merritt Road/Bridges Road (Groveland)</u>	<u>CR Old 50, US 27 to CR 455 (Minneola)</u>
<u>CR 474 (Green Swamp)</u>	<u>CR 565 (Green Swamp)</u>
<u>SCENIC ROADWAYS *</u>	

\*Roads designated as scenic roadways by Lake County (Example: Wolf Branch Road, Lakeshore Drive in Clermont, Tavares, Eustis, and Mt. Dora), and All State Designated Scenic Roadways (Sugarloaf Scenic Byway)

## Proposed Future Land Use Map Minor Corrections As Suggested By Staff

- Item #1: Extend the Minor Commercial Corridor in Astor west, along SR 40, to encompass the existing commercial businesses west of Veteran's Way.
- Item #2: In the Lake Yale area: A preliminary plat, known as Lake Yale Reserve (150 lots), was approved on a portion of the land shown in the Inset, and central water is in place from the City of Eustis to Aplary Road along CR 452. The current future land use is Urban Expansion from Eustis to Aplary Road where it changes to Suburban. The proposed future land use on this land is Rural and Rural Transitional; it is logical that the subject land shown as orange in the Inset should have an Urban Low Density designation based on prior land use and existing approvals.
- Item #3: To encourage infill, the enclave within the City of Leesburg should be changed to Urban Low Density as shown in the inset. The proposed and adopted future land use is Rural.
- Item #4: The properties that are east and west of Hwy 19, which are surrounded by the City of Howey-in-the-Hills, Lake Harris and Little Lake Harris, currently have a designation of Urban Expansion; the proposed future land use is Transitional. The land use should be changed to Urban Low Density as shown in the inset based on existing land use, existing density and logical future development patterns.
- Item #5: The inset shows a red star, which represents a Rural Support Intersection near the Yalaha Bakery area; the proposed map did not include a Rural Support Intersection for this area, which is currently designated as a Neighborhood Activity Center that allows up to 50,000 square feet at the intersection.
- Item #6: In the Inset, the lines of the Major Commercial Corridor along the Turnpike were moved to exclude the land designated as Rural future land use north and east of the Turnpike, along with the properties designated as Rural future land use that are south and east of the city limits of Minneola. Also, the gap in the Major Commercial Corridor was closed.
- The existing future land uses on the parcels that are being excluded from the Major Commercial Corridor are Rural, Suburban, and Urban Expansion. The proposed future land use for the lands being removed is Rural.
- Item #7: The properties east of Lake Louisa and west of Lake Louisa Road that are within the boundaries of the Green Swamp Area of Critical State Concern have a proposed future land use of Green Swamp Rural. Originally, a portion of the properties was designated as Ridge future land use (4du/acre); through the map changes over the years, it appears that the color was left off or changed to white, which was a designation for Rural Conservation (1du/10 acres). The maps were changed again, and today the adopted FLUM map shows the area as Transitional (Base density of 1du/5 acres or meeting Timeliness 1 du/acre).
- The majority of the lots shown in the Inset around Lake Louisa are developed with dwelling units; the current zoning on all of the subject lots is Urban Residential District (R-6).
- The properties across Lake Louisa Road (east) currently have a designation of Urban Expansion; their proposed designation is Urban Low Density, both of which allow a density of 4du/acre. The properties north and south of the subject properties, following along the lakeshore, have a current designation of Public Resource Lands; the proposed use of those properties is Conservation.
- It is recommended that a future land use designation of Urban Low Density for the subject properties as shown in the Inset be made, since the resulting net density would equal its historic assigned land use.



## **FISCAL IMPACT ANALYSIS SUMMARY LAKE COUNTY PLANNING HORIZON 2025**

### **Overview**

Lake County staff drafted a re-write of the Lake County Comprehensive Plan, entitled *Lake County Planning Horizon 2025*. Florida Statutes Chapter 163.3177(3)(a)5 requires Capital Improvement Elements (CIEs) to be financially feasible and ensure that adopted level-of-service standards are achieved and maintained. As part of an On Call Planning Services contract, Lake County issued a purchase order (#20801270) for WilsonMiller and Florida Economic Advisors (subconsultant), to prepare a fiscal impact analysis of the draft Comprehensive Plan.

During the comprehensive planning period (2007-2030), the Fiscal Analysis concluded the following:

- \$ 1,399,084,035 Billion in Projected Revenues
- \$ 1,391,489,940 Billion in Projected Expenditures
- \$ 7.5 Million Surplus
  - Years 1-5: Average annual deficit of \$ 211,911
  - Years 6-10: Average annual deficit of \$ 653,945
  - Years 11-15: Average annual deficit of \$ 550,506
  - Years 16-20: Average annual surplus of \$ 1,379,456
  - Years 21-22: Average annual surplus of \$ 3,889,313

There will be nearly \$423.8 million in estimated capital facilities revenue available during the planning horizon for land acquisition, facility development, and maintenance. This compares with an estimated capital facilities projection of \$ 266.8 Million.

It is estimated that the County's population will increase approximately 43.1% from the 286,499 to 410,100 persons during the planning horizon (2007-2030). The population projections were prepared by County staff and were derived from a mathematical average of Bureau of Economic Business and Research (BEBR) medium and low population data.

In addition, the scope included an evaluation of proposed and revised policy costs. Many of the proposed Comprehensive Plan policy changes have financial implications to Lake County and involve the preparation and implementation of new regulations and/or procedures. The approximate work effort to implement new or amended policies is 7.0 staff Full Time Equivalents (FTEs) based upon a full man year availability.

### **Fiscal Analysis**

A report provided by Florida Economic Advisors is enclosed.

### **Policy Matrix Methodology**

*Lake County Planning Horizon 2025* is a re-write of Lake County's Comprehensive Plan. WilsonMiller prepared a spreadsheet calculating the cost implications of implementing the individual policies of the proposed Comprehensive Plan.

Each row of the spreadsheet includes a goal, objective, and policy proposed within *Lake County Planning Horizon 2025*. Policies were reviewed to determine whether they were existing (within the adopted Comprehensive Plan), edited (within the adopted Comprehensive Plan and edited), or new (not included in adopted Comprehensive Plan). Existing policies were not evaluated. New or edited policies were evaluated for cost implications in terms of staff time, consultant or other costs.

Column headers are defined below:

- Source – Source document of proposed Goal, Objective, or Policy.
- Element – Comprehensive Plan Element that will include the proposed Goal, Objective, or Policy.
- GOP – Goal, Objective or Policy Number.
- Policy – Proposed, Goal (In bold), Objective (In bold) or Policy.
- New Policy/Existing Policy – Statement indicating whether the policy is existing (within the adopted Comprehensive Plan), edited (within the adopted Comprehensive Plan and edited), or new (not included in adopted Comprehensive Plan).
- Increase, Decrease, Neutral Cost – Statement indicating whether the policy will represent an increased, decreased, or neutral cost to Lake County.
- Comment – Statement regarding task/level of effort and cost assumptions.
- Staff FTE % - percentage of a County staff person's time expressed as a Full Time Equivalent percentage.
- Staff Type – Type of Staff needed to implement policy. S = Specialized.
- Consultant Cost – Estimated cost of consultant contract to implement policy.
- Other Expenditure – Estimated expenditure for items other than staff or consultant time.

Estimated costs to implement new policies were quantified as full time equivalent (FTE) percentages or the percentage of one staff person's time within one calendar year. In instances where policy implementation would potentially require outside professional experience or qualifications, estimated consultant costs were provided.

Many of the proposed goals, objectives, and policies were duplicates or found in more than one location. In instances where duplicate policies were found, we noted the other policy section and number in the comment column, and included one cost estimate in the spreadsheet. In some instances, multiple policies recommended related land development regulations. Since land development code updates will likely occur as part of a larger, coordinated effort, staff time and consultant costs were combined for related policies and noted where possible.

Staff costs, consultant costs and other costs are preliminary estimates only and are intended to advise Lake County of the general financial implications of proposed *Lake County Planning Horizon 2025*. Departmental directors were not interviewed as part of the cost estimate development. As a result, it is possible that some policies may already be implemented or at varying stages of implementation. Existing staffing levels, current availability, or future programmed workload were assessed.

## Policy Matrix Conclusions

The cost estimates for proposed policies can be reviewed individually within the spreadsheet. Total estimated costs are listed below:

- Estimated Staff FTE %: 7.0 FTE
- Estimated Consultant Costs: \$195,000
- Other Costs: \$ 30,000

The estimated consultant costs are estimated where the policy implementation would potentially require outside professional experience or qualifications that does not currently exist on staff.

It is estimated that the majority of work required by the proposed 2030 Comprehensive Plan can be accomplished using existing staff. Some proposed policies will require work to be done by staff with specialized skills such as the County Hydrologist, Biologist, or Engineer. Providing that existing staffing levels are maintained and the specialized skill sets are retained it is estimated that an additional 7.0 FTE's over the 20-year planning horizon will be required for full implementation of the plan in the given timeframes.

The majority of work required under the proposed plan will involve updating and maintaining the County's Land Development Regulations. Some of the new policies include provisions for economic development, protection of sensitive environmental resources, Low Impact Development, Traditional Neighborhood Design, and Community Design Standards. Existing regulations are either outdated or will have to be drafted to meet these policies.

Outside consulting services are estimated at \$195,000 over the 20-year planning horizon to implement policies where staff expertise or skills are not available. The costs include:

- Agricultural Lands Retention Study to determine the most effective means of maintaining Agriculture as a viable industry in the County (\$50,000);
- Fee Studies to ensure fees charged for services are justified (\$50,000);
- Mapping of the sensitive ground water resources (\$75,000); and
- Transportation Analysis for roadways within the Mt. Plymouth-Sorrento Planning Area (\$20,000).

In addition to Capital Improvements such as roads and facilities, an additional cost of \$30,000 for community Gateway signs/features is proposed. No additional costs are expected.

## Capital Improvement Element

The County's estimated population increases by 123,551 persons during the planning horizon. During the same period (2008-2030), County staff's projections anticipate that the Unincorporated County population will decline by 57.3% from the current 156,327 population to 66,667 persons. The significant decrease in unincorporated population is anticipated to occur due to anticipated municipal annexations of existing population and service areas.

The fiscal impact analysis identifies the financial ability to provide reoccurring services to new growth. The available County background data has not identified existing capacity and service deficiencies for all elements, as well as the timing, locations, or acreages of the anticipated municipal annexations. Additional County effort is needed to identify the localized capacity LOS

Issues associated with the annexations. This data would typically include any municipal public facility and/or revenue agreements.

