

**SEMINOLE COUNTY GOVERNMENT
AGENDA MEMORANDUM**

SUBJECT: Evaluation and Appraisal Report (EAR) 2006 – Request by Seminole County for 'courtesy review' from the staff of the Florida Department of Community Affairs

DEPARTMENT: Planning & Development **DIVISION:** Planning

AUTHORIZED BY: Dan Matthys *DM* **CONTACT:** Sheryl Stolzenberg *SS* **EXT.** 7383

Agenda Date <u>05/09/06</u> Regular <input type="checkbox"/> Consent <input type="checkbox"/> Work Session <input type="checkbox"/> Briefing <input checked="" type="checkbox"/>
Public Hearing – 1:30 <input type="checkbox"/> Public Hearing – 7:00 <input type="checkbox"/>

MOTION/RECOMMENDATION:

Direct staff to submit the draft of portions of the Evaluation & Appraisal Report (EAR) to the State for a courtesy review

District: County Wide Sheryl Stolzenberg, Principal Coordinator

BACKGROUND:

Florida Statutes require Seminole County to prepare an Evaluation and Appraisal Report (EAR) of the County's Comprehensive Plan. This particular EAR, unlike the previous reports, requires local governments to evaluate how well its comprehensive plan has addressed Major Issues identified as important by the community at the outset of the EAR process, as well as Special Topics that the Florida Department of Community Affairs (DCA) has required each local government to address. Since this EAR differs from previous reports, which concentrated primarily on evaluating the achievement of goals, objectives and policies in the Comprehensive Plan, DCA is offering local governments the option of seeking early, informal input from the DCA staff to determine if the EAR is proceeding as the State envisions.

The most significant portions of the EAR include the examination of the Major Issues and Special Topics, along with an Overview that reports on population projections and actual land development patterns. Drafts of these EAR sections have been prepared and courtesy copies have been provided to the members of the Sustainable Community Advisory Council (SCAC) and Development Advisory Board (DAB). The material has also been reviewed at two public workshops (February 9, 2006 and March 20, 2006) and a workshop with the Planning and Zoning Commission on April 5, 2006. An additional public workshop is planned in June. Opportunities for comments and change continue until the LPA/PZ hearing scheduled in July.

STAFF RECOMMENDATION:

Staff recommends providing the draft portions of the EAR to DCA, with a request for a courtesy review.

Attachments:

- PZ Commission Recommendations
- Draft EAR Chapters

Reviewed by:	<u>KET</u>
Co Atty:	<u> </u>
DFS:	<u> </u>
Other:	<u> </u>
DCM:	<u> </u>
CM:	<u> </u>
File No.	<u>bpdp02</u>

**RECOMMENDATIONS
OF THE
SEMINOLE COUNTY PLANNING & ZONING COMMISSION
FOR ADDITIONS TO THE EVALUATION AND APPRAISAL REPORT OF 2006**

1. School concurrency is a major issue that should be specifically mentioned in the Evaluation and Appraisal Report (EAR). The report provides information in the Special Topics paper on the County's status with regard to meeting State requirements to adopt interlocal agreements, but does not provide specific information regarding language that should be included in the Comprehensive Plan with regard to how school capacity will be included in the Development Review process.
2. With regard to the East Rural Area: studies have identified the use of clustering development as a means of retaining open space while allowing development options. If this is to be included in the Comprehensive Plan, would it be necessary first to return to the voters who approved the preservation of the Rural Area as a charter amendment? In addition, it is recommended that the EAR identify specific additional details and provisions by which preservation may be enforced to be added to policies to guide development in the Rural Area. [NOTE: Staff did point out that draft EAR recommendations presently include the addition of specific rural neighborhood design policies in the Design Element, for use in modifying the Land Development Code and the Development Review process.]
3. It is recommended that the EAR identify what the long term development pattern ("buildout") of the County will be (for example, '80% residential, 20% nonresidential'), and that such buildout be based upon consideration of the impacts on school capacity and on financial modeling of the ultimate land use pattern.
4. Correct Levels of Service (LOS) should be included in the EAR for Fire (the Comprehensive Plan presently indicates a five minute response time for all calls, when the national standard is five minute response time for emergency calls) and the EAR should call for clarification of LOS in rural areas. The Comprehensive Plan should identify LOS for rural areas for services such as Fire that do not result in urban areas subsidizing rural areas. Densities in rural areas are lower and travel times longer, so the Fire LOS for rural areas needs to be re-examined.
5. On issues of 'Inclusionary Zoning' as a means of addressing Affordable/Workforce housing, the County should not look at this as strictly in connection with residential development, but should, like other communities, look at workforce housing development in connection with commercial and industrial development. However, Inclusionary zoning should not require inclusion of businesses owned by low income owners in commercial areas.
6. The extension of Innovation Way from Orange County may need to be addressed in the EAR.
7. On the issue of LOS for Libraries, the County should not look to national standards, but should be comparing our LOS to those of counties with similar demographics. Our Library LOS should relate to what fits this County.
8. The Special Topics paper on Water Supply planning should address how the County will plan for future extension of reuse water, as well as other alternate water sources, and discussion should include encouraging the cities efforts to extend reuse water systems to portions of the unincorporated county that are served by cities.

**DRAFT
EVALUATION
AND
APPRAISAL REPORT (EAR)
2006
SEMINOLE COUNTY
FOR COURTESY REVIEW**



**Seminole County
Evaluation and Appraisal Report 2006
Table of Contents**

SECTION

EXECUTIVE SUMMARY

CHAPTER 1 – COUNTYWIDE ASSESSMENT

- 1.1 Introduction
- 1.2 Population Trends and Socioeconomic conditions
- 1.3 Changes in land area
 - Annexations
 - Location of actual versus anticipated development
 - Vacant and developable land

CHAPTER 2 – EVALUATION OF MAJOR ISSUES

- 2.1 Neighborhood Protection
- 2.2 Intergovernmental Coordination
- 2.3 Libraries
- 2.4 Protection of designated High Intensity Planned Development (HIP)/Economic Development Target Areas for Target Industries
- 2.5 Infill Development and Redevelopment
- 2.6 Accessible and Understandable Comprehensive Plan
- 2.7 Affordable Housing
- 2.8 Drainage Needs

CHAPTER 3 – BRIEF ASSESSMENT OF SUCCESS AND SHORTCOMINGS OF COMPREHENSIVE PLAN ELEMENTS

- 3.1 Capital Improvements (Including Financial Feasibility of providing infrastructure)
- 3.2 Conservation
- 3.3 Design
- 3.4 Drainage
- 3.5 Economic
- 3.6 Energy
- 3.7 Future Land Use
- 3.8 Housing
- 3.9 Implementation
- 3.10 Intergovernmental Coordination
- 3.11 Library Services
- 3.12 Potable Water
- 3.13 Public Safety
- 3.14 Recreation and Open Space
- 3.15 Sanitary Sewer
- 3.16 Solid Waste
- 3.17 Transportation

CHAPTER 4 – REQUIRED SPECIAL TOPICS

- 4.1 Assessment of coordination of future land uses and residential development with capacity of existing and planned schools, establishing consistent and appropriate population

projections with the School Board and assisting the School Board in planning and siting of new schools.

- 4.2 Assessment of coordination of the Comprehensive Plan and draft Water Supply Plan with the St. John's River Water Management District Regional Water Plan.

CHAPTER 5 – EAR PUBLIC PARTICIPATION PROCESS

CHAPTER 6 – RELEVANT CHANGES IN GROWTH MANAGEMENT LAWS

CHAPTER 7 – CONCLUSIONS AND RECOMMENDATIONS

CHAPTER 8 – SUPPORTING DOCUMENTATION

EXECUTIVE SUMMARY

The State of Florida regulates local government comprehensive planning through Chapter 163, Part 2 of Florida Statutes (F.S.). These laws mandate counties and municipalities to maintain a long-range, comprehensive planning program that should be a 'continuous and ongoing process', rather than a one-time report. As a part of this ongoing process, each local government is required to periodically evaluate its comprehensive plan by researching and writing a study called the "Evaluation and Appraisal Report" (EAR).

The EAR functions as an audit of the successes and shortcomings of the plan and provides opportunities 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. This report presents the findings of the EAR undertaken to evaluate "*Vision 2020 – A Guide to the Journey Ahead*", which is the Seminole County Comprehensive Plan.

Among the findings of the EAR are the following:

1. Seminole County is an urban place and continues to urbanize.

Since the 1970s, Seminole County has evolved from rural development patterns to suburban, and subsequently has matured into an urban county. The County's 1977 Comprehensive Plan anticipated a population of 250,800 by 2000, but a low growth in jobs. By 1987, the County's projected population for 2000 had increased almost 50% to 367,430 and jobs were expected to increase 283%. Updated population projections for this EAR anticipate a total County year-round residential population of 492,346 by 2025, with approximately half of the County's residents anticipated to reside in the unincorporated area.

2. The focus for new development has shifted from "greenfields" to infill and redevelopment.

Seminole County is now approaching a level of maturity in the developed landscapes of the County where the most easily developed, sizable vacant parcels will have been either developed or committed during the planning horizon. Parcels which are smaller or more difficult to develop (often called 'infill areas') still remain available for development. In addition, areas in decline may now become of interest to developers who specialize in redevelopment and to policy makers who want to encourage revitalization.

3. The rate of growth will be slower.

The growth rate of communities approaching maturity typically will slow, because 'infill development' and redevelopment generally take longer.

4. Pressure to amend the Rural Area Boundary could intensify.

One of the issues identified in the assessment of the Land Use Element is the need to re-evaluate the standards for amending the Urban/Rural Boundary to effectively address the long-term protection of the rural neighborhoods and communities in the East Rural Area through the horizon year of the Plan. The need to revise standards used to amend the Urban/Rural Boundary, and the need to provide design guidelines to protect the character of rural neighborhoods were both identified as possible Plan amendments.

5. The ability to maintain ideal long-term locations for job-generating employers, including the continued prioritization of lands abutting major interchanges for such uses, will increasingly represent a challenge.

This effort will require careful policy-making to ensure that all such lands are not lost to the current market demands for residential uses occupied by those who work outside of the County while still ensuring that housing demands are met.

6. Providing adequate opportunities for workforce and affordable housing represents another challenge.

Although the County's work force does enjoy a higher median income than many similar areas in the state, a significant portion of Seminole County's work force is now, and is expected to remain, cost-burdened in meeting housing needs. Programs currently available to the County address part of the need for low and very low income residents, but do not assist many of those who are vital to the County's work force. The EAR contains recommendations intended to encourage the development of work force housing.

7. Recognizing the development pressures that will occur within infill and redevelopment areas and creating an appropriate planning framework within which to permit these areas to succeed is vital.

If properly managed and guided with strong design policies, infill areas and declining areas now in need of redevelopment can serve the need of creating attractive mixed-use communities containing a variety and range of housing types compatible with surrounding urban neighborhoods and in proximity to job opportunities. This effort can also reduce the pressure to revise the Urban/Rural Boundary by providing alternative locations for housing.

The Major Issues addressed in this EAR will help to identify policy changes that can move the County forward in its quest to successfully preserve its unique areas, while meeting the needs of present and future County residents.

CHAPTER 1
SEMINOLE COUNTY
COUNTYWIDE OVERVIEW

1.1 INTRODUCTION

The Reason for this Report

The State of Florida regulates local government comprehensive planning through Chapter 163, Part 2 of Florida Statutes (F.S.). These laws mandate counties and municipalities to maintain a long-range, comprehensive planning program that should be a 'continuous and ongoing process', rather than a one-time report. As a part of this ongoing process, each local government is required to periodically evaluate its comprehensive plan by researching and writing a study called the "Evaluation and Appraisal Report" (EAR).

The EAR functions as an audit of the successes and shortcomings of the plan and provides opportunities 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. This report presents the findings of the EAR undertaken to evaluate "*Vision 2020 – A Guide to the Journey Ahead*", which is the Seminole County Comprehensive Plan.

The Contents of the EAR

Periodically, the Florida Legislature changes the requirements for the contents of the EAR. Section 163.3191, F.S. identifies the current requirements. For Seminole County, the requirements include:

1. Population growth and changes in land area, including annexations, since the adoption of the original local plan or the last EAR-based update of the local plan.
2. The current availability of vacant and developable land.
3. The financial feasibility of implementing the comprehensive plan and providing needed infrastructure (such as wastewater treatment plants or drainage facilities) to achieve and maintain the level-of-service (LOS) standards for infrastructure that Chapter 163 requires each local plan to contain, as well as the ability of the local government to relieve any infrastructure backlogs and meet demands for service from projected new growth.
4. The location of existing development compared with the location of development that was anticipated by the original local plan, or the last EAR-based update of the local plan.
5. The identification of the major issues for the local community (and, where relevant, potential social, economic and environmental impacts.)
6. Relevant changes to the state comprehensive plan, Chapter 163, F.S.; Chapter 9J-5 of Florida Administrative Code and the East Central Florida Strategic Regional Policy Plan since the adoption of the original local plan, or the last EAR-based update of the local plan.
7. An assessment of whether the Objectives in each plan element, as they relate to the major issues, have been achieved. (Where relevant, identify unforeseen or unanticipated changes in circumstances that resulted in problems or opportunities affecting the major issues and the social, economic and environmental impacts of the major issue.)
8. A brief assessment of the successes and shortcomings of each element (chapter) of the plan.
9. The identification of any actions or corrective measures needed for the plan, including whether plan amendments are anticipated to address the major issues identified and analyzed in the report. Such identification shall include, as appropriate, new population projections, revised planning timeframes, a revised future conditions map or map series, an updated capital improvements element, and any new and revised goals, objectives and policies for the major issues that

are identified for each element. Submittal of the plan amendments with the EAR is not required.

10. A summary of the public participation program and activities undertaken in preparing the EAR.
11. The coordination of the comprehensive plan with existing public schools and those identified in the local educational facilities plan, adopted to comply with Sec. 1013.35, F.S. The assessment shall address, where relevant, the success or failure of the coordination of the future land use map and associated planned residential development with public schools and their capacities, as well as the joint decision making processes engaged in by the local government and the school board in establishing population projections, and planning and siting public school facilities.
12. The report must assess the extent to which Seminole County has been successful in identifying alternative water supply projects and traditional water supply projects, including conservation and reuse, necessary to meet the water needs identified in the St. Johns River Water Management District's Regional Water Supply Plan, as described in Section 373.0361(2)(a), F.S. As Seminole County is presently in the process of adopting the 10-year Work Plan for building public, private and regional Potable Water supply facilities required by Chapter 163, F.S, and the Water Management district is now updating its Regional Water Supply Plan, the EAR cannot be used to evaluate the degree to which the County has implemented that work plan and the compatibility of the work plan with the Regional Water Supply Plan. However, efforts have previously been initiated by the County to implement alternative water supply projects prior to initiation of the EAR, and the EAR will contain a summary of the success of those projects as well as an update on the timeline for the 10-year Potable Water Supply Work Plan.

The Organization of the EAR

The EAR contains an Executive Summary and eight (8) Chapters. The last Chapter contains supporting documentation upon which the EAR is based.

Chapter 1, *Countywide Assessment and Overview*, provides information detailing countywide and unincorporated area population data and trends; changes in land area, including changes due to annexation; the location of existing development as it relates to where development was anticipated by the County's Comprehensive Plan; summaries of vacant and developable land; and relevant trends that reveal the County's existing conditions and future directions.

Chapter 2, *Evaluation of Major Issues*, discusses the Major Issues identified by officials and community members during the EAR Scoping meeting and reports on the relationship between successful achievement of comprehensive plan objectives and the Major Issues. The Major Issues represent concerns that are of great importance to the county or affect more than one Comprehensive Plan element. The Issues include: Neighborhood Protection, Intergovernmental Coordination, Libraries, Protection of designated High Intensity Planned Unit Developments (HIP)/Economic Development Target areas, Creating an Accessible and Understandable Comprehensive Plan, Affordable Housing and Drainage Needs. Recommendations for possible Comprehensive Plan amendments or changes to County projects and procedures will be identified.

Chapter 3, *Brief Assessment of Elements*, reports on the successes and shortcomings of the Objectives of each Plan element. For those Elements with Objectives that relate to the Major Issues discussed in Chapter 2, the assessment will identify that relationship, in order to clarify the connection between the plan elements and the Major Issues. The assessment of the Capital Improvement Element will include information about the financial feasibility of implementing the Comprehensive Plan.

Chapter 4, *Required Special Topics*, assesses the progress of two issues that Seminole County and other local governments must address in the EAR. The first issue is a report explaining the degree to which the County and the School Board have succeeded in accomplishing the following responsibilities: coordinating future land use planning and development approvals with the capacity of existing schools and planned schools; jointly producing population projections and planning and siting of new schools. The second issue is a progress report detailing the ongoing efforts to coordinate the County's Water Supply Plan (and necessary comprehensive plan amendments for that Water Supply Plan) with the updating of the Regional Water Supply Plan of the St. John's River Water Management District.

The State EAR requirements call for two additional Special Topics, but these are not relevant to Seminole County and are not addressed in this EAR. The first topic is an evaluation of whether any past reduction in land use density within the coastal high hazard area impairs the property rights of current residents when redevelopment occurs. No part of Seminole County is located within the coastal high hazard area. The other Special Topic is an assessment of whether criteria adopted intended to achieve compatibility with military installations were successful. No military installations are located in Seminole County; therefore, the criteria were not adopted.

Chapter 5, *EAR Public Participation Process*, summarizes the steps taken to involve the public in the writing of the EAR.

Chapter 6, *Relevant Changes in Growth Management Laws*, provides a tabular summary of changes to both the Growth Management Laws and Administrative Code since the last EAR-based update of Seminole County's plan, and explains how the County has either already addressed those changes or proposes to address them.

Chapter 7, *Conclusions and Recommendations*, presents the findings of the EAR, including a list of proposed comprehensive plan amendments to implement the findings.

Chapter 8, *Supporting Documentation*, provides technical information to explain methods used in preparing projections and collection of public input. Sources of information are also documented in this Chapter.

1.2 POPULATION GROWTH AND SOCIOECONOMIC CONDITIONS

Population Growth History

Since the 1970s, Seminole County has evolved from rural development patterns to suburban, and subsequently has matured into an urban county. The County's 1977 Comprehensive Plan anticipated a population of 250,800 by 2000, but a low growth in jobs. At that point, a large portion of the County remained in agricultural production, and the developed area served mainly as bedroom communities for workers employed in the Orlando/Orange County area.

By 1987, the County's projected population for 2000 had increased almost 50% to 367,430 and jobs were expected to increase 283%. The increase in the projections reflected the change in character of Seminole County as the area transitioned from a largely suburban bedroom community to an urbanizing county with regionally significant job centers. The 1991 update of the Plan projected a countywide population of 485,320 with 244,828 jobs by the twenty year planning horizon of 2010, based on the medium population projection of the University of Florida's Bureau of Economic and Business Research (BEBR). However, the 1991 County Plan update also provided for measures to protect the rural character of the County's East Area, and provisions to direct urban growth to designated areas.

Seminole County adopted an EAR in 1999 that analyzed the population projection series from BEBR and determined that it was unlikely that the total population that BEBR had projected for Seminole County could grow to this extent, due to limits on the amount of land suitable for new residential development within the urbanized area of the County. Based on the County and City

future land use plans at that time, it was anticipated that land available for new single family home construction in Seminole County would be 'built-out' by approximately 2010, and land for new multifamily units would be exhausted by 2016. This population projection series is shown in the Table below, entitled "Seminole County Total Population: 1999 Evaluation and Appraisal Report."

SEMINOLE COUNTY TOTAL POPULATION: 1999 Evaluation and Appraisal Report	
YEAR	POPULATION
1990	292,805
1998	351,274
2000	364,725
2010	441,782
2020	520,979
SOURCE: BUREAU OF ECONOMIC AND BUSINESS RESEARCH (BEBR), 1998	

In 2001, Seminole County adopted EAR-based amendments to the "Vision 2020" Comprehensive Plan. The support documentation for this amendment included an analysis of the then current University of Florida BEBR population projection series, the historic growth in population within the county and its cities, and the current trends of development. The Countywide Socioeconomic data projections contained in the 2001 EAR-based Plan update projected a 2020 population growth that was less than that projected by BEBR for the same planning horizon, demonstrating the decline in availability of land to accommodate new residential development in order to protect the rural character of the East Area.

