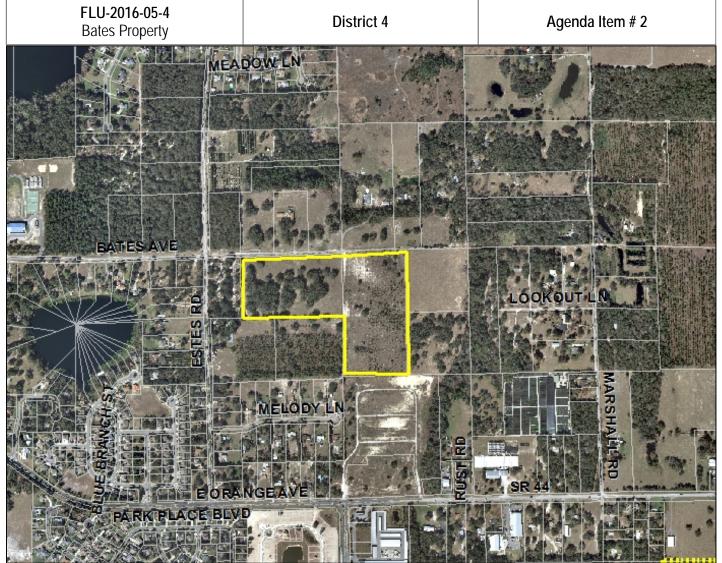
# LAKE COUNTY PLANNING AND ZONING DIVISION FUTURE LAND USE MAP AMENDMENT STAFF REPORT

PLANNING AND ZONING BOARD March 30, 2016



BOARD OF COUNTY COMMISSIONERS April 19, 2016



**Requested Action:** Amend the Future Land Use Map (FLUM) on approximately 35 +/- acres, located on the south side of Lake Lincoln Ln, east of Estes, Rd in the Eustis area from the Rural Transition Future Land Use Category, which allow a maximum density of two (2) dwelling units per one (1) net acre, to the Urban Low Future Land Use Category, which allows a maximum density of four (4) dwelling units per net acre.

**Owner:** Charlie Johnson Builders, Inc. (the "Owner") **Applicant:** William Ray (the "Applicant")

# - Site Location & Information -

Size	35 +/- acres
Location	19530 Lake Lincoln Ln; located on the south side of Lake Lincoln Ln, east of Estes Rd.
Alternate Key No.	2567236 and 1123542
Future Land Use	Rural
Existing Zoning District	Agriculture (A)
Proposed Zoning District	R-4
Existing Land Use	Rural
Proposed Land Use	Urban Low
Joint Planning Area	Eustis

#### Land Use Table

Direction	Future Land Use	<u>Zoning</u>	Existing Use	<u>Comments</u>
North	Rural Transition	Agriculture	Single family residences	3 single family residences located on 4 different properties
South	Urban Low	R-4	Vacant	Infrastructure for residential development (including roads, drainage, and utilities)
East	Rural Transition	Agriculture	Vacant	Wooded lot
West	Rural Transition	Agriculture	Single family residence	

#### - Summary of Staff Determination -

**STAFF RECOMMENDATION:** Staff recommends **APPROVAL** of the request to revise the Future Land Use Category on 35 +/- acres from Rural Transition FLUC to Urban Low FLUC by amending the 2030 Future Land Use Map.

#### PLANNING AND ZONING BOARD RECOMMENDATION:

# – Summary of Analysis –

The subject property, described as Alternate Key (AK) numbers 2567236 and 1123542, consisting of approximately 35 gross acres, is located on the south side of Lake Lincoln Ln, east of Estes Rd in the Eustis area. The property is currently vacant. The property is currently part of the Rural Transition Future Land Use Category (FLUC) which allows for several density options, ranging from one (1) dwelling unit per five (5) net acres, to one (1) dwelling unit per three (3) net acres, to one (1) dwelling unit per one (1) net acre, all the way to two (2) dwelling units per one (1) net acre (Exhibit A).

The applicant is proposing to amend the Future Land Use Map by changing the FLUC from Rural Transition to Urban Low (Exhibit B). The Urban Low FLUC allows a maximum density of four (4) dwelling units per net acre. The applicant has submitted an application to rezone the property in order to develop the property as a residential subdivision and a conceptual design for the road layout of the subdivision was submitted with the application and is identified as Exhibit C. However, the rezoning application will not be heard by the Planning and Zoning Board or the Board of County Commissioners until adoption hearing of the Comprehensive Plan request, which is schedule for July 6, 2016.

The Urban Low FLUC allows a maximum on four (4) dwelling units per acre. Policy I-1.1.3 *Direct Orderly, Compact Growth* and Goal I-1 *Purpose of the Future Land Use Element* requires Lake County to provide orderly land use patterns and to

ensure compatibility between densities and intensities of development by providing for land use transitions as appropriate to protect the long-term integrity of both urban and rural areas.