The County's CIE includes a 5-year capital schedule of Improvements that is updated annually based upon budget considerations. The County's Level of Service Standards, include the following:

- Potable Water – No County service provided, same as municipal standard.
- Sanitary Sewer – No County service provided, same as municipal standard.
- Solid Waste – A countywide LOS standard is 1 day per week pickup, and 1 day per week recycling pickup. Exceptions in the rural North and Northeast part of the County which are contracted for 1-1 due to less population. No anticipated effect on County LOS.
- Stormwater – A countywide LOS standard for design storm and pollution abatement varies by facility type. No anticipated effect on County LOS.
- Transportation – A countywide LOS standard of varies by character of the area. Rural Area facilities range from B-C; Transitioning Urbanized Areas range from C-D; and Urbanized Areas range from C-D, in peak hour minimum LOS. The anticipated accommodation of future population in urbanized areas will permit lower LOS standards to be utilized. However, concentration of the population will require facility specific analysis and Improvements to maintain current LOS. Potential effect on specific facility County LOS.
- Parks & Recreation – A countywide LOS standard is 4 acres per 1,000 residents. The County's existing Inventory includes approximately 680-acres of park land. Current population is estimated at 285,422 persons that equates to more than 1,141-acres of park land. Planning horizon population of 410,100 will equate to more than 1,640-acres of park land. However, the County benefits from existing state and federal recreation facilities, including 85,000-acres of federally protected lands; 63,847-acres of state protected lands; 29,509-acres of water management district protected lands; and 6,600-acres of water authority protected lands. If these lands are included in LOS standard, no anticipated effect on County LOS.

### **MS PowerPoint Presentation**

A MS PowerPoint presentation is enclosed summarizing the key conclusions of the fiscal analysis and proposed policy review.

**Lake County, Florida  
Fiscal Impact Analysis**

**Prepared For:  
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**Prepared by**



**August 5, 2009**

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# 1 Fiscal Impacts of Future Growth, 2009-2030

## 1.1 Introduction

Land planning strategies that emphasize sustainable growth should address the question of whether or not future planned development is financially self-supporting. Simply put, "does growth pay for itself?" Planning practitioners frequently employ a procedure called *fiscal impact analysis* to answer this question. Generally speaking, fiscal impact analysis can assist in the determination of whether a proposed development is paying for itself in terms of required local services. With the anticipated tax revenues, user fees, and charges for services that new growth brings, will that revenue provide sufficient monies to offset the costs in local government service provision? Fiscal impact analyses can assist planners in making land use decisions, where alternative choices of land use mix, density, intensity, and location, can affect the revenue and cost generation levels of new development projects. Fiscal impact analysis is not intended to be a substitute for sound land planning principles; instead, it is an important tool available to assist planners in the long-range planning process.

The fiscal impact assessment developed for Lake County is formulated in three principal components, developed in a sequential process. These components include:

1. Growth Projections: Population and employment growth for the County over the long-range planning horizon is estimated. The projections are converted into forecasts of residential and nonresidential development for the planning period in question. The revenue generation and service cost requirements of this growth are the principal items evaluated in the fiscal impact analysis.
2. Fiscal Impact Analysis: A financial model is developed to evaluate the revenue and expenditure impacts of the growth and development forecasts. The model is based on a modified per-capita, average cost methodology, using current revenue and expense data from the Fiscal Year 2008-09 Lake County Adopted Budget. The fiscal impact analysis estimates the County's financial ability to provide recurring services to future growth.
3. Capital Facilities Funding Assessment: While fiscal impact analysis provides valuable information on a jurisdiction's

financial ability to provide recurring services to new growth, additional work is typically necessary to specify growth-generated capital facilities needs, and the revenues available to fund these facilities. This need for additional analysis results from two factors:

- Capital facilities expenditures are one-time expenditures, as opposed to recurring operating expenditures such as public safety, social services, etc.
- State statutes identify a limited and specific group of revenue sources that can be used to fund the construction of public facilities.

Regardless of whether future growth is estimated to be financially self-supporting in terms of recurring services, local officials should be aware of potential future revenues available to construct required public facilities, in order to make informed decisions on the programming of future capital projects.

The capital facilities funding assessment specifically identifies revenue sources available to Lake County for public facilities construction, and forecasts available funds from these sources, through the end of the planning horizon. In addition, estimates of growth-generated capital facilities costs are calculated in this assessment. The comparison of these capital revenues and costs provide indicators as to whether or not future growth can be adequately supported by public facilities.

## **1.2 Lake County Growth Projections to 2030**

Table FA-1 provides estimates and projections of population in Lake County and its municipalities from 1990 through 2030. 1990, 2000, and 2005 estimates are provided by the University of Florida's Bureau of Economic and Business Research (UF-BEBR). 2010-2030 projections, presented in 5-year increments, have been prepared by Lake County Planning department staff. Although County staff has traditionally employed standard forecasting methodologies for its long-range planning activities, County officials have provided substantial input to staff during this comprehensive plan update process, including directives to consider alternative population forecasting procedures. County staff has followed these directives, and several key methodological procedures have been noted by staff for these new population projections.



These procedures and a brief discussion of their implications are presented below:

- The utilization of a "hybrid" forecast for 2010-2030 County population. Forecasts of 2010, 2015, 2020, 2025, and 2030 Lake County population were derived from a mathematical average of the low-series and medium-series population forecasts presented in UF-BEBR Bulletin No. 150 (March 2008), "Projections of Florida Population by County 2007-2035". Accepted practice for local governments in their planning activities is the use of the UF-BEBR medium-series forecast, and the Florida Department of Community Affairs (DCA) generally requires local governments to provide justification if they differ from this forecast. The use of the low-medium hybrid methodology results in a 2030 Lake County population of 410,050, which is 58,650 fewer residents than the BEBR medium forecast of 468,700.
- The University of Florida has recently released new long-range forecasts, in Bulletin No. 153 (March 2009), "Projections of Florida Population by County 2008-2035". The medium series forecasted 2030 Lake County population in this document is 444,000. This reflects a decrease of 24,700 residents from Bulletin No. 150, but is 33,950 more residents than the current County forecast.
- Lake County Planning staff notes that the population forecasts for municipalities were provided by the respective local governments, either in 2008, 2007, or earlier years. Limited information is provided regarding the methodology behind these municipal projections, and it is unclear to what degree (if any) the municipal growth forecasts are consistent with a County forecast that is less than the BEBR-medium projection.
- The population forecast for the unincorporated area is calculated by subtracting the municipal projections from the "low-medium" forecast. This methodology generates an atypical projection for the unincorporated area, where non-municipal population actually declines, by a substantial magnitude (54.4 percent), from 2005 to 2030. There is no comparable case study in a Florida county for this trend.

The prevailing issue arising from these forecasts is forecasted population change between the unincorporated area and the cities, and how this change may affect the County's fiscal position over time. When County staff was asked to explain the conceptual basis for the forecasted population loss in the

unincorporated area, (e.g. net out-migration, deaths over births, annexation), municipal annexation was offered as the explanation for the shift.

Table FA-1  
Lake County Population, 1990-2030

Place	1990	2000	2005	2010	2015	2020	2025	2030
Astatula	981	1,298	1,461	1,622	2,269	2,524	2,780	3,074
Clermont	6,910	9,338	20,017	24,233	28,448	35,658	44,696	57,233
Eustis	12,856	15,106	17,249	18,760	19,886	20,880	21,715	22,597
Fruitland Park	2,715	3,186	3,463	5,776	7,827	9,878	11,929	14,620
Groveland	2,300	2,394	4,550	8,898	12,680	18,015	25,633	38,468
Howey-In-The-Hills	724	956	1,107	1,394	1,518	1,655	1,803	1,970
Lady Lake	8,071	11,828	12,709	15,246	16,051	16,899	17,791	18,750
Leesburg	14,783	15,956	17,467	24,000	34,607	37,999	41,163	44,707
Mascotte	1,761	2,687	4,001	6,221	7,701	9,535	11,804	14,893
Minneola	1,515	5,435	8,867	11,184	24,292	32,818	37,896	44,134
Montverde	890	882	1,157	1,355	1,463	1,579	1,705	1,845
Mount Dora	7,316	9,418	10,899	15,621	20,226	26,189	33,909	45,155
Tavares	7,383	9,700	11,340	13,840	16,939	20,487	24,925	30,813
Umatilla	2,350	2,214	2,509	3,174	3,552	3,992	4,509	5,124
Unincorporated	81,549	120,129	146,221	146,526	134,611	123,492	105,642	66,667
Lake County Total	152,104	210,527	263,017	297,850	332,050	361,800	387,900	410,050

Source: Lake County Planning Department

If municipal annexation is the source of the forecasted population shift, fiscal impact assessments would have to account for the location and timing of properties to be annexed, and the responsible municipalities, in order to maximize fiscal projection accuracy. Under the County forecast scenario, not only are future development (currently vacant) areas being annexed, but a considerable portion of developed unincorporated property as well. This annexation of developed property would explain the negative growth trend in unincorporated population. County staff indicates that location and timing specific annexation actions have not been developed at this time, which would corroborate the population forecast. In the absence of this information, it is all but impossible to determine which County properties would be affected by annexation, and their subsequent local service needs. These forecast shortcomings will create the potential for significant error in the final fiscal impact projections.

One final item that should be mentioned about the County forecasts: Population estimates reported by UF-BEBR indicate potential deviations from the 2005-2010 population projections prepared by County staff and the cities. Table FA-2 illustrates that the 2008 unincorporated population of Lake County is 157,380,

which is 10,854 persons more than the 2010 County staff forecast projects. In addition, the 2008 UF-BEBR estimate for Astatula exceeds the 2010 City projection by 21 persons. Three other cities (Clermont, Eustis, and Tavares) have 2008 population estimates from UF-BEBR that would suggest higher 2010 populations than the municipal forecasts indicate, based on 2005-2008 growth trends in these locales.