The methodology used for the population projection has been used continuously by Seminole County, and involves identifying vacant developable land by Transportation Analysis Zones (TAZs) and land use designation, and distribution of housing units to the vacant lands. Population is then projected for the total housing unit count of the TAZ. More detailed methodology information is provided in Chapter 8, *Supporting Documentation*.

Historic Population Growth by Jurisdiction
1990 and 2000

Jurisdiction	1990 Census Population	2000 Census Population	Individual 10 Year growth	1990 Countywide Percentage	2000 Countywide Percentage
Seminole County	287,521	365,196	27%	100.0%	100.0%
Altamonte Springs	35,167	41,200	17%	12.2%	11.3%
Casselberry	18,849	22,629	20%	6.6%	6.2%
Lake Mary	5,929	11,458	93%	2.1%	3.1%
Longwood	13,316	13,745	3%	4.6%	3.8%
Oviedo	11,114	26,316	137%	3.9%	7.2%
Sanford	32,387	38,291	18%	11.3%	10.5%
Winter Springs	22,151	31,666	43%	7.7%	8.7%
Unincorporated County	148,608	179,891	21%	51.7%	49.3%
Sources: 1990 Figures: University of Florida, BEBR, <i>Florida Statistical Abstract 2000</i> 2000 Figures: Data Set: Census 2000 Redistricting Data (Public Law 94-171) Summary File Data not adjusted based on the Accuracy and Coverage Evaluation					

Countywide Socioeconomic Data Projections
Prepared for the 2001 EAR-based Plan Amendments

Year (October 1)	Functional Population	Housing Units			Total Employment	School Enrollment
		Single	Multi	Total		
2000	370,748	97,063	51,792	148,855	185,620	66,292
2005	408,380	109,229	57,153	166,382	214,150	69,893
2020	497,648	130,021	73,996	204,017	286,858	76,120

Notes: "Function Population" = permanent residents + seasonal residents, visitors and those in group quarters
These figures were produced by the Seminole County Comprehensive Planning Division based upon estimates and projections of population and employment prior to release of the 2000 Census, and were calculated based on traffic analysis zone (TAZ). A TAZ is a small area created for use with the regional transportation model.

2005 Population Estimate

Estimated 2005 permanent population information prepared for Seminole County and Municipalities and available from the University of Florida's Bureau of Economic and Business Research (BEER) is shown in the following table. (Percent change was calculated by the Seminole County Planning and Development Department.)

ESTIMATES OF POPULATION BY COUNTY AND MUNICIPALITY 2005				
Jurisdiction	Census 2000	Estimate 2005	Total Change	Percent Change
Seminole County (Total)	365,196	411,744	46,548	12.7
Altamonte Springs	41,200	42,616	1,299	3.4
Casselberry	22,629	24,899	1,303	10.0
Lake Mary	11,458	13,922	2,334	21.5
Longwood	13,745	13,913	141	1.2
Oviedo	26,316	30,800	3,612	17.0
Sanford	38,291	49,252	7,787	20.3
Winter Springs	31,666	33,321	2,095	6.6
Unincorporated Area	179,891	203,021	19,591	10.9

According to the BEBR data, of the estimated 411,744 permanent residents of Seminole County in 2005, 49% lived in the unincorporated area. The same percentage lived in the unincorporated area at the time of the 2000 Census.

Updated Population Projections

Updated population estimates and projections are needed for the EAR. Seminole County's consultant estimated current total County population for 2005 and projected future total County population for the years 2010 through 2025 consistent with the projection methodology used to support the adopted Comprehensive Plan and described above.

The table below contains population estimates (2004 and 2005) and projection figures for both resident (permanent) population and "functional" (permanent + seasonal + population in group quarters), as of October 1 for each year.

SEMINOLE COUNTY POPULATION YEAR-ROUND RESIDENT AND FUNCTIONAL (YEAR-ROUND+SEASONAL+GROUP) RESIDENT POPULATION						
AREA	2004	2005	2010	2015	2020	2025
Unincorporated	201,432	207,212	234,068	249,376	254,647	256,047
Total County	407,784	416,605	457,352	482,320	490,304	492,346
FUNCTIONAL POPULATION						
AREA	2004	2005	2010	2015	2020	2025
Unincorporated	203,715	209,540	236,614	251,954	257,281	258,744
Total County	414,464	423,423	464,779	490,067	498,348	500,649

The 2005 trend of predominance of year-round residential population is anticipated to continue, and the populations of both Seminole County as a whole, and the unincorporated county, are projected to remain predominantly year-round residents, unlike some portions of the State that must plan for the service demands of seasonal population peaks.

In addition, the percentage of total population expected to reside in unincorporated Seminole County is anticipated to continue to remain constant; approximately half of the County's residents are expected to locate or remain located in the unincorporated portion of the County.

This projection compares to the BEBR population projection series as follows:

COMPARISON OF POPULATION PROJECTIONS						
RESIDENT POPULATION						
	2004	2005	2010	2015	2020	2025
County Projections	407,784	416,605	457,352	482,320	490,304	492,346
BEBR Projections ¹	407,771	416,590	460,274	500,218	540,008	578,232

¹ Source: University of Florida, BEBR, Florida Population Studies bulletin 142, Population Projections by Age, Race and Sex. Adjusted to October 1.

The County's estimate of population in 2005 is actually higher than the BEBR 2005 estimate. However, by 2010, the BEBR projections exceed those of the County, and the difference continues to grow over time. Since neither set of projections includes a factor for redevelopment, the County will need to revise its population projections more frequently as redevelopment progresses in order to ensure sufficient guidance for accurate service planning. The important factor to bear in mind is that an area that is leaving its initial growth stage behind, and experiencing growth mainly due to what is known as "infill development" and redevelopment, will not grow at the same rapid pace that it previously experienced.

Population Analysis: What does this mean for Seminole County?

1. Seminole County is an urban place and continues to urbanize.

A quick comparison of the density of population in Seminole County compared to neighboring counties and the state as a whole is just one of the indicators of the density of Seminole County's residential development.

PERSONS PER SQUARE MILE CENSUS 2000		
Jurisdiction	Square Miles	Persons per square mile
Seminole County	308	1,184.9
Brevard County	1,018	467.7
Orange County	907	987.8
Lake County	953	220.9
Volusia County	1,103	401.9
State of Florida	53,927	296.4

2. The focus for new development has shifted from "greenfields" to infill and redevelopment.

Seminole County is now approaching a level of maturity in the developed landscapes of the County where the most easily developed, sizable vacant parcels will have been either developed or committed during the planning horizon. Parcels which are smaller or more difficult to develop (often called 'infill areas') still remain available for development. In addition, areas that had experienced a decline may now become of interest to developers who specialize in redevelopment and to policy makers who want to encourage revitalization. The County presently supports the ongoing work of the US 17-92 Redevelopment Planning Agency, a multi-jurisdictional organization charged with developing a plan to renovate this major commercial corridor. Preliminary plans indicate that portions of this corridor will be encouraged to redevelop as mixed-use projects. Should this effort succeed, residential uses and resulting population growth will take place in areas that had originally been designated as nonresidential. As this is a long range effort, immediate results cannot be expected. However, the County can proactively identify acceptable locations for the potential population growth from redevelopment by amending the Future Land Use Plan Map.

Potential amendments may also be needed to update the existing policy framework of the Comprehensive Plan, which is predominantly designed to guide and provide standards for a suburban form of development. Although the County added a Design Element in 1997, there are no standards that address the compatibility issues associated with the urbanization of infill areas and re-development areas. The future development of these areas may require a new planning framework that is designed to address the compatibility of more urban uses adjacent to existing suburban development. Analysis of land use amendments approved by the County (see below) demonstrates a demand for an increase in density within the Urban Services Boundary, as approximately 285 acres previously designated for "Suburban Estates" land use (allowing up to one unit per one net acre) have been re-designated for "Low Density Residential", allowing up to four dwelling units per net buildable acre. Again, the County can proactively identify acceptable locations for this potential infill development and redevelopment by amending the Future Land Use Plan Map.

Should land use amendments to city and county plans result from the US 17-92 Redevelopment Plan, subsequent population estimates for the Traffic Analysis Zones (TAZs) containing this corridor will be revised. Similarly, as cities assess their need to redevelop older areas and revise their plans to accommodate redevelopment, potential population increases may occur. Two current examples are under consideration by cities at this time. The City of Oviedo is considering a proposal to construct 180 townhouses on 20 acres northwest of the struggling Oviedo Marketplace mall, on land originally intended for commercial use. The City of Winter Springs is reviewing a proposal for 132 townhouses on land originally intended for commercial use that is southwest of the Oviedo Marketplace mall. Each proposal is intended to revitalize the existing

commercial area by creating a nearby market for the retail space, and each will result in population where none had been anticipated previously. As part of the ongoing coordination of land use and school facilities planning, the County will need to update its population projections more frequently to reflect infill and revitalization efforts.

3. The rate of growth will be slower.

The growth rate of communities approaching maturity typically will slow, because 'infill development' and redevelopment generally take longer. In recognition of that fact, the County's current projections incorporate a 'slowing' factor of 15%, to reflect the fact that 'infill' areas do not experience the same rapid growth as larger, more easily developed parcels. Despite this fact, population growth is still anticipated. In addition to growth resulting from infill development, vacancy rates of existing housing will tend to become lower than had been the norm. The reduced vacancy rates will also result in population increases. Population projections will require annual updating as redevelopment proceeds, in order to ensure that service planning is based on current population expectations

4. Changes that affect the Vision of the developed form of the County also affect the potential for growth.

Land use plan map amendments within both the cities and the unincorporated area affect the potential for growth and cannot be anticipated in advance. The section below presents information on changes in unincorporated area due to annexations, but information on the long term growth pattern that will result from annexations is not available to the County at this time. After the cities have completed their Evaluation and Appraisal Reports, the County may have additional information to assist in revising projected populations for those TAZs that are affected by the annexations.

5. Pressure to amend the Rural Area Boundary could intensify.

The current policies of the County's Comprehensive Plan provide standards for amending the Urban/Rural Boundary based upon a "Demonstration of Need" in addition to a specific site location analysis. The demonstration of need provision requires that an applicant demonstrate that additional urban lands are needed to accommodate population, housing or employment projected for the horizon year of this Plan. Given that the County can now consider amendments to support redevelopment with the Urban Services area, pressure to accommodate population by revising the Urban/Rural Boundary can be reduced.

One of the issues that will be addressed in the assessment of the Land Use Element will be the need to re-evaluate the standards for amending the Urban/Rural Boundary to effectively address the long-term protection of the rural neighborhoods and communities in the East Rural Area through the horizon year of the Plan. The importance of analyzing proposed changes to ensure protection of the character of the Rural area will need to be emphasized.

Socioeconomic Conditions

Employment Trends

The following table contains countywide employment totals estimated in 2004 and 2005, and projected to the year 2025. The employment totals are based on the availability of land currently for use by job-generating activities, and does not include potential land use changes resulting from redevelopment activities.

TOTAL SEMINOLE COUNTY EMPLOYMENT BY YEAR	
YEAR	EMPLOYMENT TOTAL
2004	206,296
2005	214,474

TOTAL SEMINOLE COUNTY EMPLOYMENT BY YEAR	
2008	239,011
2010	255,294
2015	279,947
2020	303,997
2025	328,020

Projected Housing Demand and Development

According to Planning Division data (2005), from 1998 to 2004, a total of 13,348 new single family units and 9,793 new multi-family housing units were added to the County's housing inventory, including all cities. This indicates an annual addition of 2,225 and 1,632 new units, respectively.

The following table displays projected housing needs determined for both single and multi-family households developed by the Shimberg Center at the University of Florida. However, the numbers in this table represent an extrapolation of past population growth and development trends and do not take into account the availability of land. As noted above, the availability of vacant residentially-designated acreage is diminishing, and as the County's land market matures, development is expected to shift to the development of individual infill lots and redevelopment efforts. Accordingly, a table has also been prepared that reflects projected housing construction related to available vacant developable land.

Projected Construction Need, 2005-2025 Shimberg Center, not adjusted for land availability										
	2005		2010		2015		2020		2025	
	SF	MF	SF	MF	SF	MF	SF	MF	SF	MF
Alt. Springs	306	526	784	1,386	1,238	2,205	1,667	2,976	2,081	3,722
Casselberry	796	420	1,605	844	2,423	1,273	3,262	1,713	4,094	2,150
Lake Mary	662	71	1,809	194	3,010	323	4,241	455	5,410	581
Longwood	77	12	217	28	333	42	431	54	475	60
Oviedo	1,168	93	3,555	278	5,996	467	8,599	669	10,862	845
Sanford	635	428	2,094	1,425	3,674	2,506	5,301	3,617	6,889	4,703
Winter Spgs.	595	98	1,940	336	3,278	572	4,630	810	5,828	1,022
Unincorp.	3,315	736	10,007	2,296	16,849	3,890	23,676	5,482	30,111	6,981
Total County	7,554	2,384	22,011	6,787	36,801	11,278	51,807	15,776	65,750	20,064

Florida Housing Data Clearinghouse, 2005

Based on the availability of vacant developable residential land, Seminole County prepared a table reflecting projected construction between 2005 and 2025. The table is presented below.

PROJECTED HOUSING CONSTRUCTION BASED ON AVAILABLE LAND SEMINOLE COUNTY 2005 - 2025										
	2005		2010		2015		2020		2025	
	SF	MF	SF	MF	SF	MF	SF	MF	SF	MF
Unincorporated	1,626	685	10,820	3,318	15,861	4,026	18,094	4,330	19,090	4,468
Incorporated	690	460	3,989	4,208	5,182	6,900	5,712	8,107	5,939	8,642
TOTAL	2,316	1,145	14,809	7,526	21,043	10,926	23,806	12,437	25,029	13,110

Housing Needs for Cost Burdened Households

The Shimberg Center projected housing needs for cost burdened households. These projections, again, were based on projected population growth, but not related to availability of land. Accordingly, the Shimberg projections were modified by the County's consultant, based on the population projections and availability of vacant land anticipated as Seminole County continues to mature.

PROJECTED HOUSEHOLDS WITH SEVERE COST BURDEN (Spending 50+ of Income; Income less than 80% of Median) By Tenure						
LOCATION	TENURE	2005	2010	2015	2020	2025
Total County	Owner	6,766	7,666	8,379	8,761	8,990
Total County	Renter	7,007	7,681	8,166	8,393	8,563
Total County cost burdened		13,773	15,347	16,545	17,154	17,553
Unincorporated	Owner	3,554	4,142	4,559	4,778	4,911
Unincorporated	Renter	2,745	3,138	3,338	3,509	3,607
Total Unincorporated County Cost burdened		6,299	7,280	7,942	8,228	8,518

The table below summarizes total projected households, whether cost burdened or not, for those same planning horizons.

PROJECTED TOTAL HOUSEHOLDS SEMINOLE COUNTY AND UNINCORPORATED AREA					
Place	2005	2010	2015	2020	2025
Seminole County	159,621	177,012	188,881	194,007	196,881
Unincorporated Area	77,656	88,587	95,238	98,152	99,724

Seminole County, through its State Housing Initiative Partnership (SHIP) and HOME (Federal funding) programs, assists low and very low income households with housing costs, and has assisted 600 such households since the last EAR. These programs provide a combined total of \$4 million annually for assistance, but participation is limited by income and purchase price. A one person household cannot exceed current income limitations of \$19,300 for a 2% interest and/or deferred loan of up to \$40,000 (for Very Low Income borrowers), or \$30,850 for a loan of up to \$20,000 for Low Income borrowers. For two person households, income limits are \$22,050 and \$35,250, respectively; for three person households, \$24,800 and \$39,650; four person households, \$27,550 and \$44,100. The maximum sales price for a house is \$160,000.

Based on data from the Seminole County Property Appraiser's Office, the average and median sales prices for new housing for 2005 were \$304,564 and \$276,650, respectively. Rents have not escalated to the same degree as housing sale prices, but many are beyond the reach of low income households. According to the Apartment Association of Greater Orlando, Seminole County average market rental rates for the second half of 2005 were \$527 for an efficiency apartment, \$697 for a one bedroom-one bath, \$772 for a two bedroom-one bath, \$905 for a two bedroom-two bath, and more than \$1,000 for a three bedroom-two bath unit.

In Seminole County, the 2006 Fair Market Rent is \$870 for a two bedroom unit, including a utility allowance. In order to afford this level of rent and utilities—without paying more than 30% of income on housing—a household must earn at least \$2,900 monthly or \$34,800 annually. Assuming a 40 hour work week and a single wage earner, this translates to an hourly "housing wage" of \$16.73.

To illustrate further, the following data from the Florida Housing Data Clearinghouse (2005) shows the number of work hours needed per year for to afford a 2 bedroom unit at Fair Market Rent. The work hours are computed for an entry-level worker (a 40-hour work week computes to 2,080 hours per year).

Job Classification	Work Hours Needed
Automotive mechanic	3,204
Construction laborer	4,799

Job Classification	Work Hours Needed
Insurance agent	2,699
Police officer	2,176
Retail salesperson	5,114
Waiter/waitress	5,447

Income

On the whole, the County's residents continue to become more affluent. As the following table depicts, in 2000 half of all the households in Seminole County had incomes over \$50,000 a year.

Households by Income			
Income Range	Seminole	Florida	US
Under \$25,000	20%	31%	29%
\$25 - \$50,000	30%	32%	29%
\$50 - \$75,000	21%	18%	19%
\$75 - \$100,000	13%	9%	10%
Over \$100,000	16%	10%	12%

Source: 2000 Census.

Claritas Inc., a national socioeconomic data processing firm, projects the County's residents will grow even more affluent in future years.

Projected Changes in Household Income

Income Range	1990	2000	2004	2009
			Estimated	Projected
Under \$25,000	15%	20%	19%	15%
\$25 - \$50,000	44%	30%	27%	25%
\$50 - \$75,000	25%	22%	21%	21%
\$75 - \$100,000	7%	12%	13%	14%
Over \$100,000	9%	16%	20%	25%

Source: 2000 Census, Claritas, Inc., 2005

Claritas projects the number of households with incomes over \$50,000 in the County will continue to grow. The projections show that in 2009, 60% of all households will have annual incomes above \$50,000.

Seminole County's median household income in 2000 was \$49,454, which was 26% higher than the statewide median of \$39,303, 18% higher than the Metropolitan Statistical Area's median family income of \$41,871, and the national median of \$41,994. The current (2005) household median income is \$55,100.

1.3 CHANGES IN LAND AREA

Changes in land area due to annexations

According to the *Vision 2020 Comprehensive Plan* for Seminole County, the total County unincorporated acreage in 1998 was 152,005. Since that time, a number of areas were annexed by the cities within Seminole County. The tables below summarize the acreages annexed by each city and the previous Seminole County land use designation of each annexation, where that information is available.