The property located to the south is designated as Urban Low and has an R-4 (Medium Residential District) zoning district. The properties east, west, and north of the subject property are designated as Rural Transition and each property has Agriculture zoning district. The request to change the FLUC from Rural Transition to Urban Low is compatible with the existing land uses and would provide an appropriate transition between each of the properties. The amendment would result in an orderly and logical development pattern, as required by Goal I-1 and Policy I-1.1.3.

The FLU Amendment is consistent with Policy I-7.13.5, *Standards of Review for Amending the Future Land Use Map,* which states that a FLUM amendment resulting in an increase in residential density must be in the most appropriate location with respect to the efficient use of public facilities and services for this increase in density, and with respect to all other policies of this Comprehensive Plan. The subject property is located within the Eustis Joint Planning Agreement (JPA). The City of Eustis has indicated that they are able to provide water and sewer services to the property. The property's location within Clermont's Utility Service Boundary makes the proposal consistent with Policy I-1.1.3 *Direct Orderly, Compact Growth,* which requires the county to direct growth and development to urban areas where public facilities and services are presently in place or planned.

Comprehensive Plan (CP) Policy I-1.3.2, *Urban Low Density Future Land Use Category*, states that the Urban Low FLUC must be located on, or in proximity to, collector or arterial roadways to minimize traffic on local streets and provide convenient access to transit facilities. The subject property is partially fronts Estes Rd at Lake Lincoln Lane. Estes Rd is classified as an Urban Collector, while Lake Lincoln Ln is classified as a Local Rd.

The subject property is part of the Wekiva Study Area, as established by CP Policy I-3.4 *Wekiva Study Area*. Policy I-3.5 *Development Design Standards* states that new development shall protect natural resources, including but not limited to aquifer recharge, karst features, native vegetation, habitat, and wildlife. New development shall also implement conservation design standards as identified in this policy.

The proposed Land Use change would provide a balanced source of residential development alternatives that adequately serve the residential development market in the greater Eustis area. Future economic growth and development is expected in the region in conjunction with State and Regional Transportation improvements that are currently underway and currently developed.

#### – Analysis –

#### LDR Section 14.02.03 (Standards for Review)

# A. Whether the proposed amendment is consistent with all elements of the Comprehensive Plan.

The proposed map amendment is consistent with the Comprehensive Plan as noted in the analysis above. There is an existing development pattern in this immediate area, and the proposed amendment would be logical as the parcels to the south are designated as Urban Low which allows a maximum density of four (4) dwelling units per acre. The property directly to the south also has a zoning designation of R-4 (Medium Residential District). The amendment will result in an orderly and logical development pattern, as required by Goal I-1, and Policy I-1.1.3, *Direct Orderly, Compact Growth*.

Policy I-7.8.1 *Requirements for Planned Unit Developments*, states that the density and intensity of a PUD cannot exceed the density and intensity of the underlying Future Land Use Categories. The applicant is proposing to rezone the property to develop the property at half the density that the proposed FLUC allows.

B. Whether the proposed amendment is in conflict with any applicable provisions of these regulations.

Policy I-1.4.5 *Rural Transition Future Land Use Category*, states that the Rural Transition FLUC is intended to address "edge" conditions where Rural Future Land Use Categories abut Urban Future Land Use Categories. The proposed amendment results in the Urban FLU series directly abutting the Rural Transition FLUC. There are numerous instances on the FLUM where the Urban Low and Rural Transition serving as a buffer.

Policy I-7.13.5 Standards of Review for Amending the Future Land Use Map requires Lake County to ensure that any proposed Future Land Use Map amendment to the Urban Future Land Use Series from the Rural Future Land Use Series is contiguous to existing urban development in the Urban Future Land Use Series so as to discourage urban sprawl. The proposed amendment will result in additional land being added to the Urban Future Land Use series that is contiguous to the existing Urban Future Land Use Series. The intent of this section of the code is to discourage urban sprawl and create a final area of transition between the rural area and existing urban development.

C. Whether, and the extent to which, the proposed amendment is inconsistent with existing and proposed land uses.

The proposed amendment will change the future land use category on the property to Urban Low to allow a residential subdivision to be built. The proposed amendment is consistent with the existing surrounding land uses and Future Land Use Categories. The property located directly south of the subject property is designated as Urban Low Future Land Use Category and has a zoning of R-4 (Medium Residential District).

D. Whether there have been changed conditions that justify an amendment (Furnished by the applicant). Future economic growth and development in the region is expected to increase and continue based upon State and Regional Transportation improvements that are currently under way and being developed. During the last 7 years, only small amounts of new residential lots were added to the existing inventory. That inventory has been essentially diminished and new products should be added to maintain an appropriate balance of available and desirable single family lots.

