

# Lake County Rural Areas Plan

## **PLANNING PROPOSAL FOR LAKE COUNTY RURAL AREAS**

### **Supported by:**

**Citizens of Lake County**

**Alliance to Protect Water Resources**

**Citizens Coalition of Lake County**

**Lake County Conservation Council**

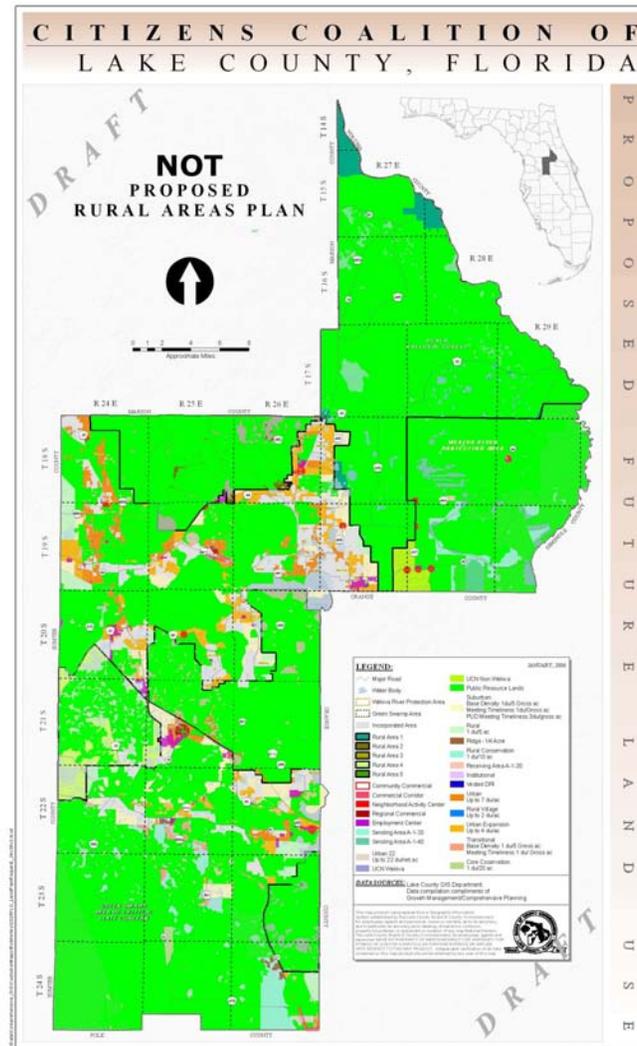
**Friends of Yalaha**

**Citizens Against Rural Endangerment**

**January 2006**

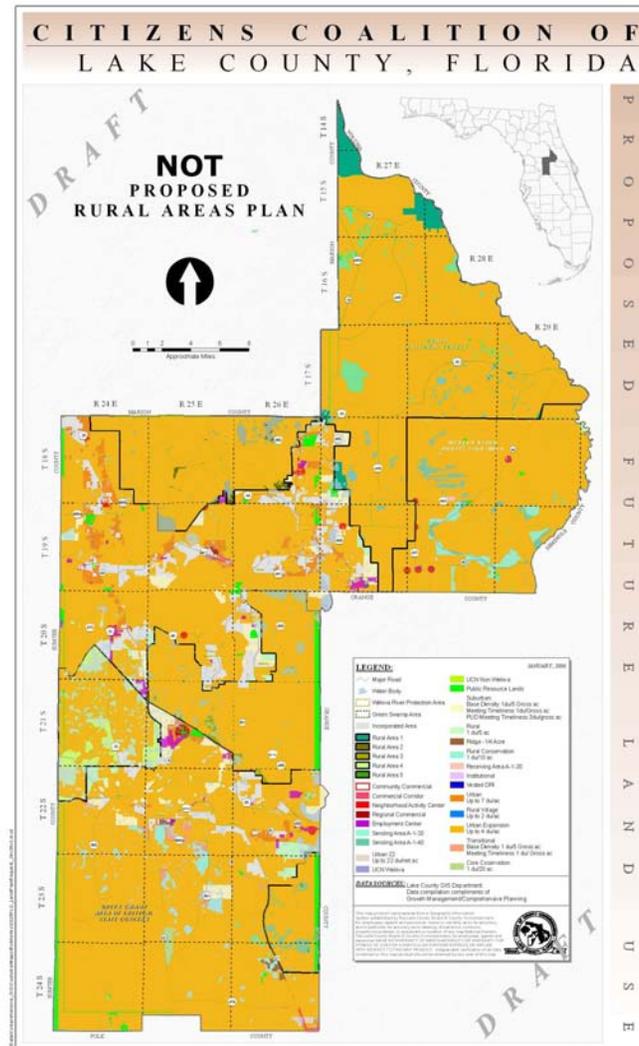
# What the Lake County Rural Areas Plan is NOT

The Lake County Rural Plan is NOT about making all of Lake County 1du/5 Acres.



# What the Lake County Rural Areas Plan Is

The Lake County Rural Areas Plan is about ensuring that all of Lake County does not become urban sprawl.



# Lake County Rural Areas Plan Vision

To protect the existing rural character of the Lake County Rural Areas and thereby ensure the rural lifestyle is preserved for existing residents and remains available to future residents.

# Background

- Planning Horizon 2025 Public Participation Meetings
    - Key Concerns from Citizen Input
      - Countywide “no more growth sentiment”
      - Slow Down Growth
      - More Land Preservation
      - Traffic from over development
      - More open space
      - Prevent urban sprawl
      - Protect Wetlands
      - Services for high density areas
      - Lower density development
      - Stronger protection of environmentally sensitive areas.
- (Source – Lake County Growth Management)

# Background

- Planning Horizon 2025 Public Participation Meetings
  - Online Survey Results
    - Majority of respondents ranked natural resources as the top characteristic that makes their community unique.
    - 85% of 1794 respondents felt pace of growth too fast
    - 86% of 1798 stated that preserving open space between communities and neighboring communities very important
    - 40% of 1794 indicated they want no new residential growth in their community.
    - Majority of respondents ranked protected habitat/natural areas as number one for what they would like to see more of.
    - Majority of respondents expressed a desire to slow growth, preserve their rural lifestyle and preserve the environment.

(Source – Lake County Growth Management)

# Background

- Planning Horizon 2025 Public Participation Meetings and Survey Results
  - Majority of citizens did not request:
    - Increased urban sprawl
    - Increased urban densities
    - Faster pace of growth
    - More overcrowded schools
    - Less wetlands and less open space

# Background

- In order to ensure that the citizens vision was realized in the comprehensive plan, a number of Lake County citizen groups began participating in the planning process.

# Result of Citizen Participation

The result is the creation of the  
Lake County Rural Areas Plan

# The Approach

- Analyze available data.
- Determine, based on the analysis if rural areas could be preserved.
- If so, define the major areas with boundaries.
- Develop policies that would preserve these areas as recognized rural areas with special needs and character, not to be viewed as areas to be urbanized during the life of the new comp. plan.

# What does the data tell us?

- Analyzed the 2025 population projections for Lake County and its cities (provided by Lake County Growth Management).
- Gathered data on the current Future Land Use Map and the population it would support (provided by Lake County Growth Management).
- It became clear that Lake County's current FLUM would support a population well beyond the projected population of 470,000 for 2025.

# What does the data tell us?

- Lake County can actually lower overall density in the county and still have more than enough inventory to meet 2025 population projections.
- It became very clear that almost all of the rural areas in Lake County could be preserved without having an inventory issue related to not having enough land to support the projected population of approximately 470,000.