ANNEXATIONS BY CITY, TIME PERIOD AND ACREAGE			
CITY	1999 - 2000	2001 - 2004	TOTAL ACRES ANNEXED 1999 - 2004
Altamonte Springs	23.28	82.00	105.28
Casselberry	30.36	158.64	189.00
Longwood	17.54	51.05	68.59
Lake Mary	4.98	14.26	19.24
Oviedo	27.03	114.39	141.42
Sanford	519.11	1,379.58	1,898.69
Winter Springs	530.02	35.15	565.17
TOTAL	1,152.32	1,835.07	2,987.39

ANNEXATIONS BY CITY, PREVIOUS COUNTY LAND USE AND ACREAGE 1999 - 2004		
CITY	COUNTY FLU	ACRES
Altamonte Springs	Commercial	2.0849
	Industrial	10.1987
	Low Density Residential	4.4088
	Medium Density Residential	3.0905
	Office	.9095
	[Land use category not identified]	84.5876
	TOTAL ANNEXED BY ALTAMONTE SPRINGS	105.28
Casselberry	Commercial	3.6753
	Industrial	9.0697
	Low Density Residential	11.4124
	Medium Density Residential	7.2702
	[Land use category not identified]	157.5724
	TOTAL ANNEXED BY CASSELBERRY	189.00
Lake Mary	Industrial	4.9842
	Low Density Residential	.5546
	(Land use category not identified)	13.7012
	TOTAL ANNEXED BY LAKE MARY	19.24
Longwood	Commercial	16.8959
	Industrial	19.9334
	Low Density Residential	28.5767
	Medium Density Residential	.7824
	Planned Development	1.5161
	Public	.8522
	(Land use category not identified)	.2654
	TOTAL ANNEXED BY LONGWOOD	68.59
Oviedo	Industrial	4.5174
	Low Density Residential	10.0213
	Suburban Estates	61.5819

ANNEXATIONS BY CITY, PREVIOUS COUNTY LAND USE AND ACREAGE 1999 - 2004		
CITY	COUNTY FLU	ACRES
	(Land use category not identified)	65.2994
	TOTAL ANNEXED BY OVIEDO	141.42
Sanford		
	Commercial	4.1767
	High Intensity Planned Development (HIP)	465.4580
	HIP – Target Industry	298.8559
	Industrial	122.3587
	Low Density Residential	209.5188
	Medium Density Residential	35.3945
	Planned Development	35.2258
	Suburban Estates	370.7920
	(Land use category not identified)	356.9096
	TOTAL ANNEXED BY SANFORD	1,898.69
Winter Springs		
	Commercial	23.4635
	Industrial	1.2377
	Low Density Residential	10.8387
	Medium Density Residential	45.0744
	Office	1.2792
	Public	2.7342
	Rural - 3	66.6309
	Suburban Estates	92.9589
	(Land use category not identified)	320.9525
	TOTAL ANNEXED BY WINTER SPRINGS	565.17
	TOTAL LAND ANNEXED	2,987.39

As a result of the annexations, the revised total of acreage in the unincorporated areas as of 2004 is now 149,017.61.

Location of Actual and Anticipated Development

Differences Resulting From Annexation

Just as actual population can differ from projected population due to changes such as annexation of lands, a similar alteration in projected land development patterns can occur due to annexations. The table above, entitled “Annexations by City, Previous County Land Use and Acreage, 1999 – 2004” identifies the prior Seminole County land use designation of annexed acreage but does not identify the subsequent land use designation applied by annexing cities. When the cities have completed their EARs and updated their future land use designations, a clearer picture will emerge of the ultimate anticipated development pattern of annexed areas. However, a comparison between the allowable densities of County land use designations and the comparable city designation can provide an indication of possible differences between the original development pattern anticipated by the Seminole County Future Land Use Plan map and the development pattern that will result after annexation. This can be especially important in cases where an annexed area is located within a portion of the County that has been classified as rural.

One example of differences that can result from annexation is found in the City of Sanford. Of the 377 acres annexed by Sanford that were designated as "High Intensity Planned Development" (HIP) in the County, approximately 43 acres were subsequently developed with commercial uses, including 'big box' commercial development such as discount shopping centers. This use had not been anticipated in the HIP land use of the Seminole County Comprehensive Plan.

An additional example is found in the City of Altamonte Springs. Altamonte Springs annexed a total of 4.4 acres that were identified as Low Density Residential (LDR) land use by Seminole County. The LDR land use designation of Seminole County allows a maximum of four (4) dwelling units per net acre. The Altamonte Springs Future Land Use Element also features a Low Density land use designation, but that designation permits a density of five (5) dwelling units per gross acre. Thus, if Altamonte Springs classified the annexed LDR acreage as LDR in the City, an increase in units might result. A similar example is found in the City of Sanford, which has annexed approximately 209 acres with an original County land use designation of LDR. The City of Sanford Comprehensive Plan does have a LDR land use designation, but it allows a maximum of 6 dwelling units per acre. The result is that an anticipated maximum of 836 dwelling units may, instead, become a total of 1254 dwelling units. In both of these cases, however, the lands in question are located within areas anticipated to experience urban development.

A more significant example of a potential change in development pattern from the pattern that had been anticipated by Seminole County might result from the annexation by Winter Springs of 66.63 acres designated as Rural-3 in the County. The Rural-3 land use designation allows a maximum density equal to or less than one (1) dwelling unit per three (3) net acres. The closest comparable land use designation in the future land use plan of Winter Springs is Rural Residential, which permits a density of one (1) dwelling unit or less per acre. The result may mean that an area previously anticipated to contain approximately 22 dwelling units may instead contain approximately 66 residential units in an area that had been anticipated to remain rural.

The Introduction Element of Seminole County's Vision 2020 Comprehensive Plan has defined 'Rural Area' as: "that portion of the County characterized by agricultural and large lot (5 acres or greater) residential uses, rural roads with limited commercial encroachments, ample views of wooded areas and open spaces and occasional rural villages that provide commercial and community support services required by the residents and businesses of the outlying areas." The result of this annexation may lead to a significant difference between the land use pattern anticipated by the County and the development pattern that actually takes place.

Differences resulting from Market conditions and efforts to meet multiple objectives

Seminole County created three High Intensity Planned Development (HIP) land use designations and invested public funds in infrastructure in areas with those designations. The land use designations were intended to be used to attract 'target industries' (such as corporate office park and industrial parks, which are higher paying employers that would also enrich the tax base). The land use designations were also envisioned as logical locations for mixed use development, high density residential development, and commercial uses that would benefit from proximity to the Interstate interchange and the existing Seminole Towne Center Mall. The description of allowable uses does not establish a maximum number of residential units.

However, while the Future Land Use Element described the land use designation in this manner, the Housing Element contains a Policy that identifies this land use designation as appropriate for affordable housing. As a result, 1,701 new rental units have been built in two County HIP districts. All were Housing Credit-assisted developments, and of these, 1,464 affordable rental units have been created, committed to households at 60% of median income. A total of 855 were built in the HIP district at Interstate 4 and State Road 46 near the Seminole Towne Center mall, and 609 were built in the HIP district south of Oviedo. While this may have met the need for affordable housing, it did so by using lands where public investments had been made to encourage jobs. In addition, market conditions have produced a demand for market rate townhouse developments. As a result, while the HIP land use designation has attracted major

office park uses, it has also attracted high density residential townhouse developments. Overall, this residential pattern does not appear to fit the description of the land use designation in the Future Land Use Element, which suggests a need to revisit the Plan's objectives and policies.

Differences resulting from County Comprehensive Plan amendments.

The following table displays information about amendments adopted by the County since the last EAR. These amendments also contribute to differences between anticipated and actual development, although a change in land use designation does not result in immediate construction.

Former FLU	New FLU	Acres
Commercial	Conservation/Industrial*	1.093
Commercial	Conservation/Medium Density Res.*	25.787
Commercial	Industrial	22.043
Commercial	Low Density Res.	1.799
Commercial	Med. Density Res.	31.373
Commercial	Planned Development	17.021
Commercial	Public, Quasi Public	.004
Commercial	Recreation	11.284
Commercial	Suburban Estates	2.652
HIP		
HIP	Industrial	.715
HIP	Low Density Res.	9.610
HIP	Public, Quasi Public	.510
HIP	Suburban Estates	1.120
Industrial		
Industrial	Commercial	.015
Industrial	HIP - Transitional	3.393
Industrial	Conservation/Recreation*	22.339
Industrial	Low Density Res.	1.181
Industrial	Planned Development	75.728
Industrial	Public, Quasi Public	1.932
Industrial	Recreation	30.495
Industrial	Suburban Estates	.318
Low Density Res.		
Low Density Res.	Commercial	3.084
Low Density Res.	Conservation/HIP-TI*	4.793
Low Density Res.	Med. Density Res.*	1.509
Low Density Res.	Conservation/Med. Density Res.*	17.514
Low Density Res.	Conservation/Office*	.567
Low Density Res.	Conservation/Planned Development*	4.373
Low Density Res.	Conservation/Public, Quasi Public*	.077
Low Density Res.	Conservation/Recreation*	4.349
Low Density Res.	HIP-TI	40.117
Low Density Res.	Industrial	3.031
Low Density Res.	Med. Density Res.	46.813
Low Density Res.	Office	16.357
Low Density Res.	Planned Development	35.556
Low Density Res.	Public, Quasi Public	.703
Low Density Res.	Recreation	9.686
Medium Density Res.		
Medium Density Res.	Commercial	.011
Medium Density Res.	Conservation/Industrial*	.228
Medium Density Res.	Conservation/Low Density Res.*	.040
Medium Density Res.	Conservation/Office*	.177
Medium Density Res.	Conservation/Planned Development*	.883
Medium Density Res.	Industrial	.564
Medium Density Res.	Low Density Res.	.004
Medium Density Res.	Office	7.150

Former FLU	New FLU	Acres
Medium Density Res.	Planned Development	1.220
Medium Density Res.	Public, Quasi Public	.305
Medium Density Res.	Suburban Estates	.063
Office	Conservation/HIP-TI*	5.243
Office	Conservation/HIP-TR*	.360
Office	HIP-TR	3.659
Office	Industrial	.526
Office	Planned Development	51.999
Planned Development	Conservation/Industrial*	.380
Planned Development	Conservation/Low Density Res.*	1.892
Planned Development	Conservation/Low Density Res.*	6.524
Planned Development	Suburban Estates	.060
Planned Development	Industrial	1.484
Planned Development	Low Density Res.	1.776
Planned Development	Suburban Estates	1.645
Public, Quasi Public	Commercial	3.219
Public, Quasi Public	Conservation/Commercial*	2.595
Public, Quasi Public	Conservation/Planned Development*	58.614
Public, Quasi Public	Conservation/Suburban Estates*	.129
Public, Quasi Public	Low Density Res.	.097
Public, Quasi Public	Office	.0963
Public, Quasi Public	Planned Development	67.775
Public, Quasi Public	Conservation/Recreation*	1211.898
Public, Quasi Public	Recreation	48.815
Public, Quasi Public	Suburban Estates	15.440
Public, Quasi Public	Industrial	.179
Rural - 10	Conservation/Recreation*	214.693
Rural - 10	Recreation	222.764
Rural - 5	Conservation/Recreation*	810.737
Rural - 5	Recreation	575.756
Recreation	Conservation/Industrial*	1.403
Recreation	Conservation/Low Density Res.*	.116
Recreation	Conservation/Rural - 5*	2.490
Recreation	Conservation/Suburban Estates*	5.761
Recreation	Industrial	3.294
Recreation	Low Density Res.	1.362
Recreation	Rural - 5	3.961
Recreation	Suburban Estates	9.993
Suburban Estates	Commercial	7.737
Suburban Estates	Conservation/Industrial*	4.239
Suburban Estates	Conservation/Low Density Res.*	87.642
Suburban Estates	Conservation/Planned Development*	64.594
Suburban Estates	Conservation/Recreation*	143.485
Suburban Estates	Industrial	7.168
Suburban Estates	Low Density Res.	284.882
Suburban Estates	Medium Density Res.	.393
Suburban Estates	Office	3.800
Suburban Estates	Planned Development	538.785
Suburban Estates	Recreation	3.388

* Land use changes that are identified with this symbol contain environmentally sensitive features, such as wetlands or flood prone areas. Development of these sites is governed by Land Development Code provisions, such as W-1 and FP-1 zoning classification requirements. Exact boundaries of conservation areas on these sites are determined at the time of

development order or permit approval. For the portions of the sites that are not contained within the conservation areas, the underlying land use is permitted, in accordance with relevant goals, objectives and policies of the Seminole County Comprehensive Plan and the Land Development Code.

The table above reveals the fact that changes in the future land use pattern can largely be anticipated in areas that had previously been anticipated to develop at a rate that permitted a density of 1 dwelling unit per 5 net buildable acres. Approximately 1,386 acres will, instead, remain in either conservation uses or will allow public and private recreation and open space uses, including parks. An additional 437 acres previously anticipated to develop at a rate permitting a density of 1 dwelling unit per 10 net buildable acres will either remain in conservation uses, or will allow public and private recreation areas and open space uses. In addition, approximately 1212 acres of land that had previously been set aside for such public uses as more intensely developed recreational uses, transportation, communication, utility and public buildings will, instead, remain either in conservation uses or will allow public and private recreation and open space uses.

Another trend is also apparent. Approximately 285 acres previously designated as "Suburban Estates", allowed residential development on one (1) net acre, has been designated "Low Density Residential", allowing up to four (4) dwelling units per net buildable acre. In addition, approximately 534 acres previously designated as Suburban Estates were amended to allow "Planned Development" land uses, which permit mixed developments and planned developments with varying lot sizes and densities. Although there are isolated instances of land with Suburban Estate designation within the eastern rural area, those designations reflect existing uses and no additional Suburban Estates land use amendments will be approved in the rural area. The amendments that allowed existing Suburban Estates designated lands within the Urban Services Boundary to increase in density are, in fact, a positive indicator that newer development within Seminole County will reflect a pattern more easily served by central services and less prone to urban sprawl.

Vacant Land Analysis

The following tables present vacant developable lands data by land use designation as of the time of the 1999 EAR, and vacant lands by land use designation as of 2004.

VACANT DEVELOPABLE ACRES BY LAND USE DESIGNATION			
1995			
GENERALIZED FUTURE LAND USE DESIGNATION	UNINCORPORATED COUNTY	MUNICIPALITIES	TOTAL COUNTY
RURAL – 10	6,738	Not applicable	6,738
RURAL – 5	11,090	85	11,175
RURAL – 3	388	Not applicable	388
SUBURBAN ESTATES	7,080	1,843	8,923
LOW DENSITY RESIDENTIAL (LDR)	5,163	1,797	6,960
MEDIUM DENSITY RESIDENTIAL (MDR)	723	277	1,000
HIGH DENSITY RESIDENTIAL (HDR)	116	440	555
COMMERCIAL	556	977	1,533
OFFICE	149	145	294
INDUSTRIAL	1,335	1,659	2,994
HIGH DENSITY PLANNED DEVELOPMENT	2,073	112	2,186
PLANNED DEVELOPMENT	124	688	812
RECREATION	28	46	74

VACANT DEVELOPABLE ACRES BY LAND USE DESIGNATION 1995			
GENERALIZED FUTURE LAND USE DESIGNATION	UNINCORPORATED COUNTY	MUNICIPALITIES	TOTAL COUNTY
PUBLIC	48	268	316
TOTALS	35,610	8,338	43,948
Source: Table 4 "Vacant Developable Uncommitted Acres and Potential Future Capacities Countywide by Generalized Future Land Use 12/31/95" from 1999 EAR Evaluation of Future Land Use Element			

VACANT DEVELOPABLE ACRES BY LAND USE DESIGNATION 2004			
GENERALIZED FUTURE LAND USE DESIGNATION	UNINCORPORATED COUNTY	MUNICIPALITIES	TOTAL COUNTY
RURAL - 10	6,384.91	Not applicable	6,384.91
RURAL - 5	7,236.63	Not applicable	7,236.63
RURAL - 3	130.76	Not applicable	130.76
SUBURBAN ESTATES	3,230.30	584.07	3,814.37
LOW DENSITY RESIDENTIAL (LDR)	3,213.14	587.95	3801.09
MEDIUM DENSITY RESIDENTIAL (MDR)	343.33	162.48	505.81
HIGH DENSITY RESIDENTIAL (HDR)	29.54	190.42	219.96
COMMERCIAL	334.74	471.88	806.63
OFFICE	65.25	72.62	137.87
INDUSTRIAL	886.47	404.17	1290.64
HIGH INTENSITY PLANNED DEVELOPMENT (HIP) - AIRPORT	346.40	737.33	1083.73
HIGH INTENSITY PLANNED DEVELOPMENT (HIP) - TARGET INDUSTRIES	442.40	359.15	801.55
HIGH INTENSITY PLANNED DEVELOPMENT (HIP) - CORE & TRANSITION	97.46	323.58	421.037
RECREATION	7.57	11.27	18.84
PUBLIC	17.63	72.56	90.19
TOTALS	22,766.55	4,026.39	26,792.94

Summary

Seminole County is a maturing community with few vacant areas for development, located within a region that is experiencing vibrant growth. While the County's job growth is projected to continue to expand – both as a result of the growth of the region, and the economic development efforts underway in the County itself – demand for residential development can present a challenge.

The most significant challenges for the County's Comprehensive Plan in the future include:

1. The continued preservation of the rural character of the East Rural Area;
2. The ability to maintain ideal long-term locations for job-generating employers, including the continued prioritization of lands abutting major interchanges for such uses. This effort

will require careful policy-making to ensure that all such lands are not lost to the current market demands for residential uses occupied by those who work outside of the County.

3. Providing adequate opportunities for workforce housing. Although the County's work force does enjoy a higher median income than many similar areas in the state, a significant portion of Seminole County's work force is now, and is expected to remain, cost-burdened in meeting housing needs.
4. Recognizing the development pressures that will occur within infill and redevelopment areas and creating an appropriate planning framework within which to permit these areas to succeed

If properly managed, areas now in need of redevelopment can serve many of these needs. The Major Issues addressed in this EAR will help to identify policy changes that can move the County forward in its quest to successfully preserve its unique areas, while meeting the needs of present and future County residents.

CHAPTER 2
SEMINOLE COUNTY
EVALUATION OF MAJOR ISSUES

2.1 NEIGHBORHOOD PROTECTION

STATEMENT OF MAJOR ISSUE

A. Staff will analyze the Goals, Objectives and Policies of the SCCP relating to infill or redevelopment of vacant properties. These vacant properties may be in either the designated Urban or Rural Areas. Compatibility of uses is of special interest.

B. Staff will analyze the rehabilitation and retrofitting of neighborhood infrastructure [which] will be evaluated for application to drainage needs and roadway maintenance improvements that will help to ensure the long-lasting quality of housing in Seminole County. The County anticipates preparing a schedule to fund these improvements over time.

ISSUE BACKGROUND

Neighborhood protection is an issue in both rural and urban portions of Seminole County. In the rural areas, the emphasis is upon preservation of the existing rural character. Pressure to convert rural areas to suburban sprawl development patterns is increasing, and standards are being developed as a part of the Rural Land Study to ensure protection of the existing character.

Within the urban area, the emphasis is upon creating a compatibility standard to ensure that new development does not negatively impact existing urban development, and to create standards to enable revitalization to take place. Due to fact that more than 60% of the County's housing stock has been built since 1980, the number of large, vacant, buildable parcels available for residential development in the urban areas of Seminole County is decreasing. Demand for land to accommodate projected growth, pressure to develop the remaining parcels, and efforts to redevelop already built parcels is expected to continue. Evidence of the demand includes the fact that the County has approved land use amendments from the 'Suburban Estates' land use designation (allowing up to one dwelling unit per net acre) to 'Low Density Residential' (allowing up to 4 dwelling units per net acre) for approximately 285 acres within the Urban Services Boundary since the last EAR, and input provided to the US 19-72 Redevelopment Authority by those requesting consideration of land use changes to encourage revitalization of older built areas. Meeting these demands while protecting the quality of existing neighborhoods is a necessity if the County is to continue to be a viable and sustainable community.

The redevelopment of existing uses and new construction on vacant urban properties may severely impact adjacent developed properties and neighborhoods unless prior consideration is given to setting standards for such development. Although the County added a Design Element to the Comprehensive Plan in 1997, that element does not contain standards addressing compatibility of the more urban uses likely to be proposed for infill and redevelopment areas with existing neighborhoods. The purpose of addressing infill and redevelopment as part of the Major Issue of Neighborhood Protection is to determine what Comprehensive Plan amendments may be needed to ensure the compatibility of such developments, given the potential for increased infill and redevelopment proposals, and that such construction may be at higher densities and intensities than surrounding properties, and may include a variety of mixed uses.