**Table FA-2**  
**Lake County Population Comparisons, 2005-2010**

Place	2005*	2007*	2008*	2010**	2008-10 Diff.
Astatula	1,461	1,649	1,643	1,622	-21
Clermont	20,017	22,882	23,476	24,233	757
Eustis	17,249	18,401	18,354	18,760	406
Fruitland Park	3,463	3,829	3,901	5,776	1,875
Groveland	4,550	6,983	7,207	8,898	1,691
Howey-In-The-Hills	1,107	1,223	1,215	1,394	179
Lady Lake	12,709	12,842	13,117	15,246	2,129
Leesburg	17,467	19,934	20,093	24,000	3,907
Mascotte	4,001	4,478	4,516	6,221	1,705
Minneola	8,867	9,203	9,044	11,184	2,140
Montverde	1,157	1,189	1,196	1,355	159
Mount Dora	10,899	11,945	11,290	15,621	4,331
Tavares	11,340	13,013	13,344	13,840	496
Umatilla	2,509	2,601	2,603	3,174	571
Unincorporated	146,221	156,327	157,380	146,526	-10,854
<b>Lake County Total</b>	<b>263,017</b>	<b>286,499</b>	<b>288,379</b>	<b>297,850</b>	<b>9,471</b>

\* 2005, 2007, and 2008 data are UF-BEBR estimates

\*\*2010 data is Lake County projection

Source: Lake County Planning Department,  
University of Florida

The growth forecasts for the County and the cities shown in Table FA-1 were ultimately used as the basis for development of the fiscal impact analysis, notwithstanding the issues previously discussed.

It is necessary to expand upon the staff-generated projections in order to provide fiscal impact projections for the County. Several key procedures were undertaken to develop forecasts that would provide annual estimates of economic growth through the long-range planning horizon. These procedures include:

- Imputation of annual population forecasts, by using straight-line estimates of annual growth from the five-year forecasts generated by the County.
- Estimates of employment growth by industry on an annual basis, through the long-range forecast horizon. Employment projections to year 2030, prepared by Woods & Poole Economics, Inc. were used as the base employment forecast.
- Woods & Poole employment data includes estimates and forecasts for 2007, 2008, 2010, 2020, and 2030. Straight-line estimation methodology was used to generate annual employment data from the Woods & Poole estimates.
- The employment projections were adjusted to be consistent with the County population forecasts.
- Housing unit growth forecasts were derived from the population growth projections through the application of persons-per household (PPH) estimates. Woods & Poole household forecasts were used as the source for the PPH estimate. A ratio of 86% single family 14% multifamily was assigned to these housing unit growth forecasts.
- Employment forecasts were converted to nonresidential development projections by applying ratios of square feet per employee to the employment data. Industry-level employment data was aggregated into 3 major sectors, generally consistent with employment sectors used in the FSUTMS transportation model. These include commercial, industrial, and service. The generation ratios utilized were 400 square feet per commercial employee, 280 square feet per service employee, and 700 square feet per industrial employee.

The 2008-2030 economic forecasts for Lake County are provided below in Table FA-3:

**Table FA-3  
Lake County Economic Projections  
2008-2030 New Growth**

Population	123,551
Employment	42,090
Single Family DU's	49,836
Multifamily DU's	8,113
Commerical Sq. Feet.	3,704,000
Service Sq. Feet	7,809,200
Industrial Sq. Feet	3,458,000

Section 1.3 will discuss in greater detail the assumptions and methodological procedures used to conduct fiscal impact analysis, as well as a presentation of modeling results for Lake County under the aforementioned growth scenario.

### 1.3 Operating Fiscal Impacts

Fiscal impact analysis, as defined by Burchell, et. al. in *The New Practitioner's Guide to Fiscal Impact Analysis*, is "a projection of the direct, current, public costs and revenues associated with residential or nonresidential growth to the local jurisdiction in which this growth takes place." The Lake County fiscal analysis uses a modified per capita, average cost approach to determining these impacts. The Lake County adopted FY 2008-09 budget serves as the source for revenue and expense data in the fiscal analysis.

The per capita multiplier method is the classic average costing approach for projecting the impact of growth on local costs and revenues. Revenues and costs that are *only attributable to new development* are considered in the analysis. This is of considerable importance when developing a budget-based fiscal model. Local jurisdictions have revenue sources and uses that are attributable to the existing service area, and would continue to exist, even in the absence of new development. A prime example of such an item would include a fund balance carry-forward from a previous budget year to the next budget year. Other examples would include certain interfund transfers, or allocations to reserves (e.g. establishing a fund balance). The fiscal analysis excludes these budgetary items from consideration in the calculation of development fiscal impacts.

The "modified" per capita reference to the fiscal methodology indicates that operating revenue and cost projections are not solely based on new population growth. Two significant adjustments are made to the per-capita calculations, which help to enhance the forecast accuracy of the fiscal model:

- Ad valorem revenue projections are based on estimates of the future value of new residential and nonresidential development, applying local millages to the projected annual values.
- Major revenue and expense items were allocated across the local population and employment base, as opposed to just the

population. This helps to account for the fact that the County budget serves residents and employees, as well as residential and nonresidential development. To illustrate, we look at the modified per capita allocation for Public Works. Budget estimates indicate a FY 2008-09 expenditure of \$76,426,088. This cost allocation is divided by a population of 286,499 and employment base of 122,811:

$$\frac{\$76,426,088}{286,499 + 122,811} = \$186.72 \text{ per capita/employee}$$

The "employee" factor in the formula denominator is used as a proxy for local businesses served by County government functions, and should not be misinterpreted as an FTE estimate. The per capita/employee estimates are applied to the forecasts of population and employment growth, in order to generate projections of non-ad valorem revenue and costs attributable to Lake County.

Revenue flows of the following County funds were considered in the development of the Lake County fiscal impact model:

- General
- County Transportation Trust
- Lake County Ambulance
- County Library System
- Library Impact Fee Trust
- Parks Impact Fee Trust (Central, North, South Districts)
- Road Impact Fee (Districts 1 through 6)
- Law Library
- Fish Conservation
- Stormwater Management MSTU
- Parks Services MSTU
- Roads Services MSTU
- Emergency 911
- Resort/Development Tax
- Law Enforcement Trust
- Infrastructure Sales Tax Revenue
- Lake County Code Enforcement Liens
- Building Services
- County Fire Rescue
- Fire Services Impact Fee Trust
- Public Transportation
- Affordable Housing Assistance Trust

- Section 8
- Public Lands Program
- Landfill Enterprise
- Renewal Sales Tax Capital Projects
- Property and Casualty
- Employee Group Benefits
- Fleet Management

In addition, operating expenses of the following County departments were included in the fiscal model:

- General Government
  - Office of Budget
  - Conservation & Compliance
  - County Attorney
  - Office of Employee Services & Quality Improvements
  - Office of Information Outreach
  - Office of Information Technology
  - Legislative and Executive
  - Office of Procurement Services
- Community Services
- Constitutional Officers
  - Clerk of Circuit Court
  - Property Appraiser
  - Sheriff
  - Supervisor of Elections
  - Tax Collector
  - Capital Outlay
- Economic Growth & Redevelopment (less C. Ford Comm. Park)
- Environmental Utilities (less Solid Waste Closures & Long-Term Care, and Solid Waste Capital Projects)
- Facilities Development and Management
- Growth Management
- Public Safety
- Public Works
- Tourism & Business Relations
- Non Departmental
- Internal Services

The summary of modified per-capita revenues and expenditures is presented in Table FA-4:

**TABLE FA-4: LAKE COUNTY FY 2008-09 CONSOLIDATED BUDGET  
REVENUES AND EXPENDITURES OF MAJOR OPERATING FUNDS  
(Excludes Most Transfers and Fund Balances)**

Revenues		Unit	
Ad Valorem Taxes	\$121,049,960	n/a	
Intergovernmental Revenue	\$34,582,632	\$84.49	per capita/employee
Charges for Services	\$44,739,770	\$109.31	per capita/employee
Fines, Forfeitures, & Excess Fees	\$3,231,675	\$7.90	per capita/employee
Communication Services Tax	\$2,200,000	\$5.37	per capita/employee
Miscellaneous Revenues	\$1,622,696	\$3.96	per capita/employee
Licenses & Permits	\$3,533,637	\$8.63	per capita/employee
Other Non-Ad Valorem Taxes	\$8,990,221	\$21.96	per capita/employee
Special Assessments	\$16,881,938	\$41.24	per capita/employee
Interest/Profit on Investment	\$6,069,983	\$14.83	per capita/employee
Infrastructure Sales Tax Revenue	\$10,200,000	\$24.92	per capita/employee
Other Revenue Sources	\$0	\$0.00	per capita/employee
<b>Total</b>	<b>\$253,102,512</b>		
<b>Expenditures</b>			
Constitutional Offices/Judicial Support	\$80,215,363	\$195.98	per capita/employee
General Government	\$10,508,534	\$25.67	per capita/employee
Community Services	\$32,513,699	\$79.44	per capita/employee
Economic Growth and Redevelopment	\$879,828	\$2.15	per capita/employee
Environmental Utilities	\$28,097,130	\$63.76	per capita/employee
Facilities Development and Management	\$6,764,202	\$16.53	per capita/employee
Growth Management	\$5,552,687	\$13.57	per capita/employee
Public Works	\$76,426,088	\$186.72	per capita/employee
Tourism & Business Relations	\$3,017,790	\$24.57	per employee
Public Safety	\$27,988,951	\$68.38	per capita/employee
Non-Departmental & Internal Services	\$29,467,873	\$71.99	per capita/employee
Debt Service	\$0	\$0.00	per capita/employee
<b>Total</b>	<b>\$299,432,145</b>		

Ad valorem revenue projections are based on property values generated from the growth represented in Table FA-3, calculated on an annual basis. Major assumptions in the estimation of value include:

- Residential market values of \$195,000 per unit for single family and \$110,000 per unit for multifamily
- Nonresidential market values of \$210 per sq. ft. for commercial, \$220 per sq. ft. for office, and \$160 per sq. ft. for industrial.
- Net property appreciation rates of 1.25 percent per annum (net of service cost increases).

The horizon of fiscal impact analysis is 22 years, extending from the current fiscal year to FY 2029-2030. The summary of operating fiscal impacts over this horizon is presented in Table FA-5.



