

**LAKE COUNTY PLANNING AND COMMUNITY DESIGN ANALYSIS  
COMPREHENSIVE PLAN AMENDMENT**

<b>PLANNING AND ZONING BOARD</b>	 <b>LAKE COUNTY</b> <small>FLORIDA</small>	<b>BOARD OF COUNTY COMMISSIONERS</b>
Transmittal November 30, 2013		Transmittal November 19, 2013

<b>LPA #13/8-2T</b> Economic Development Overlay District Text Amendment	<b>Case Manager:</b> Steve K. Greene, AICP Chief Planner	<b>Agenda Item</b> # 4
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- Item -

**Type:** Comprehensive Plan Text Amendment – BOCC initiated

**Creation or  
Revision:** Creation

**Description:** Establish an Economic Development Overlay District for incorporation into the Future Land Use Element of the 2030 Lake County Comprehensive Plan consisting of economic objectives, implementation policies and an overlay district map. The establishment of this overlay is pursuant to Chapter 163.3177 Florida Statutes (F.S.).

- Summary of Staff Recommendation -

<p><b>Staff Recommendation:</b> <b>APPROVAL</b> to create an Economic Development Overlay District, to include economic objectives, implementation policies and map into the Economic Element of the 2030 Lake County Comprehensive Plan.</p> <p><b>Planning and Zoning Board Recommendation:</b></p>
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- Summary –

**Analysis:** This proposed amendment seeks to create an Economic Development Overlay District as a land use protocol to encourage economic development projects within existing future land use categories without having to undergo a future land use amendment. This Comprehensive Plan (Comp Plan) amendment is requested pursuant to Florida Statute 403.973, Expedited Permitting (Attachment 1) to encourage and facilitate the location and expansion of those economic development projects that offer job creation and high wages, which strengthen and diversity the state's economy through an expedited permitting process and comprehensive plan amendment process.

The proposed Economic Development Overlay District will include establishing policy provisions to allow industrial, manufacturing, and office uses by rezoning the property if certain conditions are met. Prospective properties must be entirely within the Economic Development Overlay District; have access to an arterial or collector road or rail access; connection to central water and sewer (public or private), infrastructure concurrent with development impacts; not exceed a floor area ratio (FAR) of 0.35 and not exceed the impervious surface ratio (ISR) of 0.50, unless the underlying Future Land Use Category (FLUC) allows a greater FAR and ISR. The proposed overlay will be applicable to the Urban, Rural, Office, Commercial, Industrial, future land use areas. The Conservation Future Land Use Category, Green Swamp Area of Critical State Concern and the Wekiva Protection Area future land use series will not be included in the overlay district. In addition, the proposed Wellness Way Sector Plan area will not be included. The proposed Economic Development District Overlay is consistent with and furthers Goal IV-1 of the Economic Element.

**- Standards for Review -**

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

The intent of the proposed Economic Development Overlay District is to create a land use tool to encourage economic growth and redevelopment in Lake County pursuant to the goals, objectives and policies of the Comp Plan Economic Element. This element emphasizes the need to meet the demands of population growth for additional infrastructure by increasing the commercial tax base to fund the necessary improvements to serve the growing population.

The proposed Economic Development Overlay District is consistent with Objective IV-1.2, as it will identify areas for targeted industry relocation in Lake County. Implementation of the Economic Development Overlay District will facilitate economic development opportunities within selected future land use categories. It will foster an economic development system that will be market driven rather than directed by land use. Consistent with Objective IV-2.4 (Target Industry Sectors), the proposed overlay will create greater development and redevelopment opportunities in unincorporated Lake County. This objective seeks to increase employment opportunities and diversify the tax base by encouraging target industries such as Agri-Tech, Arts, Recreation and Leisure, Business Services, Health/Wellness, Clean Tech, Manufacturing and Warehouse/Distribution. The creation of the overlay is consistent with Policy IV-2.4.1 in that it facilitates the County's ability to increase the awareness among site selectors of targeted industries and to the Metro Orlando Economic Development Council of Lake County's desire to increase economic development within the County.