In addition to ensuring compatibility of infill development as a means of protecting the character of existing neighborhoods, the County needs to address the existing infrastructure serving neighborhoods, such as drainage features, sidewalks and traffic management, to evaluate the need for comprehensive plan amendments to address infrastructure deficits. The need to protect existing infrastructure investment and upgrade deficient infrastructure is part of the strategy that the County needs to put into place to protect the viability of existing neighborhoods.

OBJECTIVE ACHIEVEMENT REGARDING NEIGHBORHOOD PROTECTION

Objectives throughout the Comprehensive Plan that have an impact on this Major Issue were found in the following elements: Design, Economic, Future Land Use, Housing, Potable Water, Sanitary Sewer and Transportation. Where a measure was not found in an Objective, but was

identified in a Policy, the Policy is identified. The successes and shortcomings of those objectives are presented in the following table:

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO NEIGHBORHOOD PROTECTION		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: DESIGN		
Objective DES 2: Landscaping and Maintenance of Public Roadways		
Policy DES 2.1: Include additional landscaping and design techniques between commercial areas and highway frontage in conjunction with sign controls to enhance community aesthetics and maintain neighborhood viability.	<p>Success: The following design and development guidelines have been implemented to improve visual quality on Seminole County's streets and highways:</p> <ol style="list-style-type: none"> 1. General Hutchison Parkway canopy road standards 2. Median landscaping standards on Tuskawilla Road and SR 434 3. Scenic Corridor and Gateway Overlay Districts: SR 46, Lake Mary Blvd., Markham Road, etc. <p>Shortcomings: None identified.</p>	The County needs more detailed regulations addressing landscape and buffer standards along public roads, particularly at development entrances and along commercial frontages.
Policy DES 2.3: The County shall develop by 2002, a set of baseline public landscaping and buffer improvements to protect existing neighborhoods when existing collector or arterial roads are expanded.	<p>Success: The County evaluates the need for landscaping and buffering road improvements on a case-by-case basis.</p> <p>Shortcomings: A baseline standard for landscaping and buffering residential neighborhoods has not been created.</p>	Re-examine this policy to determine if this is the appropriate mechanism to use to protect existing neighborhoods when road expansion takes place. In some instances, traffic calming devices may be more logical approaches. As a part of the ongoing updating of the Engineering Manual by the Public Works Department, the issue of protection of existing neighborhoods abutting roadway expansion projects should be examined to determine if a countywide standard is feasible, given that roadway expansion also involves installation of drainage features that may be compromised by landscape features.
Objective DES 3: Preserve and Protect Neighborhoods by Strengthening Their Internal Physical Design Features and Their External Connections to Neighboring Activities	<p>Success: New developments are organized with landscaping, open space, access control, and homeowners associations to promote neighborhood identity.</p> <p>Shortcomings: The County lacks set standards for evaluating, retrofitting and rehabilitating older neighborhoods to</p>	New and more effective policies should be considered to meet the needs of residential developments that pre-date current policies and regulations. These policies should cover such topics as water and sewer retrofitting, elimination of septic use, roadway reconstruction including curbing, traffic calming,

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO NEIGHBORHOOD PROTECTION		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
	restore their value and vitality.	sidewalks, lighting and landscaping.
Policy DES 3.8: Neighborhood streets should be designed to connect to adjacent activities and neighborhood-serving businesses with streets that do not encourage cut-through traffic.	<p>Success: New developments are organized with landscaping, open space, access control, and homeowners associations to discourage cut through traffic.</p> <p>Shortcomings: None identified.</p>	The County has limited ability to assist existing neighborhoods with physical design features that would limit cut through traffic. New and more effective policies should be considered to meet the needs of developments that pre-date current policies and regulations. Engineering manual standards for traffic calming features may be needed.
OBJECTIVE DES 6 PROTECT AND ENHANCE THE RURAL AREAS WITH STANDARDS FOR THE DESIGN OF PHYSICAL FEATURES OF THE RURAL LANDSCAPE	<p>Success: Standards have been adopted to protect the Wekiva River Protection Area, including limitations on infrastructure that may create pollution.</p> <p>Shortcomings: Although an amendment to the County Charter was adopted to enable the County to maintain the rural character of the East Seminole County area even after annexation, the charter amendment has sustained a legal challenge. In addition, the Design Element of the County's Comprehensive Plan lacks design principles for rural neighborhoods.</p>	The County is currently examining potential comprehensive plan amendments as part of Rural Lands Study for incentives to retain the rural character of the area, such as a possible transfer of development rights program and the encouragement of 'rural nodes' of development, built around a desired community facility.
ELEMENT: ECONOMIC		
Policy ECM 2.1: Continue to enforce Design Element policies guiding well designed roadway corridors and open spaces and protecting neighborhoods. Foster strong Neighborhood Organizations. . .Protect neighborhoods from the adverse impacts of development	<p>Success:</p> <ul style="list-style-type: none"> Residential neighborhoods are protected through enforcement of land development code provisions. New developments are organized with landscaping, open space, access control, and homeowners associations to promote neighborhood identity. <p>Shortcomings: Inconsistency in development criteria as applied to similar projects; lack of architectural standards to promote visual compatibility; building coverage limits not established for existing neighborhoods</p>	<ul style="list-style-type: none"> Establish more detailed Land Development Code (LDC) compatibility criteria on buffering, landscaping, setbacks, architectural appearance, etc. Revise procedures to encourage more development as permitted uses with consistent standards, rather than Planned Unit Developments/Planned Commercial Developments (PUDs/PCDs) with variable criteria. Establish building coverage limits for conventional single family zoning districts, including existing neighborhoods.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO NEIGHBORHOOD PROTECTION		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
<p>Objective ECM 6: Support Small Businesses and Existing Businesses and Tourism and</p> <p>Policy ECM 6.1: The County will promote small businesses by clarifying and streamlining the requirements for home occupations. By 2006, these regulations will be analyzed from the perspective of protecting neighborhoods and promoting small and new business development.</p>	<p>Success: Revised and clarified home occupation regulations are included in the update of the Land Development Code that is under consideration.</p> <p>Shortcomings: None identified.</p>	<p>Include the revised and clarified home occupation regulations in the update of the Land Development Code that is now underway.</p>
ELEMENT: FUTURE LAND USE		
<p>Objective FLU 2: Protection of Residential Neighborhoods: The County shall ensure the long term viability of residential neighborhoods by regulating future development to create compatibility with surrounding land uses.</p>	<p>Success: Protecting residential neighborhoods through enforcement of Land Development Code(LDC) provisions.</p> <p>Shortcomings: Inconsistency in development criteria as applied to similar projects; lack of architectural standards to promote visual compatibility; building coverage limits not established for existing neighborhoods.</p>	<ul style="list-style-type: none"> • Establish more detailed LDC compatibility criteria on buffering, landscaping, setbacks, appearance, etc. • Revise procedures to encourage more development as permitted uses with consistent standards, rather than PUD/PCD's with variable criteria. • Establish building coverage limits for conventional single family zoning districts, including existing neighborhoods.
<p>Objective FLU 4: The County shall Encourage the Redevelopment and Renewal of blighted areas to maintain and enhance neighborhood viability and discourage urban sprawl.</p>	<p>Success: Encouraging redevelopment by continuing support of the efforts of the US Highway 17-92 Community Redevelopment Agency.</p> <p>Shortcoming: New neighborhood redevelopment plans and updating of existing plans have not been prepared, and some Land Development Code standards inconsistent with redevelopment have not been modified.</p>	<ul style="list-style-type: none"> • Amend the future land use map in selected areas where allowable uses conflict with predominant development types in established neighborhoods. • Establish new redevelopment plans and update existing ones.
<p>Policy FLU 5.3: . . . Commercial retail uses shall be located adjacent to residential areas only where compatibility with the residential area can be maintained, in order to preserve neighborhood viability and community character.</p>	<p>Success: Protecting residential neighborhoods through enforcement of land development code provisions.</p> <p>Shortcomings: Inconsistency in development criteria as applied to similar projects; lack of architectural standards to promote visual compatibility; building coverage limits not established for existing neighborhoods</p>	<p>Establish more detailed Land Development Code (LDC) compatibility criteria on buffering, landscaping, setbacks, architectural appearance, etc.</p>
<p>Policy FLU 5.6: The Higher Intensity Planned Development (HIP) Purpose – This land use is specifically designed to:</p> <p>B. Maintain compatibility by providing a transition of land use types, densities, intensities, and heights to buffer existing neighborhoods from nonresidential</p>	<p>Success: The County has successfully attracted significant Class A office space to HIP-TI areas through public infrastructure improvements.</p> <p>Shortcomings:</p> <ul style="list-style-type: none"> • Because the County has relied on the existing Planned Commercial Development (PCD) and Planned Unit Development (PUD) zoning districts in 	<ul style="list-style-type: none"> • Consider amending the Lland DevelopmentCode to establish mixed use zoning districts and appropriate buffering standards.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO NEIGHBORHOOD PROTECTION		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
uses.	the HIP land use, instead of developing zoning either unique to the HIP land use or zoning to implement mixed uses, there are no standards unique to this more urban, less suburban land use, either for buffering of existing neighborhoods or creating positive connections between existing neighborhoods and employment centers. Each development is approved on a case-by-case basis, resulting in an absence of clear transition standards to ensure protection of existing neighborhoods. The County also lacks standards to apply in cases where existing neighborhoods are themselves in need of redevelopment or are not consistent with the Comprehensive Plan, and where buffering required for a new use may discourage that new use. The Mixed Development (MXD) future land use designation, already established in the Comprehensive Plan, has not been used.	
Policy FLU 5.13: Open space in HIP-transition areas and in areas adjacent to existing neighborhoods shall be designed to provide recreation areas for residents and adequate buffers between the HIP areas and adjacent neighborhoods. . . The County shall on a case-by-case basis, allow the transfer of open space from intensely developed HIP areas to locations within the HIP area to increase buffers from residential neighborhoods and consider the off-site transfer of open space to assist in the assemblage of County-wide conservation areas and as a means to encourage clustering of land uses.	Success: All PUDs within HIP districts require 25% of common, useable open space. Any retention areas included in the 25% must be amenitized for resident use. Shortcomings: There is no established mechanism or standards to allow the transfer of open space within HIP areas or the off-site transfer of open space. The County continues to rely on PCD and PUD zoning for development in HIP areas, instead of developing zoning districts unique to the more urban HIP land use, or to more urban mixed use zoning districts.	• Land development code standards more appropriate to urban employment centers should be considered.
Policy FLU 5.16: The Mixed Development FLU designation provides for a mix of uses within a development site or within a multiple parcel area to encourage flexible and creative design, protect established residential neighborhoods from adverse impacts from nonresidential development, and reduce the cost of public infrastructure.	Success: None Shortcomings: The Mixed Development (MXD) future land use designation, already established in the Comprehensive Plan, has not been used, reducing opportunities for innovative planning techniques.	Amend the FutureLand Use Map to establish mixed-use (MXD) areas where appropriate to meet development needs.
Policy FLU 5.18: Protection of Residential Neighborhoods, Viable Economic Corridors, and Natural Resources	Success: The County has prevented the expansion of adult entertainment establishments outside of designated areas and thus protected neighborhood vitality and value. Shortcoming: None identified	The County will continue this policy.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO NEIGHBORHOOD PROTECTION		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
<p>Objective FLU 8: Utilities. The County shall ensure the availability of suitable land for utility facilities to support new development. and Policy FLU 8.2: All substations adjacent to single-family neighborhoods or visible from a public roadway shall be reviewed by the County and required to provide landscaping and buffering to minimize visual and noise impacts.</p>	<p>Success: All new substations are reviewed by the County and required to provide landscaping and buffering to minimize visual and noise impacts.</p> <p>Shortcoming: None identified</p>	<p>The Design Element of the County's Comprehensive Plan does not specifically call out standards for these uses. To ensure that future facilities are compatible with surrounding neighborhoods, the County Public Works staff should provide alternative buffering standards to be included as part of Objective DES 5, which provides guidance for design of public facilities. Review all substations adjacent to single-family neighborhoods or visible from a public roadway to determine if additional landscaping and buffering is needed.</p>
<p>Policy FLU 9.2: Neighborhood Redevelopment Plans</p>	<p>Successes: Approval of special area plans, including the Orlando-Sanford International Airport Study and the Myrtle Street Study that resulted in policies incorporated into this Element.</p> <p>Shortcomings: Specific Area Plans for the Midway Area, the East Altamonte Area and Celery Avenue from the City of Sanford limits to SR 415 need to be completed.</p>	<p>Complete Specific Area Plans for the Midway, East Altamonte, and Celery Ave. areas to provide design guidance for these areas by 2008.</p>
<p>OBJECTIVE FLU 11 PRESERVE RURAL LIFESTYLES IN EAST SEMINOLE COUNTY and Policy FLU 11.1 The County shall continue to enforce Land Development Code provisions and land use strategies that recognize East Seminole County as an area with specific rural character rather than an area anticipated to be urbanized. 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 Code enforcement consistent with the rural character of such areas.</p>	<p>Success The County has maintained rural zoning that limits density to protect the rural character of the area.</p> <p>Shortcoming: The County relied upon a charter amendment that would preserve the rural character of the area even after annexation, but the charter amendment has sustained a legal challenge that is now ongoing.</p>	<p>Explore the potential of a transfer of development rights program to preserve the rural character of the area. Also, examine the language of existing Policy FLU 11.4, which allows clustering of lots to preserve open space but does not allow an increase in number of lots, to determine if other incentives, such as provision of a rural public amenity (local horse trail and stable, for example), may encourage the use of this option.</p>
ELEMENT: HOUSING		
<p>Objective HSG 2: The County shall encourage the improvement and continued viability of existing neighborhoods</p>	<p>Success: The County has provided funds to enable removal of blighted structures and provision of infrastructure in existing neighborhoods.</p> <p>Shortcoming: Funds for infrastructure are limited to low income areas.</p>	<p>Identify infrastructure deficits in existing neighborhoods that are not eligible for federal low income funds and begin to include in a neighborhood revitalization process as part of capital budgeting</p>
<p>Policy HSG 2.5: The County shall maintain compatibility between new developments and existing neighborhoods through the application of land use intensity</p>	<p>Success: Through the site design and public hearing process, incompatibilities identified by existing neighborhoods are brought forward for consideration and addressed appropriately.</p>	<p>Guidance should be provided through the Design Element. Following amendment of the Design Element, the existing review process should be</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO NEIGHBORHOOD PROTECTION		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
and design standards.	Shortcoming: Although the County does have a Design Element in its Comprehensive Plan, that element does not provide specific design guidance for infill development and redevelopment projects. Minimum criteria are, therefore, lacking. Although the County's Future Land Use Element encourages infill development, existing neighborhoods often oppose proposals because of compatibility concerns.	reviewed for sufficiency, given that potential higher density infill developments may be proposed,.
Policy HSG 3.3: The County shall enforce the LDC provisions relating to the Alternative Density Option to encourage development of affordable housing opportunities that include provisions for requiring a binding site plan process for both conventional and PUD developments to address issues of compatibility and surrounding neighborhoods.	Success: None; developers are not making use of the Alternative Density Option. Shortcomings: Private sector housing developers have not responded to density incentives of this Element intended to encourage affordable housing, and the existing zoning district designed to promote affordable housing would result in a concentration of affordable housing if used	Eliminate the Affordable Density Option in favor of an affordable housing incentive that will require a mix of housing types and prices.
ELEMENT: POTABLE WATER		
Objective POT 1: The County shall ensure that the provision of water service and the operation of water treatment facilities under its control is accomplished in a manner that will minimize, to the maximum practicable extent, any adverse impacts on . . .residential neighborhoods.	Success: All new water treatment facilities are reviewed by the County and required to provide landscaping and buffering to minimize visual and noise impacts. Shortcomings: None identified	Although the development review process does require buffering, the Design Element of the County's Comprehensive Plan does not specifically call out standards for these uses. To ensure that future facilities are compatible with surrounding neighborhoods, the County Public Works staff should provide alternative buffering standards to be included as part of Objective DES 5, which provides guidance for design of public facilities.
ELEMENT: SANITARY SEWER		
Objective SAN 1: The County shall ensure that the provision of sewer service and the operation of wastewater treatment facilities under its control is accomplished in a manner that will minimize, to the maximum practicable extent, any adverse impacts on . . .residential neighborhoods.	Success: All new wastewater treatment facilities are reviewed by the County and required to provide landscaping and buffering to minimize visual and noise impacts. Shortcoming: None identified	Review all wastewater treatment facilities adjacent to single-family neighborhoods or visible from a public roadway to determine if additional landscaping and buffering is needed. The Design Element of the County's Comprehensive Plan does not specifically call out standards for these uses. To ensure that future facilities are compatible with surrounding neighborhoods, the County Public Works staff should provide alternative buffering standards to be included as part of Objective DES 5, which provides guidance for design of public facilities.
ELEMENT: TRANSPORTATION		
Policy TRA 6.6 The County shall require that all new or improved roadways be designed and constructed in a manner that is supportive and reflective of adjacent land uses and	Success The County does have separate roadway section standards in its Engineering Manual for rural and urban areas. Urban areas are required to have standard curb and gutter, while rural areas have open swales.	Consider alternate standards for rural roadways to help protect the rural nature of the area.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO NEIGHBORHOOD PROTECTION		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
development patterns. In accordance with the Design Element, the County shall adopt design standards that address not only roadway pavement also the entire right of way.	Shortcoming The County does provide guidance on landscaping along the public rights-of-way in its Engineering Manual, but does not differentiate between rural and urban roads. The Engineering Manual states that rural road shoulders should be paved when roadway improvements are made.	
Objective TRA 8: The County shall establish and enforce land use, design and transportation policies, standards and regulations within neighborhoods that coordinate the transportation system with the residential and residential-supportive land uses shown on the Future Land Use map exhibit and that promote the mixing of uses on a neighborhood scale.	Success The County ensures coordination of land development approvals and the transportation network as part of the development review process. Shortcomings: None identified.	Continue to ensure the coordination of land development approvals and the transportation network, including within the rural areas.
Policy TRA 8.3: To make the most efficient use of the existing transportation network and to discourage urban sprawl. The County shall enforce policies, standards and regulations that promote the redevelopment of neighborhoods and neighborhood scale nonresidential development.	Success: Encouraging redevelopment by continuing support of the efforts of the US Highway 17-92 Community Redevelopment Agency. Shortcoming: New neighborhood redevelopment plans and updating of existing plans have not been prepared, and some Land Development Code standards inconsistent with redevelopment have not been modified.	<ul style="list-style-type: none"> Continue support of the efforts of the US Highway 17-92 Community Redevelopment Agency Establish new redevelopment plans and update existing ones
Policy TRA 9.6: Neighborhood Streets should be designed to connect to adjacent activities and neighborhood-serving businesses with streets that do not encourage cut-through traffic	Success: New developments are organized with landscaping, open space, access control, and homeowners associations to discourage cut through traffic. Shortcomings: None identified.	The County has limited ability to assist existing neighborhoods with physical design features that would limit cut through traffic. New and more effective policies should be considered to meet the needs of developments that pre-date current policies and regulations.
Objective TRA 10: Neighborhood Cut-Through Traffic	Success: New developments are organized with landscaping, open space, access control, and homeowners associations to discourage cut through traffic. Shortcomings: None identified.	The County has limited ability to assist existing neighborhoods with physical design features that would limit cut through traffic. New and more effective policies should be considered to meet the needs of developments that pre-date current policies and regulations.
Policy TRA 12.2: The County shall prohibit the use of new or expanded roadway facilities as sole justification . . . where new or expanded development will adversely impact . . . or neighborhoods. .	Success: The County does not allow the use of new or expanded roadway facilities as sole justification for amendments to the FLU element where new or expanded development will adversely impact neighborhoods. Shortcomings: None identified.	Continue to prohibit the use of new or expanded roadway facilities as sole justification for amendments to the FLU element where new or expanded development will adversely impact neighborhoods.

