LAKE COUNTY
FLORIDA

# Lake County Comprehensive Plan

# Evaluation & Appraisal Report

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# TABLE OF CONTENTS

Executive Summary..... iii
Public Participation [163.3191(2)(j)]..... 1
Introduction..... 1
A brief profile of the County and statement of the purpose of the EAR..... 1
Community-wide Assessment..... 2
Population growth & changes in land area [163.3191(2)(a)]..... 2
The extent of vacant & developable land [163.3191(2)(b)]..... 7
Location of development in relation to anticipated location [163.3191(2)(d)]..... 8
Financial feasibility of providing needed infrastructure [163.3191(2)(c)]..... 9
Relevant changes in growth management laws [163.3191(2)(f)]..... 10
Successes & shortcomings related to each element of the plan [163.3191(2)(h)& (i)]..... 10
*Future Land Use Element*..... 10
*Transportation Element*..... 11
*Traffic Circulation Element*..... 11
*Mass Transit Element*..... 12
*Aviation and Rails Element*..... 12
Aviation Facilities..... 12
Rail Facilities..... 13
*Housing Element*..... 13
*Public Facilities Element*..... 13
*Conservation Element*..... 14
*Recreation Element*..... 15
*Intergovernmental Coordination Element*..... 16
*Capital Improvements Element*..... 16
*Concurrency Management Element*..... 17
*Economic Element*..... 17
Evaluation of Major Issues [163.3191(2)(e)]..... 18
Protection of Environmentally Sensitive Areas..... 18
Green Swamp Area of Critical State Concern..... 22
Wekiva River Protection Area and Wekiva Study Area..... 25
Annexation..... 29
Lake County EAR Special Topics..... 32
School Planning [163.3191(2)(k)]. ..... 32
Water Supply Planning [163.3191(2)(l)]..... 33
Coastal High-Hazard Area [163.3191(2)(m)]..... 35
Compatibility With Military Installations [163.3191(2)(n)]..... 35
Concurrency Exception Areas, Concurrency Management Areas, and Multimodal Transportation Districts [163.3191(2)(o)]..... 36
Need for Coordinated Transportation Concurrency Management [163.3191(2)(p)]..... 36
Conclusion..... 37
Appendix A..... 38

## LIST OF TABLES

Table 1: Population Projections..... 4
Table 2: Population density of Lake & Surrounding Counties..... 5
Table 3: Historical Population Growth by Municipality, 2000 - 2007..... 5
Table 4: Annexation Activity in Lake County: Acres Annexed 2001 through July 2008... 6
Table 5: Vacant Land Uses in Lake County..... 7
Table 6: Green Swamp Area of Critical State Concern Permits, 2003 - 2008..... 24

## LIST OF FIGURES

Figure 1: Lake County..... 1
Figure 2: Population Growth in Lake County & Florida..... 4
Figure 3: Florida Central Railroad Lines..... 13
Figure 4: Location of the Green Swamp..... 23
Figure 5: Wekiva River Protection Area Map..... 26

# Executive Summary

The State of Florida's local government comprehensive planning law, Chapter 163, Part 2, Florida Statutes (F.S), requires that all counties and municipalities throughout Florida maintain long-range comprehensive planning programs. The purpose of comprehensive planning is to monitor and evaluate numerous community characteristics relating to development, provisions of services, environmental protection, and other governmental activities. Planning should be a continuous and ongoing process, thus, as part of this process, local governments are required periodically to prepare Evaluation and Appraisal Reports (EARs) addressing implementation of their plans. The preparation of this EAR represents the first step in adopting a new comprehensive plan for Lake County, ***Planning Horizon 2025***.

The purpose of the EAR is to provide a summary analysis of the successes and failures of the Plan, to identify major issues of concern, and to identify proposed changes to amend and update the Plan. The County's Plan was evaluated through the collaboration of county staff, state agencies, other units of government, and the general public. The EAR functions as an audit of the successes and shortcomings of the plan and provides an opportunity to identify needed amendments. Amendments may include changes to update the plan to reflect changed local circumstances and changes in state law, as well as changes in the goals of the local community. Local governments are also required to address school planning, land use and water supply planning, and the financial feasibility of the Plan.

The EAR briefly evaluates each element of the Plan, identifies the major issues, looks at how the current Plan addresses those issues, and provides recommendations. The EAR identified an overall issue with three related sub-issues. The primary issue addressed is protection of environmentally sensitive areas, with the Wekiva River Protection and Study areas and the Green Swamp Area of Critical State Concern being the primary areas of concern. A somewhat related issue is that of municipal annexations and helping to ensure compatibility of development in annexed areas with County rural and transitioning area standards.

Many other issues were identified during the evaluation process, some of which are new and some of which already are being addressed in existing policies and programs. It was that process that led to the development of ***Planning Horizon 2025***. The issues of primary concern to the community all deal with accommodating growth in some form or manner. As growth occurs, conflicts between adjacent land uses become more frequent, demands upon roads and other infrastructure increase, and the visual degradation of the community indicates a potentially declining quality of life. ***Planning Horizon 2025*** addresses those concerns and will result in improved development through such mechanisms as better site and building designs, encouragement of mixed-use and other innovative development types to create desirable places, more effective wetland and habitat protection, more emphasis on protecting and improving water quality, and more and better intergovernmental coordination.

## **Public Participation** [163.3191(2)(j)]

Much of the recent public participation efforts for comprehensive planning in Lake County have been focused on crafting *Planning Horizon 2025.* In 2003-04, the County engaged in some 28 visioning workshops. As the process moved forward, it was realized that most of the public input was geared toward creating an entirely new comprehensive plan, therefore, most of the subsequent effort was focused on its drafting. As of August 1, 2008, there have been more than seventy-five (75) EAR and *Planning Horizon 2025* meetings which have provided a forum for discussion and input about the goals and future of Lake County. It is anticipated that additional public workshops and meetings will be held prior to transmittal of the EAR-based amendments to the Lake County Comprehensive Plan.

The Local Planning Agency (LPA) held a public workshop and transmittal hearing for this EAR at its regular meetings on Thursday, *August 28, 2008 and September 8, 2008*. The Lake County Board of County Commissioners held a public workshop and transmittal hearing at its regular meeting on Tuesday, *September 23, 2008*.

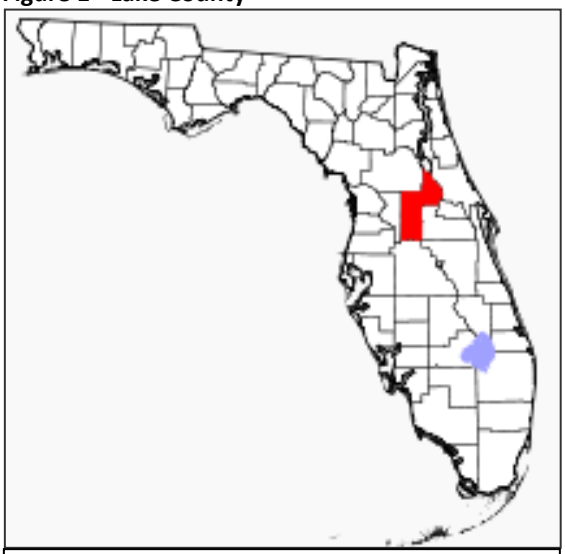
Pursuant to Florida Statutes 163.3191, the Lake County EAR will present an evaluation and assessment of the Comprehensive Plan related to the following topics: protection of environmentally sensitive areas, the Wekiva River Protection and Study areas, the Green Swamp Area of Critical State Concern, and annexation.

## Introduction

**A brief profile of the County and statement of the purpose of the EAR**.

Lake County is inland and bordered by seven (7) counties: Volusia, Orange, Seminole, Osceola, Polk, Sumter, and Marion. Lake County has more than 1,400 named lakes and has approximately 953 square miles (609,920 acres) of upland and 203 square miles (129,920 acres) of water.

**Figure 1 - Lake County**



Source: http://en.wikipedia.org/wiki/Lake_County,_Florida
Prepared by: Lake County Planning & Community Design

Florida has emerged as one of the most desirable places to live and work in the United States, and Lake County seeks to be a desirable place to live and work in Florida. Central Florida is one of the most popular tourist destinations in the world and fastest growing areas in the country. Lake County faces unique challenges and opportunities to protect its natural assets while maintaining the vitality of its urban and rural areas. Lake County recently went through the process of drafting a new comprehensive plan designed to guide growth and development, protect natural

resources, and ensure the provision of infrastructure and services to maintain a high quality of life through the year 2025 known as *Planning Horizon 2025*.

Lake County's goals include:

- Preserve and protect natural resources and rural areas;
- Diversify the economy;
- Expand technical and agricultural industries;
- Maintain and protect a high quality of life;
- Connect higher density urban centers with multi-modal transportation corridors.

Florida Statutes mandate counties and municipalities to maintain a long-range, comprehensive planning program that is continuous and ongoing. To this end, each local government is required under Chapter 163, Part 2, F.S. to evaluate its comprehensive plan through an Evaluation and Appraisal Report (EAR). The EAR provides an opportunity to evaluate the existing comprehensive plan as well as to identify emerging issues, changes in state law, and current goals of the local community. Following a Florida Department of Community Affairs (DCA) review and determination of "Sufficiency," the County is required to adopt the EAR and move to the EAR based amendment process to update the Comprehensive Plan. The purpose of the EAR is to review the existing comprehensive plan and be able to move forward with the adoption and implementation of *Planning Horizon 2025* which is designed to address the deficiencies of the existing plan.

## Community-wide Assessment

**Population growth & changes in land area** [163.3191(2)(a)]**.**

There has been significant population growth in Lake County. In 2000, the population was 210,528 according to the Census, and the Office of Economic and Demographic Research of the Florida Legislature estimated 2007 population to be 286,499[1]. This 36 % growth in seven (7) years made Lake County the third fastest growing county in Florida, and twenty-third fastest growing county in the United States but has slowed in recent years.[2] Major natural features of the county include the Harris Chain of Lakes, the Clermont Chain of Lakes, Emeralda Marsh, the St. Johns and Wekiva River Systems, Ocala National Forest, the Green Swamp Area of Critical State Concern and the Wekiva-Ocala Greenway with its associated lands and waters. There are ten (10) cities and four (4) towns in Lake County with the largest population being within Clermont which is estimated to have 22,882 residents.

Lake County has some characteristics of urban areas, and some characteristics of rural areas. One way to classify counties, the Index of Relative Rurality[3] classifies Lake County as the least urban of urban counties but too urban to be considered rural. This is important because Lake

[1] http:// edr.state.fl.us/county%20profiles/lake.pdf
[2] http:// www.census.gov.
[3] http://www.incontext.indiana.edu/2007/january/2.html

County needs to determine how to best use its land to maximize the urban potential where appropriate, but protecting many of the rural qualities in other parts of the County.

One trend that seems to be occurring is that while more than half of Lake County's population lives in unincorporated areas, the percentage of population in the municipalities is increasing. In 2000, 57% of Lake County's population was in the unincorporated areas. However in 2007, only 54% of Lake County's population was in the unincorporated areas. Significant annexation of rural undeveloped land has occurred from January 2005 through July 2008. This represents a 159% increase in the area of land annexed by municipalities during the previous four years. These are indications that Lake County needs to focus more on protecting rural qualities of life and the urban/rural interface. Population growth increases the importance of fostering a sense of place and distinct communities within Lake County. Lake County seeks to play an active role in encouraging self-sustaining community cores by adopting policies which encourage mixed use development, compact design, and protection of environmental resources.

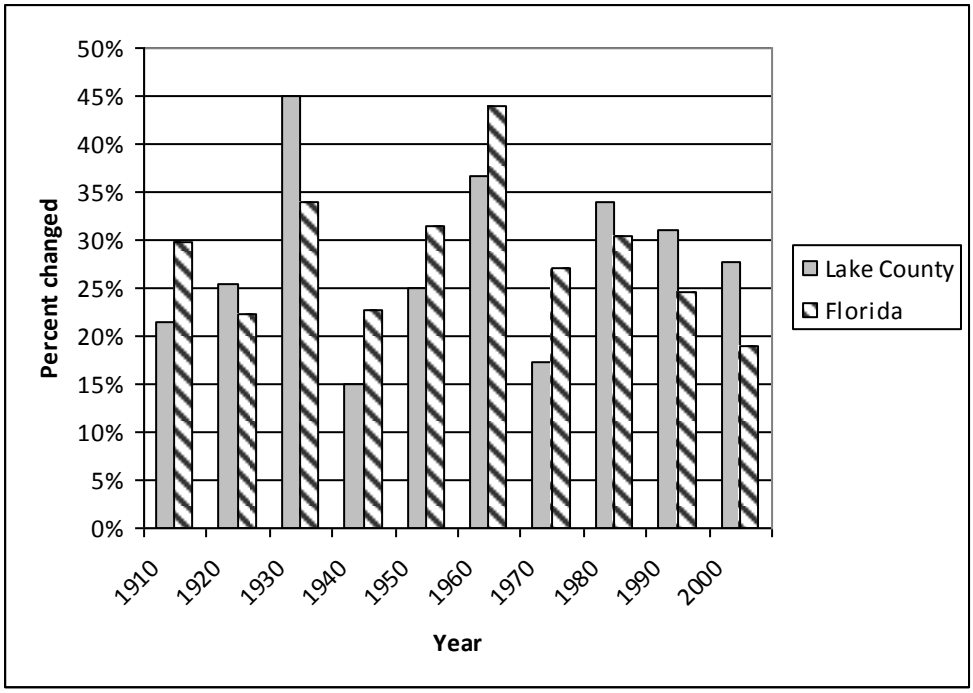
Population is only one factor in the demand for public facilities and services but others include increases in the services that people demand. More people can lead to higher density, larger towns and cities, and loss of remoteness. Population growth and projections for Lake County are provided. In addition to growing in population, the unincorporated area of Lake County is shrinking in size due to annexations. Lake County has recently determined that the BEBR Low Population Projections are more appropriate in determining future growth in Lake County. Lake County has adopted the BEBR Low Population projections for reasons provided in the letter and supporting materials from Lake County to Charles Gautier, Chief of Comprehensive Planning, Florida Department of Community Affairs dated July 24, 2008.