E. Whether, and the extent to which, the proposed amendment would result in demands on public facilities, and whether, or to the extent to which, the proposed amendment would exceed the capacity of such public facilities, infrastructure and services, including, but not limited to police, roads, sewage facilities, water supply, drainage, solid waste, parks and recreation, schools, and fire and emergency medical facilities. Goal I-1, Purpose of the Future Land Use Element, establishes the goals of the Future Land Use Element, one of which is to provide for the efficient allocation of public facilities and services concurrent with the impacts of development and in compliance with adopted level of services.

# Public Works

Access to the proposed development site is through non county maintained road, Lake Lincoln Rd (dirt road). A Non-Exclusive Easement Deed for road and road related utility and drainage purposes. The Developer shall be required to make improvements to meet county road design standards. Offsite road improvements may be required at the intersection of Estes Rd and Bates Av/Lake Lincoln Rd.

# Transportation

A traffic analysis was not submitted for analysis by the applicant. The project is a large scale amendment that should have included a transportation impact analysis; however, due to the remoteness of the location, the fairly low number of net new trips and available of existing and future capacity in the area according to the MPOs TMS database, a traffic study submitted as part of the rezoning showing the impacts to the surrounding roadway network and intersections, conducted according to the adopted methodology should be sufficient.

# Schools

Based on a review by the Lake County School Board (Exhibit D), there are three schools that service the area, Eustis Elementary School, Eustis Middle School, and Eustis High School. Based on the proposed amendment and the FLU-2016-05-4

projected 5-year capacity status, Eustis Elementary would be over capacity by 11%, while Eustis Middle School and Eustis High School would be 26% and 19%, respectively, under capacity. The School Board of Lake County Florida recognizes that the comprehensive plan amendment will have an adverse impact on the District's level of service as defined in Section 5.2 of the school concurrency inter-local agreement. The applicant is responsible for obtaining school concurrency prior to final plat.

# <u>Parks</u>

Per Policy VII-1.4.3 *Level of Service*, the adopted level of service is four (4) acres of park land (developed or undeveloped) per 1000 people in unincorporated Lake County. There are currently 3,800 acres of park lands in unincorporated Lake County and there are roughly 300,000 people, leaving plenty of capacity for the proposed increase in density.

# Public Safety

The closest Lake County Fire Rescue Station (LCFR Station #27) is located approximately 1.1 miles from the site.

#### Water and Sewer

<u>Water and Sewer:</u> The site is located within the City of Eustis Utility Service Area and the city has indicated that they will provide water and sewer services to the property.

<u>Sewer for parcels designated with the Urban Low Density Future Land Use Category:</u> Policy IX-3./1.1, *Regional Wastewater Service Criteria*, requires development within the Urban Future Land Use Series to be connected to a regional sewer system, defined as a central sewer system with a capacity of 500,000 gallons per day or greater. Policy IX-3.1.2, *Mandatory Sewer Connection*, requires development to connect to public sanitary sewer, when available. When a public sanitary sewer system is not available, the policy requires a new development exceeding a density of one unit per net acre to provide a regional/sub-regional sanitary sewer system. Policy IX-3.1.5, *Provisions of Central Sewer Services Inside of Designated Urban Areas*, also requires connection to central sewer services consistent with the mandatory connection policy, but where connection to a municipal system is not feasible, independent utility providers or public-private partnerships may be considered to provide regional central sewer services on properties designated with a Future Land Use Category within the Urban Future Land Use Series. Prior to development, the development shall meet the requirements listed in the policies noted above.

#### Solid Waste

The County's adopted level of service for solid waste is one (1) day a week garbage pickup and one (1) day a week recycling pickup. The five-year capital improvement schedule for solid waste shows that with existing landfill cells and additional land available and permitted through an FDEP Environmental Resource Permit, there is disposal capacity through 2030.

F. Whether, and the extent to which, the proposed amendment would result in significant impacts on the natural environment.

Any new development will be required to meet all Comprehensive Plan and Land Development Regulations requirements to protect the environment.

- **G.** Whether, and the extent to which, the proposed amendment would affect the property values in the area. Given the property adjacent to the subject property is already designated at Urban Low, coupled with the R-4 zoning, the proposed development will not affect the property values in the area.
- H. Whether, and the extent to which, the proposed amendment would result in an orderly and logical development

# pattern, specifically identifying any negative effects on such pattern.

The proposed amendment is a logical extension of the existing development patterns that are occurring in the area. The subject site is not located in a rural area and is already adjacent to Urban Low and Rural Transition Future Land Use Categories. The property is adjacent to a Lake County Public school site and is in close proximity of the City of Eustis.

I. Whether the proposed amendment would be consistent with or advance the public interest, and is in harmony with the purpose and interest of these regulations.

The amendment is consistent with the interest of the public and these regulations.