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

The proposed amendment to create an Economic Development Overlay District is not in conflict with the Comp Plan.

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

The proposed amendment is consistent with the existing and proposed land uses because the underlying Urban, Rural, Office, Commercial, Industrial future land uses allow some degree of non-residential uses. The statutory criteria for expedited permitting require new development situated with the overlay district to have direct access to arterial or collector roads or to railway. The new development must create at least 100 jobs and meet the Department of Economic Opportunity criteria of producing a positive impact on the area economy, employment and existing wages.

Economic development on a scale of 100 employees demands accessibility to transportation system to handle large traffic movement. Utilizing existing transportation and rail systems ensure a degree of land use compatibility as these land areas surrounding existing systems exhibit some level of urban development intensity.

Establishing the overlay will expedite the development process by reducing the need for a future land use map amendment to accommodate future economic growth and development. The land use amendment process typically takes six (6) months to complete. This includes conducting two transmittal public hearings and one adoption public hearing. Speed to market factors are considerations site developers use to guide locational site decisions to achieve

competitive advantages for new business opportunities. A prospective property would only have to undergo ninety-day rezoning public hearing process by establishing the overlay district.

The proposed overlay will encourage more commercial and industrial mixed-used development rezoning pursuant to Land Development Regulations (LDR) Chapter 4.03.03 for Planned Unit Development (PUD). This LDR section seeks to promote functional compatibility between land uses and the efficient provision of infrastructure to serve the land use needs. In addition to PUD zoning, an Economic Element policy is proposed to require a public facility impact and land use compatibility assessments through the planned district (PUD, CP, & MP) rezoning public hearing process. This will ensure proper and appropriate development impact mitigation and secure economic and coordinated land use.

**D. Whether there have been changed conditions that justify an amendment.**

The Economic Development Element of the 2030 Comp Plan predicates the need for a land development tool to encourage economic diversity and development in the County. The Comp Plan data and analysis indicates that commercial and service development acreage in Lake County pales in comparison to residential acreage as will be explained further below. The data and analysis indicates an imbalance in the residential to commercial/industrial acreage needed to foster a sustainable community. Proportional analysis demonstrates the residential to commercial/industrial acreage imbalance by applying the base rate of 60.387 non-residential acres per 1,000 residents (Table 136 Public, Commercial, and Industrial Current and Projected Land Use Needs).

Thirty-seven percent (37%) or 135,470 unincorporated residents of the projected 359,750 countywide residents for Year 2015 will demand approximately 8,180 non-residential acres. The proposed Economic Development Overlay District currently shows only 4,221 non-residential unincorporated acres (Attachment 2). In applying the base rate above, 4,221 non-residential acres, equate to supporting only 69,899 unincorporated residents. When comparing the proportional amount of non-residential acreage (8,180) needed by Year 2015 to the current amount of 4,221 non-residential acres, the County's non-residential acreage is lagging behind the Year 2015 projection by 51%.

Additionally, housing became the major industry in most central Florida counties with the decline of the citrus industry in the 1980's. The recent economic downturn caused by the national housing collapse creates the need for a more diversified economy to sustain the needs of Lake County's projected population growth. This is evidenced in the decreased number of building permits issued in June 2007 compared to the number issued in Year 2012. Building permit data shows that Lake County experienced the economic downturn around June 2007. At that time, the Lake County Building Department issued 10,971 building permits. One year later in Year 2008, there were 7,280 building permits issued. In Year 2009, there were 5,522 building permits issued. In fiscal Year 2012 (December), only 5,532 building permits were issued, which represents a 50% decline in building permits compared to June 2007. The needs of the 2015-projected population may not be met without a substantial increase in building permit activity.

Typically, non-residential permit activity increases commercial tax revenues. Commercial permit activity is tied to residential development demands as the housing industry supplanted the citrus industry in central Florida. Based on the planning premise that commercial activity lags behind the needs of residential development, the decline in the number of permits between 2007 and 2012 negatively affected Lake County's tax revenue stream. Diversified economies within the state have been able to withstand the economic downturn as evidenced by various news reports on the state of the national and local economy. A more diversified economy may have resulted in less governmental budgetary cuts to offset the fall in tax revenues.