**Table 1: Population Projections**

| Year | BEBR Estimate | BEBR Low Projection | BEBR Medium Projection |
|---|---|---|---|
| 2000 | 210,527** | | |
| 2001 | 220,323 | | |
| 2002 | 231,072 | | |
| 2003 | 240,716 | | |
| 2004 | 251,878 | | |
| 2005 | 263,017 | | |
| 2006 | 276,783 | | |
| 2007 | 286,499 | | |
| 2010 | | 299,700 | 319,300 |
| 2015 | | 325,400 | 368,500 |
| 2020 | | 343,800 | 414,700 |
| 2025 | | 354,600 | 456,200 |

Sources: University of Florida, Bureau of Economic and Business Research, Population Program, *Florida Estimates of Population*, April 1, 2002; University of Florida, Bureau of Economic and Business Research, Population Program, *Florida Population Studies*, July 2002, v.35, Bulletin 133; Smith, Stanley,(February 2004). Projections of Florida Population by County, 2003-2030, *Florida Population Studies*, v. 37, Bulletin 138; Smith, Stanley, (February 2007). Projections of Florida Population by County, 2006-2030, *Florida Population Studies*, v. 40, Bulletin 147;
** Census data from U.S. Bureau of the Censushttp://www.census.gov
Prepared by: Lake County Planning & Community Design, August 2008

**Figure 2: Population Growth in Lake County & Florida**




Source: University of Florida, Bureau of Economic and Business Research, Population Program, *Florida Population Estimates*, 2008
Prepared by: Lake County Planning & Community Design, August 2008

**Table 2: Population density of Lake & Surrounding Counties**

| Population density (per sq. mile) | 2000 Census | 2007 BEBR Estimates |
|---|---|---|
| Sumter | 98 | 164 |
| Osceola | 130 | 201 |
| Marion | 164 | 206 |
| **Lake** | **221** | **301** |
| Polk | 258 | 310 |
| Volusia | 402 | 461 |
| Orange | 988 | 1,219 |
| Seminole | 1185 | 1,382 |

Sources: University of Florida, Bureau of Economic and Business Research, Population Program, *Florida Population Estimates*, 2008
Prepared by: Lake County Planning & Community Design, August 2008

**Table 3: Historical Population Growth by Municipality, 2000 – 2007 (BEBR)**

| Community | **April 1, 2000 (Census)** | **April 1, 2007 (Est.)** | **Total Change** | **Percent Change** |
|---|---|---|---|---|
| ***LAKE COUNTY*** | ***210,527*** | ***286,499*** | ***75,972*** | ***36%*** |
| Astatula | 1,298 | 1,649 | 351 | 27% |
| Clermont | 9,338 | 22,882 | 13,544 | 145% |
| Eustis | 15,106 | 18,401 | 3,295 | 22% |
| Fruitland Park | 3,186 | 3,829 | 643 | 20% |
| Groveland | 2,394 | 6,983 | 4,589 | 192% |
| Howey-in-the-Hills | 956 | 1,223 | 267 | 28% |
| Lady Lake | 11,828 | 12,842 | 1,014 | 9% |
| Leesburg | 15,956 | 19,934 | 3,978 | 25% |
| Mascotte | 2,687 | 4,478 | 1,791 | 67% |
| Minneola | 5,435 | 9,203 | 3,768 | 69% |
| Montverde | 882 | 1,189 | 307 | 35% |
| Mount Dora | 9,418 | 11,945 | 2,527 | 27% |
| Tavares | 9,700 | 13,013 | 3,313 | 34% |
| Umatilla | 2,214 | 2,601 | 387 | 17% |
| UNINCORPORATED | 120,129 | 156,327 | 36,198 | 30% |

**Sources:** http://www.census.gov; : University of Florida, Bureau of Economic and Business Research, Population Program, *Florida Population Estimates*, 2008
Prepared by: Lake County Planning & Community Design, August 2008

**Table 4: Annexation Activity in Lake County: Acres Annexed 2001 through July 2008**

| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | Municipal Totals |
|---|---|---|---|---|---|---|---|---|---|
| **Towns** | | | | | | | | | |
| Astatula | 0.0 | 0.0 | 9.3 | 40.2 | 151.3 | 0.0 | 0.0 | 0.0 | 200.8 |
| Howey-in-the-Hills | 0.0 | 0.0 | 0.0 | 378.1 | 334.4 | 0.0 | 0.0 | 0.0 | 712.5 |
| Lady Lake | 45.7 | 29.5 | 6.6 | 17.7 | 157.4 | 98.9 | 502.8 | 7.7 | 866.5 |
| Montverde | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 38.6 | 0.0 | 38.6 |
| **Cities** | | | | | | | | | |
| Clermont | 15.9 | 10.2 | 446.1 | 55.0 | 570.4 | 895.7 | 98.3 | 21.0 | 2,112.6 |
| Eustis | 71.8 | 178.3 | 992.6 | 90.5 | 51.6 | 55.8 | 26.3 | 0.0 | 1,466.9 |
| Fruitland Park | 3.9 | 35.1 | 107.5 | 40.9 | 47.4 | 1,272.2 | 298.8 | 26.3 | 1,832.1 |
| Groveland | 1,102.6 | 1,043.9 | 2,451.6 | 741.6 | 1,288.3 | 1,359.8 | 206.2 | 1,138.2 | 9,332.4 |
| Leesburg | 3,770.0 | 1,055.5 | 730.2 | 193.3 | 1,044.8 | 1,679.9 | 2,314.0 | 97.6 | 10,885.3 |
| Mascotte | 0.0 | 0.0 | 204.4 | 155.5 | 1,573.9 | 2,416.1 | 502.9 | 2,619.0 | 7,471.7 |
| Minneola | 30.7 | 38.0 | 242.4 | 335.1 | 76.0 | 2,062.4 | 1,332.5 | 9.6 | 4,126.8 |
| Mount Dora | 7.8 | 573.7 | 247.9 | 133.3 | 51.2 | 377.8 | 163.2 | 99.1 | 1,654.2 |
| Tavares | 37.9 | 33.6 | 474.9 | 282.1 | 265.8 | 257.2 | 55.3 | 0.0 | 1,406.9 |
| Umatilla | 8.2 | 7.4 | 0.0 | 11.3 | 12.6 | 104.7 | 346.7 | 119.2 | 610.2 |
| *Municipal Contractions* | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| **Total Acreage** | 5,094.6 | 3,005.4 | 5,913.6 | 2,474.6 | 5,625.1 | 10,580.7 | 5,885.7 | 4,137.8 | 42,717.5 |
| **Number of Annexations** | 74 | 72 | 121 | 85 | 121 | 116 | 65 | 35 | 689 |

Source: Lake County GIS, March 2008
Prepared by: Lake County Planning & Community Design, August 2008

Since 2000, there have been nearly seven hundred annexations by municipalities, annexing sixty-six square miles (42,718 acres) or almost 7% of Lake County. Leesburg and Groveland have annexed the most land (Table 4).

**The extent of vacant & developable land** [163.3191(2)(b)]

The data is based on the records from the Property Appraiser's parcel database, and is only as accurate as the data provided therein. The data does not include agricultural or acreage parcels. In addition, there is potentially developable land that has not been subdivided into residential, commercial, or industrial parcels. Inaccuracies can derive from data entry errors, estimating and rounding errors, and unmapped land use changes.

**Table 5: Vacant Land Uses in Lake County**

| Code | Description | Number of parcels | Acres |
|---|---|---|---|
| 0000 | **Residential** Vacant Dry-Lot | 36,000 | 54,786 |
| 0002 | **Residential** Vacant Canal Lot | 901 | 485 |
| 0003 | **Residential** Vacant Lakefront | 2,757 | 6,233 |
| 0038 | **Residential** Vacant Golf Lot | 1,055 | 246 |
| | **Vacant Residential Parcels Total** | **40,713** | **61,750** |
| 1000 | **Vacant Commercial Parcels** | **3,731** | **5,921** |
| 7000 | **Vacant Institutional Parcels** | **19** | **29** |

Source: Lake County Property Appraiser, April 2008
Prepared by: Lake County Planning & Community Design, August 2008

Lake County is located within a region experiencing significant growth. The County is challenged to improve its inventory of revenue-generating commercial, office, and industrial future land use to compensate for growth which has been dominated by residential development for more than a decade. Currently, about 90% of the existing development has been residential development.

The most significant challenges for the proposed Comprehensive Plan include:

1. Continuing preservation of the rural land and rural character;
2. Protecting environmentally sensitive lands;
3. Maintaining and creating ideal long-term locations for job-generating employers;
4. Providing school facilities and programs to create a well-educated workforce;
5. Encouraging redevelopment and infill development. It is possible that areas now in need of redevelopment can serve as areas for workforce housing as well as commercial and institutional uses;
6. Protecting and preserving water quantity and quality.

**Location of existing development in relation to location of anticipated development** [163.3191(2)(d)]

Lake County's central location and affordable land position Lake County to attract and expand businesses and business opportunities.[4] Access to Florida's Turnpike and other major highways allows for easy and efficient distribution of products throughout the state and the southeast.

Lake County continues to encourage new industries and markets. Emerging industries include sports medicine and technology, as well as alternative energy. Another emerging market is agri-technology.[5] As part of its efforts, the County adopted a strategic economic development plan, *Building Bridges for Economic Development in Lake County, Florida* in 2008. This plan will help guide development to areas where public services can be provided efficiently.

Lake County created the Christopher C. Ford Commerce Park, located at the intersection of U.S. 27 & Florida's Turnpike. The County enacted the Job Growth Investment Trust Fund which may award a qualified business up to $4,000 for each new job created at a salary of 115% of the County's average ($29,815.00 in 2006). A deferment plan for the payment of transportation impact fees for qualified projects also is offered.

Development is occurring most rapidly along major transportation corridors. Care is being taken to ensure that transportation level of service standards are maintained as development happens. Access management standards, such as limiting curb cuts and requiring joint access, will help ensure that the flow of through traffic continues to be smooth along major roads. The Lake-Sumter Metropolitan Planning Organization (MPO) has adopted a Long Range Transportation Plan which, along with their input into development of the new Transportation Element of *Planning Horizon 2025*, will enable appropriate growth in these corridors while maintaining roadway levels of service.

The Comprehensive Plan has only been marginally successful in guiding residential development. Commercial development has generally occurred as strip commercial along linear roadway corridors rather than in designated commerce centers. Higher density of residential development has generally occurred near municipalities where water and sewer services are available. However, some urban sprawl and leap frog development has occurred in rural areas. The 2025 Comprehensive Plan is designed to properly plan for growth and direct higher densities to urban cores as well as to direct commercial/industrial development through locational criteria.

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[4] http://www.orlandoedc.com/core/fileparse/Documents/EDC%20Documents/Our%20Region/countystats/lake%20county%20data%20sheet.pdf
[5] Ibíd.

**Financial feasibility of providing needed infrastructure** [163.3191(2)(c)]**.**

Lake County has sought to fund all needed capital projects during the planning period through a combination of general revenue funds, enterprise funds, grants, cooperative funding, and debt. The County has a good credit rating and unused debt capacity for projects, if needed. Impact fees play a big role in funding transportation improvements, parks, schools, and other facilities. One challenge facing the County is a decline in revenue due to a significant imbalance of residential versus nonresidential tax revenue. These limited financial resources underscore the importance of balancing commercial and industrial growth with residential growth.

The Capital Improvements Program (CIP) and annual budget process provide the means through which Lake County Government takes a planned and programmed approach to using its financial resources in the most responsive and efficient manner to meet its service and facility needs. The capital budgeting process is developed to achieve the following results:

- Consolidating and coordinating all the various department requests with the goal of reducing unnecessary delays, and coordinating the individual improvement programs of the departments;
- Establishing a system of procedures and priorities by which each capital project can be evaluated in terms of the public need, the comprehensive planning of the area, the interrelationship of capital projects, and cost requirements;
- Scheduling the capital projects over an extended period whereby the Capital Improvements Program can be achieved;
- Anticipating needed capital projects based on adopted growth management plans and relating them to existing and projected fiscal capacity; and
- Successfully implement level of service standards for public facilities as outlined in Chapter 163, Florida Statutes.

> *Provide that public facilities and services meet or exceed the standards established in the capital improvements element required by F.S. 163.3177 and are available when needed for the development, or that development orders and permits are conditioned on the availability of these public facilities and services necessary to serve the proposed development. Not later than one year after its due date established by the state land planning agency's rule for submission of local comprehensive plans pursuant to F.S. 163.3167(2), a local government shall not issue a development order or permit which results in a reduction in the level of services for the affected public facilities below the level of services provided in the comprehensive plan of the local government.*

Capital projects are budgeted to account for funds that may carry over from one fiscal year to the next for a defined purpose such as funding a specific capital project or a grant. Once funds are committed to a capital project, those funds typically remain with that project until either all funds are expended or until a budget change is approved by the BCC. The CIP provides for the

acquisition, construction, reconstruction, initial fixtures and equipment, renovation, rehabilitation, or replacement of facilities and any related cost for land acquisition, land improvements, design, feasibility, studies, engineering studies and engineering. It may include projects which are or will become the property of the County, as well as projects that although not owned by the County, will be part of a joint project agreement with other governmental entities.

Development of the CIP requires analysis of needed capital projects with projected revenues to determine if sufficient funds will be available to pay for needed improvements in the year(s) that projects are scheduled. Only those projects that are funded or projected to be funded in a future year are included in the CIP. Therefore, the adopted CIP is, by definition, financially feasible. At this time, the County has no backlogged facilities and has been able to maintain its adopted levels of service. The only area where a public facility in the County is not meeting its adopted level of service is along a portion of State Road 50 between Orange County and the City of Clermont. This area is under evaluation for improvements, however, proposed access management and urban design standards will help improve traffic flow. In conclusion, Lake County has a financially feasible capital improvements program in place that has been able to provide its residents and property owners with adequate public facilities in a timely manner.

**Relevant changes in growth management laws** [163.3191(2)(f)]

In 2005, the Florida Legislature made significant changes in Florida's growth management laws. The changes include making school concurrency mandatory and tightening some financial feasibility standards for transportation facilities. Lake County's response to changes made to these laws can be found in the tables in Appendix A.

**Successes & shortcomings related to each element of the plan** [163.3191(2)(h)& (i)]

***Future Land Use Element***

This element is the crux of the plan as it coordinates and controls the planning efforts and activities which will happen in Lake County. In many ways, this is the element which determines the success of other elements of the plan and of planning in Lake County. The intent is to direct the growth and development of Lake County consistent with capital improvements and management of natural resources. It is important to address growth issues without compromising quality of life. The past years have seen a rise and now a leveling off of growth due to various factors. This element should prevent sprawl and help direct development to the most suitable areas. This assessment will note some successes and shortcomings of the existing Future Land Use Element provisions as well as how changes incorporated into *Planning Horizon 2025* provide for new opportunities.

The Future Land Use Element (FLUE) constitutes the framework for growth management and land planning in unincorporated Lake County as authorized by Chapter 163, Florida Statutes, which requires the FLUE to be consistent with state and regional plans.

The existing plan has resulted in what is generally considered to be conventional development in Florida. Conventional development is development in areas served by roads and utilities with separation of uses, such as commercial and residential; all designed more around the needs of cars and traffic than people. Some of the challenges encountered with the existing FLUE are due to lack of consistency in detailing allowable uses, densities, and intensities.

*Planning Horizon 2025* directs development to occur at appropriate places. The element has been updated in order to ensure that all the requirements of Chapter 163, F.S., and Rule 9J-5, Florida Administrative Code (FAC) are satisfied. This element will be internally consistent and presented in a format that is more user friendly. Some of the components added to the FLUE in *Planning Horizon 2025* are:

- Economic Development Strategies;
- Recognition and Protection of Private Property Rights;
- Rural Protection and Conservation;
- Open space requirements;
- Creation of compatible land use transitions between urban areas and core rural areas or environmental lands intended for long-term protection;
- Criteria for the development and redevelopment of Commercial Centers and Corridors;
- Inclusion of Scenic Overlay Districts and Special Community designations;
- Criteria for the site selection for schools;
- Greater protection of environmentally sensitive areas and natural resources; and
- Encouragement of mixed-use and Conservation Subdivision developments.

***Transportation Element***

In *Planning Horizon 2025*, Lake County combines the traffic circulation, mass transit, and aviation and rail elements into one element which also addresses multi-modal transportation. Additionally, *Planning Horizon 2025* includes bicycle and pedestrian transportation along with environmental concerns such as wildlife crossings. Overall, *Planning Horizon 2025* provides a more comprehensive review of all transportation modes and coordination of those modes for the benefit of Lake County residents, business, and visitors. Lake County shall coordinate with the Lake-Sumter MPO to ensure consistency between the new Transportation Element and the Lake-Sumter MPO Long Range Transportation Plan.

***Traffic Circulation Element***

This Element is included to provide a framework in order to move people in and through Lake County. When first created, separating out this element, as well as Mass Transit and Ports and Aviation, was required by Florida Statutes. Transportation of people and goods is critical to developing a community plan.