TABLE FA-5: LAKE COUNTY, FLORIDA  
 BUDGET BASED, MODIFIED PER-CAPITA  
 DEVELOPMENT FISCAL & ECONOMIC IMPACT SUMMARY  
 BASED ON AVG. OF BEBR LOW & BEBR MEDIUM  
 SUMMARY OF FISCAL & ECONOMIC IMPACTS

	Years 1 - 5	Years 6 - 10	Years 11 - 15	Years 16 - 20	Years 21 - 22	Years 1 - 22
<b>I. OPERATING REVENUE IMPACT</b>						
Ad Valorem Taxes	\$37,881,024	\$125,554,588	\$218,849,212	\$308,022,925	\$148,118,872	\$838,026,530
Intergovernmental Revenue	\$7,681,198	\$26,188,730	\$41,472,598	\$58,408,328	\$26,288,297	\$167,017,140
Charges for Services	\$9,037,212	\$32,560,946	\$53,653,363	\$72,873,221	\$34,009,336	\$203,134,078
Fines, Forfeitures, & Excess Fees	\$717,792	\$2,351,966	\$3,875,528	\$5,271,054	\$2,456,687	\$14,672,928
Communication Services Tax	\$488,646	\$1,601,128	\$2,638,310	\$3,588,331	\$1,672,350	\$9,988,763
Miscellaneous Revenues	\$360,419	\$1,180,874	\$1,846,989	\$2,646,714	\$1,233,507	\$7,387,603
Licenses & Permits	\$784,881	\$2,671,729	\$4,237,850	\$5,763,572	\$2,688,126	\$16,043,838
Other Non-Ad Valorem Taxes	\$1,996,830	\$6,642,950	\$10,701,380	\$14,863,584	\$8,833,097	\$40,818,722
Impact Fees & Spec. Assessments	\$3,749,671	\$12,206,426	\$20,245,360	\$27,635,443	\$12,832,958	\$76,648,855
Interest/Profit on Investment	\$1,348,212	\$4,417,844	\$7,279,318	\$9,900,503	\$4,814,152	\$27,559,829
Infrastructure Sales Tax Revenue	\$2,265,838	\$5,539,111	\$0	\$0	\$0	\$7,804,647
Other Revenue Sources	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL REVENUE IMPACT</b>	<b>\$67,011,399</b>	<b>\$219,778,198</b>	<b>\$364,778,068</b>	<b>\$608,771,572</b>	<b>\$240,748,178</b>	<b>\$1,399,084,035</b>
<b>II. OPERATING EXPENDITURE IMPACT</b>						
Constitutional Offices/Judicial Support	\$17,816,745	\$58,379,558	\$98,198,828	\$130,836,019	\$60,976,425	\$364,205,576
General Government	\$2,334,065	\$7,847,958	\$12,892,170	\$17,140,043	\$7,888,168	\$47,712,300
Community Services	\$7,221,883	\$23,682,901	\$38,991,488	\$53,031,773	\$24,715,579	\$147,623,479
Econ. Growth and Redevelopment	\$195,420	\$640,328	\$1,055,118	\$1,435,052	\$688,809	\$3,994,724
Environmental Utilities	\$5,798,470	\$18,893,106	\$31,298,513	\$42,865,888	\$19,837,988	\$118,480,024
Facilities Development and Mgmt.	\$1,502,406	\$4,922,888	\$8,111,847	\$11,032,815	\$5,141,889	\$30,711,824
Growth Management	\$1,233,315	\$4,041,164	\$6,858,980	\$9,056,762	\$4,220,925	\$28,211,126
Public Works	\$18,975,104	\$55,821,780	\$91,862,609	\$124,656,487	\$68,095,973	\$347,000,953
Tourism & Business Relations	\$2,233,954	\$7,319,925	\$12,081,645	\$16,404,883	\$7,845,533	\$45,885,939
Public Safety	\$6,218,865	\$20,369,948	\$33,585,245	\$45,651,641	\$21,276,051	\$127,079,547
Non-Departmental & Internal Svcs.	\$0,545,160	\$21,440,283	\$36,338,816	\$48,063,850	\$22,400,207	\$133,794,366
Debt Service	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTAL EXPENDITURE IMPACT</b>	<b>\$88,070,965</b>	<b>\$223,045,921</b>	<b>\$387,631,218</b>	<b>\$499,874,294</b>	<b>\$232,967,652</b>	<b>\$1,391,489,940</b>
<b>III. NET OPERATING SURPLUS/DEFICIT</b>						
	Years 1 - 5	Years 6 - 10	Years 11 - 15	Years 16 - 20	Years 21 - 22	Years 1 - 22
	-\$1,059,566	-\$3,269,723	-\$2,762,530	\$6,897,278	\$7,778,628	\$7,594,095

Over the 22 year forecast period, new growth is estimated to generate a total of \$1,399,084,035 in taxes, fees, and charges for services to Lake County, while the projected operating costs total \$1,391,489,940. The forecast indicates that growth-related operating revenues will account for 100.5 percent of the local service costs necessary to support this growth. The result is a \$7,594,095 overall operating surplus. The average annual fiscal impact by time period is summarized below:

- Years 1-5: Average annual deficit of \$ 211,911
- Years 6-10: Average annual deficit of \$ 653,945
- Years 11-15: Average annual deficit of \$ 550,506
- Years 16-20: Average annual surplus of \$1,379,456
- Years 21-22: Average annual surplus of \$3,889,313

It is important to recognize that the fiscal impact projections assume the County's continued provision of major services such as law enforcement and fire/rescue to the unincorporated area, and local municipalities currently under service agreements. It does

not account for the potential establishment of municipal fire and police services in cities where none presently exist. With the projected annexation and substantial growth forecast for the cities, there is a significant likelihood that multiple Lake municipalities will establish and expand public safety bureaus in upcoming years. It is all but impossible to predict the timing of these events, but their occurrence should result in a cost savings to Lake County. These future cost savings could substantially increase growth-related fiscal surpluses to Lake County over the long-range forecast horizon.

#### **1.4 Potential Revenues for Capital Improvements, 2009-2030**

The findings in Section 1.3 indicate that forecasted growth should generate no worse than a break-even fiscal scenario for Lake County, and could potentially generate surpluses. The likelihood (or lack thereof) of growth-related fiscal surpluses could impact the prioritization of capital facilities funding. This report section identifies the major potential revenue sources for capital facilities in Lake County, which include those listed below:

- Constitutional Fuel Tax (80%-20% Tax)
- County 1 Cent Fuel Tax
- 1% Local Government Infrastructure Surtax
- 9th Cent Local Option Fuel Tax
- 6 Cents Local Option Fuel Tax
- Impact Fees
- Stormwater, Parks, & Roads MSTU

The following text presents a summary explanation of the seven funding sources listed above, as well as revenue projections for each of these sources, to fiscal year 2029-2030.

It should be noted that the forecasts in this section are estimates of *total* County revenues, both from existing development, and future growth. Therefore, revenue estimates in this section do not necessarily correspond with the fiscal impact projections shown in Table FA-5. The FA-5 forecasts are based solely on new growth and development. In addition, the projections in this section reflect *gross* revenues, as opposed to *net* revenues. Lake County has currently committed substantial portions of its capital-eligible revenues for ongoing capital and operations activities. For example, fuel taxes and stormwater taxes are currently used by Lake County for maintenance, although it is legally permissible to

utilize these revenues for capital projects. It is therefore impossible to accurately estimate what portion of these monies would be available in the future for allocation to growth-generated public facilities projects. All revenue forecasts are based on the projections discussed in Section 1.3 of this report.

Constitutional Fuel Tax (also referred to as 80% - 20% tax)

*Overview:* This is a constitutionally authorized state tax of 2 cents per gallon on motor fuel. A county's estimated distribution of revenue from this tax is based on a 3 part formula. The formula factors in the county's share of land area, population, and previous year's fuel tax, relative to the state total. Lake's distribution share of the State total for FY 08-09 is 1.601%.

*Uses:* Acquisition, construction, and maintenance of roads.

*Issue:* If the Low-Medium forecast is realized, Lake County will likely lose some annual share of the State's fuel tax revenue (below 1.601%).

*Revenue Estimates:*

- Budgeted sum, FY 08-09: \$ 3,125,000
- Estimated sum, FY 07-08: \$ 3,112,000
- Actual sum, FY 06-07: \$ 3,229,810
- Revenue, FY 08-09 through FY 29-30: \$79,293,518

County Fuel Tax

*Overview:* This is a Legislature-authorized state tax of 1 cent per gallon on motor fuel. A County's estimated distribution is based on a 3 part formula. The formula factors in the county's share of land area, population, and previous year's tax, relative to the state total. Lake's distribution share of the State total for FY 08-09 is 1.601%.

*Uses:* Acquisition, construction, and maintenance of roads.

*Issue:* If the Low-Medium forecast is realized, Lake County will likely lose some annual share of the State's fuel tax revenue (below 1.601%).

*Revenue Estimates:*

- Budgeted sum, FY 08-09: \$ 1,390,000

- Estimated sum, FY 07-08: \$ 1,370,000
- Actual sum, FY 06-07: \$ 1,410,360
- Revenue, FY 08-09 through FY 29-30: \$33,207,026

Local Govt. Infrastructure Surtax

Overview: This is a legislature-authorized county sales tax. In Lake County, a 1% local option sales surtax is levied. The distribution of revenue between the County and the municipalities has been determined by interlocal agreement. The County currently collects 33.33 percent of revenues, less than the default formula based on Local Government half-cent sales tax distribution (64.99%). This surtax will sunset on December 31, 2017 (Source: Florida Legislative Council on Intergovernmental Relations).

Uses: Infrastructure; parks & recreation; conservation & natural resource preservation.

Issue: Based on the new population forecasts, unincorporated population would drop below 33.33 percent of the County total by 2018. The sunset date likely avoids a revenue sharing issue with the cities.

*Revenue Estimates:*

- Budgeted County sum, FY 08-09: \$ 10,200,000
- Estimated sum, FY 07-08: \$ 10,165,031
- Actual sum, FY 06-07: \$ 11,179,328
- Revenue, FY 08-09 through FY 16-17: \$105,859,876

Local Option Fuel Tax - Ninth Cent Tax

Overview: This is a local option tax of 1 cent on every gallon of motor/diesel fuel sold in the County. Revenue sharing with municipalities is at the discretion of the County government, but is not mandatory. Lake County does not share this revenue with its cities.

Uses: Public transportation operations and maintenance; Roadway and right-of-way maintenance; Roadway and right-of-way drainage; Streetlighting; Traffic signs and signals; debt service and current expenditures for transportation capital projects previously noted.