# What does the data tell us?

	Population current FLUM acreage will support	Acreage in current FLUM			Lot size (gross acerage)
"Main List"	(Source: Lake County Growth Management)				
RIDGE	17784	1901	3.997896 du/ga (gross acre)		0.250
RURAL VILLAGE	16900	3611	2.000062 du/ga (gross acre)		0.500
URBAN	390843	23861	6.999997 du/ga (gross acre)		0.143
URBAN 22	23547	457	22.0193 du/ga (gross acre)		0.045
URBAN EXPANSION_	<u>622366</u>	<u>66492</u>	4.000006 du/ga (gross acre)		0.250
Total for these categories	1071440	96322	4.753642 du/ga (gross acre)		0.210
"Rural List"					
RURAL	75147	160703	0.199835 du/ga (gross acre)		5.004
SUBURBAN	<u>27328</u>	<u>58393</u>	0.200001 du/ga (gross acre)		5.000
Total for these categories	102475	219096	0.199879		5.003
"Green Swamp List"					
CORE CONSERVATION	5359	45853	0.049946 du/ga (gross acre)		20.022
RURAL CONSERVATION	9112	38942	0.099995 du/ga (gross acre)		10.000
TRANSITIONAL	<u>6618.8</u>	<u>14143</u>	0.199996 du/ga (gross acre)		5.000
Total for these categories	21089.8	98938	0.091095		10.978
"Wekiva List"					
Wekiva Removed from Main List					
SENDING AREA A-1-20	3271	27961	0.049993 du/ga (gross acre)		20.003
SENDING AREA A-1-40	968	16542	0.025008 du/ga (gross acre)		39.988
RECEIVING AREA A-1-20	<u>720</u>	<u>6152</u>	0.050015 du/ga (gross acre)		19.994
	4959	50655			

# Then What?

- We began looking at the current Future Land Use Map and cross referenced it with a detailed current Existing Land Use map to determine the major rural areas remaining in Lake County outside of the Wekiva and Green Swamp.
- We researched other Florida counties that have moved towards implementing rural preservation and found a gem in the work of Pasco County that largely mirrors the issues of Lake County.
- 5 Major areas were identified as large spans of rural areas that could be preserved.

# Characteristics

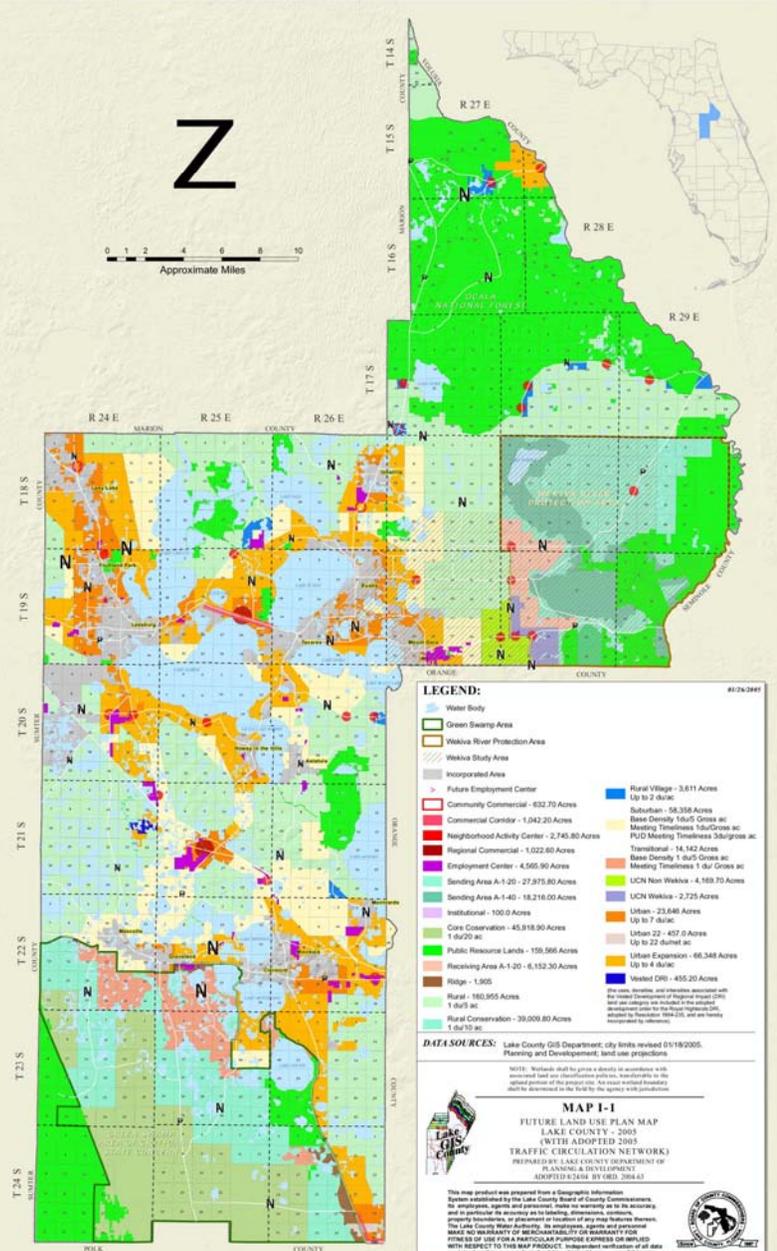
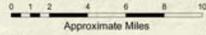
- The land inside the boundaries we defined of the 5 Lake County Rural Areas primarily have a current future land use of Rural 1 du/5 acres.
- Existing land use of the 5 Rural Areas is primarily agricultural and large estates.
- We are requesting that the lands within Rural Areas that we have defined are maintained at a future land use of Rural Low Density 1 du/5 acres.

# Considerations

- Small pockets of development exist in the defined Rural Areas that are at a higher density than 1 du/5 acres.
- We recommend these pockets to remain in the rural areas as non-conforming uses.
- Non-conforming pockets would not expand thereby preserving the rest of the Rural Area in which it is located.
- We request that these Rural Areas would be the minimum lands assigned a land use of Rural Low Density 1du/5 acres in the new comp. plan.
- Our expectation is that other lands may also be assigned rural land use and buffer zones would be created bordering the Rural Areas.

# FUTURE LANDUSE MAP LAKE COUNTY, FLORIDA

# Z



#124-2841

**LEGEND:**

Water Body	Rural Village - 3,811 Acres Up to 2 du/ac
Green Swamp Area	Suburban - 58,338 Acres Base Density 1 du/5 Acres ac Meeting Timeliness 1 du/3 Acres ac PUD Meeting Timeliness 3 du/3 Acres ac
Wakulla River Protection Area	Transitional - 14,142 Acres Base Density 1 du/3 Acres ac Meeting Timeliness 1 du/3 Acres ac
Wakulla Study Area	UCN Non Wakulla - 4,189.70 Acres
Incorporated Area	UCN Wakulla - 2,725 Acres
Future Employment Center	UCN - 23,848 Acres Up to 7 du/ac
Community Commercial - 632.70 Acres	UCN Expansion - 66,348 Acres Up to 4 du/ac
Commercial Corridor - 1,042.20 Acres	Wetland GPO - 455.20 Acres
Neighborhood Activity Center - 2,745.80 Acres	
Regional Commercial - 1,022.80 Acres	
Employment Center - 4,565.90 Acres	
Sending Area A-1-20 - 27,975.80 Acres	
Sending Area A-1-40 - 18,216.00 Acres	
Institutional - 100.0 Acres	
Core Conservation - 45,918.90 Acres 1 du/20 ac	
Public Resource Lands - 159,566 Acres	
Recreating Area A-1-20 - 6,152.30 Acres	
Ridge - 1,305	
Rural - 160,955 Acres 1 du/3 ac	
Rural Conservation - 39,000.80 Acres 1 du/3 ac	

**NOTES:** Wetlands shall be given a priority in accordance with approved land use designations and shall be considered in the siting process of the project site. An exact wetland boundary shall be determined in the field by the agency with jurisdiction.

**DATA SOURCES:** Lake County GIS Department; city limits revised 01/18/2005; Planning and Development; land use projections

**MAP I-1**  
FUTURE LAND USE PLAN MAP  
LAKE COUNTY - 2005  
(DATE ADOPTED 2005)  
TRAFFIC CIRCULATION NETWORK  
PREPARED BY LAKE COUNTY DEPARTMENT OF  
PLANNING AND DEVELOPMENT  
ADDPD 07-014 BY ORD 2004-3

This map product was prepared from a Geographic Information System established by the Lake County Board of County Commissioners. It was prepared, updated and maintained in accordance with its accuracy, and is provided for your use as a planning tool. It is not intended to be used for any purpose other than that for which it was prepared. The Lake County Water Authority, its employees, agents and personnel shall not be held liable for any damages or liabilities that may arise from the use of this map product. The user shall be responsible for the accuracy of the data contained on this map product. Independent verification of all data contained on this map product should be obtained by any user of this map.