Since 1993, when its Comprehensive Plan was found to be consistent, Lake County has assembled baseline data and identified traffic circulation conditions. Advancements in technology, federal regulations, and the creation of the Lake-Sumter Metropolitan Planning Organization in 2004 have facilitated transportation planning and analysis so the County should be able to manage growth with fewer traffic circulation problems.

*Planning Horizon 2025* includes minimum level of service standards as well as continuing to require the acquisition of traffic data and traffic concurrency. The new plan emphasizes coordination and collaboration as transportation usually occurs across jurisdictional lines and it is vital that limited resources are maximized.

***Mass Transit Element***

Mass transit is an evolving goal for Lake County. In 1990, there was no mass transit in Lake County and no plans to provide mass transit. Lake County began the fixed-route service, LakeXpress, on May 21, 2007. The bus service runs every hour from The Villages to Eustis with circulator routes in the cities of Leesburg and Mount Dora (beginning in 2008). Primarily, LakeXpress provides public transportation along the U.S. Highway 441 corridor, including the municipalities of Eustis, Fruitland Park, Lady Lake, Leesburg, Mount Dora, and Tavares. In years to come, the service will be expanded to other urban areas of the County.

In addition, Lynx, the public bus system serving metropolitan Orlando has expanded with limited service in Lake County. The City of Tavares has also purchased water taxis for use during festivals.

Mass Transit is being eliminated as a separate element and combined with traffic circulation, aviation, and rails as part of the Transportation Element in *Planning Horizon 2025* in a multi-modal and comprehensive way. As a long-term strategy, the County intends to protect its rail corridors to preserve the possibilities of conversion to regional commuter rail, light rail facilities, or trails.

***Aviation and Rails Element***

**Aviation Facilities**

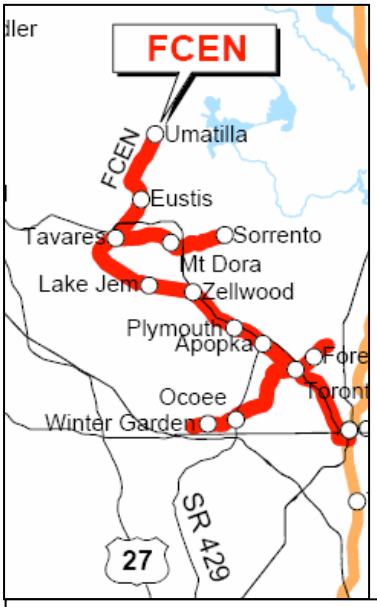
There are no commercial service airports, or commercial seaport facilities within the County. Commercial air carrier service is available at the Orlando International Airport in Orange County, and the Orlando Sanford Airport in Seminole County. At the present time, Lake County has nineteen FAA Landing Facilities, three (3) public, thirteen (13) private airports, and three (3) heliports, one each at the Leesburg Regional Medical Center, Waterman Hospital in Eustis and South Lake Hospital in Clermont.[6]

[6] http://www.dot.state.fl.us/aviation

**Rail Facilities**

Rail has been an important mode of transportation in Lake County historically and the remnants of a vital rail system still remain throughout the County. The Florida Central (FCEN) Railroad still operates more than thirty (30) miles of track in Lake County and provides a competitive alternative to trucking with easy access to markets across Florida. The continued maintenance of these lines is important. Commuter and light rail transportation are still being discussed and evaluated across Central Florida and are likely to be an important part of the future of transportation. These lines could form the basis for additional passenger rail transportation and could link Lake County with the proposed Central Florida Commuter Rail and Amtrak.

Figure 3: Florida Central (FCEN) Railroad




Source: http://www.pinsly.com/florida/map.html
Prepared by: Lake County Planning & Community Design, August 2008

Rail facilities are being eliminated as a separate element to address multi-modal transportation needs. They are being combined with traffic circulation, mass transit, and aviation as part of the Transportation Element in *Planning Horizon 2025*.

***Housing Element***

The purpose of the Housing Element is to quantify housing needs and develop policies to ensure that a varied supply of housing exists in Lake County. Variety is critical to maintaining a well-functioning community. The Affordable Housing Advisory Committee has recommended locations for workforce housing and specific areas suitable for attached and multifamily housing.

The existing plan has allowed for a significant amount of new residential development, especially single-family development. *Planning Horizon 2025* focuses Lake County's vision on balancing future housing needs with other land uses, and will encourage traditional neighborhood design and infill development with a mix of housing types within urban areas. This includes encouraging the development of affordable and workforce housing within established urban areas.

***Public Facilities Element***

This Element is comprised of five Sub-elements: Sanitary Sewer, Potable Water, Stormwater, Solid Waste, and Aquifer Recharge. The Public Schools Facilities sub-element is currently in the process of being adopted into the current Comprehensive Plan.

Lake County does not own, operate, or maintain any potable water systems or wastewater systems, nor does Lake County have any water or sewer service areas. The sole exception to

this is the County takeover of a small package treatment system in Umatilla for public health and safety reasons. Municipal governments provide sanitary sewer and wastewater treatment within their jurisdictions and in adjacent areas that may be annexed. Some areas are served by private companies where public services are not available. Septic systems and private wastewater treatment plants treat waste in the majority of unincorporated Lake County. Potable water is provided by municipalities, private entities, or private wells.

Limiting water consumption and maintaining aquifer recharge is essential to the protection of both surface and groundwater resources (including lakes, wetlands, rivers, and springs) and maintaining the quality of life in Lake County. There is increasing concern about the future availability of water and the quality of the water that will be available. In 2006, the South Florida Water Management District (SFWMD), the St. Johns River Water Management District (SJRWMD), and the Southwest Florida Water Management District (SWFWMD) concluded that the availability of sustainable quantities of groundwater in central Florida is insufficient to meet future public water supply demands based on current patterns of water consumption. The districts are refining the tools necessary to improve the best estimate of the limits on sustainable groundwater and reevaluate these conclusions as these tools and data become available. As a result of its analyses, the SJRWMD has stated its intention to restrict new groundwater consumptive use permits as of 2013 within a Central Florida Coordination Area, which includes south Lake County below the Harris Chain of Lakes. Increasing water conservation is critical to protecting public potable water supplies.

*Planning Horizon 2025* provides the basis for better public facilities management and aquifer recharge in part because of the advances in science and mapping and the increased understanding of the hydrology and geology of Lake County and Central Florida. The new plan furthers aquifer protection, encourages more reuse of treated wastewater, promotes water conservation design and landscaping practices, and promotes cooperation among service providers to maximize efficiency and minimize waste.

***Conservation Element***

The Conservation Element is intended to provide a framework for the ongoing monitoring, management, and use of the County's natural resources. This element contains goals, objectives, and policies related to the preservation, management, and enhancement of the natural environment and natural resources in Lake County. It addresses these in four broad categories: Air, Water, Land, and Environmental Systems.

Lake County is committed to protecting its natural resources and recognizes the critical role of the natural environment in maintaining the quality of life enjoyed by Lake County residents. The County's rural atmosphere, beautiful lakes, and woodlands continue to attract new residents, businesses, and visitors.

There is one FDEP air quality monitoring station in Lake County, located at Lost Lake Elementary School in Clermont. Generally, the air quality in Lake County is considered to be good.

The water management districts have determined that much of Lake County is within a priority water resource caution area (WRCA), which is an area defined by rule-making where water is either scarce or contaminated.[7] Both the SWFWMD and SJRWMD monitor water quality and aquifer levels within Lake County.

*Planning Horizon 2025* renews Lake County's commitment to preserving water quality along with the protection of water resources. Technological developments in the ability to locate and map areas of aquifer vulnerability and springsheds are a valuable resource in this quest.

*Planning Horizon 2025* recognizes that natural resources are finite and limited. Thus, there is a compelling need to protect and manage those resources which currently exist. *Planning Horizon 2025* adds goals to protect more wetlands and aquifer recharge areas as well as expanding protection for the Green Swamp Area of Critical State Concern and Wekiva River Protection and Study areas. Additionally, *Planning Horizon 2025* encourages green building and managing noise and light pollution.

***Recreation Element***

Lake County is a desirable place for people to live because of the climate, tranquility, and scenic beauty. Outdoor recreational activities, including water sports, are widely available. Lake County understands that managing parks and recreation is a vital component of the County's high quality of life. The availability of outdoor recreational activities provides the County with unique recreational experiences found few other places. Rural trails, open prairies, ponds, rivers, stands of longleaf pines, Green Swamp and Wekiva Basin landscapes, wetland preserves, natural springs, the Ocala National Forest, three (3) state parks, and other conservation lands protected by water management districts, state agencies or local governments provide a myriad of recreational opportunities for residents and visitors in Lake County.

In *Planning Horizon 2025*, this element is intended to identify the community's needs and priorities for the acquisition, development, and long-term maintenance of an adequate parks and recreation system. There are different expectations and service requirements based on the nature of the urban, suburban, or rural character of the different areas within the county. This element has been prepared in support of the Parks and Recreation Master Plan. The Master Plan was adopted in November 2003 and was created with the objective of providing a framework for the delivery of recreation services, trails, and environmental lands to citizens and visitors alike, to narrow the focus of recreation delivery, and to work toward creating a countywide system of recreation that meshes well with the system of parks and recreation opportunities provided by the cities and towns within Lake County.

[7] http://www.swfwmd.state.fl.us/publications/files/floridawaters.pdf

Lake County's countywide Parks and Recreation System Master Plan was developed using a three-pronged approach that examined existing parks and recreation facilities, analyzed how recreation services are provided throughout the County, and used public involvement program to gather input. Three key areas, parks, environmental lands, and trails are addressed in the Master Plan. Additional elements of the Master Plan include data and analysis of each key area addressed, a mission statement and objectives that define the vision for recreation in Lake County, specific recommendations to implement the master plan and an appendix containing additional documentation related to the Master Plan.

***Intergovernmental Coordination Element***

Intergovernmental cooperation is important because most local government issues cross jurisdictional boundaries and affect more than one community. Land use, roads and traffic, economic conditions, housing, crime, and effects from growth and development are all issues that spill over municipal boundaries.

The County is committed to ensuring the effectiveness and efficiency of all governmental services and programs by fostering intergovernmental coordination between the county; its municipalities; Lake-Sumter Metropolitan Planning Organization (MPO) and the Lake County School Board; adjacent governments; utilities and quasi-public agencies; and regional, state and federal governments.

After analyzing current trends, *Planning Horizon 2025* objectives and policies were formulated to enhance coordination between the fourteen (14) municipalities, organizations in and around Lake County, and citizens, as well as to enhance coordination among local governments with state and regional agencies.

***Capital Improvements Element***

The Capital Improvement Element provides guidance on how Lake County will provide adequate public facilities and services for existing and future development. To do this, specific, measurable level of service standards for roadways, stormwater, potable water, sanitary sewer, recreation, and solid waste are provided. This element also addresses how the improvements will be funded and provides policy guidance on use of local government revenues, development's proportionate share, grants, or other sources.

The Element provides policy guidance for replacement of obsolete or worn out facilities, eliminating existing deficiencies, and meeting future needs. It also provides policies regarding the land development process to ensure that development approval is dependant on meeting the required level of service standards. *Planning Horizon 2025* revises these goals based on current technology and population projections.

***Concurrency Management Element***

The purpose of this element is to ensure the availability of public facilities and the adequacy of those facilities at adopted levels of service (LOS) concurrent with the impacts of development. This intent is implemented by means of a concurrency management system which measures the potential impact of a development permit application on minimum acceptable level of services, as adopted in the Capital Improvements Element of the Comprehensive Plan. The existing plan has been moderately successful; Lake County has improved water quality of certain water bodies, maintained air quality and maintained adequate traffic flow. County-provided facilities are operating at or above adopted LOS however improvement to Levels of Service will be considered in *Planning Horizon 2025*. These issues are likely to remain a challenge in future years. *Planning Horizon 2025* will continue this program to maintain functional and safe infrastructure.

***Economic Element***

The focus of the Economic Element is to create a balanced, diversified, robust economy that will attract businesses that provide high paying jobs for the citizens of Lake County. Economic activities provide jobs, goods, and services, and contribute to County revenues. Because of the importance of economic activity, Lake County will support economic development through commerce parks, centers, and corridors; the expansion of existing businesses; and by creating a climate conducive to economic growth.

In February 2008, the Board of County Commissioners adopted a new economic strategic plan. The plan spells out a number of goals and initiatives to spur economic development in Lake County. The goals the document sets forth are:

- Coordinate efforts with allies and leaders;
- Diversify the tax base through innovation, industry attraction, and business development;
- Enhance and promote quality of place;
- Develop, retain, and attract talent.

In addition, the plan identifies target industry sectors that Lake County should try to attract, including:

- Health & Wellness;
- Clean Tech;
- Agritech;
- Business Services;
- Arts, Recreation & Leisure.

This newly adopted strategic plan provides the basis for the Economic Element in *Planning Horizon 2025* to provide economic viability and vitality for Lake County.

## Evaluation of Major Issues [163.3191(2)(e)]

Lake County has identified four (4) major issues for discussion in this EAR. Three of the issues concern the protection of environmental resources: the Wekiva River Protection and Study areas, and the Green Swamp Area of Critical State Concern, while the fourth is balancing municipal annexations with growth and protection of nearby areas.

### Protection of Environmentally Sensitive Areas

**Issue: Lake County needs to be mindful of the environmental resources in the County and ensure their protection.**

Social, Economic, and Environmental impacts

Lake County residents value a quality of life that includes access to and enjoyment of the natural environment. Ecosystems are fragile and closely linked with the ecological sustainability of natural communities within and beyond the county's boundaries. Natural resources are one of the draws of Lake County. Protection of area natural resources is so important that the Florida Legislature established the Green Swamp Area of Critical State Concern, the Wekiva River Protection Area, and the Wekiva Study Area as areas of Lake County requiring special statutory protection and oversight. Other major areas of Lake County that are documented by federal, state, and local agencies as having unique environmental significance include the Wekiva-Ocala Greenway, Emeralda Marsh, and the Lake Wales Ridge. These natural resource systems can provide significant positive economic impacts to the County and the region in the form of ecotourism and they are major recreational attractions. Additionally, these natural resources represent significant long-term public investments which have resulted in the acquisition and management of important conservation lands for the benefit of current and future generations.

Beyond the enjoyment of residents and visitors, these natural resources are very important for the protection of water resources, including both water quantity and quality. The exponential growth in the region has put pressure on local government and the water management districts to provide sufficient water to satisfy increasing residential and commercial demand. The preservation of conservation land allows natural processes to occur, such as wetland filtration and aquifer recharge, which contributes to ensuring that adequate water supplies are available to meet human needs.

**Wekiva-Ocala Greenway**

The Wekiva-Ocala Greenway identified by the Florida Forever Program is a continuous wildlife corridor extending from Wekiva Springs State Park in Orange County north to the Ocala

National Forest. The springs, rivers, lakes, swamps, and uplands that comprise this part of the Wekiva and St Johns River basins provide an important refuge for endangered or threatened species like the Florida black bear, as well as other wildlife such as the bald eagle, Swallowtailed Kite, Florida Scrub Jay, and Gopher Tortoise. Prescribed fire is an essential component of land management within the greenway. As envisioned, this ensemble of conservation lands protected by public acquisition and conservation easements will provide a seamless connection between Wekiwa Springs State Park, Rock Springs Run State Reserve, Lower Wekiva River State Park, Seminole State Forest, Hontoon Island State Park, and the Ocala National Forest. It will also provide residents and visitors with an opportunity to enjoy camping, fishing, swimming, hiking, canoeing, and other passive recreational pursuits. The statewide Florida National Scenic Trail crosses through the project. [8]

Over half of the total lands needed to complete the Wekiva-Ocala Greenway is now in public ownership. Although during the past two decades, significant strides have been made to acquire land for preservation within the corridor, a secure link for safe passage of bear and other wildlife is not yet in place. In order to protect the significant public investment that has been made in this area, it is important that remaining private land within and around the project maintain very low rural densities and intensities, and that future development require clustering to protect contiguous corridors of permanently protected open space.