Issue: No major issues observed

<i>Revenue Estimates:</i>	
• Budgeted County sum, FY 08-09:	\$ 1,410,000
• Estimated sum, FY 07-08:	\$ 1,410,000
• Actual sum, FY 06-07:	\$ 1,497,794
• Revenue, FY 08-09 through FY 29-30	\$33,738,283

Local Option Fuel Tax - 6 Cents Local Option

Notes: This is a local option tax of 6 cents on every gallon of motor/diesel fuel sold in the County. The principal method of revenue distribution between the County and municipalities is by interlocal agreement. An alternative distribution method is based on the share of transportation expenditures between the County and municipalities over the previous 5 years. Lake County currently receives a 66.37 percent distribution of total revenues.

Uses: Public transportation operations and maintenance; Roadway and right-of-way maintenance; Roadway and right-of-way drainage; Streetlighting; Traffic signs and signals; debt service and current expenditures for transportation capital projects previously noted.

Issue: With the updated population forecasts suggesting a large population shift into the cities, it is unclear if the 66.37 percent share would remain relatively constant through the long range horizon.

<i>Revenue Estimates:</i>	
• Budgeted County sum, FY 08-09:	\$ 5,200,000
• Estimated sum, FY 07-08:	\$ 5,165,000
• Actual sum, FY 06-07:	\$ 5,511,067
• Revenue, FY 08-09 through FY 29-30	\$135,790,604**

\*\*Assumes no change in distribution between unincorporated area and cities

Impact Fees

Overview: Lake County levies development impact fees for the following public facilities: Roads, schools, fire/rescue, parks, and library. Specific to roads, Lake County has six transportation impact fee districts. School impact fees, which are transferred to Lake County Public Schools, are not calculated for this analysis.

Uses: Land acquisition and construction for the aforementioned public facilities.

Issue: The projection of impact fee revenue in this analysis is highly speculative. The speculative nature of the forecasts arises from the following factors:

- Wide variations in the per-unit fee levies depending on the individual use, and its size
- Substantial limitations in the ability to project vertical development (particularly nonresidential) at a degree of use, size, and location specificity to correspond to the County fee schedule.
- General uncertainty regarding future adjustments to the County's impact fee schedules. Most jurisdictions tend to update their fee schedules every five to seven years.
- General uncertainty regarding Lake County's future collection of these fees. The possibility exists that certain fees may sunset over time, or additional fees may be added to the existing program.

The following rates were from the County's fee schedule were used to project future impact fee revenues:

- Roads
  - Single Family: \$2,189 per DU
  - Multifamily: \$1,408 per DU
  - Commercial: \$2,816 per 1,000 sq. feet
  - Service: \$2,883 per 1,000 sq. feet
  - Industrial: \$2,157 per 1,000 sq. feet
- Parks
  - Single Family: \$ 222 per DU
  - Multifamily: \$ 171 per DU
- Library
  - Single Family: \$ 191 per DU
  - Multifamily: \$ 146 per DU
- Fire
  - Single Family: \$ 390 per DU
  - Multifamily: \$ 244 per DU
  - Commercial: \$1,301 per 1,000 sq. feet
  - Service: \$1,301 per 1,000 sq. feet

o Industrial: \$ 104 per 1,000 sq. feet

Revenue Estimates: FY 08-09 through FY 29-30

- Road \$156,321,494
- Fire \$ 33,699,791
- Parks \$ 12,155,923
- Library \$ 10,449,591

TOTAL IMPACT FEES: \$212,626,799

### Stormwater, Parks, & Roads MSTU

Overview: An unincorporated ad valorem millage of 0.4984 is levied on property to fund this Lake County MSTU.

Uses: Land acquisition, construction, and maintenance for the aforementioned public facilities.

Issue: The ad valorem projections are speculative in nature, due to their dependency on model assumptions made regarding land use mix, intensity, growth rate, value and inflation. In addition, it is all but impossible to accurately project possible changes in the millage levy will change over the course of forecast horizon.

Revenue Estimate: FY 08-09 through FY 29-30: \$105,812,874

The projection of capital facilities revenue generated by the aforementioned sources, from FY 2008-09 to FY 2029-30, totals \$706,328,980.

## 1.5 Conclusions

The recent population projections developed by Lake County and the municipalities will likely face scrutiny by the Department of Community Affairs when they are submitted. The projected trends of population growth below the BEBR-medium forecast and losses in unincorporated population will require considerable explanation and defense on the part of County staff. These projections serve as the foundation for the fiscal impact estimates in this study. Therefore, there is a direct correlation between the reliability of the fiscal projections and the robustness of the underlying growth forecasts.

The growth forecasts indicate that virtually all future growth will either occur within or be annexed into municipalities, as well as some existing developed pockets of unincorporated land. There is no way to accurately gauge when these annexations would occur, so the fiscal model has to evaluate impacts on the basis that the County would continue to provide major services such as Police and Fire/Rescue to the majority of County residents. That is a very conservative and likely unrealistic assumption. If the cities grow in population in the manner and magnitude that has been projected, it is almost a certainty that these communities would establish their own public safety agencies, thus relieving significant financial burdens from Lake County. Again, it is impossible to project when that would occur for each locale. The 22-year fiscal surplus of \$7,594,095 should therefore be viewed as a "worst case" outcome. A larger surplus for the County is very realistic if population growth is wholly concentrated in the cities.

On the issue of annexation, it should be noted that, under the current County tax structure, unincorporated lands that are annexed into municipalities are subject to municipal ad valorem levies, in addition to the countywide operating millage.

With limited to no opportunities for surplus revenue generation over the long run, the County will be faced with multiple challenges in the allocation of capital-eligible revenues to expand public facilities. \$706.3 million in gross capital-eligible revenue will be generated by the end of the planning horizon. This is measured against an estimated capital facilities need of \$266 million, and competition from other County operations for portions of the \$706.3 million. Project prioritization is paramount to ensure that overall levels of service do not degrade during the comprehensive planning period.



**Appendix A:  
Annual Growth Projections  
Lake County, Florida 2007-2030  
Population, Employment, & Development**



# GROWTH PROJECTIONS FOR LAKE COUNTY 2007-2030

	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
<b>Population:</b>	354,322	361,600	368,860	372,320	377,380	381,184	387,900	392,330	396,760	401,190	404,277	408,050
<b>Employment:</b>	136,792	138,620	140,457	142,294	144,131	145,968	147,805	149,642	151,479	153,316	155,153	156,990
<b>Commercial (50-59)</b>	32,456	32,860	33,261	33,662	34,063	34,464	34,865	35,266	35,667	36,068	36,469	36,870
<b>Service (60-99)</b>	75,060	76,270	77,490	78,710	79,930	81,150	82,370	83,590	84,810	86,030	87,250	88,470
<b>Industrial (01-49)</b>	29,285	29,500	29,715	29,930	30,145	30,360	30,575	30,790	31,005	31,220	31,435	31,650
	29,285	29,500	29,715	29,930	30,145	30,360	30,575	30,790	31,005	31,220	31,435	31,650
<b>Persons Per Household</b>	2.23	2.23	2.23	2.23	2.23	2.23	2.24	2.24	2.24	2.24	2.24	2.24
<b>Households</b>	158,889	162,152	164,511	166,870	169,229	170,935	173,170	175,147	177,125	179,103	180,481	183,068
<b>SF @ 85%</b>	136,644	139,451	141,480	143,508	145,537	147,004	148,926	150,627	152,328	154,028	155,213	157,430
<b>MF @ 14%</b>	22,244	22,701	23,032	23,362	23,692	23,931	24,244	24,521	24,798	25,074	25,267	25,628
<b>Sq. Feet Per Employee</b>	400	400	400	400	400	400	400	400	400	400	400	400
<b>Commercial (50-59)</b>	280	280	280	280	280	280	280	280	280	280	280	280
<b>Service (60-99)</b>	700	700	700	700	700	700	700	700	700	700	700	700
<b>Industrial (01-49)</b>												
<b>Nonresidential Sq. Feet</b>	12,982,400	13,144,000	13,304,400	13,464,800	13,625,200	13,785,600	13,946,000	14,106,400	14,266,800	14,427,200	14,587,600	14,748,000
<b>Commercial (50-59)</b>	21,016,800	21,355,600	21,697,200	22,038,800	22,380,400	22,722,000	23,063,600	23,405,200	23,746,800	24,088,400	24,430,000	24,771,600
<b>Service (60-99)</b>	20,499,500	20,650,000	20,800,500	20,951,000	21,101,500	21,252,000	21,402,500	21,553,000	21,703,500	21,854,000	22,004,500	22,155,000
<b>Industrial (01-49)</b>												
<b>County Summary</b>	136,644	139,451	141,480	143,508	145,537	147,004	148,926	150,627	152,328	154,028	155,213	157,430
<b>SF Dwelling Units</b>	22,244	22,701	23,032	23,362	23,692	23,931	24,244	24,521	24,798	25,074	25,267	25,628
<b>MF Dwelling Units</b>	12,982,400	13,144,000	13,304,400	13,464,800	13,625,200	13,785,600	13,946,000	14,106,400	14,266,800	14,427,200	14,587,600	14,748,000
<b>Commercial SF</b>	21,016,800	21,355,600	21,697,200	22,038,800	22,380,400	22,722,000	23,063,600	23,405,200	23,746,800	24,088,400	24,430,000	24,771,600
<b>Service SF</b>	20,499,500	20,650,000	20,800,500	20,951,000	21,101,500	21,252,000	21,402,500	21,553,000	21,703,500	21,854,000	22,004,500	22,155,000
<b>Industrial SF</b>												
<b>Annual Growth Summary</b>	1,752	2,807	2,029	2,029	2,029	1,467	1,922	1,701	1,701	1,701	1,185	2,216
<b>SF Dwelling Units</b>	285	457	330	330	330	239	313	277	277	277	193	361
<b>MF Dwelling Units</b>	161,600	161,600	160,400	160,400	160,400	160,400	160,400	160,400	160,400	160,400	160,400	160,400
<b>Commercial SF</b>	338,800	338,800	341,600	341,600	341,600	341,600	341,600	341,600	341,600	341,600	341,600	341,600
<b>Service SF</b>	150,500	150,500	150,500	150,500	150,500	150,500	150,500	150,500	150,500	150,500	150,500	150,500
<b>Industrial SF</b>												
<b>Population</b>	4,542	7,278	5,260	5,260	5,260	3,804	6,716	4,430	4,430	4,430	3,087	5,773
<b>SF</b>	2,952	4,731	3,419	3,419	3,419	2,473	4,365	2,880	2,880	2,880	2,006	3,753
<b>MF</b>	1,590	2,547	1,841	1,841	1,841	1,332	2,350	1,551	1,551	1,551	1,080	2,021
<b>Cumulative Summary</b>	29,051	31,858	33,886	35,915	37,943	39,410	41,332	43,033	44,734	46,435	47,620	49,836
<b>SF Dwelling Units</b>	4,729	5,186	5,516	5,847	6,177	6,416	6,729	7,005	7,282	7,559	7,752	8,113
<b>MF Dwelling Units</b>	1,938,400	2,100,000	2,250,400	2,420,800	2,581,200	2,741,600	2,902,000	3,062,400	3,222,800	3,383,200	3,543,600	3,704,000
<b>Commercial SF</b>	4,054,400	4,393,200	4,734,800	5,076,400	5,418,000	5,759,600	6,101,200	6,442,800	6,784,400	7,126,000	7,467,600	7,809,200
<b>Service SF</b>	1,802,500	1,953,000	2,103,500	2,254,000	2,404,500	2,555,000	2,705,500	2,856,000	3,006,500	3,157,000	3,307,500	3,458,000
<b>Industrial SF</b>	67,823	75,101	80,361	85,621	90,881	94,685	101,401	105,831	110,261	114,691	117,778	123,551
<b>Population</b>	44,085	48,816	52,235	55,654	59,073	61,546	65,911	68,790	71,670	74,549	76,556	80,308
<b>SF</b>	23,738	26,285	28,126	29,967	31,808	33,140	35,490	37,041	38,591	40,142	41,222	43,243