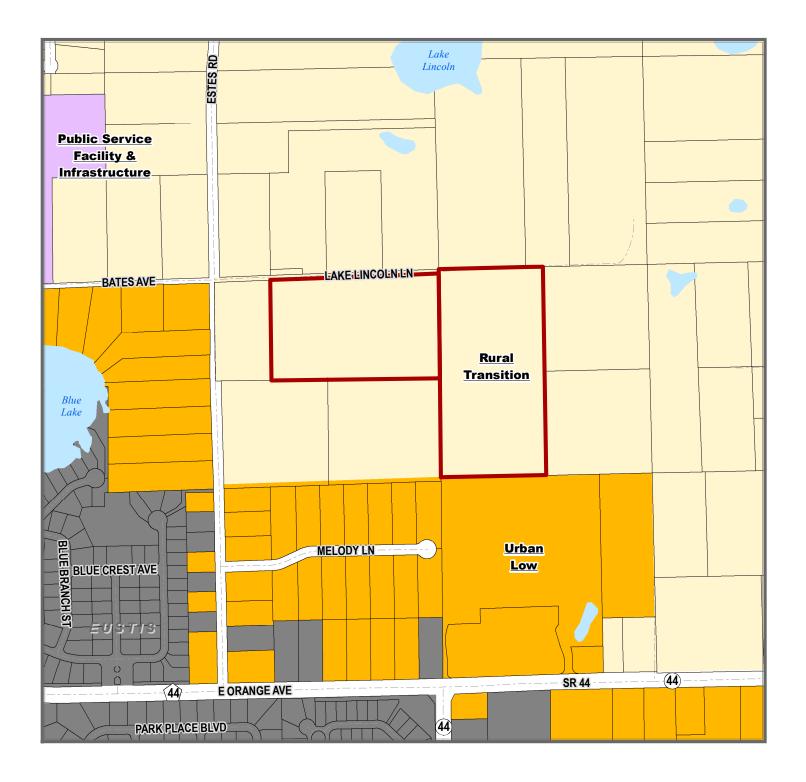
#### FINDINGS OF FACT: Staff has reviewed the application for the proposed rezoning and found:

- 1. The application is consistent with CP Goal I-1, and Policy I-1.1.3, *Direct Orderly, Compact Growth*, which requires an orderly and logical development patter between FLUC; and
- 2. The proposed uses are consistent with Policy I-1.3.2 Urban Low Density Future Land Use Category, which allows residential, residential professional offices, and schools as permitted uses and Light indusial uses as conditional uses; and
- 3. The application is consistent with Policy I-1.3.2 *Urban Low Density Future Land Use Category*, which requires the Urban Low FLUC must be located on, or in proximity to, collector or arterial roadways to minimize traffic on local streets and provide convenient access to transit facilities
- 4. The proposal is consistent with Policy I-7.13.5 *Standards of Review for Amending the Future Land Use Map*, which requires an increase in residential density to be in the most appropriate location with respect to the efficient use of public facilities and services for this increase in density; and
- 5. The proposal is consistent with Policy I-7.8.1 *Requirements for Planned Unit Developments*, which states that the density and intensity of a PUD cannot exceed the density and intensity of the underlying Future Land Use Categories; the applicant is proposing to rezone the property to develop the property at half the density that the proposed FLUC allows; and
- 6. The proposal is consistent with Policy IX-3.1.1, *Regional Wastewater Service Criteria*, which requires development within the Urban Future Land Use Series to be connected to a regional sewer system; and
- 7. The proposal is consistent with Policy IX-3.1.2, *Mandatory Sewer Connection*, which requires development to connect to public sanitary sewer.

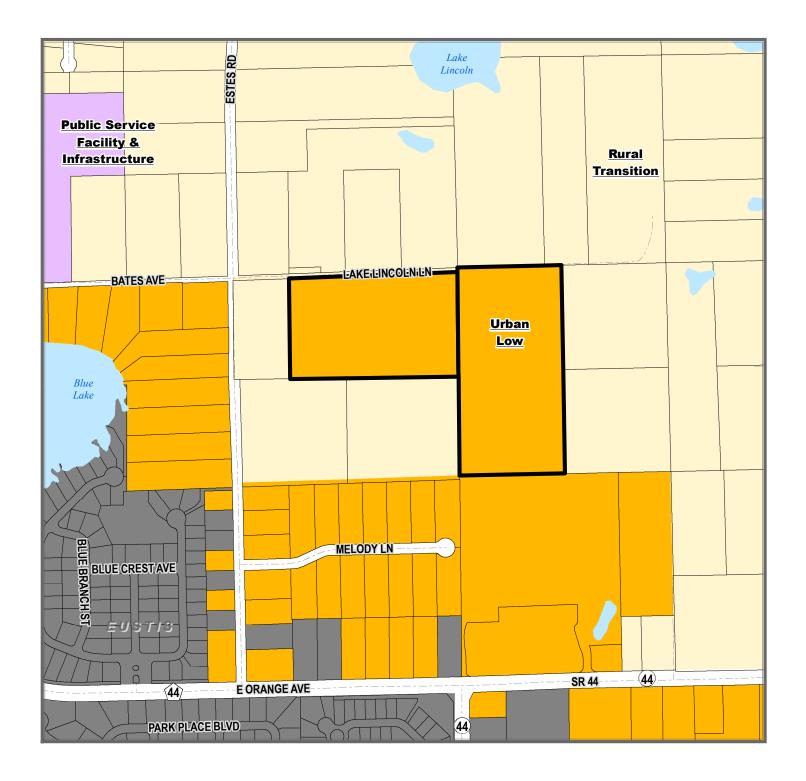
Based on these findings of fact, staff recommends **APPROVAL** of the request to revise the Future Land Use Category on 35+/- acres from Rural Transition FLUC to Urban Low FLUC by amending the 2030 Future Land Use Map.