**Emeralda Marsh**

Emeralda Marsh, located between Lake Griffin and Lake Yale, is considered one of the most prized conservation areas in Central Florida for bird watching and is federally recognized as a National Natural Landmark. The protected part of the marsh, known as the Emeralda Marsh Conservation Area, occupies about 7,000 acres.

In the 1940s, the marsh lands east of Lake Griffin were drained and converted to agricultural fields and cattle pastures. With community support, however, the St Johns River Water Management District purchased seven parcels between 1991 and 1993 that now comprise the conservation area. Restoration began when a wetland treatment marsh was established over 1,500 acres of former agricultural fields bordering Lake Griffin and Haynes Creek. Known for its varying habitats, what separates the conservation area from other preserves is its 4.3 mile wildlife drive. Built atop dikes in the treatment marsh, the drive provides ideal access to the interior of wetland habitats for bird watching.

Nestled within the Harris Chain of Lakes, Emeralda Marsh is a contributing headwater to the Ocklawaha River, and through a landscape of the wetlands and agricultural property, including the Fly'n R Ranch which is protected by conservation easement, connects northward to the Ocala National Forest. Protection of rural land and open space will contribute to ecologic integrity of the marsh.[9]

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[8] http://www.dep.state.fl.us/lands/FFAnnual/B_WekivaOcalaGreenway.pdf
[9] http://www.lakecountyfl.gov/bird_watching/emeralda_marsh.aspx

**Lake Wales Ridge**

The Lake Wales Ridge, which extends from south Lake County almost to Lake Okeechobee, was originally covered with a mosaic of scrub, flatwoods, wetlands, and lakes. Located at the highest elevation in peninsular Florida, it is part of a relic seashore dating back to when much of the state was submerged. The native scrub on the ridge is unique, inhabited by many plants and animals found nowhere else in the world. Today, however, this area has almost completely been converted to citrus groves and development. [10,11]

The Florida Forever Lake Wales Ridge project is designed to protect the best remaining tracts of this scrub and its associated ecosystems. The project is the last opportunity to save the highest concentration of narrowly endemic plants and animals on the ridge, many of which are now in jeopardy of extinction. Unfortunately all of these identified project sites are fragments vulnerable to mismanagement and disturbance. Therefore, in addition to protecting individual parcels containing species and habitat native to the ridge, attention must be given to how adjacent lands are maintained or developed to ensure that only compatible uses occur, allowing for ongoing management practices such as prescribed fire.

<u>How is the issue addressed in the Comprehensive Plan?</u>

The Plan's goals and objectives are general, although the implementing policies have provided a platform to begin conservation and protection. There are no references to greenways in the existing comprehensive plan. Since adoption of the existing comprehensive plan, there have been many studies showing the ecological importance of connecting areas of significant natural habitat. In 1995, the Florida Legislature created the Florida Greenways Coordinating Council, based on recommendations of a Greenways Commission established by the Governor in 1993. The Council, together with the Florida Department of Environmental Protection, sponsored research by the University of Florida GeoPlan Center to describe and prioritize a Florida Ecological Greenways Network (FEGN) and associated Greenways and Trails Implementation Plan. Recently specific research has also been conducted by the University relating to connectivity and management needs within the Wekiva-Ocala Greenway and Lake Wales Ridge. (Although the Wekiva River Protection Area and Wekiva Study Area are part of the Wekiva-Ocala Greenway, policies specific to these two areas are discussed in a separate section.)

<u>Has the Plan been effective?</u>

The Plan has been fairly effective; however, protection of natural resources and rural areas has been identified as areas of the plan requiring enhancement.

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[10] http://www.archbold-station.org/fai/ridge.html
[11] http://www.dep.state.fl.us/lands/FFAnnual/B_LakeWalesRidge.pdf

Proposed Amendments

*Planning Horizon 2025* significantly increases the protection of water resources, stormwater management, and natural areas. *Planning Horizon 2025* also organizes the objectives in a more cohesive way and is written to be consistent with state standards, even as those standards change. *Planning Horizon 2025* includes measures to specifically protect the Wekiva-Ocala Greenway as well as generally encouraging and prioritizing greenways and blueways.

*The proposed Future Land Use Element will:*

- Regulate specific land uses within the Wekiva-Ocala area, Emeralda Marsh, and Lake Wales Ridge.
- Emphasize sustaining rural land use patterns and the preservation of natural habitat, ecosystem connectivity, wildlife populations, and opportunities for passive recreation.
- Identify areas that are necessary to establish a viable and permanent landscape linkage of connected habitat between the Wekiva basin and Ocala National Forest.
- Prioritize the acquisition of lands identified by research to preserve landscape linkages.

*The proposed Conservation Element will:*

- Promote participation in programs at the local, regional, state, and federal levels to protect and manage land in watersheds and in water areas given special protection status by law, rule, or ordinance.
- Protect the quantity and quality of groundwater resources, and maintain recharge areas.
- Protect natural resources including hydrologic regimes, wetland and upland communities, floodplain, ecologic connectivity, wildlife, and aquifer recharge.
- Require, prior to approval, all proposed development activities within the 100-year floodplain to demonstrate that water quality and floodplain functions shall not be adversely affected.
- Promote participation in programs at the local, regional, state, and federal levels to protect and manage natural areas through acquisition and conservation easements.
- Require creation of open space for new development within springsheds to promote aquifer recharge and reduce irrigation needs.
- Require creation of open space for new development to protect habitat, wildlife, and greenway corridors to maintain the integrity and connectivity of ecosystems.
- Protect to the maximum extent possible, sensitive areas within springsheds, including springs, seeps, recharge areas, sinkholes, caves, and other karst features.
- Preserve the integrity of environmentally-sensitive areas including the Wekiva-Ocala Area, Emeralda Marsh, and Lake Wales Ridge as intact ecosystems of statewide significance by protecting their natural resources.
- Require Land Development Regulations to create functional networks of open space integrated into Countywide natural area networks and corridors.
- Develop a management plan for the protection of greenway networks.
- Identify sources of surface and ground water pollution within the County.

- Coordinate the development and implementation of pollution abatement methods and programs with local governments, State, and Federal agencies.
- Protect wetlands and the functions provided by wetlands.

*The proposed Parks and Recreation Element will:*

- Foster the development of a comprehensive greenway, blueway, trails, equestrian, and bikeway system that protects natural resources, scenic value, eco-tourism, and resource-oriented recreation while enhancing access.
- Assure the provision of adequate open space within the County.

*The proposed Aquifer Recharge Sub-element of the Public Facilities Element will:*

- Safeguard the quality and quantity of ground water in the surficial and Floridan aquifers.
- Identify and provide special protection for Springshed Protection Zones and Aquifer Protection Zones.
- Identify and provide special protection for aquifer recharge areas, areas vulnerable to aquifer contamination, and springsheds in order to safeguard natural systems and water supplies.
- Evaluate commercial, industrial, business, and residential land use, to protect the County's ground water resources and prevent contamination of the aquifer.

## Green Swamp Area of Critical State Concern (GSACSC)

**Issue: Protection of the Green Swamp**

Social, Economic and Environmental impacts

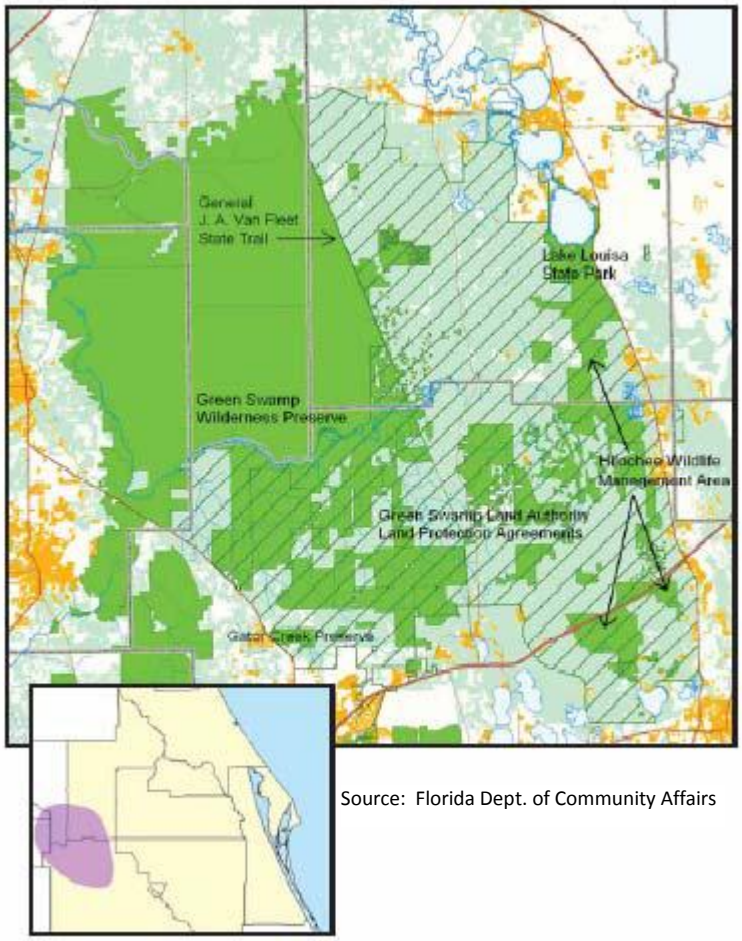
The Green Swamp Area of Critical State Concern is an important state, regional and local natural resource. It is a unique and fragile ecosystem, an intertwined mosaic of pine flatwoods, hardwood forests, cypress swamps, prairies, and sandhills. The GSACSC is hydrologically significant because it overlies an important zone of groundwater recharge and the highest elevation of potentiometric surface of the Floridan Aquifer[12]. The Green Swamp High or Central Florida High is the peak of the aquifer, rising up to 132 feet above sea level and providing pressure for a multitude of springs, the base flow of five rivers, and hydrologic support for countless lakes, ponds, seeps and wetlands[13]. The five rivers are: Ocklawaha, Withlacoochee, Little Withlacoochee, Peace, and Hillsborough. The Green Swamp High helps curb salt-water intrusion into the Floridan Aquifer, which supplies fresh water to the majority of Florida's population.

The water flowing from the Green Swamp is generally of higher quality than other watersheds due to the Green Swamp being largely undeveloped in conjunction with the lengthy surface

[12] http://www.1000friendsofflorida.org/emas/GreenSwamp.asp
[13] http://florida.sierraclub.org/greenswamp.asp

water detention time.[14] The Swamp is also valued for its ecological diversity, supporting an estimated 330 species of wildlife, including thirty threatened or endangered species of animals.[15]

**Figure 4: Location of the Green Swamp**




Source: Florida Dept. of Community Affairs

How is the issue addressed in the Comprehensive Plan?

The GSACSC is addressed throughout the Comprehensive Plan, both directly and indirectly. Direct references are found in the Future Land Use Element, Conservation Element, and Intergovernmental Coordination Element. Indirectly, the GSACSC is addressed in all conservation measures and in all objectives, policies, and goals dealing with water management. The Comprehensive Plan generally allows for low intensity residential and agricultural activities in the Green Swamp to limit development impacts.

Has the Plan been effective?

The objectives and policies generally have been successful in controlling development in the GSACSC; however, it is near some of the fastest growing places in Central Florida and thus there are mounting pressures to allow more development in the vicinity. As pressure mounts and the importance of the area is increasingly revealed by scientific advances and understanding, it is necessary to provide more specific regulations to protect the Green Swamp which exceed those provided in F.S. § 380.05.

As part of its efforts to direct growth to urban areas outside of the Green Swamp, the County limits the number of permits approved for platting and building permits issued within the Green Swamp area. The table below shows the number of permits issued, and what percentage of possible permits issued this number represents for the past five (5) years, however this data does not reflect those areas of the Green Swamp that have been annexed

[14] http://www.swfwmd.state.fl.us/education/interactive/greenswamp/textonly.html
[15] http://www.myregion.org/Portals/0/Publications/ncfl_greenswamp.pdf

into cities. This table does not include permits issued in the Urban 22 Future Land Use Category for the Southfork vested Development of Regional Impact (aka Cagan Crossings).

**Table 6: Green Swamp Permits, 2003 – 2008***

| Category | Core Conservation | | Rural Conservation | | Ridge | | Transitional / Rural | |
|---|---|---|---|---|---|---|---|---|
| # of permits allowed | 50 | | 50 | | 200 | | 300 | |
| Year | permits given | percent | permits given | percent | permits given | percent | permits given | percent |
| 2003 | 9 | 18% | 44 | 88% | 70 | 35% | 23 | 8% |
| 2004 | 15 | 30% | 42 | 84% | 199 | 100% | 28 | 9% |
| 2005 | 14 | 28% | 18 | 36% | 15 | 8% | 23 | 8% |
| 2006 | 10 | 20% | 14 | 28% | 0 | 0% | 9 | 3% |
| 2007 | 9 | 18% | 7 | 14% | 0 | 0% | 5 | 2% |
| 2008 | 1 | 2% | 4 | 8% | 0 | 0% | 4 | 1% |

Source: Lake County Building Department, August 2008
Prepared by: Lake County Planning & Community Design, August 2008.

## Proposed Amendments

As Lake County continues to grow in population, there are more pressures to develop land in the area bordering the GSACSC, particularly along the State Road 50 corridor on the north side of the GSACSC and along the US 27 corridor along its East edge.

*Planning Horizon 2025* incorporates the following to better manage and protect the GSACSC:

- Assess development potential and inventory development, including approved development in the area
- Coordinate with cities and towns who may annex portions of the GSACSC to encourage adherence to the Lake County Comprehensive Plan and Land Development Regulations concerning the Green Swamp, particularly the number of building permits and new lots.
- Adopt measures in accordance with Fla. Stat. § 380.05 which address the following:
  - I. Surface Water Quality
  - II. Groundwater Quantity and Quality
  - III. Sources of Water Quality Degradation
  - IV. Flora and Fauna
  - V. Ecosystem Protection
- Limit growth within and protect natural resources of the GSACSC by the following:
  - I. Dedication of conservation easements
  - II. Land acquisition
  - III. Clustering of development to permanently protect open space;
  - IV. Allow generally low to very low density development and rural activities

*The proposed Future Land Use Element will:*

- Limit density by utilizing Future Land Use Categories specific to the GSACSC.

- Regulate specific land uses within the GSACSC.
- Recognize the ecological importance of the Green Swamp and the importance of protecting the Green Swamp.
- Preserve the Green Swamp as a natural resource of critical state and regional importance.
- Protect the water resources in the GSACSC.

*The proposed Conservation Element will:*

- Preserve the integrity of the Green Swamp as an intact ecosystem of statewide significance.
- Protect the natural resources including hydrologic regimes, wetland and upland communities, floodplain, ecologic connectivity, wildlife, and aquifer recharge.
- Prohibit all new mining in the GSACSC.
- Participate in programs at the local, regional, state, and federal levels to afford protection and management through acquisition and conservation easements.

*The proposed Parks and Recreation Element will:*

- Partner with local, regional, state, and federal agencies in the purchase of environmentally-sensitive lands.
- Recommend additional property for acquisition and assist in the preparation of boundary amendments for state acquisition project areas.

*The Sanitary Sewer Sub-element of the Public Facilities Element will:*

- Improve coordination with the Federal and State agencies regarding wastewater treatment and disposal.

*The Stormwater Sub-element of the Public Facilities Element will:*

- Manage stormwater to conserve and protect the natural resources of the GSACSC.
- Revise stormwater regulations within the GSACSC to meet or exceed the site alteration criteria contained within Section 28-28.008 (7), Florida Administrative Code.