**Appendix B:  
Annual Fiscal Impact Projections  
Lake County, Florida  
FY 2008-09 to FY 2029-30**

**LAKE COUNTY, FLORIDA  
FISCAL IMPACT OF FORECASTED GROWTH  
FISCAL YEARS 2008-09 TO 2029-30**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8
<b>Revenues</b>								
Ad Valorem Taxes	\$1,740,151	\$4,751,237	\$6,958,646	\$10,201,933	\$14,029,057	\$17,451,325	\$21,500,951	\$25,109,882
Intergovernmental Revenue	\$311,897	\$915,952	\$1,418,672	\$2,151,116	\$2,883,560	\$3,616,004	\$4,348,447	\$5,080,891
Charges for Services	\$403,503	\$1,184,974	\$1,835,345	\$2,782,912	\$3,730,479	\$4,678,047	\$5,625,614	\$6,573,181
Fines, Forfeitures, & Excess Fees	\$29,146	\$85,594	\$132,572	\$201,017	\$269,463	\$337,908	\$406,353	\$474,799
Communication Services Tax	\$19,842	\$58,269	\$90,250	\$136,845	\$183,440	\$230,035	\$276,630	\$323,225
Miscellaneous Revenues	\$14,635	\$42,979	\$66,567	\$100,935	\$135,303	\$169,671	\$204,039	\$238,407
Licenses & Permits	\$31,869	\$93,592	\$144,959	\$219,800	\$294,641	\$369,482	\$444,322	\$519,163
Other Non-Ad Valorem Taxes	\$81,082	\$238,114	\$368,803	\$559,211	\$749,620	\$940,029	\$1,130,437	\$1,320,846
Impact Fees & Spec. Assessments	\$152,256	\$447,134	\$692,542	\$1,050,094	\$1,407,645	\$1,765,197	\$2,122,748	\$2,480,300
Interest/Profit on Investment	\$54,744	\$160,769	\$249,007	\$377,566	\$506,126	\$634,685	\$763,244	\$891,804
Infrastructure Sales Tax Revenue	\$91,993	\$270,156	\$418,431	\$634,462	\$850,494	\$1,066,525	\$1,282,556	\$1,498,587
Other Revenue Sources	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	\$2,931,117	\$8,248,769	\$12,375,794	\$18,415,892	\$25,039,827	\$31,258,906	\$38,105,343	\$44,511,085
<b>Expenditures</b>								
Constitutional Offices/Judicial Support	\$723,453	\$2,124,577	\$3,290,648	\$4,989,572	\$6,688,496	\$8,387,419	\$10,086,343	\$11,785,267
General Government	\$94,775	\$278,328	\$431,088	\$653,654	\$876,220	\$1,098,786	\$1,321,351	\$1,543,917
Community Services	\$293,237	\$861,155	\$1,333,799	\$2,022,424	\$2,711,048	\$3,399,673	\$4,088,298	\$4,776,923
Econ. Growth and Redevelopment	\$7,935	\$23,303	\$36,093	\$54,727	\$73,362	\$91,996	\$110,630	\$129,265
Environmental Utilities	\$235,367	\$691,206	\$1,070,574	\$1,623,299	\$2,176,024	\$2,728,749	\$3,281,474	\$3,834,199
Facilities Development and Mgmt.	\$61,006	\$179,156	\$277,486	\$420,748	\$564,011	\$707,273	\$850,536	\$993,799
Growth Management	\$50,079	\$147,068	\$227,786	\$345,389	\$462,993	\$580,596	\$698,199	\$815,803
Public Works	\$689,278	\$2,024,215	\$3,135,202	\$4,753,871	\$6,372,539	\$7,991,208	\$9,609,877	\$11,228,545
Tourism & Business Relations	\$90,710	\$266,390	\$412,598	\$625,618	\$838,637	\$1,051,657	\$1,264,677	\$1,477,696
Public Safety	\$252,429	\$741,313	\$1,148,181	\$1,740,974	\$2,333,767	\$2,926,560	\$3,519,353	\$4,112,146
Non-Departmental & Internal Services	\$265,767	\$780,483	\$1,208,851	\$1,832,966	\$2,457,082	\$3,081,198	\$3,705,314	\$4,329,429
Debt Service	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	\$2,764,035	\$8,117,194	\$12,572,305	\$19,063,242	\$25,554,178	\$32,045,115	\$38,536,052	\$45,026,988

**LAKE COUNTY, FLORIDA  
FISCAL IMPACT OF FORECASTED GROWTH  
FISCAL YEARS 2008-09 TO 2029-30**

**Revenues**

	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16
Ad Valorem Taxes	\$29,029,971	\$32,462,467	\$36,602,194	\$39,662,037	\$43,917,007	\$47,434,634	\$51,033,340	\$54,714,601
Intergovernmental Revenue	\$5,734,760	\$6,388,828	\$7,042,496	\$7,580,782	\$8,350,232	\$8,949,773	\$9,549,315	\$10,148,856
Charges for Services	\$7,419,095	\$8,265,008	\$9,110,922	\$9,807,305	\$10,802,748	\$11,578,379	\$12,354,009	\$13,129,639
Fines, Forfeitures, & Excess Fees	\$535,901	\$597,004	\$658,107	\$708,408	\$780,312	\$836,338	\$892,364	\$948,389
Communication Services Tax	\$364,821	\$406,417	\$448,014	\$482,257	\$531,206	\$569,347	\$607,487	\$645,627
Miscellaneous Revenues	\$269,088	\$299,769	\$330,450	\$355,708	\$391,812	\$419,944	\$448,076	\$476,207
Licenses & Permits	\$585,975	\$652,787	\$719,599	\$774,601	\$853,223	\$914,484	\$975,744	\$1,037,005
Other Non-Ad Valorem Taxes	\$1,490,828	\$1,660,810	\$1,830,792	\$1,970,726	\$2,170,755	\$2,326,614	\$2,482,473	\$2,638,332
Impact Fees & Spec. Assessments	\$2,799,494	\$3,118,687	\$3,437,881	\$3,700,652	\$4,076,269	\$4,368,942	\$4,661,616	\$4,954,289
Interest/Profit on Investment	\$1,006,572	\$1,121,339	\$1,236,107	\$1,330,587	\$1,465,642	\$1,570,874	\$1,676,107	\$1,781,339
Infrastructure Sales Tax Revenue	\$1,691,443	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other Revenue Sources	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$50,927,947</b>	<b>\$54,972,917</b>	<b>\$61,416,560</b>	<b>\$66,373,064</b>	<b>\$73,339,207</b>	<b>\$78,969,329</b>	<b>\$84,680,528</b>	<b>\$90,474,284</b>

**Expenditures**

Constitutional Offices/Judicial Support	\$13,301,932	\$14,818,597	\$16,335,262	\$17,583,831	\$19,368,593	\$20,759,245	\$22,149,897	\$23,540,549
General Government	\$1,742,606	\$1,941,296	\$2,139,985	\$2,303,552	\$2,537,363	\$2,719,544	\$2,901,725	\$3,083,906
Community Services	\$5,391,673	\$6,006,423	\$6,621,173	\$7,127,256	\$7,850,673	\$8,414,346	\$8,978,019	\$9,541,692
Econ. Growth and Redevelopment	\$145,900	\$162,535	\$179,170	\$192,865	\$212,441	\$227,694	\$242,947	\$258,200
Environmental Utilities	\$4,327,628	\$4,821,057	\$5,314,487	\$5,720,694	\$6,301,345	\$6,753,777	\$7,206,210	\$7,658,642
Facilities Development and Mgmt.	\$1,121,692	\$1,249,586	\$1,377,479	\$1,482,766	\$1,633,267	\$1,750,534	\$1,867,802	\$1,985,069
Growth Management	\$920,790	\$1,025,776	\$1,130,763	\$1,217,192	\$1,340,737	\$1,437,001	\$1,533,265	\$1,629,530
Public Works	\$12,673,565	\$14,118,585	\$15,563,605	\$16,753,193	\$18,453,644	\$19,778,604	\$21,103,563	\$22,428,522
Tourism & Business Relations	\$1,667,864	\$1,858,031	\$2,048,198	\$2,204,750	\$2,428,532	\$2,602,899	\$2,777,266	\$2,951,633
Public Safety	\$4,641,344	\$5,170,543	\$5,699,742	\$6,135,396	\$6,758,139	\$7,243,369	\$7,728,599	\$8,213,829
Non-Departmental & Internal Services	\$4,886,591	\$5,443,752	\$6,000,913	\$6,459,587	\$7,115,236	\$7,626,105	\$8,136,974	\$8,647,844
Debt Service	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$50,821,585</b>	<b>\$56,616,181</b>	<b>\$62,410,778</b>	<b>\$67,181,081</b>	<b>\$73,999,971</b>	<b>\$79,313,120</b>	<b>\$84,626,268</b>	<b>\$89,939,417</b>