PROPOSED CHANGES

- The County will add design principles for rural neighborhoods into the Design Element. The current community framework for the Comprehensive Plan Design Element recognizes four fundamental areas: Neighborhoods, Development Corridors, Mixed Use Centers and Rural Lands. The policies that were designed to implement this framework

provide identification of the design principles for suburban neighborhoods but do not include design principles for 'rural neighborhoods'. Also, provisions of the County's Land Development Code (LDC) are currently under review for clarification and revision. A revision that should be considered is the inclusion of standards for the review of rezoning requests adjacent to rural neighborhoods. The County Comprehensive Plan recognizes methods for addressing residential compatibility evaluations within the suburban area as a means to protect neighborhoods; however, there is no companion methodology for the rural neighborhoods.

- The County should consider the addition of new policies to the Design Element to address the neighborhood preservation needs of the urban area, including design standards for infill areas and redevelopment areas that ensure compatibility even when greater density or mixed use is considered. Upon adoption of new policies in the Design Element, the County should consider revisions to the Land Development Code to provide guidance for infill area development and redevelopment of older areas, including the adoption of Mixed Use Zoning Districts.
- The County should re-examine its Comprehensive Plan policies for transitional areas and consider using other language to describe buffer areas between the rural and urban areas, based on the recommendations of the Rural Area Study. Any rural preservation program recommended by that Study, including a transfer of development rights program, should be considered.
- A new policy in the Future Land Use Element should be considered to direct amendments to the LDC to include review criteria for the protection of rural neighborhoods.
- As a part of its annual Capital Budget process, the County should consider a program to revitalize declining infrastructure in older urban neighborhoods.

Example new Future Land Use Element Policy:

POLICY FLU 11.18

Standards for Review of Rezoning Requests: Protection of Rural Neighborhoods

By 2008, the County shall amend the Land Development Code to include specific review criteria for the protection of rural neighborhoods. These standards shall be based upon a review process that requires, at a minimum, the following:

- Specific review criteria for rezoning actions to address compatibility with adjacent rural neighborhoods. These criteria shall specifically include a method for 1) determining compatibility between residential and rural zoning classifications and 2) additional buffer requirements that are necessary to develop or achieve compatibility. The purpose of these criteria are to provide standard and predictable measures for establishing and creating compatibility through landscapes, buffers, natural areas, setbacks and other development practices in an effort to lessen impacts and integrate development along the edges of properties where different zonings are present, screen undesirable views, preserve tree canopy and vegetation, preserve the rural character of a rural neighborhood and facilitate the safe movement of traffic and pedestrians in vehicle use areas, and
- Methods of protecting the entrances to rural neighborhoods by protecting rural roadways. Access for development proposals that are limited only to rural residential roadways shall be considered unacceptable for uses of urban density or intensity.

2.2 INTERGOVERNMENTAL COORDINATION

STATEMENT OF MAJOR ISSUE

The goal in the Intergovernmental Coordination Element of the [Seminole County Comprehensive Plan] SCCP promotes the enhancement of intergovernmental coordination with cities in Seminole County, neighboring counties/cities and regional and state agencies.

A. Staff [Seminole County] will continue to coordinate with the cities to revise or adopt new Joint Planning Agreements or Interlocal Agreements regarding vacant/infill properties adjacent to the cities, defined transition areas (larger vacant areas adjacent to cities), compatibility of uses and enclaves (islands of unincorporated lands surrounded by city lands). Compatibility of uses for lands being annexed by cities where a land use proposed is different than the adopted County land use is of special interest.

B. Staff [Seminole County] will continue to coordinate water supply issues with the St. Johns River Water Management District (SJRWMD), the cities in Seminole County and other entities, adjacent counties/cities, and private providers.

C. Staff [Seminole County] will coordinate and enhance the use of shared parks and recreational facilities among the cities, the School Board and the County.

ISSUE BACKGROUND

Intergovernmental coordination between Seminole County, County Municipalities and the School Board of Seminole County helps to ensure compatible goals, objectives, policies in comprehensive plans; compatible land uses and development activities; efficient use of urban facilities and services; and facilitates sharing of facilities such as solid waste disposal and recreational areas. Intergovernmental coordination is also important in the development of joint planning and other forms of interlocal agreements, level of service standards and provides for a dispute resolution process.

Recognizing the importance of intergovernmental coordination, the County, County Municipalities and the School Board have entered into a number of interlocal agreements as shown in the table below. It is anticipated that close, active intergovernmental coordination efforts between the County, County Municipalities and the School Board will continue, and perhaps accelerate. This will ensure that while this part of Central Florida continues to grow, the quality of life that stimulates this growth will be sustained.

Current Considerations

The County, County Municipalities, and the School Board have enhanced intergovernmental efforts regarding joint planning as shown in the following table:

Interlocal Agreements		
Jurisdiction	Type of Agreement	Comments
The County and all its municipalities except Longwood	<ul style="list-style-type: none"> The Intergovernmental Planning Coordination Agreement of 1997 	<ul style="list-style-type: none"> Provides a notification process to enable neighboring jurisdictions to comment on proposed land use amendments and land development activities.
Altamonte Springs	<ul style="list-style-type: none"> Interlocal Agreement, 1998 	<ul style="list-style-type: none"> This agreement identifies enclaves, but does not address planning issues County will initiate discussions with the Altamonte regarding the need for and mutual benefits of a Joint Planning Agreement (JPA).
Casselberry	<ul style="list-style-type: none"> None at this time 	<ul style="list-style-type: none"> County will initiate discussions with the Casselberry regarding the need for and mutual benefits of a JPA.

Interlocal Agreements		
Jurisdiction	Type of Agreement	Comments
Lake Mary	<ul style="list-style-type: none"> None at this time 	<ul style="list-style-type: none"> County will initiate discussions with the Lake Mary regarding the need for and mutual benefits of a JPA. In February 2006, the Board of County Commissioners and the City of Lake Mary Commissioners met in joint work session to discuss future annexation of properties abutting the City, west of Interstate 4. The County, City and owner of the subject properties will enter into a tri-party agreement to address land use compatibility and coordination of services and facilities, etc., mutually agreeable to the parties. In addition, the County will work closely with the City of Lake Mary to address development of annexed properties that are designated on the County's Comprehensive Plan as Higher Intensity Planned Development-Target Industry, in particular near the Interstate 4, SR 46, Rinehart Road and International Parkway area.
Longwood	<ul style="list-style-type: none"> Interlocal Agreement relating to joint planning and the annexation of enclaves, 1995 	<ul style="list-style-type: none"> This agreement identifies enclaves, but does not address planning issues County will initiate discussions with Longwood regarding the need for and mutual benefits of a JPA. County will initiate discussions with Longwood regarding participation in the 1997 Intergovernmental Planning Coordination Agreement
Oviedo	<ul style="list-style-type: none"> Joint Planning Interlocal Agreement, 1999 	<ul style="list-style-type: none"> This agreement addresses annexations, comprehensive plan amendments, service provision, and transition areas The County and Oviedo are reviewing revisions to this agreement In 1999, the County and City of Oviedo entered into a Joint Planning Interlocal Agreement that addresses land use compatibility, annexations, and other intergovernmental issues. Since then, the City has significantly expanded its municipal boundaries. The County and City are in process of revising this JPA. The County will continue to pursue completion of the revisions to this JPA.
Sanford	<ul style="list-style-type: none"> Joint Planning Interlocal Agreement, 1991 	<ul style="list-style-type: none"> This agreement addresses annexations, comprehensive plan amendments, service provision, and transition areas The County and Sanford are reviewing revisions to this agreement In 1991, the County and City of Sanford entered into a Joint Planning Interlocal Agreement that addresses land use compatibility, annexations, and other intergovernmental issues. Since then, the City has significantly expanded its municipal boundaries. The County and City are in process of revising this JPA. The County will continue to pursue completion of the revisions to this JPA. In addition, the County will work closely with the City of Sanford to address development of annexed properties that are designated on the County's Comprehensive Plan as Higher Intensity Planned Development-Target Industry, in particular near the Interstate 4, SR 46, Rinehart Road and International Parkway area. The County will also coordinate with the City regarding annexations in the rapidly developing area along Celery Avenue area, north of SR 46.

Interlocal Agreements		
Jurisdiction	Type of Agreement	Comments
Winter Springs	<ul style="list-style-type: none"> Interlocal Agreement, 1987 	<ul style="list-style-type: none"> This agreement identifies enclaves, but focuses on provision of services, but does not address planning issues County will initiate discussions with Winter Springs regarding the need for and mutual benefits of a JPA. In 2000, the City of Winter Springs began annexing lands east of the City's eastern boundary into the County's East Rural Area. The City is now considering creation of a rural plan, including a conservation subdivision concept, on approximately 1,000 acres of the County's East Rural Area. County staff is attending meetings at the City regarding this proposal. This action confirms the need for the County and City to development a JPA that will address potential development issues in the East Rural Area. <u>Note:</u> The County and City have scheduled a joint work session wherein discussions may ensue regarding annexation into the County's East Rural Area. The County will continue to monitor proposed annexations into the East Rural Area by the City of Winter Springs. Also of note, the County is currently involved in a major revision of its 1991 East Rural Area Plan.
Sanford and Sanford Airport Authority	<ul style="list-style-type: none"> Joint Planning Interlocal Agreement, 2004 	<ul style="list-style-type: none"> This agreement addresses compatibility of uses between the County, City of Sanford and the Sanford Airport Authority
County, Cities and School Board	<ul style="list-style-type: none"> Interlocal Agreement, 1997 	<ul style="list-style-type: none"> Agreement for coordination of land use actions
County, Cities and School Board	<ul style="list-style-type: none"> Interlocal Agreement, 2003 	<ul style="list-style-type: none"> Agreement for public school facility planning as required by Section 163.31777, Florida Statutes The County, County Municipalities and the School Board are currently preparing revisions to the 2003 Interlocal Agreement for Public School Facility Planning to include school concurrency as required by Section 163.3180, Florida Statutes. The County will take this opportunity to propose any revisions, if needed, that further the effectiveness of this agreement. For more discussion regarding school, see the Schools Special Topic.

Shared Parks and Recreational Facilities between Seminole County and the School Board

The Parks and Recreation Technical Subcommittee of the Joint City/County Advisory Committee includes representatives from the County, County Municipalities and School Board. The focal point for discussion by this committee includes the type(s) of facilities in demand, needed locations, number and types of customers served, costs, maintenance, and availability times. Issues that present hurdles to increasing the number of recreational facilities and expanding availability are user costs, maintenance costs, and liability, especially between private facilities and public users. Issues of non-duplication and non-competition as well as sharing facilities are points to be considered between the various providers.

The County and the School Board are currently developing an interlocal agreement that provides for reciprocal use of County, County Municipalities and the School Board's school facilities for recreational and educational purposes. The County anticipates this agreement will be completed later this year.

OBJECTIVE ACHIEVEMENT REGARDING MAJOR ISSUE 2 – INTERGOVERNMENTAL COORDINATION

Objectives throughout the SCCP that have an impact on this Major Issue are identified in the Intergovernmental Coordination, Design, Future Land Use and Recreation and Open Space. The County's successes and shortcomings with the Objectives relating to this Major Issue are summarized here.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 2		
OBJECTIVE	CURRENT CONDITIONS (SUCCESES AND SHORTCOMINGS)	COMMENTS
ELEMENT INTERGOVERNMENTAL COORDINATION		
<p>OBJECTIVE IGC 1 COORDINATION OF PLAN WITH ADJACENT LOCALITIES: Seminole County shall coordinate its programs and Comprehensive Plan with the programs and plans of adjacent municipalities and counties to ensure effective and efficient delivery of public services...</p>	<p>Successes: Coordination with County municipalities and School Board regarding land use actions in accordance with the 1997 Intergovernmental Planning Coordination Agreement.</p> <p>Shortcoming: None identified.</p>	
<p>Policy IGC 1.5: Advance Notification of Land Use Requests and Changes in Land Use Regulations. The County shall continue to transmit advance notification of requests for land use, zoning and development approval and changes in land use regulations to Cities that may be affected as required through formal interlocal agreements with the Cities and the School Board of Seminole County.</p>	<p>Successes: Coordination with County municipalities and School Board regarding land use actions in accordance with the 1997 Intergovernmental Planning Coordination Agreement.</p> <p>Shortcoming: The County should continue to encourage the City of Longwood to become a party to the 1997 Intergovernmental Planning Coordination Agreement via the Joint City/County Advisory Committee.</p>	
<p>Policy IGC 1.6: Interlocal Agreements for Land Use. The County shall develop new, update or maintain existing interlocal agreements or Joint Planning Agreements with the Cities for future annexations...compatibility between adjacent future land use designations, consistency between land development regulations, future annexation areas...</p>	<p>Successes: Secured JPAs between Seminole County, the City of Sanford, and the Sanford Airport Authority relating to the Orlando Sanford International Airport (OSIA) in 2004 to address compatibility issues adjacent the OSIA. Seminole County has entered into annexation agreements for enclaves with the cities of Altamonte Springs and Longwood.</p> <p>Shortcomings: None identified.</p>	<ul style="list-style-type: none"> The County and City of Sanford amended their respective comprehensive plans to address compatibility issues with the OSIA, resulting in consistency between the comprehensive plans of the County and City.
<p>OBJECTIVE IGC 2: COORDINATION OF PLAN WITH OTHER LOCAL AGENCIES. Seminole County shall coordinate its programs and Comprehensive Plan with the programs and plans of the School Board, major utilities, quasi-public agencies and other local governments providing services but not having regulatory authority over the use of land through implementation of the following policies...</p>	<p>Successes: Completed the 2003 Interlocal Agreement for Public School Facility Planning. Completed the 2001 Seminole County School Board Interlocal Agreement.</p> <p>Shortcomings: None identified (see COMMENTS column).</p>	<ul style="list-style-type: none"> The County, School Board, and County Municipalities are currently revising the 2003 Interlocal Agreement for Public School Facility Planning to add school concurrency by September 2006.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 2		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: FUTURE LAND USE		
<p>Policy FLU 7.1 Joint Planning Agreement (JPAs) with the City of Winter Springs. The County shall pursue the adoption of a joint planning agreement with the City of Winter Springs to address...annexations, provision of services and facilities and land use compatibility in the East Rural Area...future densities and intensities of properties that may be annexed...resolution of any future conflicts and/or disputes...criteria for when and how the urban boundary can be amended...standards for cut through traffic.</p>	<p>Successes: Seminole County has entered into an annexation agreement for enclaves with the City of Winter Springs.</p> <p>Shortcomings: JPA with the City of Winter Springs addressing annexations, services and land use compatibility; Interlocal Agreements with the City of Winter Springs on development densities and intensities of annexed lands now in the County's Rural Area has not been achieved. The County has not entered into JPAs with County Municipalities except for the City of Oviedo and Sanford (see details herein).</p>	<p>The County and the City of Winter Springs have set a joint meeting relating to future development of the Black Hammock area for March 22, 2006. This may be a starting point for creation of a JPA.</p>
<p>Policy FLU 7.2 Joint Planning Agreements. The County shall pursue Joint Planning Agreements with each of the cities in Seminole County to address, at a minimum, future annexations, provision of services and facilities and land use compatibility.</p> <p>Policy IGC 1.9 Joint Processes for Collaborative Planning. By December 31, 2002, the County shall enter into an or revise/strengthen...Establish joint planning areas for collaborative planning...annexation, provision of public services and facilities, land use compatibility, and conflict resolution.</p> <p>Policy IGC 1.10 Coordinated Efforts to Protect Established Residential Areas. The County will work diligently with the Cities for the protection of established residential uses...Emphasis will be placed on protecting homes from adverse impacts caused by incompatible land uses, cut through traffic, provide transitional uses where needed on border parcels and provide adequate separation of homes from land uses that are sensitive in nature, such as communication towers.</p>	<p>Successes: Established a JPA with the City of Oviedo and City of Sanford to coordinate County and facilitate planning efforts with cities and other agencies.</p> <p>Shortcomings: JPAs with the cities of Sanford and Lake Mary have not been achieved to address development standards in the Celery Avenue corridor, and allowable development on future annexations of HIP properties.</p> <p>The County and Cities of Sanford and Oviedo have not completed revised JPAs.</p>	<p>Seminole County is currently in discussion with the cities of Sanford and Oviedo regarding updating the existing JPAs.</p> <p>The County will continue to reach out to other County municipalities regarding creation of a JPA via the Planning Technical Advisory Committee; a committee established by the Intergovernmental Planning and Coordination Agreement of 1997 to address issues of multi-jurisdictional concern.</p> <p>No amendments are proposed for the agreement at this time.</p>
<p>Policy FLU 7.6: Development Review. The County shall evaluate annually the effectiveness and update, as necessary, the Intergovernmental Planning Coordination Agreement of 1997 with the cities and School Board relating to notification of land use actions when such actions may affect adjacent jurisdictions.</p>	<p>Successes: Seminole County's rezone and land use amendment process includes notification of adjacent cities and/or the School Board of pending land use decisions having the potential to affect them.</p> <p>The County has successfully improved coordination with the School Board regarding review of school site plans for off-site impacts, land use</p>	<p>The notification process is ongoing, and allows affected jurisdictions the opportunity to participate in the development review process of other municipalities.</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 2		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
	<p>compatibility and impact on County services and facilities.</p> <p>Shortcomings: None identified.</p>	
<p>OBJECTIVE FLU 11: PRESERVE RURAL LIFESTYLES IN EAST SEMINOLE COUNTY</p> <p>The County shall continue to implement and enforce policies and programs designed to preserve and reinforce the positive qualities of the rural lifestyle presently enjoyed in East Seminole County, referred to herein on occasion as the "Rural Area," (as defined in <i>Exhibit FLU: Special Area Boundaries</i>) and thereby ensure the rural lifestyle is available to future residents.</p> <p>Policy FLU 11.1: Recognition of East Rural Area. The County shall continue to enforce Land Development Code provisions and land use strategies that recognize East Seminole County as an area with specific rural character rather...</p>	<p>Success: The Seminole County voters approved a County charter amendment involving County land use control of annexed properties in the East Rural area.</p> <p>The County, under this amendment, would have authority over land use amendments by other local governments that annex into the County's East Rural Area as a way to ensure compatible land uses.</p>	<ul style="list-style-type: none"> • A County charter amendment, involving County land use control of annexed properties in the East Rural area, is now in litigation. • A Rural Land Study is under way by the County to evaluate strategies for creating an effective transition between urbanized areas and the East Rural Area.
ELEMENT: RECREATION		
<p>Policy REC 3.2 School Facility Joint-Use: The County shall continue, through its interlocal agreement, to evaluate the opportunities for the joint use of existing school and County recreational facilities and shall pursue the location and design of future recreational sites.</p> <p>Policy REC 3.5 School Board Environmental Study Center: The County shall continue to support the School Board Outdoor Education Program at Spring Hammock Preserve to promote natural studies and environmental and historical awareness, including proposals for expanding existing programs.</p>	<p>Successes: Completed the 2003 Interlocal Agreement for Public School Facility Planning, which include provisions for co-location or parks and recreation areas.</p> <p>Shortcoming: None identified.</p>	

PROPOSED CHANGES

The proposed changes needed for continued Countywide coordination are activities outside of the comprehensive plan amendment process. Hence, no plan amendments are proposed. These activities include:

- The County will continue to pursue revised JPAs with the City of Oviedo and Sanford, and initial JPAs with Altamonte Springs, Casselberry, Lake Mary, Longwood, and Winter Springs.
- The County will encourage the City of Longwood to become a party to the Intergovernmental Planning Coordination Agreement of 1997.

- The County will continue to work with the County's Municipalities and the School Board to facilitate the development of and make revisions to the 2003 Interlocal Agreement for Public School Facility Planning, which revisions shall include creation of school concurrency as required by Section 163.3180, Florida Statutes.
- The County will encourage County Municipalities, via PTAC, to adopt comprehensive plan policies that call for creation of JPAs with the County, as policy direction for County Municipalities in implementing their comprehensive plans.

The County does not propose any amendments to the SCCP regarding intergovernmental coordination relating to Joint Planning Agreements or Interlocal Agreements.