- 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.**

#### **Transportation**

An analysis of the existing road network throughout the County is being conducted to demonstrate the level impact that could be caused by establishing an Economic Development Overlay District. However, any increase in development intensity will require mitigation to the transportation (road) network pursuant to Capital Improvements Policy II-1.1.3. This policy requires public facilities and services to be provided concurrent with development impacts. Implementation of the Economic Development Overlay District will require coordination with the Florida Department of Transportation (FDOT) and the Lake-Sumter Metropolitan Planning Organization as part of the development review and approval process. Since most of the effected arterial roads are state jurisdictional or county roads, input and coordination by these agencies is essential to approve any targeted industry project. Additionally, Economic Element policy language is proposed to require planned zoning districts for targeted industry projects to allow for the creation of development order conditions through the public hearing process. Approval of these conditions by the Board of County Commission will require a demonstration of transportation concurrency with development impacts via the site plan review and development process.

#### **Utilities**

The criteria proposed to establish the Economic Development Overlay District would require connections to public or private central water and sewer. This requirement is consistent with Comp Plan Public Facilities Element Policies IX-2.2.3 and IX-3.1.2. The proposed policy to require planned zoning districts for targeted industry economic development will facilitate the creation of development conditions for approval by the Board of County Commission. Such conditions will require a demonstration of public facility availability concurrent with development impacts during the site development approval process.

#### **Solid Waste**

The Lake County Landfill will continue to provide solid waste services to Lake County business community. Proposed policy will require planned zoning districts for targeted industry projects to allow creation of development conditions by ordinance to be approved by the Board of County Commission. This will assure the availability of solid waste services to meet the demands of the project.

#### **Schools**

Schools of Lake County School System will not be affected by the proposed overlay district, as it is limited to non-residential impacts only.

#### **Fire Facilities**

Fire Services will be assured with the implementation of the inter-local/first responder agreement that the County has with its municipalities. Additionally, the provision of emergency services will be assured through the site plan development process.

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

The establishment of the proposed overlay anticipates no adverse impacts on natural resources. The goals and objectives of Comprehensive Plan Conservation Element demands preservation and protection of all natural resources. An environmental assessment will be required for all development applications to identify areas needing protection and avoidance. The Economic Development Overlay District will not include areas designated as Conservation, Green Swamp Area of Critical State Concern, Wekiva River Protection Area and Study Area, the proposed Wellness Way Sector Planning Area, or municipalities.

**G. Whether, and the extent to which, the proposed amendment would affect the property values in the area.**

Property valuation analysis was not conducted in the development of the overlay. However, positive impacts can be expected, as the overlay will increase development opportunities of land areas to their highest and best use.

**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 overlay is targeted to areas within the Urban, Rural, Office, Commercial, and Industrial Future Land Use Categories. These land use categories allow some level of non-residential uses with a rezoning or conditional use permit. Economic Development Element policy is proposed to require assessment of development impacts is extensively reviewed as part of the rezoning and site development review process to ensure compatibility prior to development approval.

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

The proposed amendment is consistent with the interest of the public and these regulations by encouraging economic development opportunities within areas identified by the economic development overlay.

**– Conclusions –**

The proposed amendment recommended above will enhance economic development opportunities throughout Lake County. Establishing the Economic Development Overlay District will facilitate achievement of a greater residential to non-residential land use balance that will produce a more sustainable community and better economy Lake County residents and businesses.