LAKE COUNTY, FLORIDA  
FISCAL IMPACT OF FORECASTED GROWTH  
FISCAL YEARS 2008-09 TO 2029-30

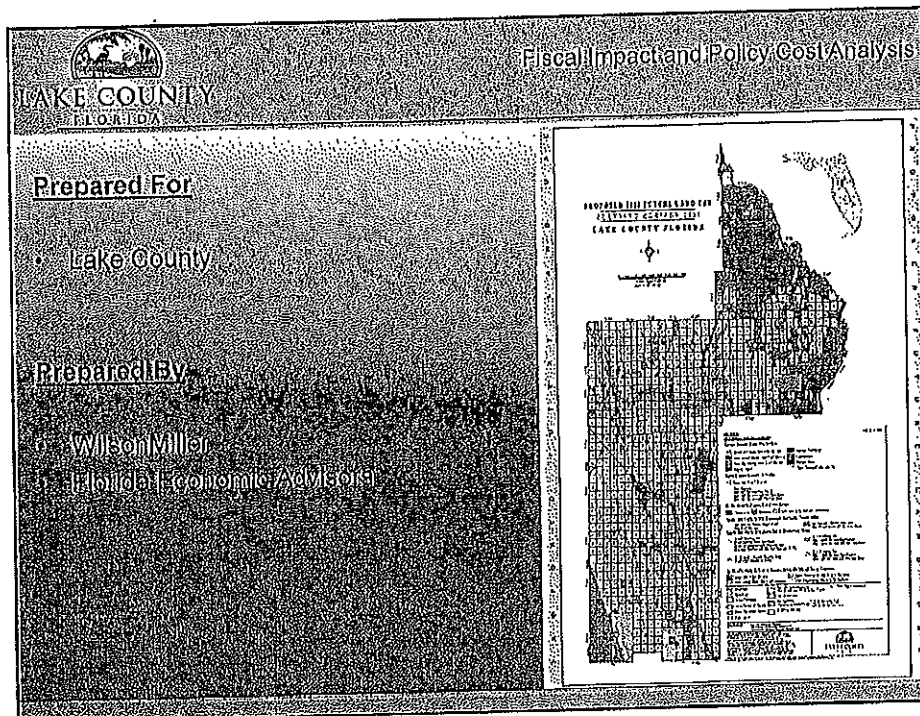
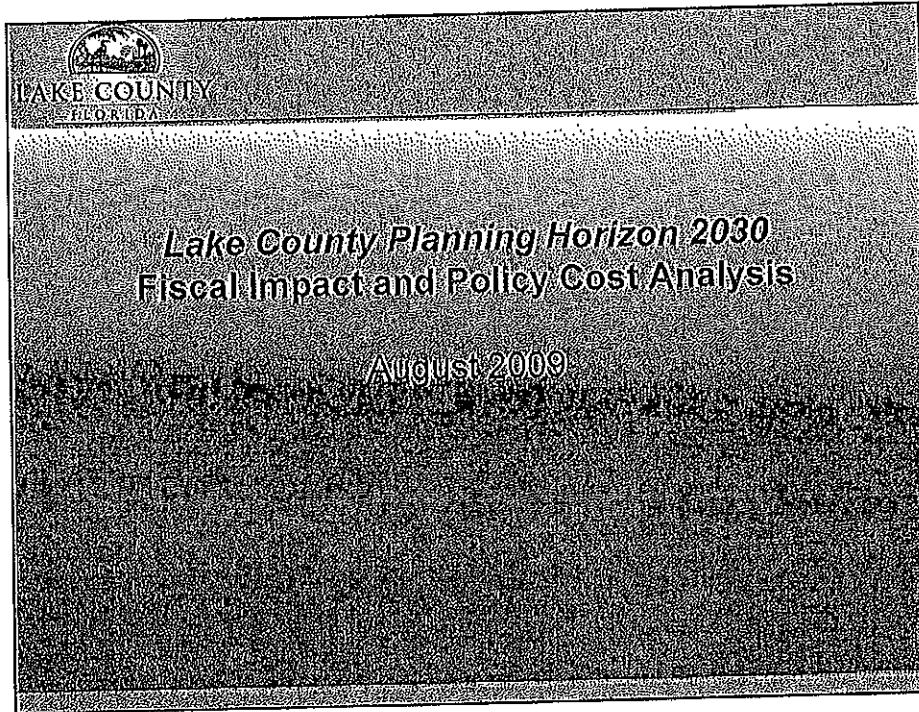
Revenues	Year 17	Year 18	Year 19	Year 20	Year 21	Year 22
Ad Valorem Taxes	\$57,851,272	\$61,573,585	\$65,125,921	\$68,757,445	\$72,469,581	\$75,649,291
Intergovernmental Revenue	\$10,625,413	\$11,347,938	\$11,877,352	\$12,406,767	\$12,936,181	\$13,352,115
Charges for Services	\$13,746,164	\$14,680,899	\$15,365,806	\$16,050,713	\$16,735,620	\$17,273,716
Fines, Forfeitures, & Excess Fees	\$992,923	\$1,060,441	\$1,109,914	\$1,159,387	\$1,208,859	\$1,247,727
Communication Services Tax	\$675,944	\$721,908	\$755,587	\$789,266	\$822,945	\$849,405
Miscellaneous Revenues	\$498,569	\$532,471	\$557,312	\$582,154	\$606,995	\$626,512
Licenses & Permits	\$1,085,700	\$1,159,527	\$1,213,622	\$1,267,718	\$1,321,813	\$1,364,313
Other Non-Ad Valorem Taxes	\$2,762,219	\$2,950,049	\$3,087,678	\$3,225,306	\$3,362,935	\$3,471,062
Impact Fees & Spec. Assessments	\$5,186,926	\$5,539,636	\$5,798,076	\$6,056,516	\$6,314,956	\$6,518,000
Interest/Profit on Investment	\$1,864,985	\$1,991,803	\$2,084,726	\$2,177,650	\$2,270,573	\$2,343,579
Infrastructure Sales Tax Revenue	\$0	\$0	\$0	\$0	\$0	\$0
Other Revenue Sources	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$95,290,114</b>	<b>\$101,558,257</b>	<b>\$106,975,995</b>	<b>\$112,472,921</b>	<b>\$118,050,458</b>	<b>\$122,695,720</b>
<b>Expenditures</b>						
Constitutional Offices/Judicial Support	\$24,645,937	\$26,321,853	\$27,549,844	\$28,777,836	\$30,005,827	\$30,970,598
General Government	\$3,228,717	\$3,448,268	\$3,609,140	\$3,770,012	\$3,930,884	\$4,057,272
Community Services	\$9,989,740	\$10,669,039	\$11,166,780	\$11,664,522	\$12,162,264	\$12,553,315
Econ. Growth and Redevelopment	\$270,325	\$288,707	\$302,176	\$315,645	\$329,114	\$339,696
Environmental Utilities	\$8,018,267	\$8,563,507	\$8,963,020	\$9,362,532	\$9,762,045	\$10,075,922
Facilities Development and Mgmt.	\$2,078,281	\$2,219,604	\$2,323,155	\$2,426,706	\$2,530,257	\$2,611,612
Growth Management	\$1,706,047	\$1,822,058	\$1,907,062	\$1,992,066	\$2,077,071	\$2,143,854
Public Works	\$23,481,693	\$25,078,441	\$26,248,424	\$27,418,406	\$28,588,389	\$29,507,585
Tourism & Business Relations	\$3,090,232	\$3,300,367	\$3,454,339	\$3,608,311	\$3,762,283	\$3,883,250
Public Safety	\$8,599,524	\$9,184,289	\$9,612,763	\$10,041,237	\$10,469,710	\$10,806,341
Non-Departmental & Internal Services	\$9,053,918	\$9,669,582	\$10,120,696	\$10,571,810	\$11,022,925	\$11,377,342
Debt Service	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$94,162,681</b>	<b>\$100,565,714</b>	<b>\$105,257,398</b>	<b>\$109,949,082</b>	<b>\$114,640,766</b>	<b>\$118,326,786</b>


**Appendix C:  
Annual Capital Revenue Projections  
Lake County, Florida  
FY 2008-09 to FY 2029-30**



**Summary of Annual Capital Facilities Revenue**

	<u>FY 2008-09</u>	<u>FY 2009-10</u>	<u>FY 2010-11</u>	<u>FY 2011-12</u>	<u>FY 2012-13</u>	<u>FY 2013-14</u>	<u>FY 2014-15</u>	<u>FY 2015-16</u>	<u>FY 2016-17</u>	<u>FY 2017-18</u>	<u>FY 2018-19</u>
Constitutional Fuel Tax	\$3,125,000	\$3,157,204	\$3,189,993	\$3,221,877	\$3,282,502	\$3,342,526	\$3,401,951	\$3,460,775	\$3,519,000	\$3,566,809	\$3,614,100
County 1 Cent Fuel Tax	\$1,390,000	\$1,397,274	\$1,404,604	\$1,411,331	\$1,430,377	\$1,448,823	\$1,466,669	\$1,483,915	\$1,500,561	\$1,512,445	\$1,523,811
1% Local Govt. Infrastructure Surtax	\$10,200,000	\$10,531,760	\$10,871,987	\$11,215,700	\$11,668,161	\$12,129,373	\$12,599,335	\$13,078,048	\$13,565,511	\$0	\$0
9th Cent Local Option Fuel Tax	\$1,410,000	\$1,417,561	\$1,425,185	\$1,432,202	\$1,451,727	\$1,470,553	\$1,488,978	\$1,506,703	\$1,523,829	\$1,536,127	\$1,547,906
6 Cents Local Option Fuel Tax	\$5,200,000	\$5,266,734	\$5,334,822	\$5,401,778	\$5,517,424	\$5,632,693	\$5,747,585	\$5,862,100	\$5,976,237	\$6,073,284	\$6,170,006
Impact Fees	\$10,601,922	\$7,509,286	\$10,921,087	\$12,651,000	\$10,959,069	\$12,780,999	\$10,997,389	\$11,730,158	\$9,853,298	\$11,848,106	\$8,139,411
Stormwater, Parks, & Roads MSTU	\$5,472,812	\$5,343,318	\$5,322,123	\$5,289,563	\$5,275,608	\$5,250,226	\$5,223,385	\$5,201,307	\$5,177,861	\$5,153,017	\$5,126,742
Constitutional Fuel Tax	\$3,660,872	\$3,692,868	\$3,752,862	\$3,791,361	\$3,829,399	\$3,866,976	\$3,889,239	\$3,940,745	\$3,968,541	\$3,995,949	\$4,022,969
County 1 Cent Fuel Tax	\$1,534,658	\$1,539,045	\$1,554,797	\$1,561,322	\$1,567,386	\$1,572,969	\$1,572,127	\$1,582,810	\$1,583,678	\$1,584,157	\$1,584,247
1% Local Govt. Infrastructure Surtax	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
9th Cent Local Option Fuel Tax	\$1,559,168	\$1,563,873	\$1,580,135	\$1,587,029	\$1,593,451	\$1,599,433	\$1,598,837	\$1,609,990	\$1,611,169	\$1,611,958	\$1,612,360
6 Cents Local Option Fuel Tax	\$6,266,401	\$6,338,001	\$6,458,215	\$6,542,041	\$6,625,577	\$6,708,823	\$6,765,943	\$6,874,445	\$6,942,135	\$7,009,579	\$7,076,780
Impact Fees	\$11,634,596	\$9,064,055	\$9,064,055	\$9,064,055	\$7,204,555	\$8,711,347	\$7,978,482	\$7,978,482	\$7,978,482	\$6,270,333	\$9,686,631
Stormwater, Parks, & Roads MSTU	\$5,098,005	\$5,013,494	\$4,925,049	\$4,833,609	\$4,739,113	\$4,641,500	\$4,352,756	\$4,056,068	\$3,751,282	\$3,438,243	\$3,116,792