## Wekiva River Protection Area and Wekiva Study Area

**Issue: Protection of the Wekiva River Protection Area and Wekiva Study Area**

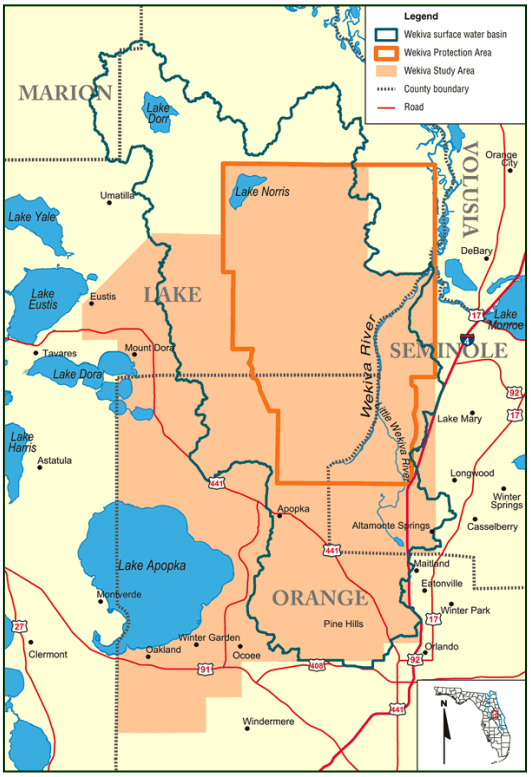
<u>Social, Economic, and Environmental impacts</u>

The Wekiva basin and springshed, including the river system, its springs, wetlands, and surrounding uplands are home to a rich diversity of wildlife and habitat, and as such represent an irreplaceable value to the quality of life and well-being of Floridians. The river system, which

derives the majority of its flow from numerous natural springs, has been designated as an Outstanding Florida Water, a National Wild and Scenic River, and a Florida Aquatic Preserve. [16]

In 1988, the Florida Legislature enacted the Wekiva River Protection Act which required that Lake, Orange, and Seminole counties adopt Comprehensive Plan policies and land development regulations to better protect hydrology, water quality, habitats, and wildlife within a designated "Wekiva River Protection Area." Those policies and regulations included the protection of rural character, limiting development densities, creating river and wetland setbacks, and recognizing hydrologic protection zones. Pursuant to the Act, a system of transferable development rights was implemented in Lake County to shift development density away from the river system.

**Figure 5: Location of the Wekiva River Protection Area and Wekiva Study Area**




**Source: sjrwmd.com/streamlines/2006spring/wekiva_map.htm**

The aquifer recharge area that contributes to spring flow within the Wekiva River System has been only recently well defined. Known as the Wekiva Springshed, this area extends considerably west and south of the Wekiva River Protection Area, largely outside of boundaries defined by the original legislation.[17] Therefore, in order to better protect groundwater resources and also address regional transportation needs, the Florida legislature, in 2004, enacted a second piece of legislation titled the Wekiva Parkway and Protection Act. This new legislation contains guiding principles for development of the Wekiva Parkway, including requirements for wildlife crossings to ensure wildlife movement and habitat connectivity. The Act also identifies properties to be protected by acquisition or conservation easement in the vicinity of the road. To provide greater protection of groundwater resources, the Act designates a larger "Wekiva Study Area" which includes much of the Wekiva Springshed. The Act calls for various action by local governments and state agencies, including adoption of Comprehensive Plan policies and land development regulations to optimize open space and promote a pattern of development protective of recharge, karst features, natural habitat, and greenways. Strategies to accomplish this include clustering, land acquisition, conservation easements, low density development, and best management practices. The Act also addresses the coordination of stormwater plans, wastewater treatment, and the conversion of conventional septic systems to performance-based technology.[18]

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[16] http://www.dca.state.fl.us/FDCP/DCP/wekiva/wekivacc/report/FinalWekivaReport.pdf
[17] http://www.dca.state.fl.us/FDCP/DCP/wekiva/wekivacc/report/FinalWekivaReport.pdf
[18] http://www.dca.state.fl.us/fdcp/DCP/wekiva/wekivaact/index.cfm

How is the issue addressed in the Comprehensive Plan?

The Wekiva River Protection Area is addressed throughout the Comprehensive Plan, both directly and indirectly. Direct references are found in the Future Land Use Element, Conservation Element, Recreation and Open Space Element and Intergovernmental Coordination Element. Additional policies to address statutory requirements within the Wekiva Study Area will be included.

Has the Plan been effective?

The objectives and policies have been moderately successful in controlling development in the Wekiva River Protection Area (WRPA); however, the greatest contribution to protection of the basin's ecologic integrity has come from land acquisition efforts by various state and local entities. These include the DEP, DACS, SJRWMD, LCWA, and most recently Lake County through Florida Forever and other programs. Although maintaining rural densities has helped to limit the impact of development within much of the WRPA, the piecemeal subdivision of private land over time continues to threaten the long-term integrity of ecosystems that require habitat connectivity and appropriate management. In addition to maintaining rural densities, as the importance of this area is increasingly appreciated by scientific advances and understanding, it is necessary to provide better regulations tailored specifically toward the protection of natural resources within the Wekiva River Protection Area and Wekiva Study Area. Within these areas, greater protection and management of open space is necessary where development occurs to ensure preservation of habitat, wildlife, and corridors for wildlife movement. Within the Wekiva Study Area, policies affecting the protection of groundwater resources and other provisions of the Wekiva Parkway and Protection Act are necessary.

Proposed Amendments

*Planning Horizon 2025* has a more cohesive and comprehensive strategy for protecting the Wekiva River Protection Area, and will include additional policies to implement statutory requirements within the Wekiva Study Area.

*Planning Horizon 2025* takes measures to protect the Wekiva River Protection Area and Wekiva Study Area by incorporating the following into its proposed policies:

- Adopt measures in accordance with Fla. Stat. § 369.301 – 369.324, specifically with respect to stormwater, water supply, and wastewater
- Further open space protection by including definitions, and standards for protection and management of open space.
- Prioritize protection of conservation lands through acquisition and conservation easements.
- Identify, define, and map the most effective recharge areas, areas of aquifer vulnerability, karst features, and sensitive natural habitats including Longleaf Pine, Sand Hill, Sand Pine, and Xeric Oak Scrub.

- Limit growth within the Wekiva River Protection Area and Wekiva Study Area through coordinated greenway plans, clustering of development, density credits and density incentives close to municipalities which result in permanent protection of open space, allowing only low to very low density development, and conservation subdivision design standards.

*The proposed Future Land Use Element will:*

- Limit density with Future Land Use categories specific to the Wekiva River Protection Area and Wekiva Study Area.
- Maintain the long-term viability of these natural resources.
- Preserve and protect the Wekiva River Protection Area and Wekiva Study Area, recognizing them as natural resources of critical state and regional importance.
- Prohibit all development inconsistent with the provisions of the Wekiva River Protection Act and the Wekiva Parkway and Protection Act.
- Regulate the use of land within the Wekiva River Protection Area and Wekiva Study Area in order to concentrate development farthest from surface waters and wetlands of the Wekiva River System and require special protection of springsheds to minimize impacts on water quantity and quality.
- Require clustering of development and permanent protection of open space to protect natural resources including recharge areas, karst features, habitat, wildlife, and corridors for wildlife movement.

*The proposed Conservation Element will:*

- Show the Wekiva River Protection Area and Wekiva Study Area, the Wekiva River, its tributaries, and waters on maps and GIS coverages prepared for use in regulatory decisions by the County.
- Protect and restore, to the maximum extent possible, sensitive areas within and adjacent to all springsheds, including springs, seeps, recharge areas, sinkholes, caves, and other karst features.
- Require development to be clustered on the least sensitive portion of the development site and establish undisturbed buffer areas around karst features with an aquifer connection.
- Limit irrigated turf grasses and landscape areas to no more than 50% of all pervious surface areas, including residential lots.
- Adopt regulations that protect and conserve wetlands
- Require a site analysis for all new development within the Wekiva River Protection Area and Wekiva Study Area in order to protect natural resources where they exist to the maximum extent possible.
- Require management plans for significant natural habitats meeting certain criteria that are to be protected as a result of development projects.
- Prohibit all new mining within the Wekiva River Protection Area and Wekiva Study Area.
- Participate in local, regional, state, and federal programs to protect and manage environmentally-sensitive lands through acquisition and establishment of conservation easements.

*The proposed Intergovernmental Coordination Element will:*

- Coordinate with other local county and municipality governments located in the Wekiva River Protection Area and Wekiva Study Area to ensure a consistent regional approach to springs, springshed, and aquifer recharge protection.
- Coordinate with conservation agencies and organizations to complete and maintain the Wekiva-Ocala Greenway.
- Coordinate with the Department of Health regarding onsite sewage treatment and disposal systems located in the Wekiva Area to ensure a coordinated approach to the provision of wastewater treatment.

*The proposed Parks and Recreation Element will:*

- Partner with local, regional, state, and federal agencies in the purchase of environmentally-sensitive lands.
- Recommend additional property for acquisition and assist in the preparation of boundary amendments for state acquisition project areas.

*The proposed Transportation Element will:*

- Support structural modifications to roads to provide for wildlife movement
- Support use of crossing structures for bear and other wildlife, including underpasses and spans.
- Encourage state agencies to study and build wildlife crossing structures for SR 40, SR 44, and CR 42.
- Support and cooperate with regional transportation entities to ensure compliance with provisions of the Wekiva Parkway and Protection Act during construction of the Wekiva Parkway.

*The proposed Sanitary Sewer Sub-element in the Public Facilities Element will:*

- Coordinate with Federal and State agencies regarding wastewater treatment and disposal within environmentally sensitive areas.

*The proposed Stormwater Sub-element in the Public Facilities Element will:*

- Regulate the design and operation of stormwater management systems to protect the quantity and quality of surface and ground waters, recharge areas, springs, and springsheds.

## Annexation

**Issue: Lake County needs to improve intergovernmental coordination in order to ensure that annexations do not result in urban sprawl or environmental harm.**

<u>Social, Economic, and Environmental impacts</u>

Urban sprawl is typically characterized as promoting low-density, often single family dwelling units, at the expense of other types of development, forcing automobile dependency, sprawling

and leapfrogging growth out from existing urban centers, creating separated land uses, and blurring the edge between urban and rural land areas. Orlando is the seventeenth fastest growing urban area in the United States and, as part of the Orlando metropolitan area, Lake County may want to consider adopting policies that permit the conversion of rural and agricultural land to urban density only when there is public benefit, specifically, protecting natural lands, viewsheds, and open space.

Lake County struggles to maintain infrastructure, address school overcrowding, relieve traffic congestion, and protect lands that have cultural, environmental, and historical significance. Lake County is attempting to manage these issues through active participation in regional planning committees and metropolitan planning organizations which coordinate activities between counties and municipalities. As each county and municipality is facing budget challenges, it is increasingly important to participate in these regional organizations in order to have the smallest duplication of effort possible and greatest benefit from economies of scale utilizing limited resources.

How is the issue addressed in the Comprehensive Plan?

The existing Plan does not include many policies dealing with annexation or urban sprawl. There is only one objective (in the Future Land Use Element) that directly addresses sprawl. The annexation objectives are located primarily in the Intergovernmental Coordination Element. Since annexations are governed under State law, intergovernmental coordination, interlocal service delivery boundary agreements, and joint planning area agreements are the best ways to ensure the uses assigned to annexed lands support the County's goal and vision for a particular area.

Has the Plan been effective?

The existing Comprehensive Plan over-allocates residential density over large areas and has led to the premature conversion of agricultural land to urban and suburban uses. There has been some urban encroachment into environmentally sensitive lands, displacement of agricultural operations, creation of incompatible land uses, and blurring of municipal areas. Rather than infill and redevelopment, municipal annexations have resulted in cases of leap-frog development, creation of enclaves, departures from compact growth and creation of sprawl.

Proposed Amendments

*Planning Horizon 2025* includes policies, guidelines, and standards to address open space and ensure that future development both discourages sprawl and encourages protection of environmental resources. Future development needs to be of high quality and in harmony with the character of the community. The County should continue to review annexations, and if municipal annexations conflict with County planning goals, the County should investigate the feasibility of challenging the annexation pursuant to Chapter 171, F.S., particularly when the

annexation occurs in either the GSACSC or the Wekiva River Protection Area and Wekiva Study Area.

Annexation should enhance the safety and welfare of the entire community as development occurs by increasing access to community facilities and providing protection of the natural environment. Annexation of larger tracts located at the periphery of traditional urban areas is facilitated and encouraged by Chapter 171, Florida Statutes. One issue is that this State law requires minimal planning and analysis coupled with a short (30 day) appeal period. There is a lack of continuity between Chapters 171 and 163 of the Florida Statutes, which has resulted in confusion and difficulty in crafting policies or rules for annexation.

The proposed policies in *Planning Horizon 2025* incorporate the following:

- Assess current partnerships with the State and municipalities with respect to protecting natural, agricultural, and rural resources and the provision of future public services in relation to annexation.
- Establish and encourage redevelopment of areas with outdated or poorly maintained structures.
- Encourage the use of conservation and agricultural easements to permanently protect environmentally sensitive and agricultural lands.
- Establish compatible land use transitions between urban areas and core rural areas with an emphasis on open space in order to protect the long-term integrity of rural protection areas and environmentally-sensitive areas.
- Balance property rights and land use regulation.
- Establish annexation procedures in accordance with Fla. Stat. § 171 which take into account Smart Growth concepts.

*The proposed Future Land Use Element will:*

- Discourage urban sprawl, as defined in Rule 9J-5 F.A.C.
- Implement land use patterns on the Future Land Use Map to encourage orderly, compact growth within urban areas.
- Direct growth and development to areas where public facilities and services are presently in place and to those areas where public facilities are planned.
- Implement and enforce policies and programs designed to preserve and reinforce the positive qualities of the lifestyle and charm presently enjoyed in the County's communities.
- Recognize the intent of the Mount Plymouth-Sorrento and Ferndale Communities to discourage annexations.
- Institute policies and programs designed to preserve and reinforce the positive qualities of the rural lifestyle enjoyed by residents living in rural areas.
- Identify core rural areas, known as Rural Protection Areas, which represent parts of the County that should maintain low rural densities and intensities over the long term because of their environmental significance or contribution to the rural heritage of Lake County.

- Establish a transitional future land category use that emphasizes the creation of open space in order to protect a long-term compatible boundary between urban areas and core rural areas.
- Coordinate with municipalities to the greatest extent possible to maintain the integrity of rural areas through joint planning and to ensure consistent standards for compatibility of proposed development adjacent to rural lands.
- Discourage the expansion of roadways within the Rural Future Land Use Series, the Wekiva River Protection Area, the Wekiva Study Area, the GSACSC and Emeralda Marsh.
- Develop and adopt specific standards to protect the scenic character of rural corridors and communities.
- Guide new Developments of Regional Impact to municipalities and to the Urban Future Land Use Series as designated on the Future Land Use Map.
- Require all development to be consistent with adopted level of service standards to minimize associated public costs.
- Pursue Joint Planning Areas (JPAs) or other intergovernmental coordination mechanisms with the municipalities and adjacent counties to address, at minimum, future annexations, provision of services and facilities, and land use compatibility.

*The proposed Potable Water & Sanitary Sewer Sub-elements in the Public Facilities Element will:*

- Coordinate the appropriate location of water and sewer facilities with adjacent municipal and private facilities to discourage urban sprawl.