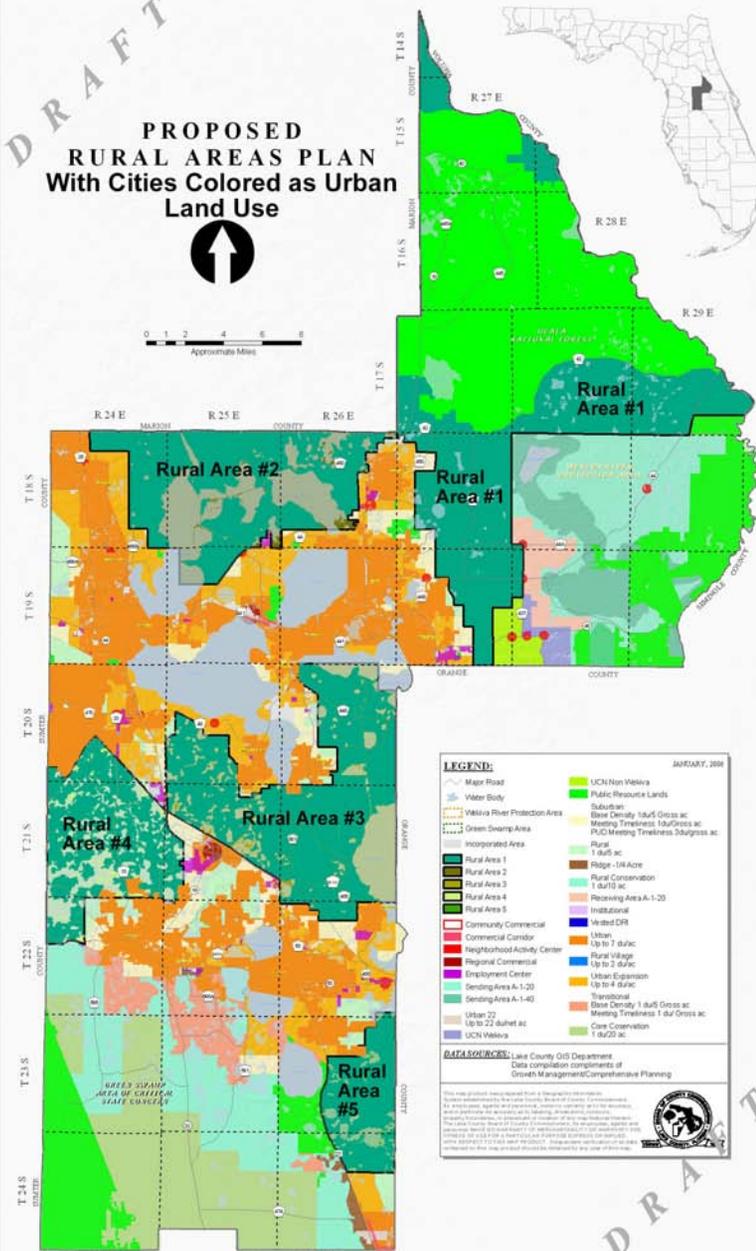
# CITIZENS COALITION OF LAKE COUNTY, FLORIDA

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## PROPOSED RURAL AREAS PLAN With Cities Colored as Urban Land Use



0 2 4 6 8  
Approximate Miles



**LEGEND:** AUGUST 2004

	Major Road		UCN Non Wetland
	Water Body		Public Resource Lands
	Wetland River Protection Area		Suburban
	Green Swamp Area		Base Density 1 du/5 Gross ac
	Incorporated Area		Meeting Trailhead 1 du/5 Gross ac
	Rural Area 1		PUD Meeting Trailhead Subdivisible ac
	Rural Area 2		Rural
	Rural Area 3		Ridge - 1/4 Acre
	Rural Area 4		Rural Conservation 1 du/10 ac
	Rural Area 5		Receiving Area A-1-20
	Community Commercial		Institutional
	Commercial Corridor		Written DPR
	Neighborhood Activity Center		Urban
	Regional Commercial		Up to 7 du/ac
	Employment Center		Rural Village Up to 6 du/ac
	Sensing Area A-1-20		Urban Expansion Up to 4 du/ac
	Sensing Area A-1-40		Transitional
	Urban 22 Up to 22 du/1st ac		Base Density 1 du/5 Gross ac Meeting Trailhead 1 du/5 Gross ac
	UCN Wetland		Core Conservation 1 du/20 ac

**REFERENCES:** Lake County GIS Department  
Data compilation compliments of  
GIS Management/Comprehensive Planning

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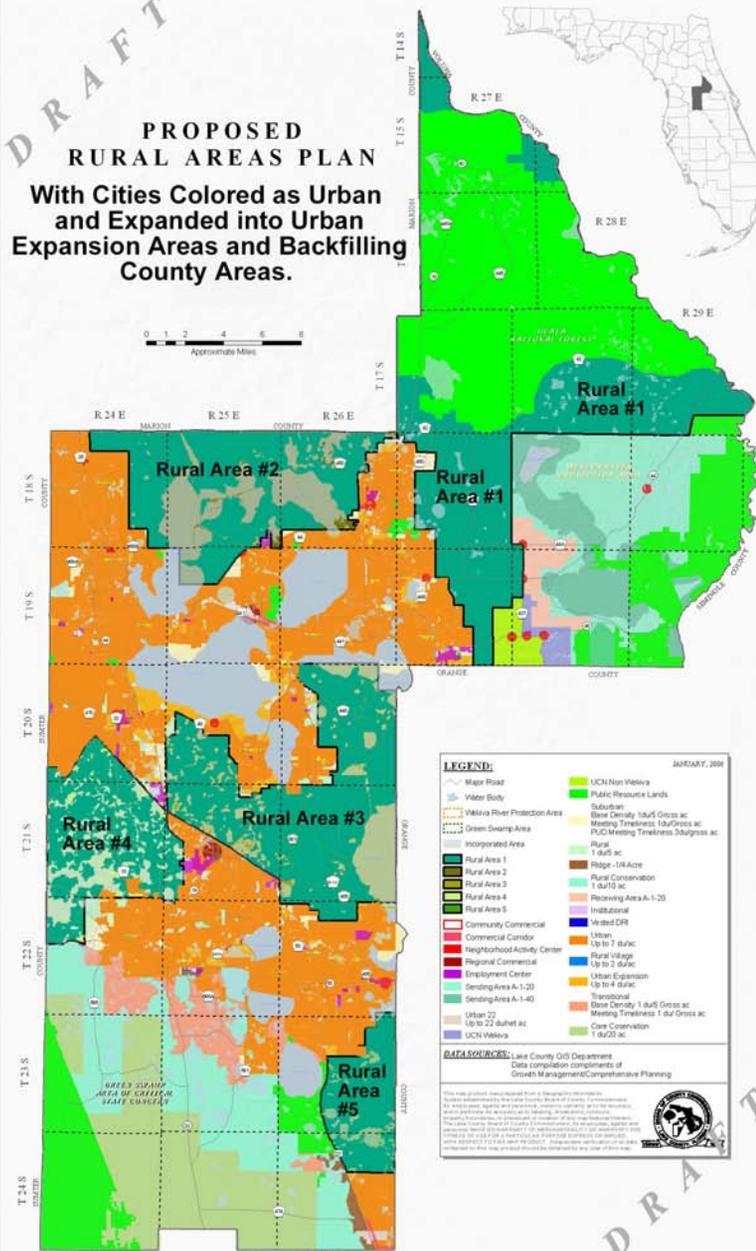
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# CITIZENS COALITION OF LAKE COUNTY, FLORIDA

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## PROPOSED RURAL AREAS PLAN With Cities Colored as Urban Expansion Areas and Backfilling County Areas.