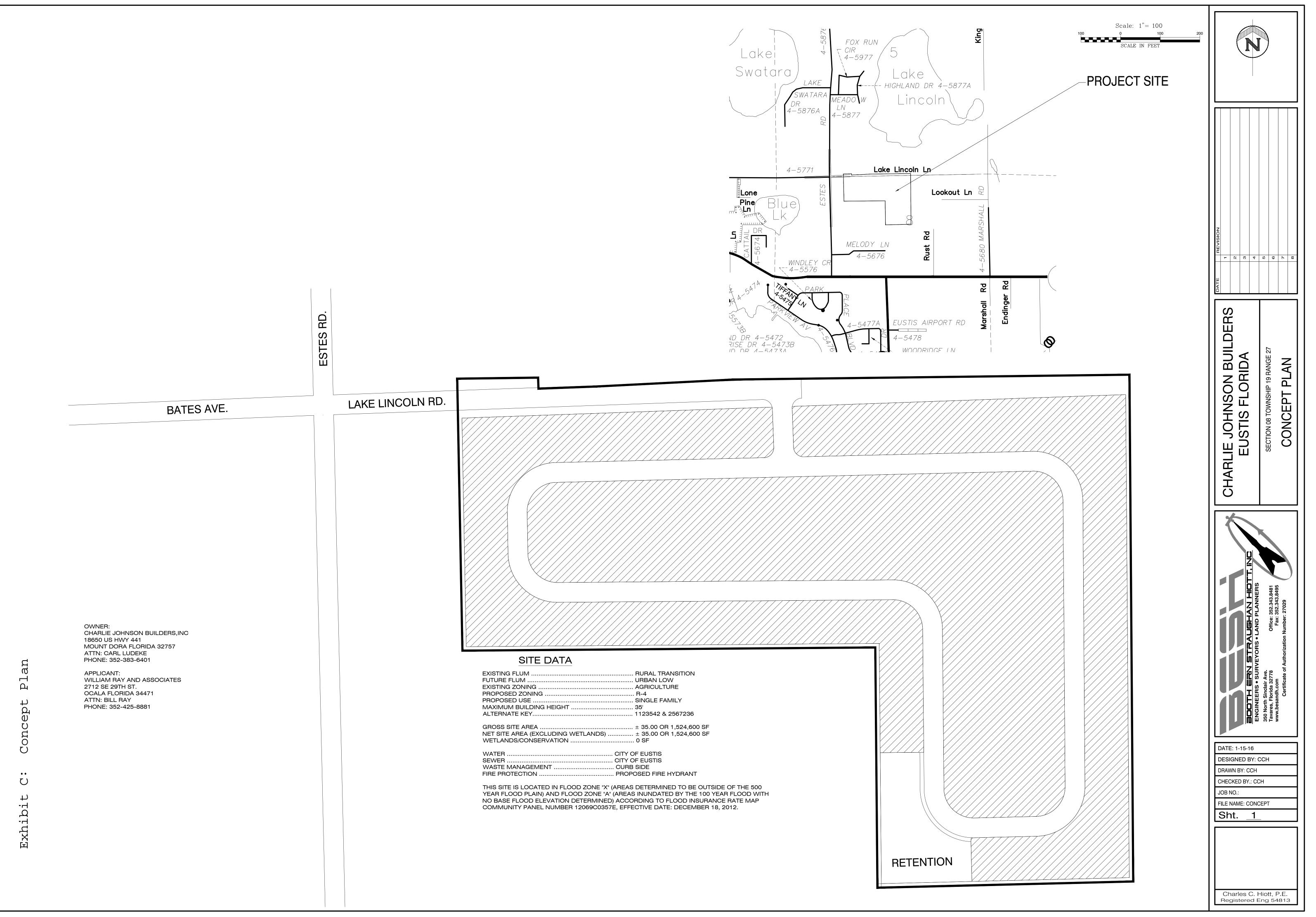
Case Manager: Tim McClendon, Chief Planner