2.3 LIBRARIES

STATEMENT OF MAJOR ISSUE:

Seminole County will evaluate the need for additional library space and the need for additional services, i.e., audiovisual services and computer rooms. Staff will also evaluate the need to change the level of service from books per capita to square footage of library space per capita.

ISSUE BACKGROUND

No other public agency or private facility in Seminole County presently provides the range of educational and informational services that are available from the county library system. Because of the unique role that the Library system plays in the county, Seminole County Government adopted an optional element addressing Library Services in its 1987 Comprehensive Plan. Maintaining the library system is; therefore, a long term goal of the County's Comprehensive Plan. The purpose of identifying the future direction of the Library system as a Major Issue was to determine what amendments, if any, to the Comprehensive Plan or other plans, levels of service, projects, programs and funding sources are needed to ensure that the Library System meets existing and future needs.

Current Considerations

- The Level of Service (LOS) adopted in 1992 for capital budgeting purposes was 1.0 hardbound volume per capita.
- The 1998 EAR found that the County was meeting and exceeding its LOS.
- The 1998 EAR noted successes: increased hours of operation; increased circulation from 883,000 per year in 1988 to 1.8 million per year by 1995; preparation of a user profile to better understand the needs of the library user population; annual updates of needs assessment; established an internet connection from the library system as well as an on-line catalogue system so users can request material on-line; expanded outreach services and initiated coordination with the Seminole County School Board, Seminole Community College, private educational providers and early childcare providers. The EAR also noted shortcomings: user surveys showed that the variety of information formats (i.e., alternatives to hardbound volumes) is not sufficient, nor are there enough copies of materials to avoid long waiting lists for popular items.
- Based on the results of the user survey noted in the 1998 EAR, a strategic plan was developed in 2000, including public and library staff input. The plan identified the following demands: more computer stations; additional space (meeting rooms, separate youth and adult areas, seating, study areas, shelving and parking); addition facilities, particularly in the Winter Springs area; expansion of other formats in the collection (such as compact discs and videocassettes); increased cooperation with other facilities, such as Altamonte Springs and Seminole Community College libraries; and, expansion of the Books-by-Mail service.
- The County recently completed a survey of 600 likely voters to gauge possible support for expanded financial support of new library facilities. While 75% agreed that 'a high quality system of public libraries is a vital part of the quality of life in Seminole County' and 54% believe that libraries should be larger, have more services and a larger collection, 57% said they were 'leaning against' an increase in property taxes to pay for improvements. However, when asked about specific uses of a millage increase, 63% said they might support an increase if used for a larger collection of books and lending materials; 61% if used for computers and internet access for children; 61% if used for educational and development Videos, CDs and DVDs; and 78% if used for enhanced curriculum support system for school children.

- Seminole County's population growth is expected to grow, but at a slower pace than had previously been the case, due to reduced availability of vacant, developable land. Population increase is; however, anticipated. The total County population according to the 2000 Census was 365,196. Current 2025 projections anticipate a total County residential population of 492,346. With the addition of seasonal residents, the 2025 total County population is projected to be 500,649. The current user survey reveals unmet needs; with an anticipated increase in population, service and facility needs will continue to expand.
- The existing Library System Impact fee, adopted on April 9, 1991, established a fee of \$54 per residential dwelling unit; is used for purchase of collection items only (not toward cost of expanded facilities) and has not been increased. A staff survey of impact fees in Florida reveals a wide range of fees, most of which charge by type of residence and exceed Seminole County's fee. Absent a study to identify 'fair share', it is not clear that new growth is paying for its share of the demand for library services.

OBJECTIVE ACHIEVEMENT REGARDING LIBRARIES (MAJOR ISSUE 3)

Objectives throughout the Comprehensive Plan that have an impact on this Major Issue were identified. Objectives relating to this Major Issue were found only in the Library Services Element. The Intergovernmental Coordination Element cites three of the Library Services Element policies (Policies LIB 4.1, 4.2 and 4.3) but does not introduce new Objectives. The County's successes and shortcomings with respect to Library Services objectives are summarized here.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 3		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: LIBRARY SERVICES		
OBJECTIVE LIB 1: The County shall provide a system of branch libraries with a broad collection scope to serve the needs of current and future County residents.	<ul style="list-style-type: none"> • Successes: the County continues to provide a branch library system with a circulation that has increased since 1998 from 2.0 to 2.5 million items, and membership from 300,000 to 333,000. • Shortcoming: a likely voter survey in December 2005 identifies need for broadening collection. 	<ul style="list-style-type: none"> • The Objective has been successful, but was based on a LOS that may now be outdated. A survey of services of similar library systems in counties of similar size and population characteristics may assist in supporting the need to revise LOS, along with the recent survey of likely voters.
OBJECTIVE LIB 2: The County shall ensure that a variety of formats and materials area available for current information and use within the collection.	<ul style="list-style-type: none"> • Successes: thirty-seven database subscriptions are available via Internet for use both in libraries and remotely. • Shortcoming: A likely voter survey in December 2005 identifies need for increased alternative formats such as music recordings, videos and DVDs. 	<ul style="list-style-type: none"> • The Objective had been successful in past, but the 'variety of formats' provided by the library system today emphasizes spoken word recordings. In addition to the survey of likely voters, a survey of library users may help to clarify the extent of the need for revised LOS of collection materials.
OBJECTIVE LIB 3: The County shall ensure adequate public access to existing and future County Library sites and to the Library collection.	<ul style="list-style-type: none"> • Successes: All five branches are open 7 days a week for a total of 68 hours. • The system's catalog is accessible via the Internet and patrons can reserve an item in advance. • Shortcomings: A likely voter survey in December 	<ul style="list-style-type: none"> • The Objective has been successful in ensuring accessibility as regards hours of operation and ability to access information via the internet, but has not been successful in ensuring physical access. • In addition to a survey of library users to better clarify

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 3		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
	2005 identified a lack of parking in peak hours as an obstruction to access. The October 2000 strategic plan also identified lack of parking, shelving, study and meeting areas as problems.	the need for parking, study areas and meeting areas, the County should review alternate methods of ensuring access, such as including a 'books/CD/DVDs by mail'.
OBJECTIVE LIB 4: The County shall maximize the use of public and private resources in the provision of informational facilities to meet current and future demands.	<ul style="list-style-type: none"> • Successes: ongoing coordination with public school system avoids duplication of literacy programs and enhances public school services. • Shortcoming: library staff and administrators have reported that public school teachers anticipate libraries will maintain greater numbers of required texts than are possible. Distance learners have been directed to the libraries to have exams proctored, but library system does not have the staff to support this function. 	<ul style="list-style-type: none"> • The Objective had been intended to encourage greater interagency coordination, but resources among agencies such as public school boards and community colleges have become even more limited. In addition, distance learning facilities were not envisioned as major consumers of library services when the System was designed. The likely voter survey reveals increased public expectations of the library system in supporting education.
OBJECTIVE LIB 5: The County shall establish and fund standards and programs to ensure the acquisition and development of the library collection and facilities to meet current and future demands.	<ul style="list-style-type: none"> • Success: the County continues to collect library impact fees. • Shortcomings: impact fees may not offset impacts of development; also, based on likely voter survey comments, the adopted LOS does not address current and future demands. 	<ul style="list-style-type: none"> • Policy LIB 5.1 identifies the LOS as 1.0 hardbound volumes/capita; likely voter surveys suggest the LOS needs to be re-examined. • Funding, both through impact fees and other mechanisms, needs to be re-examined.

PROPOSED CHANGES

In accordance with section 163.3191 (2)(i), Florida Statutes, this portion of the EAR will identify any actions or corrective measures, including whether plan amendments are anticipated to address the Major Issues identified and analyzed in the EAR. As noted above, potential plan amendments for LOS may be needed, but the most recent surveys undertaken have not shown support for increased costs. Absent an identifiable funding source, new expenditures cannot be added to the Capital Improvements Element. Prior to recommendation of plan amendments, the following actions are recommended:

- In light of the findings of the County's 2000 Strategic Plan for the Library System and 2005 Likely Voter survey, the County should explore potential for additional cooperative agreements with the cities and Seminole Community College. The Community College may be willing to operate a shared library with services for adults and Community College students on its campus or on the adjacent County campus. In addition, Winter Springs has asked for a library located within the City.
- The County should evaluate the need to update the existing Library System Impact Fee. A consultant study should be used to examine the need to calculate the fee based on type of residential unit and to calculate the fee based on a percentage of the cost of computer facilities and space capacity, rather than on the cost of collection items only.

- Explore additional grant opportunities and the feasibility of another referendum.
- The County should negotiate an updated Interlocal Agreement with the Seminole County School District to better identify responsibilities of each agency.
- Evaluate the success of Library Systems serving maturing communities with library branches in redeveloped shopping centers and mixed use developments. If this approach is useful, the County will identify any obstacles in the current Land Development Code that may need revision.
- Evaluate other mechanisms used by Library Systems serving maturing communities to raise funds for expansion, such as expanded fund raising activities by Friends of the Library groups and separately incorporated Library Foundations.
- Evaluate the potential of partnering with area businesses to fund specific needs, such as installation of public computers or provision of shared parking.

2.4 PROTECTION OF HIGH INTENSITY PLANNED DEVELOPMENT (HIP)/ECONOMIC DEVELOPMENT AREAS FOR TARGET INDUSTRIES

STATEMENT OF MAJOR ISSUE:

Staff will review objectives and policies in the Seminole County Comprehensive Plan (SCCP) and provide direction on preserving valuable vacant lands for targeted industries for long term economic return to Seminole County. Valuable vacant lands that are developed into target industries, such as high tech industries, provide employment and long term economic stability for the County. To date, residential uses have been allowed to develop in the High Intensity Planned Unit Development/Economic Development Target Areas. Staff will evaluate the need for additional residential uses in these areas and examine whether the County should enhance existing policies (see, e.g. FLU Policy 5.6 – The Higher Intensity Planned Development land use designation is designed as a mixed use category which combines an aggressive strategy to attract specific “target industry”, minimize urban sprawl, provide affordable housing opportunities, and alternative transportation strategies) to protect these valuable vacant lands for targeted industries.

ISSUE BACKGROUND

In its 1987 Comprehensive Plan, Seminole County’s job projection for year 2000 had increased from its 1977 plan by 283%, to yield 189,735 employees. The County recognized that its previous status as a bedroom commuter community had changed, evolving into an urbanized area with regional job centers. As a result, the update to the Future Land Use Map in 1987 included designation of ‘Higher Intensity Planned Development’ (HIP) uses for strategic corridors and intersections. This new land use designation was created to accommodate employment centers and higher intensity mixed uses; use existing infrastructure efficiently and discourage urban sprawl.

The 1991 Comprehensive Plan amendments included adoption of ‘Core’ and ‘Transitional’ HIP area locations and also called for special area plans to address ultimate uses of HIP areas. By 1995, based on special area plans, approximately 2,086 acres of land along Interstate 4 (I-4) from St. Johns River to Lake Mary Boulevard interchange were designated “High Intensity Planned Development – Target Industries” (HIP-TI). The main purpose of HIP-TI was accommodation of higher salaried job generating uses, such as Class A office, high tech, financial services and light industrial. Four years later, an additional 34 acres west of I-4 and north and south of State Road 46 were also designated HIP-TI.

Current Considerations

- To encourage development of target industries, the County and adjacent cities have invested \$23 million in infrastructure improvements in the area since 1995 and programmed an additional \$262 million for future improvements.
- The locations were selected due to the large amount of available developable land and proximity to a major transportation route.
- Investments were made with the anticipation that targeted industries would generate a significant return and provide a sound job base.
- In addition to infrastructure investment, Seminole County adopted goals, objectives and policies in its Comprehensive Plan to identify the intended future uses of the HIP-TI designated lands.
- Since the 1995 Plan amendment that created the HIP-TI designation, 43% of the land with that designation has been lost to uses other than target industries. Uses of the lost lands include right-of-way expansion (21%), County Future Land Use amendments (5%) and City annexation (17%). Forty-three of the acres previously designated HIP-TI that were annexed by the City of Sanford now contain ‘big box’ commercial discount shopping centers.

- Of the remaining HIP-TI designated land, 614 acres remain vacant, 190 acres are built and 427 acres are currently approved and under construction or are presently proceeding through development approval.
- HIP-TI lands that are built, committed or in the approval process are distributed among uses the following uses: Multi-family development – 34%; Commercial/Retail uses – 25%; Office uses – 27%; Industrial uses – 11%; Hotel uses – 3%.
- Seminole County testing of a fiscal impact analysis model (FIAM) in 2005 has confirmed a strong economic return associated with target industries as compared to housing.
- Seminole County has also assessed long-term sustainability for the County, with particular focus on the HIP-TI and the North I-4 Corridor. The results of that assessment confirm the importance of locational criteria for the successful nonresidential development needed to achieve a strong economic base for the County.

OBJECTIVE ACHIEVEMENT REGARDING PROTECTION OF HIP AREAS FOR TARGET INDUSTRIES (MAJOR ISSUE 4)

Objectives throughout the County's Comprehensive Plan that have an impact on this Major Issue were identified. Where a measure was provided in a policy, rather than an Objective, the policy has been evaluated instead. Objectives and policies of the Future Land Use Element, Economic Element and Housing Element affect this Major Issue. The successes and shortcomings of those objectives and policies are summarized here.

EVALUATION OF PLAN OBJECTIVES AND POLICIES WITH RESPECT TO PROTECTION OF HIP AREAS FOR TARGET INDUSTRIES (MAJOR ISSUE 4)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: FUTURE LAND USE		
<p>OBJECTIVE FLU 5 The County shall continue to develop and enforce innovative planning techniques and land development regulations designed to protect residential neighborhoods, enhance the economic viability of the community, promote the efficient use of infrastructure and preserve natural resources. The Future Land Use Map series embodies strategies designed to build long term community value, discourage urban sprawl and ensure that public facilities and services are provided in ... cost effective manner.</p>	<ul style="list-style-type: none"> • Success: The County has enhanced economic viability of the community by attracting development such as Colonial Town Park office complex to the HIP-TI area along the I-4 corridor. • Shortcoming: Land uses that are not among the Target Industries are being approved in the HIP-TI areas, thus reducing the availability of those lands for improvement of the County's economic base. 	<ul style="list-style-type: none"> • The language contained in policies affecting the HIP-TI land use should be clarified to ensure that the desired land use pattern results.
<p>Policy FLU 5.6 (HIP Purpose) The Higher Intensity Planned Development (HIP) land use designation is designed as a mixed use category which combines an aggressive strategy to attract specific "target industry", minimize urban sprawl, provide affordable housing opportunities and alternative transportation strategies. This land use is specifically designed to:</p> <p>A. Provide high density residential development and affordable housing in close proximity to employment centers...</p> <p>D. Promote the development of target industries in close proximity to the County's existing residential areas, support future</p>	<ul style="list-style-type: none"> • Success: Class A offices have been attracted. • Shortcoming: Uses that are not target industries are becoming predominant uses. 	<ul style="list-style-type: none"> • The land use designation is described as 'mixed use', but traditional mixed use emphasizes a mixture of commercial and residential (often with standards that ensure that each is a 'principle use'), and with little emphasis on industrial uses. Greater clarity of land use purpose may be achieved by describing this designation as a 'multiple use' category. To encourage Target Industries, residential should not be encouraged as a principal use. • The language does not provide a maximum number

EVALUATION OF PLAN OBJECTIVES AND POLICIES WITH RESPECT TO PROTECTION OF HIP AREAS FOR TARGET INDUSTRIES (MAJOR ISSUE 4)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
<p>mass transit systems and make the most efficient use of the County's substantial investment in infrastructure...</p> <p>E. Promote target business development in close proximity to the regional road network...</p>		<p>of residential units or other specified measure of density, or a required minimum number of square feet of target industry, in order to guide development approvals.</p> <ul style="list-style-type: none"> The language contains potential internal inconsistencies. A land use designed to allow high density affordable housing AND to enable target industries creates potential conflicts. Target industries and high density residential land uses will both compete for land closest to the regional road network; residential uses will desire buffering from nonresidential uses that may reduce the viability of the nonresidential uses.
<p>Policy FLU 5.7 (HIP General Uses and Intensities) The Higher Intensity Planned Development (HIP) designation is designed to provide a variety of land uses, development intensities and target industry development. There are four (4) types of HIP land use designations: (1) HIP Transitional; (2) HIP-Core; (3) HIP-Target Industry; and (4) HIP-Airport. Allowable zoning classifications in the HIP designations are Planned Unit Development, Planned Commercial Development, Target Industry and Public Lands and Institutions...</p>	<ul style="list-style-type: none"> Success: HIP development that has taken place has done so with the use of planned design standards. Shortcoming: At present, no zoning classification called "Target Industry" has been adopted. Nonresidential developments seeking approval must use the Planned Commercial Development (PCD) approval process. That process may require buffering from adjacent residential uses that reduces viable access between housing and employment, and may limit the ability to attract a Target Industry. 	<ul style="list-style-type: none"> Either the PCD zoning classification will require specific design standards for use on lands designated as HIP-TI, or a separate Target Industry zoning classification, as noted in the Future Land Use Element, is needed.
<p>Policy FLU 5.9 (North I-4 Corridor HIP-TI Permitted Uses and Locational Standards) Uses. The North I-4 Corridor HIP-TI Area is comprised of all HIP-TI designated lands in the northwest area of the County. To maintain adequate lands for target industries in close proximity to and high visibility from major interchanges, the HIP-TI area shall be comprised of: 1) Target businesses and industries...2) Manufacturing, distribution, industrial and rail dependent uses located in the Rand Yard Area...3) High density residential uses; 4) Commercial uses located adjacent to the Seminole Towne</p>	<ul style="list-style-type: none"> Success: Class A office development has occurred. Shortcomings. The policy emphasizes ensuring adequate lands for target industries in close proximity to and high visibility from major interchanges, but lacks language that requires that lands so situated in the HIP-TI can only be used for the target industries. The list of permitted uses allows a variety of other uses that might take those locations. Absent a 'Target Industry' zoning classification, with 	<ul style="list-style-type: none"> The internal inconsistencies in the policy, combined with the lack of a 'Target Industry' zoning classification, have resulted in an absence of strong guidance at the development approval stage.