**LEGEND:** AUGUST 2004

	Major Road		UCN Non Wetland
	Water Body		Public Resource Lands
	Wetland		Suburban
	Wetland		Base Density 1 du/5 Gross ac
	Wetland		Meeting Trailiness 1 du/5 Gross ac
	Wetland		PUD Meeting Trailiness Subgross ac
	Incorporated Area		Rural 1 du/5 ac
	Rural Area 1		Ridge - 1/4 Acre
	Rural Area 2		Rural Conservation 1 du/10 ac
	Rural Area 3		Receiving Area A-1-20
	Rural Area 4		Institutional
	Rural Area 5		Written DPR
	Community Commercial		Urban Up to 7 du/ac
	Commercial Corridor		Rural Village Up to 5 du/ac
	Neighborhood Activity Center		Urban Expansion Up to 4 du/ac
	Regional Commercial		Transitional
	Employment Center		Base Density 1 du/5 Gross ac
	Semi-Open Area A-1-20		Meeting Trailiness 1 du/5 Gross ac
	Semi-Open Area A-1-40		Core Conservation 1 du/20 ac
	Urban 22 Up to 22 du/1st ac		
	UCN Wetland		

**REFERENCES:** Lake County GIS Department  
Data compilation compliments of  
GIS Management/Comprehensive Planning

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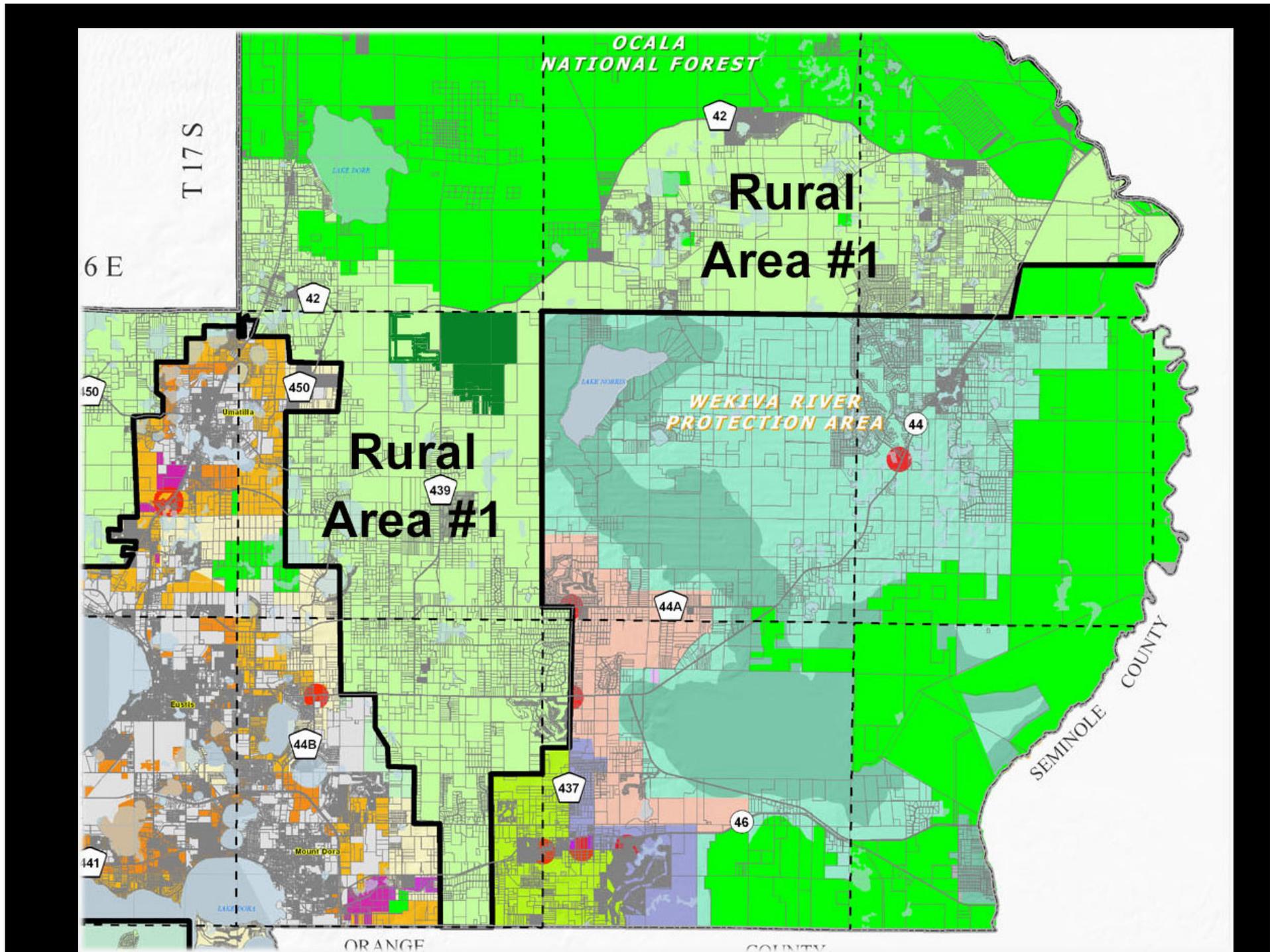
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# Specific Recommendations for Preserving Rural Areas

- Recognize Lake County Rural Areas through new Comprehensive Plan Policies and Land Development Regulations.
- Create a Rural Boundary to Delineate each Lake County Rural Area.
- Preserve Existing Topography and Natural Resources
- Implement Rural Lighting and Rural Roadway Standards
- Enforce Road Improvements Consistent with the Rural Character.
- Promote and Execute Annexation Agreements with cities and Intergovernmental Agreements with Neighboring Counties.

# Specific Recommendations for Preserving Rural Areas

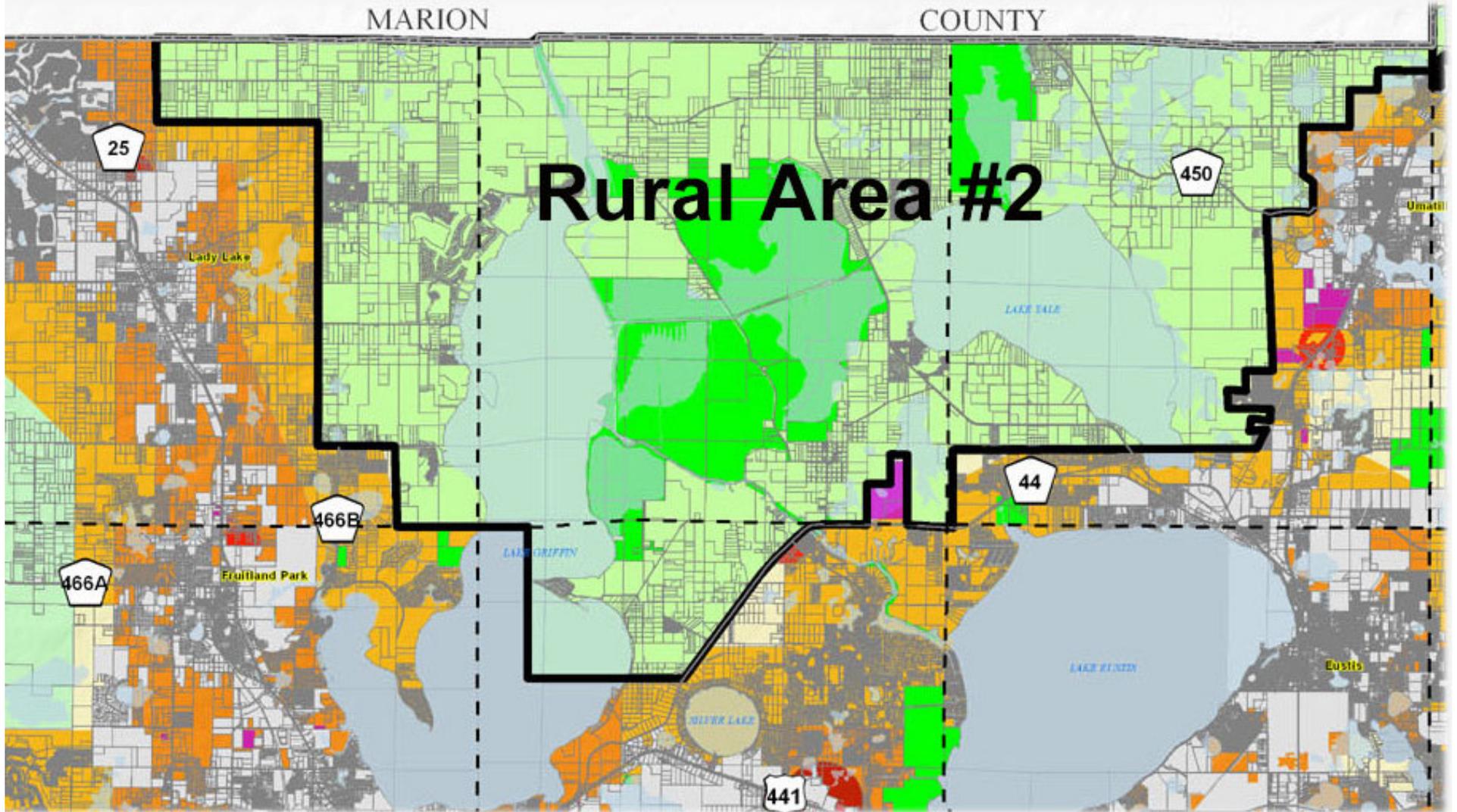
- Fundamental Shift of Thinking:
  - Lake County Rural Areas are not just an area absent of urban development that awaits urbanization; instead they are rural areas with residents and property owners that have specific needs and functions that are different than those of their urban counterparts.
  - Recognize these Rural Areas as long-term rural areas that are planned and regulated as rural areas.
- It is necessary for the County to implement and enforce policies and programs designed to preserve and reinforce the positive qualities of the rural lifestyle and protect rural communities and agricultural areas.