*The proposed Economic Element will:*

- Develop new, update, or maintain existing interlocal agreements or Joint Planning Agreements with the cities for future annexations to address the following: compatibility between adjacent future land use designations, consistency between land development regulations, future annexation areas, and/or utility service areas, and land use compatibility.

## Lake County EAR Special Topics

**School Planning** [163.3191(2)(k)].

Following the passage of Senate Bill 360 in 2005 and subsequent changes to Florida Statutes regarding school concurrency, the Lake County Board of County Commissioners, in concert with the School Board and local municipalities, sought designation of Lake County as a "pilot community" for school concurrency implementation. The intent of this request was to implement concurrency ahead of the 2008 statutory deadline.

Lake County was, in fact, selected as one of six (6) "pilot communities" in the State of Florida to develop school concurrency in 2005. Lake County school capacity then ranged from 69% at Mount Dora High School to 199% at Mascotte Elementary School. Many of the current concerns about school overcrowding focus on population growth and its impact on schools. The

problems that exist within Lake County are multi-faceted and are the result of a combination of factors.

During the 1990s, few schools were built in Lake County and many school facilities suffered from a lack of preventative maintenance. This caused facilities to degrade and ultimately, many were in a poor state of repair. During this time, many former citrus groves were converted to residential subdivisions through the platting process. The years 1991-2000 saw 576 new residential subdivisions created throughout the County.

In an effort to rectify some of the neglect of facilities during the previous ten years, the School Board partnered with Lake County municipalities and the Board of County Commissioners in November 2001 to pass a sales tax referendum. The three partners to the referendum agreed to split the proceeds of the sales tax in thirds with the School Board's portion of the proceeds dedicated to renovation of existing High Schools throughout the County. While sorely needed, that effort produced no new student stations.

Florida voters approved a class-size amendment to the Florida Constitution in 2004 which effectively eliminated any gains in student stations created by construction of new facilities over the last five years. With this as a backdrop, and growing citizen concern for the state of Lake County schools, the Board of County Commissioners has moved forward to adopt school concurrency as a means of preparing for our future. The County is expected to meet the December 2008 deadline for the element.

Through the original interlocal agreement signed by the County, the School Board, and the cities in April 2006 and the first amended interlocal agreement of December 2007, the signatories have worked closely together regarding school planning and siting, population projections, and public facilities analysis. The School Board now is included in the evaluation of proposed development and a School Board member sits on the Local Planning Agency and Zoning Board.

With the implementation of the interlocal agreement and the adoption of the proposed Public School Facilities Element, Lake County, the Lake County School Board, and the municipalities will be able to ensure adequate school capacity, conveniently located to students, served by safe roads, and water, sewer, and other services.

**Water Supply Planning** [163.3191(2)(l)]

Lake County does not own, operate, or maintain any potable water systems with the sole exception of a package system that was taken over in Umatilla for public health and safety reasons. All potable water systems within the County are maintained and operated by the municipalities, private entities, or individual water well systems. The proposed *Planning Horizon 2025* does, however, include an updated Potable Water Facilities Sub-element which addresses water supply needs and alternative water sources through the planning period.

In order to ensure the provision of adequate quantities of potable water for its residents into the future and, recognizing its limited role in the provision of such services versus the role of the municipalities, Lake County joined with the Cities of Astatula, Clermont, Eustis, Fruitland Park, Groveland, Howey-In-The-Hills, Lady Lake, Leesburg, Mascotte, Minneola, Montverde, Mount Dora, Tavares and Umatilla to form the Lake County Water Alliance. The Alliance contracted with Water Resource Associates (WRA) in May of 2006 to develop the "Lake County Water Supply Plan (LCWP)" for its member governments. The St. Johns River Water Management District (SJRWMD) provided funding to the Alliance for the study and was an active participant in providing data to the study and reviewing work-product.

The ***Lake County Water Supply Plan (LCWP)***, Water Resource Associates, Inc., September 2007, may be found on Lake County's website: at http://www.lakecountyfl.gov/departments/conservation_and_compliance/water_supply_plan.aspx

The LCWP documents consist of an Executive Final Report and a series of four technical memoranda which provide the detailed analyses. The Water Supply Plan has five objectives that must be met in order for it to be successful.

These include:

1. Estimating the sustainable groundwater yield;
2. Maximizing the use of Alliance member water resources;
3. Avoidance of unacceptable environmental impacts;
4. Identification of cost-effective water supply development projects; and
5. Identification of new traditional or alternative water supply development projects that will not conflict with other local government users.

Development of the Water Supply Plan was broken into several phases involving the collection and assessment of existing data, identification of alternative water supply development projects, and review of existing regional monitoring programs. Groundwater modeling originally was considered but was cut from the project based on consensus of the Alliance, SJRMWD, and WRA. The LCWP concludes that present water supply strategies cannot be solely relied upon to meet the long-term water demand in Lake County. Development of strategies, both locally and regionally, will be required to satisfy future water supply needs. These strategies must integrate consideration of groundwater availability, conservation and reuse.

The development of the LCWP recognizes the pending resource limitations to groundwater supplies. The LCWP identifies an interrelated suite of technical, economic, and socio-political issues that must be effectively managed to ensure future water supply at reasonable cost. The formation of the Alliance and the subsequent development of the Comprehensive Plan recognize that coordinated water supply planning can assist in managing the complex issues associated with future water supply. However, the LCWP is only an initial step towards serving the future water supply needs of Lake County. Implementation of the LCWP must be considered, with limited Member resources available with which to pursue water supply

initiatives. The dual nature of the Alliance as a single planning entity composed of many independent members increases the complexity of its implementation.

The complex issues associated with water supply development in Lake County acknowledge that multiple perspectives on a given water supply issue will be present, and that there is no simple way to meet future water supply needs. As such, Water Supply Plan recommendations form a series of options designed to serve both individually for a single municipality or provider, and as building blocks towards the development of an integrated regional water supply strategy with multiple partners.

**Coastal High-Hazard Area** [163.3191(2)(m)]

Not applicable to Lake County.

**Compatibility With Military Installations** [163.3191(2)(n)]

There are no military installations or facilities within Lake County, however, the U.S. Navy Pinecastle Range Complex Military Operations Area (MOA) is a special use airspace designated by the Federal Aviation Administration utilized by the U.S. Military for training and exercises overlying parts of northern Lake County. It is administered by the U.S. Naval Air Station in Jacksonville, Florida. Airspace contained within the Range consists of the Palatka 1 and Palatka 2 Military Operations Areas and Restricted Areas 2906, 2907A, 2907B, 2910, 2910 A, and 2910B. These areas are within the Ocala National Forest.

Lake County recognizes the importance of the Pinecastle Range and therefore, in its proposed *Planning Horizon 2025*, will address several planning issues with respect to the area. The County is proposing to help protect the mission and the long-term viability of this military installation through the management of underlying land uses. The mechanism for this protection is the establishment of the Pinecastle Military Operations Area Overlay District and associated Goals, Objectives and Policies (GOPs). The proposed GOPs will ensure that future development within areas underlying the MOA will not negatively impact the current and long-term viability and use of this installation and will protect public health, safety, and welfare by ensuring land use activities are compatible with the testing and training mission of the U.S. Armed Forces.

The Pinecastle MOA Overlay District (Pinecastle MOA) will be depicted in the Future Land Use Map Series. The Pinecastle MOA is the area of the County within which review comments on proposed Comprehensive Plan amendments, proposed Land Development Regulations changes, development orders, and permits will be sought from the Military. The County will apply growth management policies and regulatory techniques to guide land use activities and construction in a manner compatible with the long-term viability of the facility and the protection of public health and safety within the Pinecastle MOA.

The County believes that existing development density and intensity is compatible with the testing and training mission of the MOA. Increases in residential development within the MOA bombing ranges and approach zones will be considered incompatible with the mission of the Range unless determined to be compatible by the representative of the Range.

Among the controls the County will use to protect both the military mission and private property owners within the Pinecastle MOA are building height limitations, limitations on cell towers, lighting standards to reduce distractions to training pilots, publicly recorded Military Influence Area Notice Acknowledgement disclosing the fact that a parcel is located within the Pinecastle MOA, and a high degree of intergovernmental coordination and communication. The County shall provide all proposed Comprehensive Plan amendments, proposed land development regulations, rezonings, waivers, exceptions, variances and similar applications which, if approved, would affect the intensity, density, or use of land within the Pinecastle MOA, to the Range representative for review and comment prior to final action by the County. To ensure good communications, a member of the military sits as an ex officio member of the Local Planning Agency.

The proposed Pinecastle MOA Overlay District and associated GOPs fulfill both the intent and requirements of Section 163.3175, Florida Statutes, and will help ensure the compatibility of development in the area with the facility's military mission while also improving the exchange of information between the County and this military installation. These actions should limit future property use conflicts between the military and private property owners and improve public health and safety through better information and communication.

**Concurrency Exception Areas, Concurrency Management Areas, and Multimodal Transportation Districts** [163.3191(2)(o)]

Lake County has not established any such districts to date.

**Need for Coordinated Transportation Concurrency Management** [ 163.3191(2)(p)]

The Lake-Sumter Metropolitan Planning Organization (MPO) was established on Feb. 25, 2004, after the 2000 U.S. Census determined the urbanized areas around Leesburg, Eustis, and Lady Lake had exceeded a population of 50,000. The MPO provides a forum for cooperative decision making concerning transportation issues throughout the urbanized area of Lake and Sumter counties in Florida. As the lead agency for regional transportation planning, it is tasked with effectively identifying the public's transportation needs. As such, transportation planning throughout the County is moving to consistent methods, data sets, and analysis. The County works closely with the MPO to evaluate transportation impacts and maintain roadway levels of service.

The new Transportation Element of the proposed *Planning Horizon 2025* was developed with the close cooperation of the MPO and will provide a solid planning framework for all of the local government jurisdictions in the County. The traffic impacts of development proposals will

be reviewed in a consistent, objective manner and roadway capacity properly allocated according to the availability data, avoiding the problems of overlap or double-counting that might happen without good communication. The new Intergovernmental Coordination Element of *Planning Horizon 2025* will address, in some detail, coordination with the MPO and will further ensure consistency among area local governments in their efforts to maintain transportation concurrency.

**Conclusion**

Lake County is poised to become a leader both regionally and statewide to implement sustainable planning practices. This EAR will lead to adoption of the ***Planning Horizon 2025*** comprehensive plan and allow Lake County to adopt Land Development Regulations which align with State and Federal goals for environmental protection and transportation.

With good planning, Lake County can improve the vitality of its urban areas while protecting environmental resources and a rural quality of life important to many Lake County residents. ***Planning Horizon 2025*** makes the necessary refinements of existing policies as well as introducing new policies to guide Lake County through its next stages of maturity.

***Planning Horizon 2025*** will help ensure that new growth is compatible with existing development and results in an efficient, attractive, and functional mix of rural and urban areas which maintain the County's character. Associated issues are the protection of open spaces and the protection of ground and surface water quality. Improved Comprehensive Plan policies can help accomplish multiple goals simultaneously, further ensuring protection of the natural beauty of Lake County.