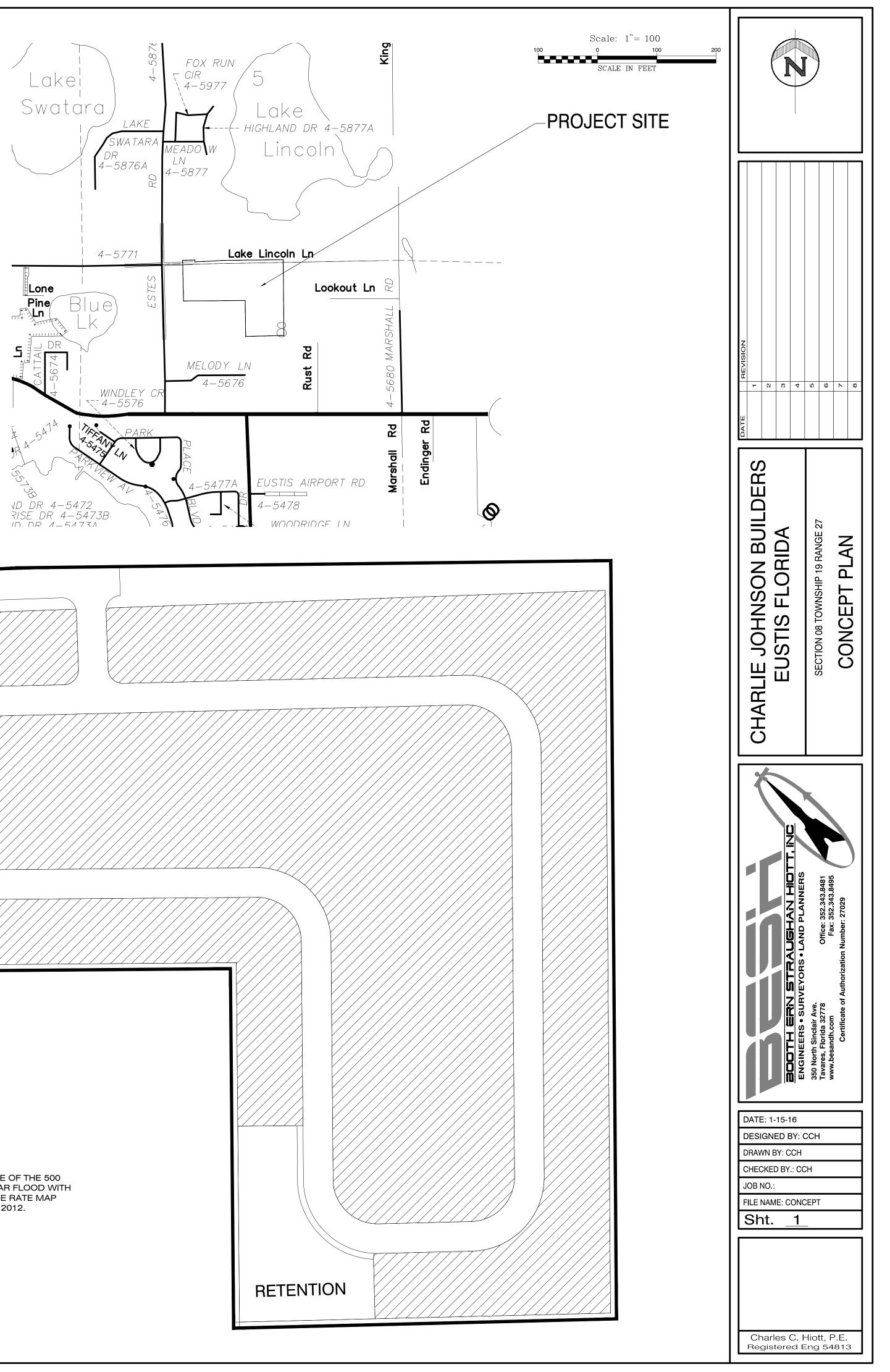
WRITTEN COMMENTS FILED: Supportive: -0- Concern: -0- Opposition: -0-



# Exhibit B: Proposed FLU







SILE DATA	
EXISTING FLUM	
FUTURE FLUM	URBAN LOW
EXISTING ZONING	AGRICULTURE
PROPOSED ZONING	R-4
PROPOSED USE	SINGLE FAMILY
MAXIMUM BUILDING HEIGHT	
ALTERNATE KEY	1123542 & 2567236
GROSS SITE AREA	± 35.00 OR 1,524,600 SF
NET SITE AREA (EXCLUDING WETLANDS) .	
WETLANDS/CONSERVATION	0 SF
WATER	
SEWER	CITY OF EUSTIS



Superintendent: Susan Moxley, Ed.D. School Board Members: District 1 **Bill Mathias** District 2 **Rosanne Brandeburg** District 3 Marc Dodd **District 4 Debbie Stivender** District 5 Stephanie Luke

Leading our Students to Success

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March 7, 2016

Mr. Chris Schmidt, Planning Manager Division of Planning and Community Design **Growth Management Department** Lake County Post Office Box 7800 Tavares, Florida 32778-7800

RE: Bates Property/Charlie Johnson Builders Comprehensive Plan Amendment and Rezoning (Project #2016010001, AR #2863, RZ #16-7-4)

Dear Mr. Schmidt:

The County is currently reviewing a Comprehensive Plan Amendment from Rural Transition to Urban Low and a rezoning request from Agriculture to R-4 for +/- 35 acres.