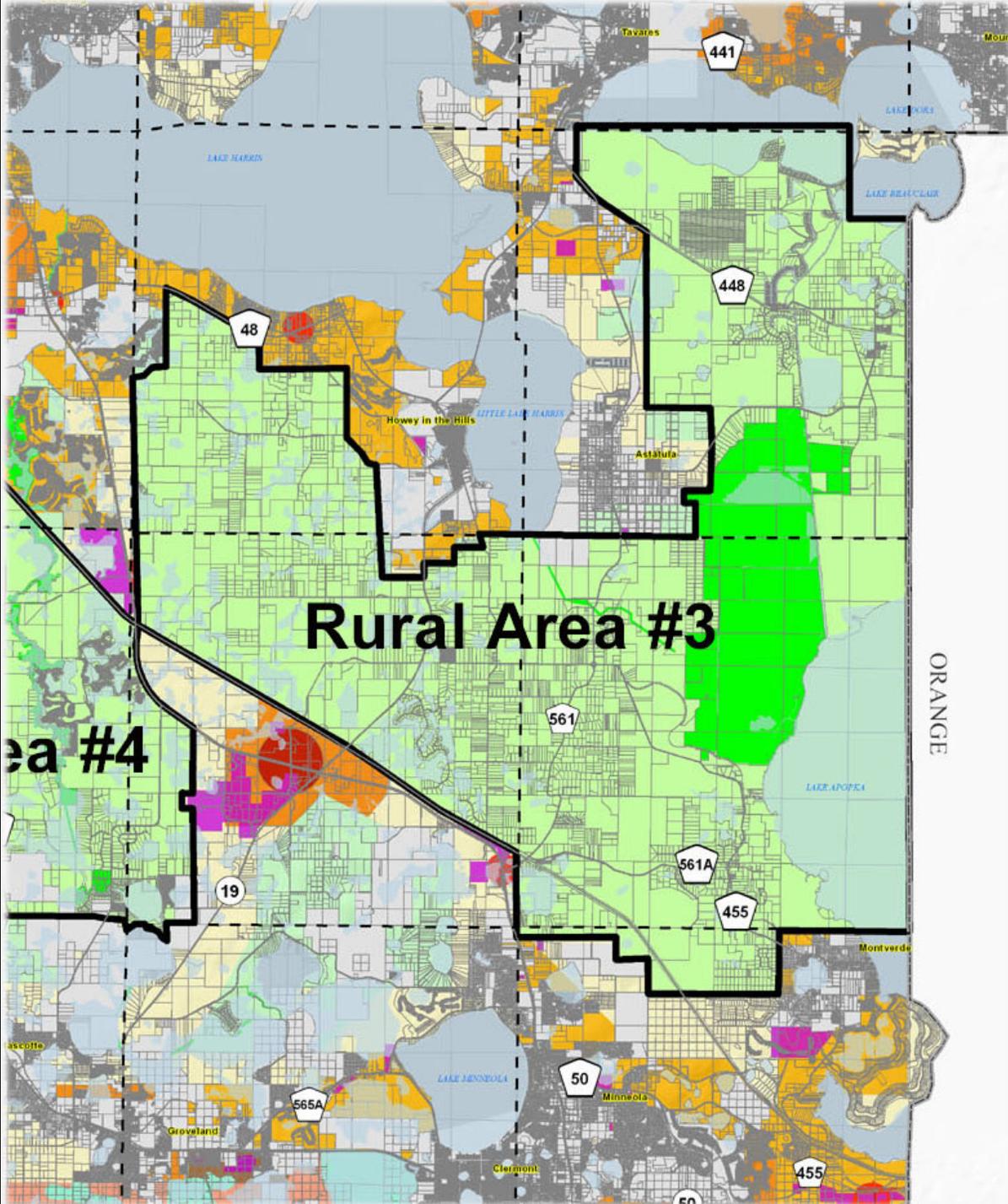


MARION

COUNTY

# Rural Area #2





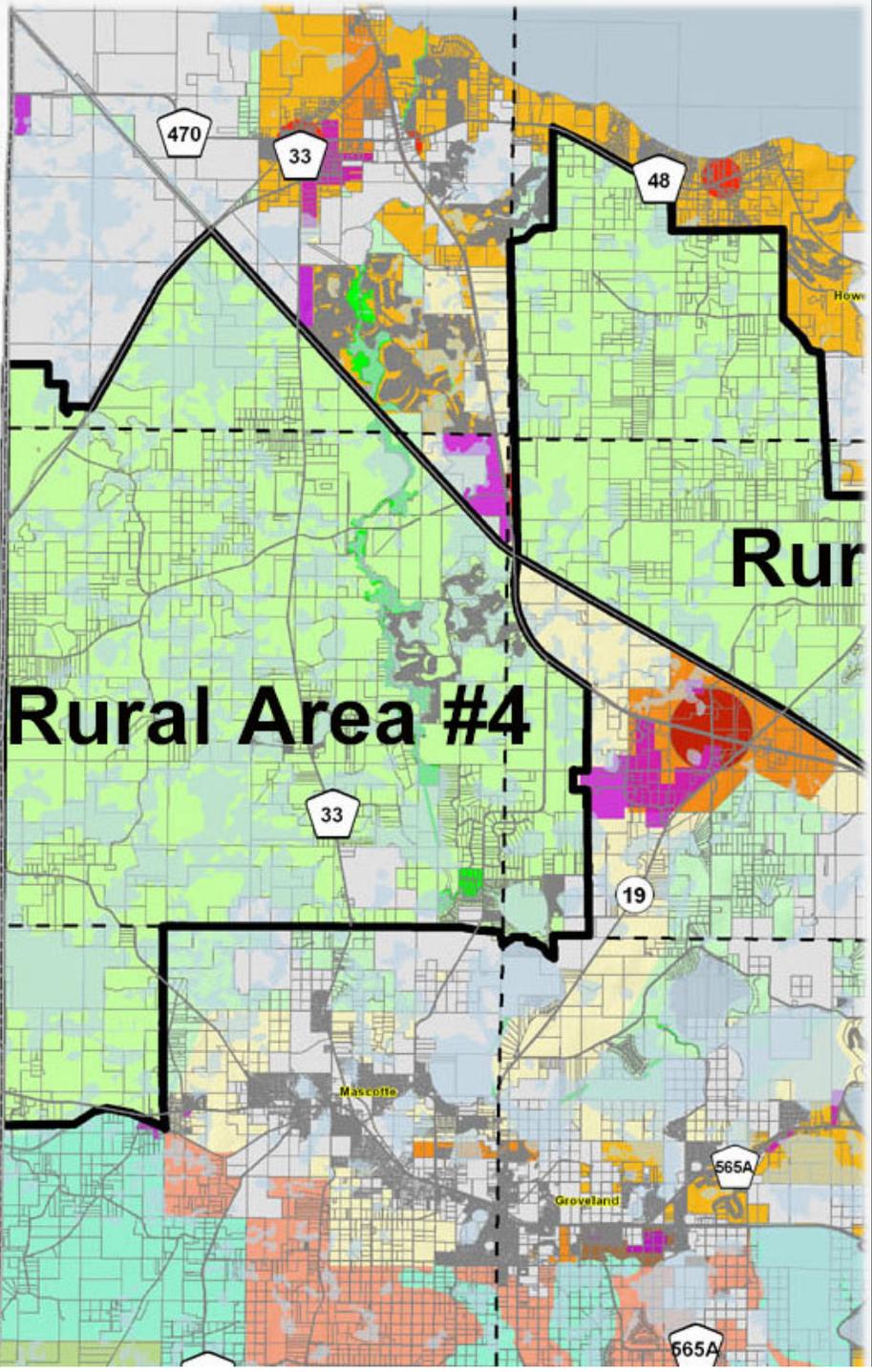
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Rural Area #4