# APPENDIX A

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| **1999: [Ch. 99-251, ss. 65-6, and 90; Ch. 99-378, ss. 1, 3-5, and 8-9, Laws of Florida]** | | | | |
| Required **rural counties** to base their future land use plans and the amount of land designated **industrial** on data regarding the need for job creation, capital investment, and economic development and the need to strengthen and diversity local economies. | 163.3177(6)(a) | | | Lake County does this in Planning Horizon 2025. |
| Required that all comp plans comply with the **school siting requirements** by October 1, 1999. | 163.3177(6)(a) | | | This will be accomplished in Planning Horizon 2025 |
| Required use of **professionally accepted techniques** for measuring level of service for cars, trucks, transit, bikes and pedestrians. | 163.3180(1)(b) | | | This will be accomplished in Planning Horizon 2025 |
| **2001**: [Ch. 2001-279, s. 64, Laws of Florida] | | | | |
| Created the **rural land stewardship area** program. | 163.3177(11)(d) | NA | | |
| **2002**: [Ch. 2002-296, ss. 1 - 11, Laws of Florida] | | | | |
| Required that all agencies that review comprehensive plan amendments and rezoning include a **nonvoting representative of the district school board**. | 163.3174 | | | Procedural. A member of the School Board has been sitting with the LPA since 2003. |
| Required **coordination of local comprehensive plan** with the regional water supply plan. | 163.3177(4)(a) | | The regional water supply plan is addressed in the Public Facilities Element, Conservation Element, Capital Improvement Element and Future Land Use Element | |
| Required that by **adoption of the EAR**, the sanitary sewer, solid waste, drainage, potable water and natural groundwater aquifer recharge element consider the regional water supply plan and **include a 10-year work plan** to build the identified water supply facilities. | 163.3177(6)(c) | | | This will be accomplished in Planning Horizon 2025 |
| Required **consideration of the regional water supply plan** in the preparation of the conservation element. | 163.3177(6)(d) | | Policy 7-2.7 accomplishes this. | |
| Required that the **intergovernmental coordination element (ICE)** include relationships, principles and guidelines to be used in coordinating comp plan with regional water supply plans. | 163.3177(6)(h) | | | Planning Horizon 2025 will include this coordination. |
| Required the local governments adopting a public educational facilities element execute an **inter-local agreement** with the district school board, the county, and non-exempting municipalities. | 163.3177(6)(h)4. | | A committee which has been working on these issues and this agreement was executed. | |
| Required that counties larger than 100,000 population and their municipalities submit an **inter-local service delivery agreements** (existing and proposed, deficits or duplication in the provisions of service) report to | 163.3177(6)(h)6., 7., & 8. | | | |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| DCA by January 1, 2004. Each local government is required to update its ICE based on the findings of the report. DCA will meet with affected parties to discuss and id strategies to remedy any deficiencies or duplications. | | | | |
| Required **Evaluation and Appraisal Reports** to include (1) consideration of the appropriate regional water supply plan, and (2) an evaluation of whether past reductions in land use densities in coastal high hazard areas have impaired property rights of current residents where redevelopment occurs. | 163-3191(2)(1) | | This is addressed in this document and will be further clarified in Planning Horizon 2025 | |
| **2004: [Ch. 04-5, s. 11; ch. 04-37, s. 1; ch. 04-230, ss. 1-4; ch. 04-372, ss. 2-5; ch. 04-381, ss. 1-2; ch. 04-384, s. 2, Laws of Florida.]** | | | | |
| (13): Created to require local governments to identify adequate **water supply sources** to meet future demand for the established planning period. | 163.3167 | | Water Supply workplan data and technical document has been completed. | Planning Horizon 2025 includes an updated Potable Water Facilities Sub-element which addresses water supply needs and water sources through the planning period. |
| (6)(a):<br>• Changed to require local governments to amend the future land use element by June 30, 2006 to include criteria to achieve compatibility with **military installations**.<br>• Changed to encourage **rural land stewardship area** designation as an overlay on the future land use map.<br><br>(6)(c): Extended the deadline adoption of the **water supply facilities work plan** amendment until December 1, 2006; provided for updating the work plan every five years; and exempts such amendment from the limitation on frequency of adoption of amendments.<br><br>(10)(l): Provides for the coordination by the state land planning agency and the Department of Defense on compatibility issues for **military installations**.<br><br>(11)(d)6.j.: Provides that **transferable rural land use credits** may be assigned at different ratios according to the natural resource or other beneficial use characteristics of the land. | 163.3177 | NA<br><br>NA | | This will be accomplished in Planning Horizon 2025<br><br>Water Supply work plan data and technical document has been completed.<br><br>This will be accomplished in Planning Horizon 2025 |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| (1): Provides legislative findings with respect to the shortage of **affordable rentals** in the state.<br><br>(2): Provides **definitions**.<br><br>(3): Authorizes local governments to permit **accessory dwelling units** in areas zoned for single family residential use based upon certain findings.<br>(4) An application for a building permit to construct an accessory dwelling unit must include an **affidavit from the applicant**, which attests that the unit will be rented at an affordable rate to a very-low-income, low-income, or moderate-income person or persons.<br><br>(5): Provides for certain **accessory dwelling units** to apply towards satisfying the affordable housing component of the housing element in a local government's comprehensive plan. | Creates 163.31771 | | | These are largely procedural and require no direct action from Lake County. Planning Horizon 2025 does address and manage the issue of affordable housing more thoroughly than the existing comprehensive plan. |
| **Amends the definition of "in compliance"** to add language referring to the **Wekiva Parkway and Protection Act**. | 163.3184(1)(b) | | Procedural requiring no specific action by Lake County | |
| Created to provide that **evaluation and appraisal reports** evaluate whether criteria in the land use element were successful in achieving land use compatibility with **military installations**. | 163.3191(2)(n) | | Addressed in this EAR | |
| **2005 [Ch. 2005-157, ss 1, 2 and 15; Ch. 2005-290; and Ch. 2005-291, ss. 10-12, Laws of Florida]** | | | | |
| (3)(a)5.: Required the comprehensive plan to include a **5-year schedule of capital improvements**. Outside funding (i.e., from developer, other government or funding pursuant to referendum) of these capital improvements must be **guaranteed** in the form of a **development agreement or interlocal agreement.**<br><br>(3)(a)6.d.: Required a **long-term capital improvement schedule** if the local government has adopted a long-term concurrency management system.<br><br>(6)(a): Requires the future land use element to be based upon the **availability of water supplies** (in addition to public water facilities).<br><br>(6)(a): Add requirement that future land use element of **coastal counties** must encourage the preservation of working waterfronts, as defined in s.342.07, F.S. | 163.3177 | NA<br><br>NA | | This will be accomplished in Planning Horizon 2025<br><br>This will be accomplished in Planning Horizon 2025 |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| (6)(c): Required the **potable water element** to be updated within 18 months of an updated regional water supply plan to incorporate the **alternative water supply projects** and traditional water supply projects and conservation and reuse selected by the local government to meet its projected water supply needs. The ten-year water supply work plan must include public, private and regional water supply facilities, including development of alternative water supplies. Such amendments do not count toward the limitation on the frequency of adoption of amendments. | | | Water Supply workplan data and technical document has been completed. | Planning Horizon 2025 includes an updated Potable Water Facilities Sub-element which addresses water supply needs and water sources through the planning period. |
| (6)(h)1.: The intergovernmental coordination element must address coordination with **regional water supply authorities**. | | | | This will be accomplished in Planning Horizon 2025 |
| (11)(d)4.c.: Required **rural land stewardship areas** to address **affordable housing**. | | NA | | |
| (11)(d)5.: Required a **listed species survey** be performed on **rural land stewardship receiving area**. If any listed species present, must ensure adequate provisions to protect them. | | NA | | |
| (11)(d)6.: Must enact an ordinance establishing a **methodology** for creation, conveyance, and use of **stewardship credits** within a **rural land stewardship area**. | | NA | | |
| (11)(d)6.j.: Revised to allow **open space and agricultural land** to be just as important as environmentally sensitive land when assigning stewardship credits. | | NA | | |
| (12): Must adopt **public school facilities element**. | | | | This will be accomplished in Planning Horizon 2025 |
| (12)(a) and (b): A **waiver** from providing this element will be allowed under certain circumstances. | | | | |
| (12)(g): Expanded list of items to be to include **collocation**, **location of schools proximate to residential areas**, and use of schools as **emergency shelters**. | | | | This will be accomplished in Planning Horizon 2025 |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| (12)(h): Required local governments to provide maps depicting the general **location** of new schools and school improvements within future conditions maps. | | | This is currently available from Lake County. | |
| (13): (**New section**) Encourages local governments to develop a "**community vision**," which provides for sustainable growth, recognizes its fiscal constraints, and protects its natural resources. | [New] | | This is an ongoing process embraced by Lake County as part of the process of writing Planning Horizon 2025 | |
| (14): (**New section**) Encourages local governments to develop an "**urban service boundary**," which ensures the area is served (or will be served) with adequate public facilities and services over the next 10 years. See s. 163.3184(17). | [New] | | | This will be accomplished in Planning Horizon 2025 |
| (2): Required the **public schools interlocal agreement** (if applicable) to address requirements for **school concurrenc**y. The **opt-out provision** at the end of Subsection (2) is deleted. | 163.31777 | | This agreement was executed in 2007. | |
| (5): Required **Palm Beach County** to identify, as part of its EAR, changes needed in its public school element necessary to conform to the new 2005 public school facilities element requirements. | | NA | | |
| (7): Provided that counties exempted from **public school facilities element** shall undergo **re-evaluation** as part of its **EAR** to determine if they continue to meet exemption criteria. | | NA | | |
| (1)(a): Added "**schools**" as a required concurrency item. | 163.3180 | | | This will be accomplished in Planning Horizon 2025 |
| (2)(a): Required consultation with water supplier prior to issuing building permit to ensure "**adequate water supplies**" to serve new development will be available by the date of issuance of a certificate of occupancy. | | | Addressed as part of the Development Review Procedure | |
| (2)(c): Required **all transportation facilities** to be in place or under construction within **3 years** (rather than 5 years) after approval of building permit. | | | | This will be addressed in Planning Horizon 2025 |
| (4)(c): Allowed concurrency requirement for public schools to be waived within urban infill and redevelopment areas (163.2517). | | | | This will be addressed in Planning Horizon 2025 |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| (5)(d): Required **guidelines for granting concurrency exceptions** to be included in the comprehensive plan. | | | | This will be addressed in Planning Horizon 2025 |
| (5)(e) – (g): If local government has established **transportation exceptions**, the guidelines for implementing the exceptions must be "**consistent with and support a comprehensive strategy, and promote the purpose of the exceptions**." Exception areas must include mobility strategies, such as alternate modes of transportation, supported by data and analysis. FDOT must be consulted prior to designating a transportation concurrency exception area. Transportation concurrency exception areas existing prior to July 1, 2005 must meet these requirements by July 1, 2006, or when the EAR-based amendment is adopted, whichever occurs last. | | | | This will be addressed in Planning Horizon 2025 |
| (6): Required local government to **maintain records** to determine whether 110% **de minimis transportation impact** threshold is reached. A summary of these records must be submitted with the annual capital improvements element update. Exceeding the 110% threshold dissolves the de minimis exceptions. | | | | This will be addressed in Planning Horizon 2025 |
| (7): Required consultation with the Department of Transportation prior to designating a **transportation concurrency management area** (to promote infill development) to ensure adequate level-of-service standards are in place. The local government and the DOT should work together to mitigate any impacts to the Strategic Intermodal System. | | | | This will be addressed in Planning Horizon 2025 |
| (9)(a): Allowed adoption of a **long-term concurrency management system for schools**. | | | Procedural | |
| (9)(c): **(New section)** Allowed local governments to issue approvals to commence construction notwithstanding s. 163.3180 in areas subject to a **long-term concurrency management system**. | | | | |
| (9)(d): **(New section)** Required evaluation in **Evaluation and Appraisal Report** of progress in improving levels of service. | | | This is addressed in this document. | This will be accomplished in Planning Horizon 2025 |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| (10): Added requirement that level of service standard for roadway facilities on **the Strategic Intermodal System** must be consistent with FDOT standards. Standards must consider **compatibility with adjacent jurisdictions.** | | | Working with Lake-Sumter MPO to achieve and maintain compliance. | This will be accomplished in Planning Horizon 2025 |
| (13): Required **school concurrency** (not optional). | | | | This will be accomplished in Planning Horizon 2025 |
| (13)(c)1.: Requires school concurrency after five years to be applied on a "**less than districtwide basis**" (i.e., by using school attendance zones, etc). | | | | This will be addressed in Planning Horizon 2025 |
| (13)(e): Allowed school concurrency to be satisfied if a developer executes a **legally binding commitment** to provide mitigation proportionate to the demand. | | | | |
| (13)(e)1.: Enumerated mitigation options for achieving **proportionate-share mitigation.** | | | | |
| (13)(e)2.: If educational facilities funded in one of the two following ways, the local government must **credit** this amount toward any **impact fee or exaction** imposed on the community:<br>• contribution of land<br>• construction, expansion, or payment for land acquisition | | | This is addressed in the Development Review Procedures | |
| (13)(g)6.a.: **[Formerly (13)(g)7.a.]** Local governments must establish a **uniform procedure for determining if development applications are in compliance with school concurrency**. | | | This is addressed in the Development Review Procedures | |
| (13)(g)7. **[Formerly (13)(g)8.] Deleted** language that allowed local government to terminate or suspend an interlocal agreement with the school board. | | NA | | This will be addressed in Planning Horizon 2025 |
| (13)(h): (**New 2005 provision**) The fact that **school concurrency** has not yet been implemented by a local government should not be the basis for either an approval or denial of a development permit. | [New] | | Procedural | |
| (16): (**New 2005 section**) Required local governments to adopt by | | | | |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| **December 1, 2006** a method for assessing **proportionate fair-share mitigation options**. FDOT will develop a model ordinance by December 1, 2005. | [New] | | | |
| (17): (**New 2005 section**) If local government has adopted a **community vision** and **urban service boundary**, state & regional agency review is eliminated for plan amendments affecting property within the urban service boundary. Such amendments are exempt from the limitation on the frequency of plan amendments.<br><br>(18): (**New 2005 section**) If a municipality has adopted an urban infill and redevelopment area, state and regional agency review is eliminated for plan amendments affecting property within the urban service boundary. Such amendments are exempt from the limitation on the frequency of plan amendments. | 163.3184 [New] | NA<br><br>NA | | |
| (1)(c)1.f.: Allowed approval of residential land use as **a small-scale development amendment** when the proposed density is equal to or less than the existing future land use category. Under certain circumstances, **affordable housing units** are exempt from this limitation.<br><br>(1)(c)4.: (**New 2005 provision**) If the small-scale development amendment involves a **rural area of critical economic concern**, a 20-acre limit applies.<br>(1)(o): (**New 2005 provision**) An amendment to a **rural area of critical economic concern** may be approved without regard to the statutory limit on comprehensive plan amendments. | 163.3187<br><br>[New]<br><br>[New] | NA<br><br>NA | | This will be addressed in Planning Horizon 2025 |
| (2)(k): Required local governments that do not have either a school interlocal agreement or a public school facilities element, to determine in the **Evaluation and Appraisal Report** whether the local government continues to meet the exemption criteria in s.163.3177(12).<br><br>(2)(l): The **Evaluation and Appraisal Report** must determine whether the local government has been successful in identifying **alternative water supply projects,** including **conservation and reuse**, needed to meet projected demand. Also, the Report must identify the degree to which the local government has implemented its 10-year water supply workplan. | 163.3191 | | Lake County has an interlocal school agreement<br><br>This is addressed in this document | |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| (2)(o): (**New 2005 provision**) The **Evaluation and Appraisal Report** must evaluate whether any **Multimodal Transportation District** has achieved the purpose for which it was created.<br><br>(2)(p): (**New 2005 provision**) The **Evaluation and Appraisal Report** must assess **methodology for impacts on transportation facilities**.<br><br>(10): The **Evaluation and Appraisal Report -based amendment** must be **adopted within a single amendment cycle**. Failure to adopt within this cycle results in **penalties**. Once updated, the comprehensive plan must be submitted to the DCA. | [New]<br><br>[New] | NA | This is addressed in this document<br><br>Procedural | |
| **2006 [Ch. 2006-68, Ch. 2006-69, Ch. 2006-220, Ch. 2006-252, Ch. 2006-255, Ch. 2006-268, Laws of Florida]** | | | | |
| Adds a new section allowing a local government to comply with the requirement that its comprehensive **plan direct population concentrations away from the CHHA** and maintains or reduces hurricane evacuation times by maintaining an adopted LOS Standard for out-of-county hurricane evacuation for a category 5 storm, by maintaining a 12-hour hurricane evacuation time or by providing mitigation that satisfies these two requirements. Ch. 2006-68, LOF. | 163.3178(9)(a) [New] | NA | | |
| Adds a new section establishing **a level of service for out-of-county hurricane evacuation** of no greater than 16 hours for a category 5 storm for any local government that wishes to follow the process in s.163.3178(9)(a) but has not established such a level of service by July 1, 2008. Ch. 2006-68, LOF. | 163.3178(9)(b) [New] | NA | | |
| Requires local governments to amend their **Future Land Use Map** and **coastal management elemen**t to include the new definition of the **CHHA**, and to depict the CHHA on the FLUM by July 1, 2008. Ch. 2006-68, LOF. | 163.3178(2)(c) | NA | | |
| Allows the **sanitary sewer concurrency requirement** to be met by onsite sewage treatment and disposal systems approved by the Department of Health**.** Ch. 2006-252, LOF. | 163.3180(2)(a) | | | This will be accomplished in Planning Horizon 2025 |
| **Community Workforce Housing Innovation Pilot Program**; created by Ch. 2006-69, LOF, section 27. Establishes a special, expedited adoption process for any plan amendment that implements a pilot program project. | New | NA | | |
| **Affordable housing land donation density incentive bonus**; created by Ch. 2006-69, LOF, section 28. Allows a density bonus for land donated | New | NA | | |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| to a local government to provide affordable housing; requires adoption of a plan amendment for any such land; such amendment may be adopted as a small-scale amendment; such amendment is exempt from the twice per year limitation on the frequency of plan amendment adoptions. | | | | |
| **2007 Ch. 2007-196, Ch. 2007-198, Ch. 2007-204, Laws of Florida]** | | | | |
| (3)(b)1. Requires an annual update to the Five-Year Schedule of Capital Improvements to be submitted by December 1, 2008 and yearly thereafter. If this date is missed, no amendments are allowed until the update is adopted. Ch. 2007-204, LOF. | 163.3177 | | | This will be accomplished as part of Planning Horizon 2025 |
| (6)(f)1.d. Revises the housing element requirements to ensure adequate sites for affordable **workforce housing** within certain counties. Ch. 2007-198, LOF. | [New] | NA | | |
| (6)h. and i. Requires certain counties to adopt a plan for ensuring **affordable workforce housing** by July 1, 2008 and provides a penalty if this date is missed. Ch. 2007-198, LOF. | [New] | NA | | |
| (4)(b) Expands transportation concurrency exceptions to include **airport facilities**. Ch. 2007-204, LOF. | 163.3180 | | Procedural | |
| (5)(b)5 Adds specifically designated **urban service areas** to the list of transportation concurrency exception areas. Ch. 2007-204, LOF. | [New] | NA | | |
| (5)(f) Requires consultation with the state land planning agency regarding mitigation of impacts on Strategic Intermodal System facilities prior to establishing a **concurrency exception area**. Ch. 2007-204, LOF. | [New] | NA | | |
| (16)(c) and (f) Allows **proportionate fair-share mitigation** to be directed to one or more specific transportation improvement. Clarifies that such mitigation is not to be used to address backlogs. Ch. 2007-204, LOF. | [New] | | | This will be addressed in Planning Horizon 2025 |
| (17) Allows an exempt from concurrency for certain **workforce housing** developed consistent with s.380.061(9) and s.380.0651(3). Ch. 2007-198, LOF. | | | Procedural | |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
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| Allows a local government to establish a **transportation concurrency backlog authority** to address deficiencies where existing traffic volume exceeds the adopted level of service standard. Defines the powers of the authority to include tax increment financing and requires the preparation of transportation concurrency backlog plans. Ch. 2007-196, LOF and Ch. 2007-204, LOF. | 163.3182 [New] | NA | | |
| Establishes an expedited plan amendment adoption process for amendments that implement the **Community Workforce Housing Innovation Pilot Program** and exempts such amendments from the twice per year limitation on the frequency of adoption of plan amendments. Ch. 2007-198, LOF. | 420.5095(9) | | Procedural | |
| **2008 Ch. 2008-191, Laws of Florida]** | | | | |
| Future Land Use Element shall address the discouragement of urban sprawl; energy-efficient land use patterns accounting for existing and future electric power generation and transmission systems; and greenhouse gas reduction strategies. | 163.3177(6)(a) | | Sprawl is addressed in FLUE Objective 1-10 and its supporting policies, and Policy 1-1.6, Traffic Circ. Policy2-1.4, Cons. Elem. Policy 7-17.4. Planning for utilities addressed in FLUE Obj. 1-9. GHG not addressed. | Greenhouse gas reduction program will be added to the FLUE |
| The land use map or map series contained in the future land use element shall generally identify and depict energy conservation. | 163.3177(6)(d) | | Not addressed | A map depicting energy conservation will be added to the map series. |
| The Transportation Element shall include strategies to address reduction in greenhouse gas emissions from the transportation sector. | 163.3177(6)(b) | | Not addressed | Proposed Trans Policy 1.10.7 is to reduce vehicular pollutant emission levels and proposed Cons Policy 5.2.8 is to promote energy conservation for transportation |
| The Conservation Element shall include factors that affect energy conservation | 163.3177(6)(d) | | Addressed in Cons. Obj 7-11 and supporting policies | Proposed Planning Horizon also addresses energy conservation and has added alternative energy and renewables. |
| The Housing Element shall address Energy efficiency in the design and construction of new housing and Use of renewable energy resources. | 163.3177(6)(f) | | Energy efficient housing is addressed in Policy 5-1.8. | New policies will be added to address energy efficient |