**– Staff Recommendation –**

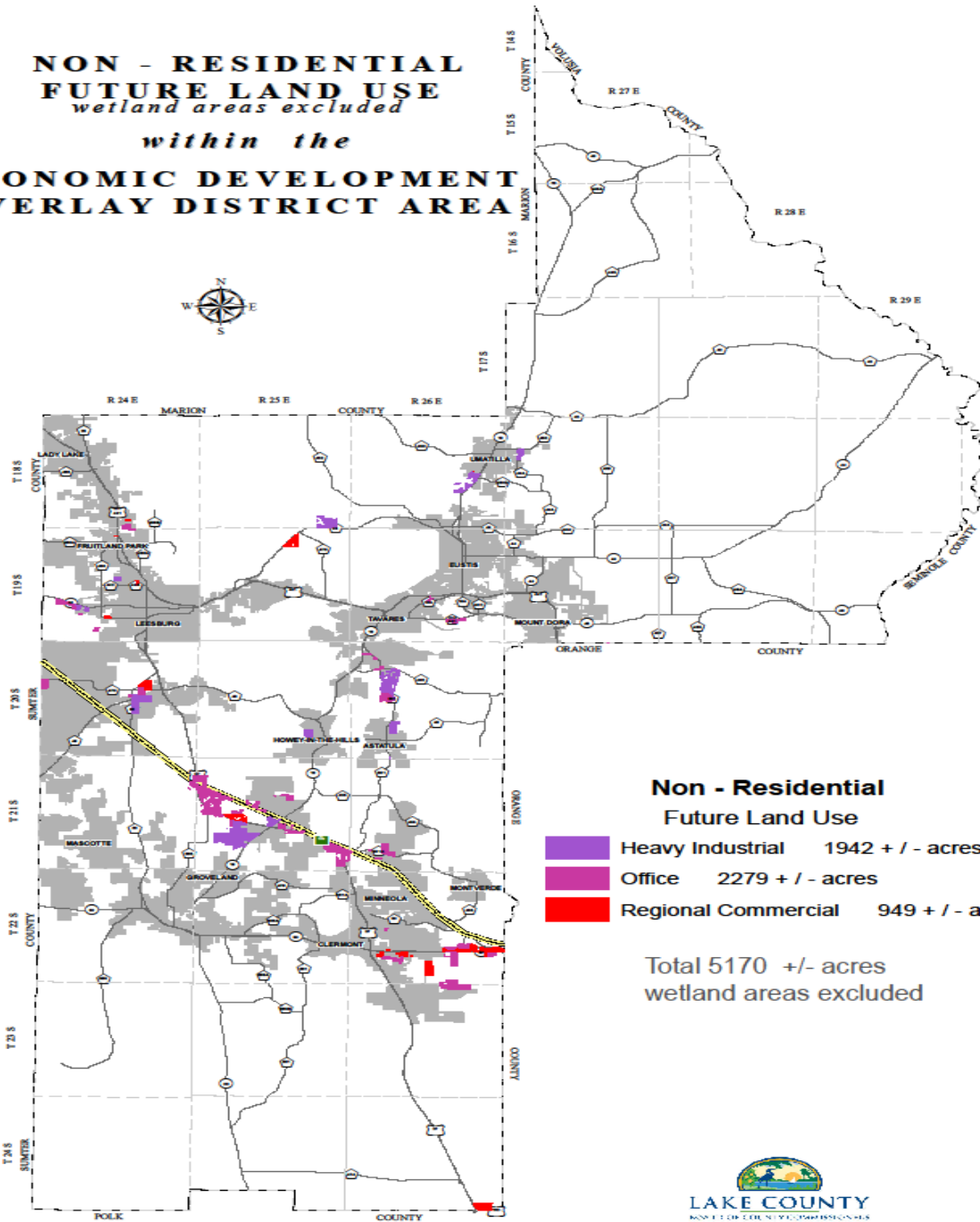
**APPROVAL** of the proposed Economic Development Overlay District.

**Planning & Zoning Board Recommendation:**




ATTACHMENT 2

LAKE COUNTY FLORIDA

**NON - RESIDENTIAL  
FUTURE LAND USE**  
*wetland areas excluded*  
*within the*  
**ECONOMIC DEVELOPMENT  
OVERLAY DISTRICT AREA**



**Non - Residential  
Future Land Use**

	Heavy Industrial	1942 +/- acres
	Office	2279 +/- acres
	Regional Commercial	949 +/- acres

Total 5170 +/- acres  
wetland areas excluded



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