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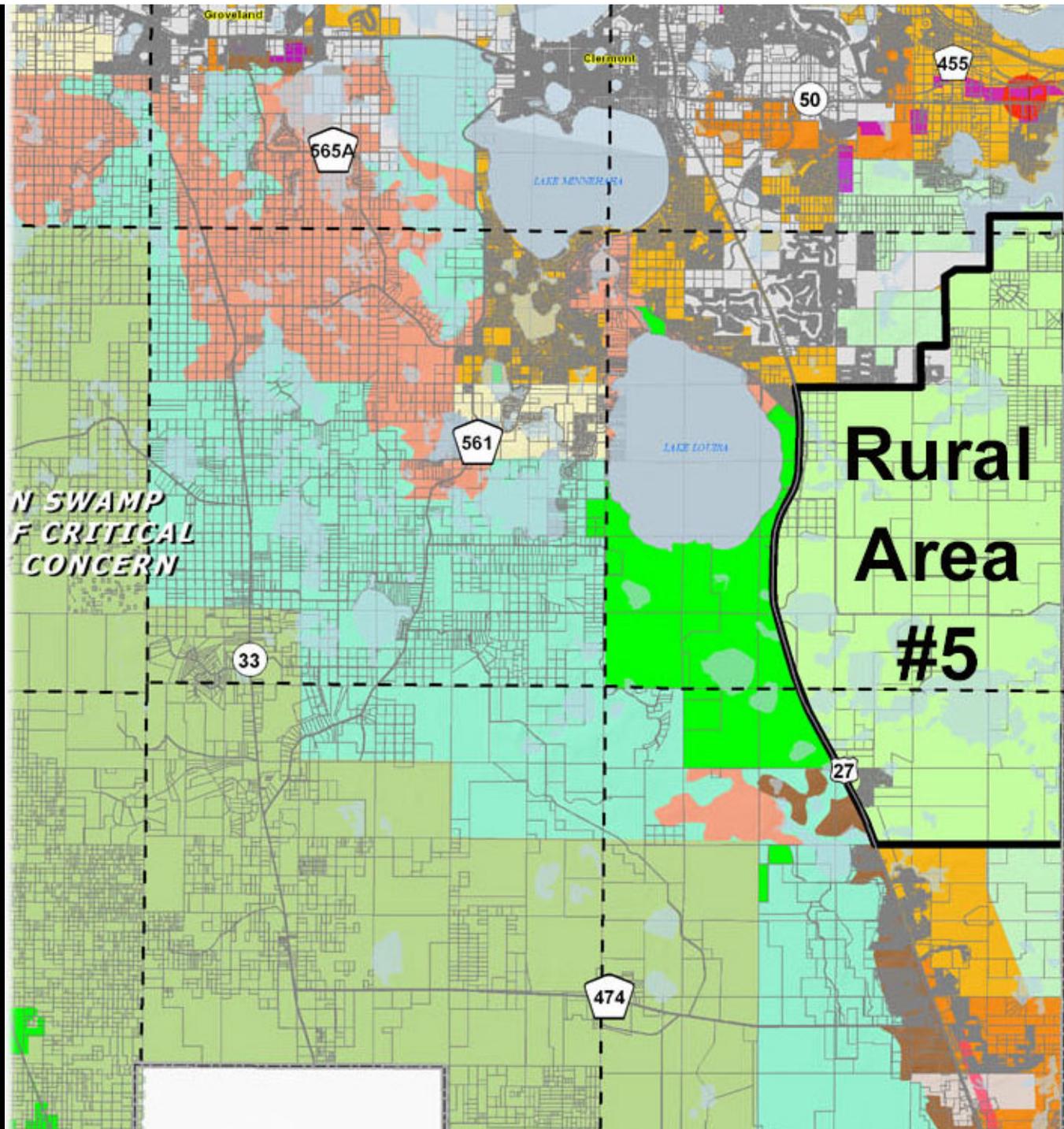
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Mascotte

Groveland

565A

565A



*N SWAMP  
F CRITICAL  
CONCERN*

**Rural  
Area  
#5**

# Rural Areas Comprehensive Plan Policies

## **GOAL X: PROTECTION OF RURAL AREAS**

Implement and enforce policies and programs designed to preserve and reinforce the positive qualities of the rural lifestyle and protect rural communities and agricultural areas.

## **OBJECTIVE: PRESERVE RURAL LIFESTYLES IN THE LAKE COUNTY RURAL AREAS**

To protect the existing rural character of the Lake County Rural Areas as defined in *Exhibit FLU: Rural Areas Boundaries* of the Future Land Use Map Series and thereby ensure the rural lifestyle is available to future residents.

### **Policy: Recognition of the Lake County Rural Areas**

Lake County shall recognize through land use policies and land development regulations the Lake County Rural Areas 1 - 5 (as defined in Exhibit FLU: Rural Areas Boundaries) as areas with specific rural character. It shall be the policy of the County that rural areas require approaches to land use intensities and densities, rural roadway corridor protection, the provision of services and facilities, environmental protection and Land Development Regulations enforcement consistent with the rural character of such areas.

### **Policy: Protection of Existing Topography**

Lake County shall limit topographic alterations within the Rural Areas and particularly along the Rural Areas Boundaries in order to maintain and protect the integrity of the natural rolling vistas and scenic viewsheds within the Rural Areas.

# Rural Areas Comprehensive Plan Policies

## **Policy: Prohibition of DRIs in the Lake County Rural Areas:**

In order to protect the Rural Areas and preserve the rural character and public values of the Rural Areas, Lake County shall prohibit the approval of new Developments of Regional Impact in the Lake County Rural Areas.

## **Policy: Non-Residential Design Standards**

Lake County shall amend the Land Development Regulations by December 2007 to adopt design standards for nonresidential development in Rural Areas, for the purpose of maintaining the rural character in this area. Nonresidential development shall mean office uses, commercial uses, and any other use that is nonresidential in character as that term may be defined in the implementing ordinance.

## **Policy: Rural Lighting Standards**

In order to preserve the rural character and public values of the Rural Areas, Lake County shall amend the Land Development Regulations by December 2007 to include rural lighting standards that address outdoor artificial illuminating devices and limit the emission of undesirable rays into the night sky, glare to on-coming traffic, intrusion of light onto adjacent properties, and light pollution in general, which may have a detrimental effect on the welfare and safety of the community and wildlife as well as the ambiance and rural character.

# Rural Areas Comprehensive Plan Policies

## **Policy: Rural Residential Roads**

Lake County shall recognize the importance of rural residential roads within the Rural Areas for the purposes of protecting rural character and shall insure that these roadways sustain and maintain this character. Lake County shall define specific rural residential roads by December 2006.