As the School Board of Lake County's authorized representative, I am forwarding the School Board's comments to your attention so they can be included with your planning report. The School Board of Lake County Florida recognizes that the zoning change will have an adverse impact on the District's level of service as defined in Section 5.2 of the school concurrency interlocal agreement. The following School Board comments reflect projected enrollment data from the District's Five-Year Plan, FY 2016-2020, and student generation rates from the Impact Fee Study.

The proposed zoning change has the potential to add a maximum of 139 new dwelling units that will contribute 22 new students to the Lake County School system. Based on current school attendance zones, schools that will be adversely affected by the proposed zoning change and their projected five-year capacity status are as follows:

- Eustis Elementary School
- Eustis Middle School

Eustis High School

**11%** Over Capacity 26% Under Capacity 19% Under Capacity

Please see the attached District Growth Impact Report, which indicates the potential impact of the proposed zoning change on the public schools which currently serve the area under consideration. Should you have any questions or need additional information please contact me at (352)253-6694.

Sincerely,

Kelly C. Randall

Kelly Randall, AICP, Senior Planner Growth Planning Department

Enclosure

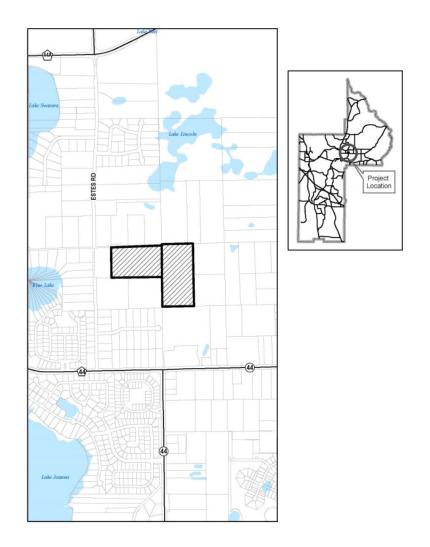
REVIEWING AUTHORITY NAME / CASE NUMBER				Community De lers Project #20		#2863 RZ #16
ITEM DESCRIPTION	The applicant is proposing a Future Land Use amendment from Lake County Rural Transition to Urban Low Density. In addition, a rezoning is requested from Agriculture to R-4 (4 DU/acre) for a total allowable of 139 single-family dwelling units.					
LOCATION		Section8; Township 19; Ranges 27 Located north of Bates Road and east of Eustis Middle School				
CURRENT LAND USE	Lake County	Lake County Rural Transition (1 dwelling unit/1 acre)				
PROPOSED LAND USE	Lake County	Urban Low De	ensity (4 DU/1	acre)		
CURRENT ZONING PROPOSED ZONING	Lake County Agriculture Lake County R-4 (4 DU/acre)					
	SF-DU	MF-DU	Mobile	SF Impacts		
NEW DU IMPACT STUDENT GENERATION Elementary School Middle School High School	0.328 0.152 0.074 0.102	0.283 0.143 0.063 0.077	0.206 0.097 0.047 0.062	<b>139</b> 22 21 10 14	DUs	
SCHOOL NAME	Projected Enrollment 2020-2021*	Concurrency Student Capacity*	Projected Five-Year Capacity %	Student Enrollment w/ Impact	% of Conc. Capacity w/ Impact	Planned Capacity On Site
Eustis Elementary Eustis Middle Eustis High	557 978 1,288	519 1,327 1,615	107% 74% 80% -Year Plan, Fiscal	578 988 1,302	111% 74% 81%	No No
CSA 4	Student Enrollment 2020-2021*	Concurrency Student Capacity*	% of Concurrency Capacity			
Elementary School Middle School High School	1,185 978 1,288	1,529 1,327 1,615 hool District Five	78% 74% 80%			
COMMENTS:	amendment defined in Se School Concu development of the school co analysis) is no regulations, in	will not have ction 5.2 of th irrency became orders, including ncurrency proof t intended to be	an adverse in e school conc e effective in a g but not limited ess. This Gro an approval of chool concurrer	da recognizes the mpact on the D urrency interloca Lake County on d to, site plans ar owth Impact Reports or an exemption and requirements	istrict's level of al agreement. June 1, 2008. Ind subdivisions a port (adequate port from, any school	f service as Subsequent are subject to ublic facilities I concurrency