 **LAKE COUNTY**  
FLORIDA

Fiscal Impact and Policy Cost Analysis

**Background**

- Ongoing Comprehensive Plan Rewrite Process
- *Lake County Planning Horizon 2030* will replace existing Comprehensive Plan
- Florida Statutes Ch. 163 requires Financially Feasible Capital Improvement Elements (CFE)

 **LAKE COUNTY**  
FLORIDA

Fiscal Impact and Policy Analysis


**Scope**

1. Fiscal Impact Analysis
2. Policy Cost Analysis

**PROPOSED COMPREHENSIVE PLAN**

Lake County, Florida


PLANNING HORIZON 2030

 **LAKE COUNTY**  
FLORIDA

Fiscal Impact Analysis

**Purpose**


- Evaluated the financial feasibility of the proposed Capital Improvements Element (CIE)

 **LAKE COUNTY**  
FLORIDA

Fiscal Impact Analysis

**Process**

- Reviewed County Population Projections
- Prepared Employment and Development Projections
- Reviewed 2009 Lake County Budget
- Developed Financial Model
- Compared Revenues to Operating and Capital Expenditures


 **LAKE COUNTY**  
FLORIDA

**Population Projections**

**Population Projections**

Lake County Population, 1990-2030

Place	1990	2000	2005	2010	2015	2020	2025	2030
Aviation	881	1,288	17,631	21,622	22,707	23,824	24,700	25,974
Clearwater	6,910	9,339	20,017	24,289	28,768	38,650	44,893	57,233
Bossier	2,888	18,103	17,249	18,760	18,880	20,880	21,716	22,697
Chimney Rock	7,716	3,108	4,633	5,778	6,627	8,076	11,028	13,520
Crystal Bay	2,360	2,813	3,850	4,833	5,750	6,633	8,033	9,880
Crystal Beach	2,272	2,813	3,850	4,833	5,750	6,633	8,033	9,880
Crystal River	2,072	2,112	2,270	2,420	2,570	2,720	2,870	3,020
Deerfield	7,716	8,000	11,220	12,000	12,600	13,200	13,800	14,400
Deerwood	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Winter Park	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Mount Dora	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Mount Zion	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Plant City	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Sumner	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Unincorporated	81,549	120,129	146,221	148,528	134,011	123,482	105,642	66,667
<b>Lake County Total</b>	<b>162,104</b>	<b>210,527</b>	<b>263,017</b>	<b>287,850</b>	<b>332,050</b>	<b>361,600</b>	<b>387,800</b>	<b>410,050</b>

 **LAKE COUNTY**  
FLORIDA

**Growth Projections**

**Growth Projections for Lake County 2007-2030**

	2007	2030	Change	%
Population	288,499	410,050	121,551	42.1%
Employment	144,000	168,000	24,000	16.6%
Commercial (60:69)	27,000	36,720	9,720	35.9%
Service (60:69)	60,000	69,120	9,120	15.2%
Industrial (60:69)	26,720	30,160	3,440	12.9%
County/State/Other	10,000	10,000	0	0%
State/Local/Other	10,000	10,000	0	0%
Other/Local/Other	10,000	10,000	0	0%
Other/Other/Other	10,000	10,000	0	0%

Revenue Sources

**LAKE COUNTY**  
FLORIDA

**Major Revenue Sources Available for Capital Improvements**

- Constitutional Fuel Tax (80%:20% Tax)
- County 1 Cent Fuel Tax
- 1% Local Government Infrastructure Surtax
- 9th Cent Local Option Fuel Tax
- 6 Cents Local Option Fuel Tax
- Impact Fees
- Stormwater, Parks, & Roads M&TU

Total: \$426,797,388 (FY 08-09 to FY 2009-10)

Operating Fiscal Impact Summary

**LAKE COUNTY**  
FLORIDA

TABLE P-41, LAKE COUNTY, FLORIDA  
PROPERTY BASED, ADJUSTED PER CAPITA  
DEVELOPMENT FISCAL & ECONOMIC IMPACT SUMMARY  
BASED ON AN AVERAGE YEARLY A DEATH RISK FROM  
SUMMARY OF FISCAL & ECONOMIC IMPACTS

OPERATING FISCAL IMPACT	Year 11 (FY 11-12)					Year 12 (FY 12-13)					Year 13 (FY 13-14)					Year 14 (FY 14-15)					Year 15 (FY 15-16)				
	11-12	12-13	13-14	14-15	15-16	11-12	12-13	13-14	14-15	15-16	11-12	12-13	13-14	14-15	15-16	11-12	12-13	13-14	14-15	15-16	11-12	12-13	13-14	14-15	15-16
ADDITIONAL REVENUE	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111
ADDITIONAL EXPENSES	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111
<b>NET FISCAL IMPACT</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>ECONOMIC IMPACT</b>																									
ADDITIONAL REVENUE	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111
ADDITIONAL EXPENSES	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111	11,111
<b>NET ECONOMIC IMPACT</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>



**Capital Improvement Projections 2008-2030**

Transportation	\$	201,697,251
Stormwater	\$	27,281,988
Solid Waste	\$	6,415,279
Parks and Recreation	\$	29,678,498
<b>Total</b>	<b>\$</b>	<b>265,072,996</b>



**Conclusions (2008-2030)**

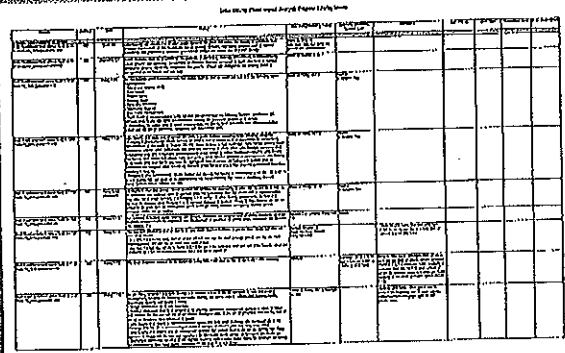
- \$ 1.4 Billion In Projected Revenues
- \$ 1.4 Billion In Projected Expenditures
- \$ 7.6 Million Surplus
- Year 1-6: Average annual deficits of \$211,910
- Year 6-10: Average annual deficits of \$53,975
- Year 10-15: Average annual deficits of \$60,400
- Year 15-20: Average annual surplus of \$1,269,200
- Year 20-22: Average annual surplus of \$882,000
- \$200 million in state and federal revenue
- \$200 million in state and federal employment

Policy Cost Analysis

**LAKE COUNTY  
FLORIDA**

**Purpose**

- Evaluated cost implications of amended or new policies



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Policy Cost Analysis

**LAKE COUNTY  
FLORIDA**

**Scope**

- Documented proposed policies as existing, revised, or new.
- Estimated cost to implement new policies as Full Time Equivalent (FTE), consultant cost, or other cost.

**Notes**

- Costs are general to provide an understanding of the financial implications of proposed policies.



Policy Cost Analysis

**LAKE COUNTY**  
FLORIDA

**Adopted and Proposed Comprehensive Plan Elements**

Adopted	Proposed
1. Future Land Use	1. Future Land Use
2. Traffic Circulation	2. Capital Improvement
3. Mass Transit	3. Concurrency Management
4. Aviation and Rails	4. Conservation
5. Housing	5. Economic
6. Public Facilities	6. Housing
7. Applied Research Sub-Element	7. Intergovernmental Coordination
8. Potable Water Sub-Element	8. Parks and Recreation
9. Sanitary Sewer Sub-Element	9. Transportation
10. Storm Water Sub-Element	10. Public Facilities
11. Air Quality	11. Applied Research Sub-Element
12. Hazardous Waste	12. Potable Water Sub-Element
13. Hazardous Waste Remediation	13. Sanitary Sewer Sub-Element
14. Hazardous Waste Remediation	14. Storm Water Sub-Element
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Policy Cost Analysis

**LAKE COUNTY**  
FLORIDA

**Goal, Objective, and Policy Quantity Comparison**

	Adopted	Proposed	Change
Number of Elements	11	10	-1
Number of Goals	15	29	+14
Number of Objectives	136	157	+21
Number of Policies	802	907	+105

Policy Cost Analysis

**LAKE COUNTY**  
FLORIDA

**Total Estimated Cost Implications of New or Amended Policies**


7/0	Specialized Staff/FTEs
\$195,000	Consultant Fees
\$30,000	Other Costs

Policy Cost Analysis

**LAKE COUNTY**  
FLORIDA

**Observations**

- Majority of work can be accomplished by existing staff.
- Majority of work involves updating and maintaining Land Development Regulations.
- Several existing regulations are outdated or have to be drafted to meet policies.
- Estimated consulting costs are for projects requiring outside professional experience or qualifications.

 **LAKE COUNTY**  
FLORIDA


Policy Cost Analysis

**Consultant Costs**

- Agricultural Lands Retention Study (\$50,000)
- County Fee Study (\$60,000)
- Ground Water Resources Mapping (\$75,000)
- Transportation Analysis for I-76 (Plymouth Sorrento Area) (\$20,000)

**Additional Capital Improvement**

- Gateway Signs/Features (\$30,000)

 **LAKE COUNTY**  
FLORIDA

Fiscal Impact and Policy Cost Analysis

**Comments and Questions**