## **Policy: Rural Roadway System**

The collector and arterial roadway systems within the Lake County Rural Areas predominantly consist of two (2) lane facilities. Rural neighborhood roads shall not be expected to require, nor are they planned to receive, capacity improvements over the 20 year planning period. The County shall discourage additional roadway expansions of these facilities beyond two lanes.

## **Policy: Provision of Potable Water & Sanitary Sewer**

Consistent with the provision of services and facilities within the Lake County Rural Areas, Lake County shall:

- a. Continue to rely primarily upon individual wells as the method of providing potable water to the residents and other occupants within the Rural Areas;
- b. Continue to rely primarily upon individual septic tank systems as the method of disposal of wastewater within the Rural Areas;
- c. Require that new development within the Rural Areas shall not be designed nor constructed with central water and/or sewer systems. Public and private central systems may be permitted in the future if it is clearly and convincingly demonstrated by the proponents of the system expansion that a health problem exists in a built but un-served area for which there is no other feasible solution. In such cases, the service area expansion plans will be updated concurrent with an area wide administrative land use update.

# Rural Areas Comprehensive Plan Policies

## **Policy: Protection of Natural Resources**

Lake County shall:

- a. Protect wetland and flood prone areas in the Lake County Rural Areas consistent with the provisions of the Future Land Use and Conservation Elements of this Plan.
- b. Protect groundwater systems in the Lake County Rural Areas by:
  1. Continuing to permit only rural residential development in the Lake County Rural Areas to minimize water consumption and maximize aquifer recharge due to small impervious surface areas;
  2. Relying on a system of small individual residential wells for the provision of potable water that disperse the potentially adverse effects of groundwater drawdown associated with excessive pumping of the aquifer; and
  3. Relying on properly installed and periodically inspected septic tanks in conformance with applicable law on large lots that return water to the aquifer to be the primary system of wastewater disposal.

## **Policy: Facilities Improvements Consistent with the Rural Character**

Improvements to public facilities shall be accomplished whenever possible in a manner so as to preserve or enhance the rural character of the Lake County Rural Areas. This criteria shall apply to level of service standards, location, design standards, materials, and any other items impacting the final result.

# Rural Areas Comprehensive Plan Policies

## **Policy: Annexation Agreements**

Coordinate with the municipalities of Lake County in the development of 20-year annexation plans that define future annexation boundaries, future land uses, providers of and enhancements to public facilities/services and other infrastructure. The plans shall assess financial feasibility and the availability/capacity of service providers to serve the areas proposed for annexation and shall also address the following, where applicable:

### a. Protection of Rural Areas

Recognition that Rural Areas of Lake County are areas with specific rural character rather than an area anticipated to be urbanized.

### b. Planning principles and characteristics for the Rural Areas

Inclusion of specific planning principles and standards for development within the Rural Areas:

1. The Rural Areas includes special scenic roadway design standards for Rural Scenic Roads to the extent that they are located in the Lake County Rural Areas.
2. Individual wells and septic tanks shall be accepted as the primary method of providing potable water and sanitary sewer to the residents and other occupants within the Rural Areas. New developments within the Rural Areas shall not be designed nor constructed with central water and/or sewer systems.

### c. Criteria and Standards for the Review of Amendments to the Rural Areas Boundary

### d. Criteria and Standards for City areas on the boundary of Rural Areas

1. City areas on the boundary of Rural Areas shall be limited to residential uses.
2. Plan Amendments to increase the residential density on the boundary of Rural Areas shall be held to the same standards of ensuring compatibility with the Rural Areas as those amendments would be evaluated under the plan amendment review criteria of the Lake County Comprehensive Plan.

# Rural Areas Comprehensive Plan Policies

## **Policy: Agricultural Primacy**

Lake County shall encourage continuation of agricultural operations in the Rural Areas. Agricultural uses on lands that have an agricultural exemption from the Lake County Property Appraiser will be considered to have “primacy” in the area. Primacy means that conflicts between such agricultural lands and other non-agricultural uses, all other factors being equal, will be resolved in favor of the agricultural interests.

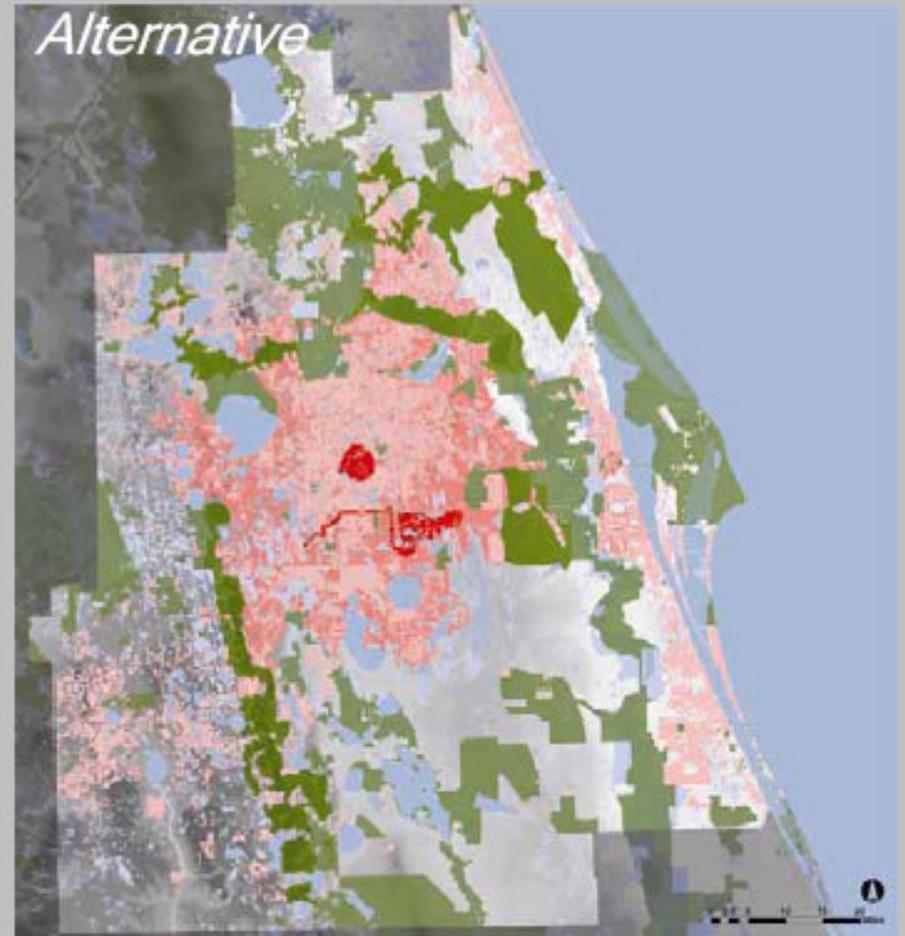
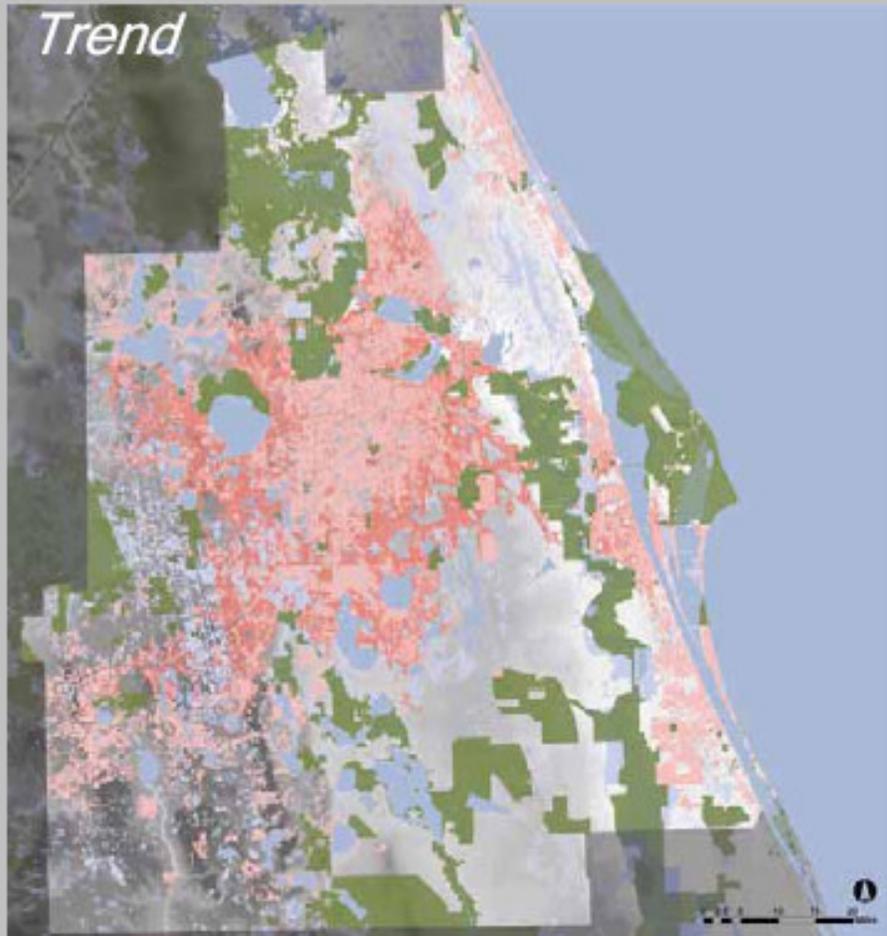
# Why is the Lake County Rural Areas Plan Needed?