1 2 3 4 5	TRANSMITTAL ONLY ORDINANCE 2016–XX FLU-2016-05-4 Bates Property
6 7 8 9 10 11 12 13	AN ORDINANCE OF THE BOARD OF COUNTY COMMISSIONERS OF LAKE COUNTY, FLORIDA, AMENDING THE LAKE COUNTY 2030 COMPREHENSIVE PLAN; AMENDING THE FUTURE LAND USE MAP FROM RURAL TRANSITION FUTURE LAND USE CATEGORY TO URBAN LOW DENSITY FUTURE LAND USE CATEGORY FOR PROPERTY LOCATED ON THE SOUTH SIDE OF LAKE LINCOLN LN, EAST OF ESTES RD, DESCRIBED WITH ALTERNATE KEY NUMBERS 2567236 AND 1123542, AS SHOWN IN EXHIBIT A; PROVIDING FOR PUBLICATION AS REQUIRED BY SECTION 163.3184(11), FLORIDA STATUTES; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.
14	WHEREAS, Chapter 163, Florida Statutes, Part II, governs growth policy, county and municipal
15	planning, and land development regulation in the State of Florida; and
16	WHEREAS, Chapter 125, Florida Statutes, Section 125.01(1)(g), authorizes the Board of County
17	Commissioners of Lake County to "Prepare and enforce comprehensive plans for the development of the
18	county"; and
19	WHEREAS, pursuant to Chapters 163 and 125, Florida Statutes, on the 25th day of May, 2010, the
20	Board of County Commissioners enacted Ordinance No. 2010-25, adopting the Lake County 2030
21	Comprehensive Plan; and
22	WHEREAS, on the 23 <sup>rd</sup> day of July, 2010, the State of Florida Department of Community Affairs,
23	now known as the Community Planning and Development Division of the Florida Department of Economic
24	Opportunity, published a Notice of Intent finding the Lake County 2030 Comprehensive Plan Amendment
25	"In Compliance" with Chapter 163, Florida Statutes; and
26	WHEREAS, on the 22 <sup>nd</sup> day of September, 2011, the Lake County 2030 Comprehensive Plan
27	became effective; and
28	WHEREAS, Section 163.3184, Florida Statutes, sets forth the process for adoption of
29	Comprehensive Plan Amendments; and
30	WHEREAS, on the 30 <sup>th</sup> day of March, 2016, this Ordinance was heard at a public hearing before
31	the Lake County Planning & Zoning Board in its capacity as the Local Planning Agency; and
32	WHEREAS, on the 19th day of April, 2016, this Ordinance was heard at a public hearing before the
33	Lake County Board of County Commissioners; and
34	

Page 1 of 3

1 2	WHEREAS, it serves the health, safety and general welfare of the residents of Lake County to adopt the amendment to the Lake County Comprehensive Plan Future Land Use Map;				
3 4	<b>NOW THEREFORE, BE IT ORDAINED</b> by the Board of County Commissioners of Lake County, Florida, that:				
5 6 7 8 9 0 1 2 3 4 5	<ul> <li>Section 1. Comprehensive Plan Future Land Use Map Amendment. The 2030 Future Land Use Map is hereby amended to change the Future Land Use Category from Rural Transition to Urban Low Density on property pictured and described in Exhibit A.</li> <li>Section 2. Advertisement. This Ordinance was advertised pursuant to Chapter 163, Florida Statutes Section 163.3184(11).</li> <li>Section 3. Severability. If any section, sentence, clause, or phrase of this Ordinance is held to be invalid or unconstitutional by any court of competent jurisdiction, then said holding shall in no way affect the validity of the remaining portions of this Ordinance.</li> </ul>				
6 7 8	<u>Section 4. Effective Date</u> . The effective date of this plan amendment, if the amendment is not timely challenged, shall be 31 days after the state land planning agency notifies the local government that the plan amendment package is complete.				
9					
0 1 2 3 4	ENACTED thisday of, 2016. FILED with the Secretary of State, 2016.				
5 6 7 8 9	BOARD OF COUNTY COMMISSIONERS LAKE COUNTY, FLORIDA				
0 1 2 3	ATTEST:				
4 5 6 7	Neil Kelly, Clerk of the Board of County Commissioners, Lake County, Florida				
8 9 0	Approved as to form and legality:				
1 2	Melanie Marsh, County Attorney				

EXHIBIT A FLU-2016-05-4



The Northeast ¼ of the Northeast ¼ of the Northwest ¼ and the East ½ of the Northwest ¼ of the Northeast ¼ of the Northwest ¼ and the North 30 feet of the West ½ of the Northwest ¼ of the Northeast ¼ of the Northwest 1/4, all in Section 8, Township 19 South, Range 27 East, in Lake County, FL; and

The West ½ of the Northwest ¼ of the Northeast ¼ of Section 8, Township 19 South, Range 27 East, in Lake County, FL