| Changes to Chapter 163, F.S. 1986-2008 | Chapter 163, F.S. Citations | N/A* | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|
| | | | Renewable energy not addressed. | housing and renewable energy in the Housing Element. Green buildings, energy efficient building design, and renewable energy are addressed in the proposed Conservation Element. |

| Changes to Rule 9J-5, F.A.C. 1989-2003 | | 9J-5, F.A.C. Citations | NA | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|---|
| **March 23, 1994** | | | | | |
| | Required local comprehensive plans to include a countywide **marina siting plan** for participating local governments in the coastal area and **intergovernmental coordination** processes. | 9-5.005(1)(c) | NA | | |
| | Required the Future Land Use Element for coastal counties and municipalities that have dredge spoil disposal responsibilities to identify any existing **dredge spoil disposal sites** and include an analysis of the need for additional dredge spoil disposal sites. | 9J-5.006(1)(f)3 and 9J-5.006(2)(f) | NA | | |
| | Required the Future Land Use Element to include an analysis of **proposed development and redevelopment** based upon hazard mitigation reports. | 9J-5.006(2)(g) | | | This will be included in the Capital Improvement Element of Planning Horizon 2025 |
| | Required the Future Land Use Element to include objectives to encourage elimination or reduction of uses that are inconsistent with an **interagency hazard mitigation report** and ensure the availability of **dredge spoil disposal sites** for affected coastal counties and municipalities. | 9J-5.006(3)(b) | NA | | |
| | Required policies of the future land use element to designate **dredge spoil disposal sites** for affected coastal counties and municipalities and establish **site selection criteria** for designation of future dredge spoil disposal sites. | 9J-5.006(3)(c) | NA | | |

| Changes to Rule 9J-5, F.A.C. 1989-2003 | | 9J-5, F.A.C. Citations | NA | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|---|
| | Required the Housing Element inventory and analysis to:<br>$ Use data from the **affordable housing needs assessment**;<br>$ Address housing needs of existing and future residents;<br>$ Avoid the concentration of affordable housing; and<br>$ Address the needs of **very-low income families** as well as low and moderate income families. | 9J-5.010(1) and (2) | | Chapter V addresses all these issues through the goals, policies and objectives. | |
| | Required Housing Element objectives to address:<br>$ Housing needs of current and future residents;<br>$ Sites and distribution of housing for very-low income and low-income families; and<br>$ Use of job training, job creation and economic solutions to address affordable housing concerns. | 9J-5.010(3) | | Chapter V adequately addresses the current & future housing needs as well as distribution of housing. | Planning Horizon 2025 improves on these policies and will also address the use of job training and economic solutions in relation to affordable housing concerns. |
| | Required Coastal Management Element inventories and analyses to be coordinated with the countywide **marina siting plan**. | 9J-5.012(2) | NA | | |
| | Required Coastal Management Element policies to:<br>$ Incorporate recommendations from **interagency hazard mitigation reports**;<br>$ Address the relocation, mitigation or replacement of **infrastructure** within the coastal high-hazard area;<br>$ Include criteria consistent with the countywide **marina siting plan**; and<br>Include a procedure to resolve inconsistencies between the local comprehensive plan and the **deepwater port master plan**. | 9J-5.012(3) | NA | | |

| Changes to Rule 9J-5, F.A.C. 1989-2003 | | 9J-5, F.A.C. Citations | NA | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|---|
| | Required affected local governments to incorporate the **marina siting plan** in the Coastal Management Element. | 9J-5.012(4) | NA | | |
| | Required objectives of the Intergovernmental Coordination Element to:<br>$ Ensure coordination in the designation of new **dredge spoil disposal sites**;<br>$ Involve the navigation and inlet districts, state and federal agencies and the public in identifying dredge spoil disposal sites; and<br>$ Resolve conflicts between a coastal local government and a public agency seeking a dredge spoil disposal site through the Coastal Resources Interagency Management Committee=s dispute resolution process. | 9J-5.015(3) | NA | | |
| | Required local governments having all or part of their jurisdiction within the urbanized area of a Metropolitan Planning Organization to prepare and adopt a **transportation element** which replaces the traffic circulation element, the mass transit element, and the ports, aviation and related facilities element and established requirements for the transportation element. | 9J-5.019 | | | Planning Horizon 2025 adopts this new structure and includes the required sub-elements |
| **May 18, 1994** | | | | | |
| | Required all goals, objectives, policies, standards, findings and conclusions of the comprehensive plan and plan amendments to be based upon **analysis** as well as data, explained the meaning of being **based upon data**, referenced the Department's guide to **data sources** and National Wetland Inventory Maps, and authorized local governments to submit textual portions of their plan or amendment on **electronic processing storage media**. | 9J-5.005(2) | | | Planning Horizon 2025 incorporates this requirement into all elements. |

| Changes to Rule 9J-5, F.A.C. 1989-2003 | | 9J-5, F.A.C. Citations | NA | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|---|
| | Required **goals, objectives and policies** to establish standards for the use of land and guidelines for land development regulations. | 9J-5.005(6) | | The Future Land Use element provides guidelines and standards for uses and development of each of the Future Land Use categories. | |
| | Required public **potable water wells** and **wellhead protection areas** to be shown on existing land use map or map series and provided that **educational uses, public buildings and grounds and other public facilities** may be shown as one land use category. | 9J-5.006(1)] | | This is provided in the Future Land Use Map series | |
| | Required policies of the Future Land Use Element to address protection of potable water wellfields by designating appropriate activities and land uses within **wellhead protection areas**. | 9J-5.006(3) | | Policy 1-5.3 accomplishes this in the Future Land Use Element | |
| | Required public **potable waterwells**, **wellhead protection areas**, and **coastal high hazard areas** to be shown on the future land use map and provided that **educational uses, public buildings and grounds and other public facilities** may be shown as one land use category. Provided that if **mixed use categories** are used, policies must specify types of land uses allowed, the percentage distribution among the mix of uses or other objective measurement, and the density and intensity of each use. | 9J-5.006(4) | | This is provided in the Future Land Use Map series | |
| | Required the Housing Element to address housing for moderate income, low income, and very low income households, group homes, foster care facilities, and households with special housing needs, including rural and farmworker housing. | 9J-5.010 | | Objective 5.2, Objective 5.3 & Objective 5.5 addresses these issues to ensure that these special need groups will have housing available. | |
| | Required the Housing Element analysis to address the existing housing delivery system. [ | 9J-5.010(2) | | | Planning Horizon 2025 includes a policy which addresses existing housing delivery. |

| Changes to Rule 9J-5, F.A.C. 1989-2003 | | 9J-5, F.A.C. Citations | NA | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|---|
| | Required objectives of the Housing Element to address adequate sites for mobile and manufactured homes. | 9J-5.010(3)(b) | | Objective 5.4 addresses this issue to ensure that there are adequate sites for Mobile Homes. | |
| | Required policies of the Housing Element to:<br>$ Include specific programs and actions to streamline the **permitting process** and minimize costs and delays for housing;<br>$ Establish principles and criteria guiding the location of **manufactured homes**;<br>$ Identify interlocal agreements with nearby local governments to provide **affordable housing**; and<br>$ Designate sufficient sites at sufficient densities to accommodate affordable housing. | 9J-5.010(3)(c) | | Policy 5-1.5 allows for a streamline process to increase permitting of affordable housing.<br><br>Policy 5-9.2 promotes intergovernmental coordination for affordable housing | Planning Horizon 2025 comprehensively addresses all of these issues in specific goals, policies or objectives. |
| | Required the data and analysis of the Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water and Natural Groundwater Aquifer Recharge Element to identify major **natural drainage features** and **natural groundwater aquifer recharge areas**, including areas identified by the water management district as **prime or high groundwater recharge areas**. | 9J-5.011(1) | | This occurs throughout the plan largely in relation to the Green Swamp Area of Critical State Concern and the Wekiva River Parkway and Protection Act. | Planning Horizon 2025 will reflect the increased scientific knowledge about aquifers and recharge areas that have occurred. |
| | Required the policies of the Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water and Natural Groundwater Aquifer Recharge Element to establish **water quality standards for stormwater recharge**. | 9J-5.011(2) | | | Planning Horizon 2025 will establish water quality standards for stormwater recharge in the required elements. |
| | Required the Conservation Element to identify and analyze **groundwater** and important **fish or shellfish areas**. | 9J-5.013(1) | | The Conservation Element requires analysis and mapping of groundwater; there are no important fish or shellfish areas in Lake County | |

| Changes to Rule 9J-5, F.A.C. 1989-2003 | | 9J-5, F.A.C. Citations | NA | Addressed (where/how) | Amendment Needed By Element |
|---|---|---|---|---|---|
| | Required policies of the conservation element to address land uses known to affect adversely the quality and quantity of **water sources**, including natural groundwater recharge areas, well head protection areas and surface waters used as a source of public water supply, and the protection and conservation of **wetlands**. | 9J-5.013(2) and (3) | | While the existing plan protects water sources and addresses groundwater quality, the conservation element does not specifically address land uses known to adversely affect the quality and quantity of water sources. | Planning Horizon 2025 will address the land uses known to adversely affect the quality & quantity of water sources along with preserving and protecting the water sources. |
| **March 21, 1999** | | | | | |
| | Required the future land use map to show the **transportation concurrency exception area** boundaries of such areas have been designated and areas for possible future municipal incorporation. | 9J-5.006(4) | | This is provided in the Future Land Use Map series | |
| | Required objectives of the Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water and Natural Groundwater Aquifer Recharge Element to address protection of **high recharge** and **prime recharge** areas. | 9J-5.011(2) | | There are objectives throughout elements of the existing comp plan which address recharge areas | To be included as part as Planning Horizon 2025 and will address recharge areas in a cohesive way |
| | Required objectives of the Transportation Element to: | 9J-5.019(4)(b) | | | |
| | • Coordination the siting of new, or expansion of existing **ports, airports, or related facilities** with the Future Land Use, Coastal Management, and Conservation Elements; | | | | To be included as part as Planning Horizon 2025 |
| | • Coordination surface transportation access to ports, airports, and related facilities with the traffic circulation system; | | | | To be included as part as Planning Horizon 2025 |
| | • Coordination ports, airports, and related facilities plans with plans of other transportation providers; and | | | | To be included as part as Planning Horizon 2025 |
| | • Ensure that access routes to ports, airports and related facilities are properly integrated with other modes of transportation. | | | | To be included as part as Planning Horizon 2025 |

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| | Required policies of the Transportation Element to: | 9J-5.019(4)(c) | | | |
| | • Provide for safe and convenient **on-site traffic flow**; | | | | To be included as part as Planning Horizon 2025 |
| | • Establish measures for the acquisition and preservation of public **transit** rights-of-way and corridors; | | | | To be included as part as Planning Horizon 2025 |
| | • Promote **ports, airports and related facilities** development and expansion; | | | | To be included as part as Planning Horizon 2025 |
| | • Mitigate adverse structural and non-structural impacts from ports, airports and related facilities; | | | | To be included as part as Planning Horizon 2025 |
| | • Protect and conserve natural resources within ports, airports and related facilities; | | | | To be included as part as Planning Horizon 2025 |
| | • Coordinate intermodal management of surface and water transportation within ports, airports and related facilities; and | | | | To be included as part as Planning Horizon 2025 |
| | • Protect ports, airports and related facilities from encroachment of incompatible land uses. | | | | To be included as part as Planning Horizon 2025 |
| **February 25, 2001** | | | | | |
| | Required the future land use map to show **multimodal transportation district** boundaries, if established. | 9J-5.006(4) | NA | | |
| | Required data for the Housing Element include a description of **substandard dwelling units** and repealed the requirement that the housing inventory include a locally determined definition of standard and substandard housing conditions. | 9J-5.010(1)(c) | | | To be included as part as Planning Horizon 2025 |
| | Required the Intergovernmental Coordination Element to include objectives that ensure adoption of **interlocal agreements** within one year of adoption of the amended Intergovernmental Coordination Element and ensure intergovernmental coordination between all affected local governments and the school board for the purpose of establishing requirements for **public school concurrency**. | 9J-5.015(3)(b) | | | To be included as part as Planning Horizon 2025 |

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| | Required the Intergovernmental Coordination Element to include: | 9J-5.015(3)(c) | | | |
| | • Policies that provide procedures to identify and implement **joint planning areas** for purposes of annexation, municipal incorporation and joint infrastructure service areas; | | | | To be included as part as Planning Horizon 2025 |
| | • Recognize **campus master plan** and provide procedures for coordination of the campus master development agreement; | | | | To be included as part as Planning Horizon 2025 |
| | • Establish joint processes for **collaborative planning** and decision-making with other units of local government; | | | | To be included as part as Planning Horizon 2025 |
| | • Establish joint processes for collaborative planning and decision making with the school board on **population projections** and siting **of public school facilities**; | | | | To be included as part as Planning Horizon 2025 |
| | • Establish joint processes for the siting of facilities with **county-wide significance**; and | | | | To be included as part as Planning Horizon 2025 |
| | • Adoption of an interlocal agreement for **school concurrency**. | | | | To be included as part as Planning Horizon 2025 |
| | Required the Capital Improvements Element to include implementation measures that provide a five-year financially feasible **public school facilities** program that demonstrates the adopted level of service standards will be achieved and maintained and a schedule of capital improvements for **multimodal transportation districts**, if locally established. | 9J-5.016(4)(a) | | | This will be included in the Capital Improvement Element of Planning Horizon 2025 |
| | Required the Transportation Element analysis for **multimodal transportation districts** to demonstrate that community design elements will reduce vehicle miles of travel and support an integrated, multi-modal transportation system. | 9J-5.019(3) | | | This will be included as part of the Transportation Element in Planning Horizon 2025 |
| | Required Transportation Element objectives for **multimodal transportation districts** to address provision of a safe, comfortable and attractive pedestrian environment with convenient access to public transportation. | 9J-5.019(4) | | | This will be included as part of the Transportation Element in Planning Horizon 2025 |