- Answers the demand of citizens:
  - Answers Key Concerns from Citizen Input
    - Countywide “no more growth sentiment”
      - Directs growth to urban centers, not to rural areas.
    - Slow Down Growth
    - More Land Preservation
    - Traffic from over development
    - More open space
    - Prevent urban sprawl
    - Protect Wetlands
    - Services for high density areas
    - Lower density development
    - Stronger protection of environmentally sensitive areas.

# Why is the Lake County Rural Areas Plan Needed?

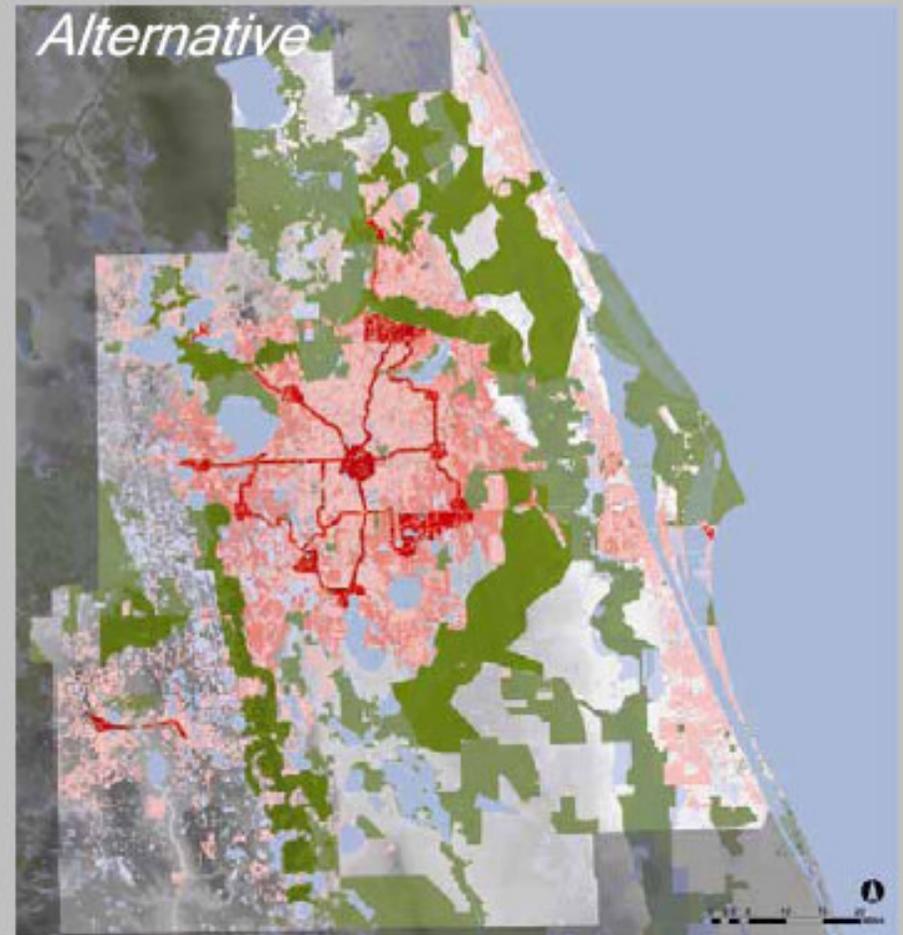
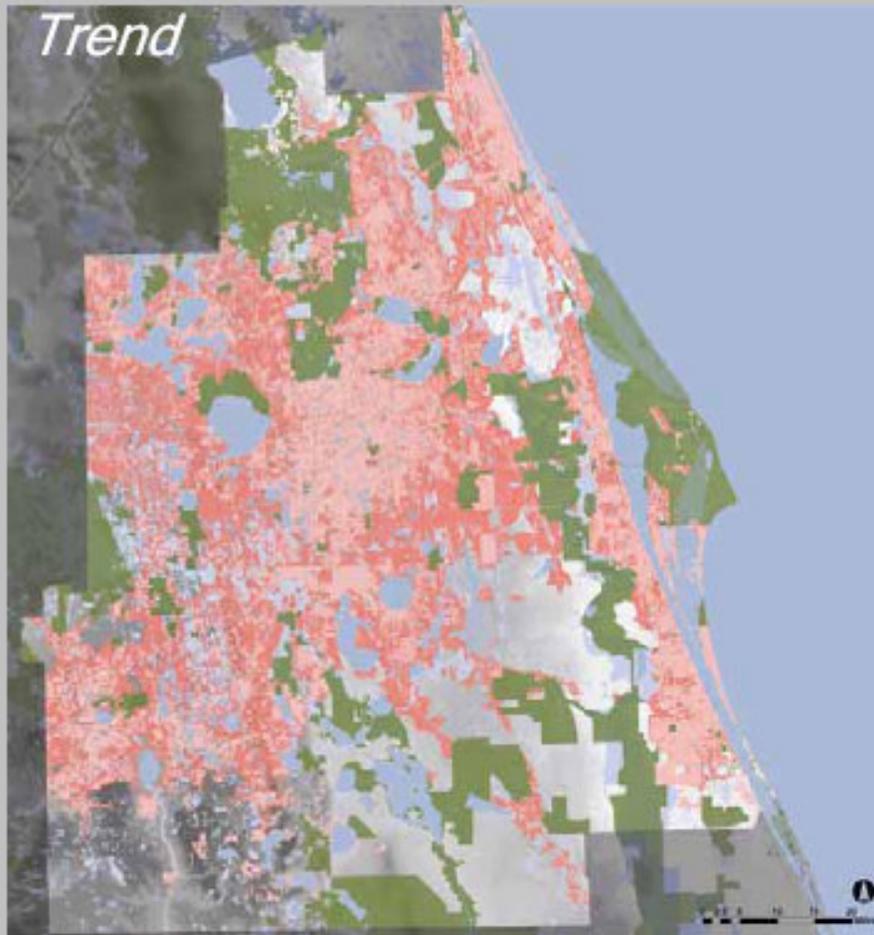
- At the current rate of urbanization in Lake County, if we don't adopt policies to recognize and preserve these areas now, they will be gone within a few years...It will be too late.
- The Rural Areas Plan dovetails with the Penn Design Study commissioned by the Greater Orlando Chamber of Commerce through MyRegion.org that provides a regional vision to direct urban growth in concentrated areas while preserving rural areas and natural resources.

## *Phase II: 2020*



*SEVEN COUNTY ORLANDO REGION*

# *Phase V: 2050*



*SEVEN COUNTY ORLANDO REGION*

# Request

- That LPA use these policies as the basis to incorporate a Rural Areas Plan with policies and boundaries into the Future Land Use Element and Map.
- We would be available and willing to work with staff to make any refinements that may be needed to accomplish the goal of implementation.