EVALUATION OF PLAN OBJECTIVES AND POLICIES WITH RESPECT TO PROTECTION OF HIP AREAS FOR TARGET INDUSTRIES (MAJOR ISSUE 4)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
Center Mall, at major roadway intersections.. or as an accessory use located within a principal office structure; 5) Infill commercial uses along major collector and arterial roads...6) Low to medium density residential uses and lower intensity office uses may only be located adjacent to existing subdivisions as a buffer from future target industry development.... <u>Compatibility Standards</u> . Existing residential communities should be protected from the encroachment of target industry uses through the use of design standards to the maximum extent possible....	only the more generalized PCD zoning, the buffer requirements intended to protect existing residential uses may discourage target industries.	
Policy FLU 5.10 (Interstate 4 High Tech Corridor): The County shall encourage the growth of high tech industries in the HIP-Target Industry designation in keeping with efforts of economic development agencies such as Enterprise Florida and the Florida High Tech Corridor Council, which have designated the segment of Interstate 4 from Tampa to Volusia County as the "I-4 High Tech Corridor."	<ul style="list-style-type: none"> • Success: The County has attracted Class A office to this corridor. • Shortcoming: Uses that are not part of the Target Industry High Tech list are also attracted to the HIP-TI area. 	<ul style="list-style-type: none"> • Clarification of policy language is needed.
Policy FLU 5.13 (HIP Design Standards) The County shall apply the following design standards to all HIP development proposals: A) Open Space and Buffers. The County shall evaluate each development proposal to determine the amount of open space required: 1) Within HIP-TI development and HIP-Core areas, open space shall consist of landscaped pedestrian connections between buildings, parking and adjacent development and landscaped plazas/parking structures incorporating trees and seating areas, and may include fountains and public art...	<ul style="list-style-type: none"> • Success: The County has provided guidance in its Comprehensive Plan for open space within Target Industry areas that allows credit for landscaping along pedestrian areas and more urban amenities, such as fountains and public art. • Shortcoming: The language also indicates that each proposal will be individually evaluated to determine amount of open space required, which provides little guidance. 	<ul style="list-style-type: none"> • Absent a Target Industry zoning classification, a minimum open space standard may be needed. Due to the nature of Target Industries, however, it is preferable to create a zoning classification applicable to these uses.
Policy FLU 5.14 (Code Updates for Target Industry Zoning Classifications) The County shall amend the Land Development Code by July 2001 to include zoning classifications and standards to implement the Target Industry Zoning District.	<ul style="list-style-type: none"> • Success: None • Shortcoming: Target Industry Zoning has not been created and work to create such a zoning classification is not underway. 	<ul style="list-style-type: none"> • The County needs to consider either revisions to the Planned Commercial Development zoning classification that are specific to the HIP-TI land use designation, or adoption of an actual Target Industry Zoning classification.
ELEMENT: ECONOMIC		
OBJECTIVE ECM 4 (TARGET AREAS, INDUSTRIES AND OCCUPATIONS)	<ul style="list-style-type: none"> • Success: The County continues to support the target industry approach, 	<ul style="list-style-type: none"> • Reducing internal inconsistencies within the Comprehensive Plan will

EVALUATION OF PLAN OBJECTIVES AND POLICIES WITH RESPECT TO PROTECTION OF HIP AREAS FOR TARGET INDUSTRIES (MAJOR ISSUE 4)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
Target Areas, Industries and Occupations are the three components of the Target Approach of the Economic Development Plan. The County will continue to focus on these key factors that will attract and support quality jobs, provide higher than average wages and strengthen the economic base of the County.	administering the JGI program to attract high-wage jobs. In 2005, there were 14 projects, totaling 2,560 jobs, and all projects were target industries.	assist in the implementation of this Objective.
OBJECTIVE ECM 5 (HIGHER INTENSITY PLANNED DEVELOPMENT AREAS) The County shall continue to monitor and evaluate the development of Higher Intensity Planned Development areas to ensure that Target Industries and Occupations are able to develop the Target Areas as economic growth centers.	<ul style="list-style-type: none"> • Success: Class A office has been developed in the I-4 corridor. • Shortcoming: Recent monitoring reveals that uses other than Target Industries are successfully competing for the land designated for Target Industries. 	<ul style="list-style-type: none"> • Preliminary recommendations based on most recent monitoring suggest a need for clarification of the purpose of this land use designation.
Policy ECM 5.1 (Review of Purpose of Higher Intensity Planned Development) The County shall review the original direction and purpose of Higher Intensity Planned Development future land use to learn if it is being developed by target industries as intended.	<ul style="list-style-type: none"> • Success: Monitoring has been conducted, and some target industries are using the land as intended. • Shortcoming: The land has become very attractive to high density residential uses that are not linked to the target industries. 	<ul style="list-style-type: none"> • The County Commission has directed the staff to conduct this evaluation. Results will be included in the EAR.
Policy ECM 5.2 (Land Use for Target Industries) The County shall evaluate and propose or revise as necessary, comprehensive plan policies during the Evaluation and Appraisal Report process to preserve HIP land use for the location of target industries to expand the economic capacity of the County.	<ul style="list-style-type: none"> • Success: The EAR process is evaluating comprehensive plan objectives and policies to identify potential changes. 	<ul style="list-style-type: none"> • To provide sufficient guidance, special area studies may be needed to set aside specific sites for Target Industries within each HIP-TI site.
Policy ECM 5.3 (Economic Impact of Design Standards) The County shall continue to evaluate the economic affect of the design standards set forth in the Policy FLU 5.13 on the development of Target Industries in Higher Intensity Planned Development Areas.	<ul style="list-style-type: none"> • Success: The effect of design standards appears to be minimal, because the Policy language allows each project to be evaluated individually. • Shortcoming: Absent a Target Industry zoning classification, there are no minimum design standards in the Land Development Code (LDC). 	<ul style="list-style-type: none"> • To provide sufficient guidance at the development approval stage, design standards particular to Target Industries should be incorporated into the LDC.

EVALUATION OF PLAN OBJECTIVES AND POLICIES WITH RESPECT TO PROTECTION OF HIP AREAS FOR TARGET INDUSTRIES (MAJOR ISSUE 4)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: HOUSING		
<p>Policy HSG 1.5 (Higher Intensity Planned (HIP) Development) The County shall continue to provide incentives for building a variety of affordable housing types and intensities through the use of HIP districts.</p>	<ul style="list-style-type: none"> • Success: Provision of affordable housing in and near HIP land use designated areas has been achieved through construction of 1,701 new Housing Credit-assisted rental units in HIP areas. Of these, 855 were built in the HIP-TI area at I-4. • Shortcoming: The use of HIP-TI land for residential development reduces the availability of land that is ideally situated for access to major roadways – a locational characteristic needed by Target Industries. 	<ul style="list-style-type: none"> • As noted above, policies regarding Target Industry lands need to be clarified. The use of this land for residential purposes reduces the potential of creating higher paying jobs in the County.

PROPOSED CHANGES

In accordance with section 163.3191 (2)(i), Florida Statutes, this portion of the EAR will identify any actions or corrective measures, including whether plan amendments are anticipated to address the Major Issues identified and analyzed in the EAR. The following studies and potential amendments are anticipated.

- The County should conduct small area land use and market studies of the remaining vacant HIP-TI lands to clarify the desired land use pattern, establish maximum numbers of residential units compatible with target industries and update incentive programs for target industries.
- The County will consider a potential County-initiated Future Land Use Plan Map amendment designating those portions of HIP lands that are predominantly developing in a residential or residential/commercial mix as “Mixed Use” land use. That area along north State Road 46 may be more appropriately classified as “Mixed Use” because it is less viable for Target Industries (less direct access to the major roadways), and has attracted free-standing residential development.
- The County should reserve the HIP designation for lands that will be primarily intended for Target Industries, HIP-Core, HIP-Transitional and HIP-Airport uses. Maximum residential unit counts for each of these HIP designations should be identified.
- The County should acknowledge that residential uses in HIP-TI areas need to complement Target Industries and not function as the major land use of the HIP-TI area. To support Target Industries, the County will consider amending objectives and policies that identify allowable uses in the HIP-TI lands in a manner that is currently not clear, or that creates conflict among uses.
- The County should develop a “Target Industry” zoning classification that will provide design standards unique to this use, rather than relying upon the existing Planned Commercial Development zoning classification.

Example comprehensive plan text amendments include the following:

Policy FLU 5.6 The Higher Intensity Planned Development (HIP) land use designation is designed as a ~~mixed-use~~ multiple use category which combines an aggressive strategy to attract specific “target industry”, minimize urban sprawl, provide affordable housing

opportunities ancillary to, supportive of and integrated into the site plans of the target industries and alternative transportation strategies. This land use is specifically designed to:

A. Attract and retain target industries that provide higher paying jobs that will support the County's tax base and enable employees to afford market rate housing, while allowing Provide high density residential development opportunities supportive of the target industries on lands designated as HIP-TI. Such residential development may be vertically integrated into Class A office, Financial Center and Hotel Uses. Residential uses not integrated into office, financial center and hotel uses shall be contained within multistory buildings, with the first floor occupied by nonresidential uses, and shall be accessible to the employment centers on site via internal pedestrian walkways, public transportation or on-site shuttles, bicycle paths and other mechanisms that encourage alternative transportation strategies. Residential uses in the HIP-TI shall be an ancillary use, rather than a principle use, and affordable housing in close proximity to employment centers

Policy FLU 5.9

A. Uses

...To maintain adequate lands for target industry in close proximity to and high visibility from major interchanges, the HIP-TI area shall be comprised of:

1. Target businesses and industries as defined in *Exhibit FLU: Target Industry Uses*;
2. Manufacturing, distribution...located in the Rand Yard Area...
3. High density residential uses located in multistory structures, which may be integrated into such Target Industries as Class A offices, Financial Centers or Hotels, and the first floor of such structures shall be nonresidential. Such residential uses such be ancillary to the main uses.

Policy HSG 1.5 (~~Higher Intensity Planned (HIP) Development~~ Affordable and Workforce Housing Opportunities)

The County shall ~~continue to provide incentives for building a variety of affordable and workforce housing types and appropriate densities intensities on lands with Low Density, Medium Density, High Density, Planned Development and Mixed Use land use designations, and on lands with HIP land use designations other than HIP-TI, through the use of HIP districts.~~

2.5 INFILL DEVELOPMENT AND REDEVELOPMENT

STATEMENT OF MAJOR ISSUE

Staff will measure the effectiveness of the County's infill development and redevelopment initiatives and Seminole County Comprehensive Plan (SCCP) policies. The County, due to the growth in the last twenty years, is reaching "build-out", meaning fewer vacant lands. To be able to meet future growth in Seminole County, development activities are shifting from large vacant parcels to redevelopment of existing properties and smaller, infill vacant lots.

ISSUE BACKGROUND

The current policies to encourage infill development and redevelopment were added to the SCCP after the 1999 EAR to accomplish a number of important goals. The goals included: efficient use of public facilities; discouraging urban sprawl; revitalizing older declining and low income areas; and directing growth away from rural areas desiring to retain their character. The following discussion assesses the effectiveness of Seminole County's existing infill/redevelopment initiatives and SCCP policies. It includes a look at other, related objectives of the Plan, and identifies the need for better coordination to ensure that all objectives work together efficiently to promote infill and redevelopment that is consistent with other Objectives and Policies.

Current Considerations

- The definition of "Infill Development Area" in the Introduction Element of the SCCP limits these areas to vacant lands 'surrounded by nonresidential development.' This definition is not consistent with the SCCP Objectives and Policies that address potential use of vacant lands near residential neighborhoods for infill development.
- Development proposals for infill areas requesting land use amendments or rezonings have typically resulted in opposition from existing nearby residential areas, due to concerns about potential impacts.
- The SCCP Objectives and Policies are based on the principle that infill development can only take place if increased density or intensity is provided as an incentive. Absent design guidelines to ensure compatibility of infill development with surrounding neighborhoods (or to determine if the surrounding neighborhoods may be in need to revitalization that can be encouraged by increased density and intensity in an infill development), infill development proposals have only proceeded through the use of Planned Unit Development (PUD) or Planned Commercial Development (PCD) zoning as a means of protecting surrounding neighborhoods. This development approval process is longer and tends to discourage infill development. Thus, there is a need to re-examine the policies and allowances used to encourage infill development.
- Design standards are also needed for redevelopment.

OBJECTIVE ACHIEVEMENT REGARDING INFILL DEVELOPMENT AND REDEVELOPMENT (MAJOR ISSUE 5)

Objectives throughout the SCCP that have an impact on this Major Issue were identified and were found in the following elements: Future Land Use, Housing, Energy, Economic, Design, and Transportation. The successes and shortcomings of those objectives are summarized here.

**EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO INFILL DEVELOPMENT AND REDEVELOPMENT
(MAJOR ISSUE 5)**

OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: FUTURE LAND USE		
<p>OBJECTIVE FLU 2: The County shall ensure the long term viability of residential neighborhoods by regulating future development to create compatibility with surrounding land uses.</p>	<p>Success: Protecting residential neighborhoods through enforcement of land development code provisions.</p> <p>Shortcomings: Inconsistency in development criteria as applied to similar projects provides lack of guidance in development review for infill projects; lack of architectural standards to promote visual compatibility; building coverage limits not established for existing neighborhoods so can't be applied to infill developments.</p>	<ul style="list-style-type: none"> • Due to a lack of detailed Land Development Code (LDC) compatibility criteria on buffering, landscaping, setbacks, architectural appearance, etc, opposition to infill development arises because of fear that it will not be compatible with existing neighborhoods. • Because of a lack of consistent standards, the County ends up approving developments as PUD/PCD's with variable criteria. Revised procedures would encourage more development as outright permitted uses, with consistent and predictable standards, rather than using planned development standards. • Establishing building coverage limits for conventional single family zoning districts, including existing neighborhoods and infill areas, can protect against 'mansionization' and further insure compatibility and neighborhood preservation.
<p>OBJECTIVE FLU 4: The County shall encourage redevelopment and renewal of blighted areas to maintain and enhance neighborhood viability and discourage urban sprawl.</p>	<p>Success: Encouraging redevelopment by continuing support of the efforts of the US Highway 17-92 Community Redevelopment Agency.</p> <p>Shortcoming: New neighborhood redevelopment plans and updating of existing plans have not been prepared, and some LDC standards inconsistent with redevelopment have not been modified.</p>	<ul style="list-style-type: none"> • Policies need to be re-evaluated in selected areas where uses allowed by the Future Land Use Element conflict with predominant development types in established neighborhoods. • The creation of new redevelopment plans and updating of existing redevelopment plans can provide needed policy guidance to encourage renewal of blighted areas. Such planning can identify necessary public investments.
<p>OBJECTIVE FLU 5: The County shall continue to develop and enforce innovative planning techniques and land development regulations designed to protect residential neighborhoods, enhance the economic viability of the community, promote the efficient use of infrastructure, and preserve natural resources...</p>	<p>Success: Managing growth and discouraging urban sprawl by attracting target industry and Class A office space to HIP-TI areas through public infrastructure improvements.</p> <p>Shortcomings:</p> <ul style="list-style-type: none"> • The Mixed Development (MXD) future land use designation, already established in the SCCP, has not been used, reducing opportunities for innovative planning techniques. • There is no policy to limit residential uses in HIP, resulting in use of "target industry" public facility investments to serve residential uses. • A conflicting policy in the Housing Element encourages affordable housing in HIP areas intended for target industries. This is not the most appropriate use for areas designated for Target Industries, which have specific requirements 	<ul style="list-style-type: none"> • Identifying mixed-use (MXD) areas on the future land use map can provide greater guidance. • Limiting the number and type of residential uses in HIP can create more opportunities for non-residential uses and employment centers. • Directing affordable housing to lands with designations such as MXD; Low, Medium or High Density Residential, or HIP areas other than HIP-TI can also create the economic base needed to ensure that more residents will be able to meet their housing needs without assistance.
<p>OBJECTIVE FLU 9: The County shall develop, when necessary, Specific Area Plans...to provide direction for Plan and Land Development Code updates and in the review and approval of development proposals.</p>	<p>Success: Approval of Specific Area Plans, including the Orlando-Sanford International Airport Study and the Myrtle Street Study that resulted in policies incorporated into this Element.</p> <p>Shortcomings: Specific Area Plans for the Midway Area, the East Altamonte Area and Celery Avenue from the City of Sanford limits to SR 415 need to be completed.</p>	<p>Complete Specific Area Plans for the Midway, East Altamonte, and Celery Ave. areas.</p>

**EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO INFILL DEVELOPMENT AND REDEVELOPMENT
(MAJOR ISSUE 5)**

OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: HOUSING		
<p>POLICY HSG 1.6: The County shall encourage Plan amendments for medium to high density residential development on infill parcels where:</p> <ul style="list-style-type: none"> • Parcels front on collector or arterial roadways and are located near shopping, school and work uses; and • Parcels are of sufficient size to permit development plans to adequately buffer higher density uses from surrounding lower density residential development. 	<p>Success: The County does not often receive land use amendments for infill areas, but does receive and has supported rezoning requests for greater density. Four were received since 2002 and none were denied, but two were withdrawn.</p> <p>Shortcomings:</p> <ul style="list-style-type: none"> • There are only 59 high density residential (HDR) parcels in unincorporated Seminole County, and only a few are vacant. High density is currently regarded by the Plan as necessary for affordable housing; the absence of the MXD land use designation on sites, which permits up to 20 units/acre, results in a shortage of usable sites. • Neighboring residents often oppose infill development of higher density than adjacent properties. Improved and consistent infill design criteria, providing for buffers, traffic calming and other compatibility requirements, may assist in ensuring compatibility and relieving neighborhood concerns. • As a part of the EAR process, staff is re-examining the policy that promotes affordable housing in HIP districts, especially HIP-TI. Available land in those districts is becoming more scarce and valuable as development takes place and should be reserved for high tech industries and related jobs, as stated in the Economic Element. 	<ul style="list-style-type: none"> • Consideration should be given to amending the future land use map to establish mixed-use (MXD) areas on vacant infill properties. • The County should amend the LDC to provide standard design criteria for infill development, for each zoning district. • Studies should be conducted to identify successful affordable housing developments of varied densities, as density is not an immediate predictor of affordability.
ELEMENT: ENERGY		
<p>OBJECTIVE ERG 1: The County will continue to support efforts for achieving sustainability for energy conservation in its growth management practices and its regulation of permitting new construction.</p> <p>Policy ERG 1.1 In conjunction with strategies to discourage urban sprawl and promote infill development as mandated by the Future Land Use Element, the County will strive to ensure that energy conservation measures are an outcome to the implementation of these strategies.</p>	<p>Success: Seminole County achieves energy conservation by promoting infill development and efficient land use patterns that reduce the length and frequency of vehicle trips by its citizens.</p> <p>Shortcomings:</p> <ul style="list-style-type: none"> • Efforts by municipalities to extend urban services into the East Rural Area could contribute to urban sprawl and perpetuate energy-wasteful development patterns. • Lack of design standards for infill development results in opposition to proposals that may otherwise achieve energy savings by reducing the need to commute. 	<ul style="list-style-type: none"> • Continue to seek agreements with municipalities to preserve rural densities and intensities in the East Rural Area. • The County should amend the Land Development Code to provide design standards for infill development.
ELEMENT: ECONOMIC		
<p>Policy ECM 4.2 Promote Economic Developments in Target Areas through Urban Infill and Redevelopment.</p>	<p>Success: Continuing to support US 17-92 Community Redevelopment Authority (CRA) investments in public improvements within the targeted areas.</p> <p>Shortcoming: It may be difficult for developers to design infill projects that are both economically viable and compatible with neighboring properties. Design criteria that reduce adverse impacts on adjoining development,</p>	<ul style="list-style-type: none"> • The County should amend the LDC to provide standard design criteria for infill development, for each zoning district. • The County should develop appropriate business incentives to increase economic viability of infill/redevelopment projects.

**EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO INFILL DEVELOPMENT AND REDEVELOPMENT
(MAJOR ISSUE 5)**

OBJECTIVE	CURRENT CONDITIONS (SUCCESSIONS AND SHORTCOMINGS)	COMMENTS
	such as special buffering requirements or limits on density/intensity, may also reduce a project's effectiveness from a business standpoint.	
ELEMENT: DESIGN		
<p>OBJECTIVE DES 1: The County shall encourage preservation of natural vegetation during the development review and approval process by amending the Land Development Code, by 2002, to include provisions for each of the following policies: Policy DES 1.5 The County shall require sites undergoing redevelopment to comply with current landscaping requirements set forth in the Land Development Code. Flexibility in setback requirements and parking lot design are intended to encourage infill, redevelopment and site intensification in development corridors and mixed use centers, but not compromise the performance intent of these standards.</p>	<p>Success: Preservation of natural vegetation.</p> <p>Shortcomings:</p> <ul style="list-style-type: none"> • The County has not adopted design standards for infill development or redevelopment, including landscaping and buffering standards. • Development standards that are geared to larger sites may be overly restrictive when applied to smaller properties and declining areas, and may prevent infill development or redevelopment from occurring. 	<p>The County should adopt design standards that encourage preservation of natural vegetation in infill/redevelopment projects while maintaining their economic viability. Such standards should also ensure compatibility with existing adjacent neighborhoods, where such neighborhoods are not themselves declining. In addition, the design criteria should address open space features, such as courtyards and landscaping areas.</p>
<p>OBJECTIVE DES 4: Encourage mixed-use corridors and centers with stronger connectivity and more attractive physical design.</p>	<p>Success: Savannah Park PUD is an example of a mixed use development that is attractive, safe and functional. It is located on International Parkway, where policies encourage similar developments having coordinated access and adequate land area for future growth.</p> <p>Shortcomings:</p> <ul style="list-style-type: none"> • The County does not actively promote mixed use development as infill and redevelopment along existing commercial corridors (such as US 17-92). • The County lacks both incentives and design standards for mixed-use, infill and redevelopment areas which would provide guidance relating to each zoning district. 	<ul style="list-style-type: none"> • Consider utilizing the Mixed Use (MXD) future land use designation instead of Planned Development (PD), in order to encourage development projects meeting infill criteria. • Re-evaluate the MXD definition to ensure that it has adequate provisions to encourage infill and redevelopment. • The County should amend the LDC to provide standard design criteria for infill development for each zoning district
ELEMENT: TRANSPORTATION		
<p>OBJECTIVE TRA 5: The County shall establish and enforce land use, design and transportation policies, standards and regulations in development corridors and mixed-use centers that coordinate the transportation system</p>	<p>Success: Seminole County has adopted regulations and policies that effectively coordinate development types and intensities with roadway design, capacity, and access.</p> <p>Shortcomings:</p> <ul style="list-style-type: none"> • Transportation objectives addressing mixed use centers, the Interstate 4 High Tech corridor, and affordable housing should be updated to reflect relevant changes in the FLU and Design Elements. • Transportation objectives relating to infill development and affordable housing should be updated to reflect 	<p>Revise Transportation objectives as necessary to be consistent with infill and redevelopment objectives in other elements of the SCCP.</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO INFILL DEVELOPMENT AND REDEVELOPMENT (MAJOR ISSUE 5)		
OBJECTIVE	CURRENT CONDITIONS (SUCSESSES AND SHORTCOMINGS)	COMMENTS
with adjacent land uses...and that discourage urban sprawl by enabling higher density development... and Policy TRA 5.4 By 2004, the County shall evaluate the need for incentives, policies, standards and regulations that promote the transfer of development rights from low intensity rural areas and environmentally sensitive areas to more intense urban corridors to make the most efficient use of the existing transportation network and to discourage urban sprawl.	relevant changes made in the FLU and Design Elements. <ul style="list-style-type: none"> • No formal mechanism exists to ensure the review/amendment of the Transportation Element or other SCCP elements when a future land use amendment is requested. • An evaluation of the feasibility of transfer of development rights did not take place, and it is not clear that this policy is still desired by the community. 	
Policy TRA 8.3: To make the most efficient use of the existing transportation network and to discourage urban sprawl, the County shall enforce policies, standards and regulations that promote the redevelopment of neighborhoods and neighborhood scale nonresidential development consistent with the Design Element.	Success: The County has continued to support the work of the US 17/92 Community Redevelopment Agency. Shortcomings: Design standards for infill development and redevelopment have not been adopted in the Land Development Code. The result, for infill, has been reliance on planned developments, with the result that landscaping and other design requirements are negotiated rather than systematically required.	The County should amend the LDC to provide standard design criteria for infill development, for each zoning district

PROPOSED CHANGES

In accordance with section 163.3191 (2)(i), Florida Statutes, this portion of the EAR will identify any actions or corrective measures, including whether plan amendments are anticipated to address the Major Issues identified and analyzed in the EAR.

Suggested Amendments To The SCCP

1. Revise the definition of "Infill Development Area" in the Introduction section to indicate the type(s) of development (e.g., commercial, industrial, multi-family residential, etc.) that may be treated as infill under the provisions of the Plan. The current statement that characterizes infill development as being surrounded by nonresidential development should be removed. Example of possible amendment:

Infill Development Area

Infill development areas are vacant lands located in highly urbanized areas, ~~as characterized by:~~ are located within central water and wastewater service areas

and access major roadways, and are surrounded by existing development, or existing development and major roadways.

- ~~Located within existing central water and central sewer service areas; and~~
- ~~Surrounded by nonresidential development.~~

2. Evaluate the definition of the High Intensity Planned Development – Target Industry (HIP-TI) future land use designation, in order to clarify its purpose(s) relating to infill and redevelopment. Is it appropriate for infill / redevelopment projects, which may require special buffers, setbacks or other limitations to protect adjoining neighborhoods but limit development intensity?
3. Clarify the Plan's infill / redevelopment objectives as they relate to mixed use development and the MXD future land use designation. Evaluate whether infill / redevelopment may be more economically viable in MXD than in HIP, since it places businesses and residences in proximity to each other without displacing the target industries that are encouraged in HIP.

Other Needed Activities

1. The County should initiate studies to determine the appropriate design standards, by zoning district, for infill development. Studies should also examine the feasibility of relating design standards to size of infill parcel or redevelopment area. The resulting Land Development Code regulation may address the creation of compatibility standards for portions of the site that abut existing neighborhoods, while allowing a more urban landscaping standard where infill parcels abut major roadways, or within the interior of an infill area or redevelopment site.
2. Consider amending the future land use map to establish the mixed use development (MXD) designation in appropriate locations throughout the County.
3. Establish detailed land development code compatibility criteria for infill and redevelopment that can be implemented through conventional zoning and site plan approval rather than PUD/PCD. This would reduce the need for contentious public hearings and encourage consistency in development design.
4. Prepare and/or update neighborhood redevelopment plans for community development target areas.
5. Complete Specific Area Plans for the Midway Area, the East Altamonte Area and Celery Avenue from the City of Sanford limits to SR 415.
6. In order to encourage infill and redevelopment in existing urbanized areas, continue to seek agreements with municipalities to preserve rural densities and intensities in the East Rural Area.
7. Evaluate possible incentives to developers for enhanced site design and affordable housing in mixed-use infill and redevelopment projects, such as increased height and/or increased nonresidential square footage in exchange for affordable housing and design amenities.

2.6 ACCESSIBLE AND UNDERSTANDABLE COMPREHENSIVE PLAN

STATEMENT OF MAJOR ISSUE

- A. Demonstrate that through the Seminole County Integrated Network process (a proposed Seminole County program to digitize County processes and documents for easier access and linkage of documents) the Seminole County Comprehensive Plan will be easier to understand and navigate.
- B. Staff will evaluate ways to write policies that are more easily understood.
- C. Staff will evaluate the SCCP to identify policies that need to be amended for consistency with State regulations.
- D. Staff will review the SCCP to ensure that the content of the policies are appropriate as guiding principles or are more applicable to be addressed in Land Development Code regulations.

ISSUE BACKGROUND

In 2001, the County adopted a reformatted version of the 1991 Seminole Comprehensive Plan, retitling it Vision 2020 Seminole County Comprehensive Plan (SCCP). The reformatting of the SCCP included changing the print type to a more readable font, collecting each element's Goals, Objectives and Policies into a single column of text rather than the former two-column page, and placing element exhibits – formerly imbedded within the text portion – into a separate section following the text of the element. The exhibit section now has its own table of contents and is printed in color on single-sided pages. These actions greatly improved the readability and overall appearance of the SCCP.

In 2003, the County initiated a project known as the Seminole County Integrated Network (SCI-NET) to further computerize and link all aspects of planning. This project is ongoing and more fully discussed below under Proposed Changes.

Also in 2003, the County initiated a review and revision of the Land Development Code (LDC) which will continue through 2006.

Current Considerations

- The SCCP is a technical document used to guide future County decisions while also meeting State legislative mandates.
- The technical terminology used in the SCCP can make the document difficult for citizens to use without supporting definitions and examples.
- Citizens are becoming more involved in land use decisions, especially those involving infill and redevelopment; yet the SCCP and its use can be cumbersome and difficult to understand, becoming an obstacle to meaningful citizen input.
- The County wants more meaningful input and involvement of its citizens as key decisions are made.

- Creating a SCCP that is more accessible and understandable would address this concern. These actions should include: definitions of terms along with explaining how and when various tools and policies are applied, as well as writing the policies in a clear, concise and actionable manner.

In general, the SCCP is intended to provide an overall direction and approach to planning issues facing the County and the LDC is intended to layout the rules to implement that direction and approach. A detailed review of these documents has not previously been performed and needs to be done.

OBJECTIVE ACHIEVEMENT REGARDING PLAN ACCESSIBILITY AND UNDERSTANDABILITY (MAJOR ISSUE 6)

The SCCP was reviewed for issues, objectives and/or policies to determine which elements related to this major issue. This review revealed that the Implementation, Libraries, and Conservation Elements touched on plan accessibility and understandability, as summarized in the following table.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO PLAN ACCESSIBILITY AND UNDERSTANDABILITY (MAJOR ISSUE 6)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: IMPLEMENTATION		
PUBLIC PARTICIPATION - Every effort shall be made to use graphic and textual materials that are easily understandable in order that the public can be effectively apprised as to the proposed actions and current provisions relating to comprehensive planning and related processes.	<ul style="list-style-type: none"> • Success: The County provides web access to standard information and also regarding special studies or projects such as the EAR or the Rural Area Study. • Success: In 2002, the County opened a Customer Resource Center dedicated to being a one-stop help desk for citizens providing quick and accurate answers. • Shortcoming: County residents without Internet access do not benefit from this effort. 	<ul style="list-style-type: none"> • For the EAR, a special icon was created for the Home page taking users immediately to the EAR calendar of workshops and hearings as well as copies of all documents under consideration; neighborhood and civic association leaders were also notified of this EAR process and available information.
ELEMENT: LIBRARY SERVICES		
OBJECTIVE LIB 3 ACCESSIBILITY - Policy LIB 3.3 Collection Access - The County shall assure accessibility, continue to develop and maintain systems management programs and techniques, including an "on-line catalog" service to users including remote access via the Internet.	<ul style="list-style-type: none"> • Success: The County maintains a centrally located main library and four (4) branch libraries, where these planning documents are accessible. • Shortcoming: None. 	<ul style="list-style-type: none"> • Printed copies of the SCCP and LDC are maintained at each library for use by the public. As needed, additional planning documents are provided to the libraries for use by the public.
ELEMENT: CONSERVATION		
OBJECTIVE CON 2 SURFACE WATER PROTECTION - Policy CON 2.9 Environmental Education Program - "... The County shall continue to improve on providing public access to environmental data by expanding the Countywide Watershed Atlas and the Natural Lands Program Web Sites."	<ul style="list-style-type: none"> • Success: Both sources of data area available online and updated as necessary • Shortcoming: None. 	<ul style="list-style-type: none"> • Based on measured webpage statistics, natural lands page is one of the County's more popular web pages.

PROPOSED CHANGES

To make the Comprehensive Plan, and Supporting documents more accessible and understandable, the following four changes are proposed.

1. *Use the SCI-NET process to make the SCCP easier to understand and navigate.*

- The overall goal is to revamp the way information reaches the customer, making the best use of technology to automate and integrate local government processes as fully as possible. The effort is being conducted over a two (2) year period and scheduled to be implemented by the end of 2006. The County is partnering with the University of Central Florida's College of Engineering and Computer Science (CECS) and College of Health and Public Affairs (COHPA) to develop an Integrated Government Service System.
- The County will consider an amendment to the Implementation Element of the SCCP to detail how planning data are to be handled, stored, linked and used by the SCI-NET system.

A key aspect of the project is to provide computerized links between related items in the SCCP and Land Development Code (LDC) as well as links between these documents and other documents and applicable sites. The goal is that relevant regulations and policies concerning any given topic can be easily found and reviewed. In addition to amending the SCCP, other actions are needed to ensure the Plan's accessibility and understandability.

- Ensure that a system user can point a mouse to any technical term anywhere in the online version of the SCCP and the definition from the Introduction/Definitions section would appear
- Ensure links between goals, objectives, policies and exhibits in the SCCP are made to the "User's Guide to the SCCP" that spells out for the common user how the document is used and the various planning processes.
- Ensure the online SCCP is linked to other relevant documents and sites. Ensure printed access can be made available at all libraries

2. *Staff will evaluate ways to write policies that are more easily understood and provide additional assistance to those seeking to understand the SCCP. The following changes should be considered:*

- Include a policy in the Implementation Element that states that future text amendments to the SCCP shall be written at an eight grade reading level as measured by the Microsoft Word readability index.
- Include a policy in the Implementation Element stating that all policies that direct the start or cessation of an activity shall list a specific date by which this action is to occur. All such policies shall also be separately listed in a section of the SCCP which enables such policies to be tracked and their timely accomplishment to be verified.
- Include a policy in the Implementation Element suggesting that all future text amendments to the SCCP should have their objectives and policies written in the active voice and with action verbs whenever possible.
- The County will consider amending the Implementation Element to require that all objectives and policies shall have measures listed with the policy which enable their successful completion to be verified.
- The County will create and maintain a "User's Guide to the SCCP". This document shall serve as both an online and printed entry way to understanding and using the SCCP as well as the LDC, whether the user is online or using the hardcopy guide. Both versions of the guide will contain a basic introduction to the SCCP and explanation of why it is necessary, a glossary of technical terms, and a section containing frequently asked questions. The online version of the guide can further direct the user to a parcel and the

information associated with that particular parcel, or to a planning topic (for example, the steps in the land use amendment process, which is currently online but not connected to the SCCP). The User's Guide will be a free standing project that can be integrated into the SCI NET system, but will also be available in hardcopy format for those without access to the Internet.

3. *Staff will evaluate the SCCP to identify policies that need to be amended for consistency with State regulations.*

- Chapter 6 of this Evaluation and Appraisal Report (EAR) contains a tabular summary of those changes to State regulations that have been enacted since the last EAR was adopted by Seminole County, and identify either the action taken by Seminole County to respond to those regulatory changes, or the proposed action. A number of changes stemming from the 2005 SB 360 have amendment deadlines for implementation, such as the Water Supply, School Interlocal Agreement, and School Element. These items will be brought forward as amendments within the timeframes required by State legislation and in language understandable to the public.

4. *Staff should review the SCCP to ensure that the content of the policies are appropriate as guiding principles or are more applicable to be addressed in Land Development Code regulations.*

- In 2003, the County began a multi-year process to update the LDC and clarify connections to the SCCP, which may result in amendments. The process is targeted for completion in 2006. The process is broken into two phases:

Phase 1 is to identify and implement SCCP policies that direct LDC regulations be created.

Phase 2 is to review all SCCP policies that are regulatory in nature and place into the LDC. These policies would then be removed from the SCCP.

To amend the LDC, the SCCP must first be amended. Depending upon the number, importance and complexity of any recommended LDC amendments, the SCCP may need to be amended over more than a single amendment cycle.

2.7 AFFORDABLE HOUSING

STATEMENT OF MAJOR ISSUE:

Staff will determine the effect of development trends, i.e., large house sizes, and policies in the SCCP on the availability of housing options for moderate, low income and very low income families.

ISSUE BACKGROUND

Land and housing costs have continued to increase in Seminole County. Although the County's residents enjoy a median income better than that of the state, affordable housing was included as a Major Issue to determine how well the County, through its existing SCCP policies and programs, is managing this growing problem.

Based on data from the Seminole County Property Appraiser's Office, the average and median sales prices for new housing for 2005 were \$304,564 and \$276,650, respectively. Rents have not escalated to the same degree as housing sale prices, but many are beyond the reach of low income households. According to the Apartment Association of Greater Orlando, Seminole County average market rental rates for the second half of 2005 were \$527 for an efficiency apartment, \$697 for a one bedroom-one bath, \$772 for a two bedroom-one bath, \$905 for a two bedroom-two bath, and more than \$1,000 for a three bedroom-two bath unit.

Seminole County's 2005 median income was \$55,100. Although this means that a significant portion of Seminole County residents can meet their housing needs with market rate housing, there are and will continue to be a percentage of households in the County that experience a 'cost burden' – defined as paying more than 30% of their income for housing costs. The impact of high housing costs for moderate and low income households means that workers who are important for Seminole County's economy or public safety may be unable to live in the County in which they work. The result for Seminole County is either long commutes for those workers, with greater traffic problems and possible need for costly roadway expansion, or a shortage of workers.

A single earner household receiving minimum wage in Seminole County would have to spend 49.4% of that income for rent. Even a married couple with two minimum wage incomes could not comfortably afford the average one bedroom-one bath Seminole County apartment. Policy changes designed to increase opportunities for households burdened by housing costs are necessary.

Current Considerations

- Development trends based on data from the Property Appraiser's Office show that the size of the average new home in Seminole County was over 2,400 square feet in 2005. Current minimum dwelling size requirements for single family homes in standard zoning categories of the Land

Development Code (LDC) range from a requirement of 1,100 square feet for homes in the R-1A district to a minimum of 1,600 feet for homes in the R-1AAAA district. LDC housing size minimums that exceed building code minimums add to the cost of housing. In addition, since developers are building houses larger than even these minimums, they are responding to an increasing market for larger homes – and larger homes cost more.

- An emerging trend among rental apartment complexes in Seminole County and the Central Florida Region is the conversion of rental units to condominiums. This trend reduces the availability of existing affordable housing options for those unable to buy, or not desiring home ownership at this time.
- Existing SCCP policies and the LDC offer an increase in density on a sliding scale, dependent upon the percentage of units designated for affordable housing development. Developers have not pursued this option.
- Existing SCCP policies emphasize the need for land designated for high density residential uses to enable construction of affordable housing. If this emphasis remains, the County will need consider amendments to the Future Land Use Plan Map, because only 29 vacant acres with high density residential land use (allowing greater than 10 dwelling units per net buildable acre) remained available as of 2004.
- Existing SCCP policies encourage plan amendments and rezonings of infill development areas to create affordable housing opportunities through increased density. However, surrounding property owners generally oppose the changes due to concern for the impact of increased density. The County has not adopted design standards within its Land Development Code (LDC) to ensure compatibility.
- Affordable housing experts such as Jaimie Ross, Affordable Housing Director at 1000 Friends of Florida, no longer concur that density guarantees affordability. Therefore, allowing greater density alone may not resolve the problem.
- Approximately 600 lower income households have been assisted by Seminole County through its State Housing Initiative Partnership (SHIP) and HOME (Federal funding) programs since 1999. These programs provide a combined total of \$4 million annually for assistance, but participation is limited by income and purchase price.
- A total of 1,701 rental units have been built with the use of House Credit assistance since the last EAR; 1,464 of the units were committed to households earning 60% of the County's median income at the time of construction. However, all the units were built on lands with the High Intensity Planned Development – Target Industries (HIP-TI) land use designation, which limits the County's ability to attract higher paying jobs that help residents secure housing. The County is considering comprehensive plan text amendments to reserve that land use designation for target industry use.
- Property Appraiser's records indicate approximately 5,492 mobile homes were in place throughout the County as of January 2006. This total

includes mobile homes in parks and on individual parcels in rural areas, and represents 3.4% of the housing stock of the County. At present, the County's Board of Adjustment receives an average of three requests each month to locate mobile homes in rural areas and most are approved on a temporary basis only. As older urban mobile home parks deteriorate, it is anticipated that land owners will redevelop those sites with other uses, resulting in a loss of this existing affordable housing option.

- In discussions with the consultants who are revising the County's LDC, the Board of County Commissioners has expressed an interest in raising minimum lot size requirements.

OBJECTIVE ACHIEVEMENT REGARDING AFFORDABLE HOUSING (MAJOR ISSUE 7)

Objectives throughout the SCCP that have an impact on this Major Issue were identified in the following Plan elements: Future Land Use, Housing and Transportation. Where a measure was provided in a Policy, rather than an Objective, the Policy has been identified. The successes and shortcomings of those objectives and policies are summarized here.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO AFFORDABLE HOUSING (MAJOR ISSUE 7)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: FUTURE LAND USE		
<p>OBJECTIVE FLU 1 Pursuant to Article II, Section 7 of the Constitution of the State of Florida, the County shall ensure that natural, historic and archaeological resources are protected...through provisions of the Land Development Code of Seminole County and Vision 2020 Comprehensive Plan and Policy FLU 1.5 The County shall provide for clustering of uses within planned unit developments to...promote affordable housing opportunities.</p>	<p>Success: Planned developments have used clustering to promote efficient use of infrastructure and preserve open space, which are also features of Policy FLU 1.5 Shortcoming: Developers have not made use of clustering to lower housing sale prices and achieve affordable housing.</p>	<p>Clustering housing units does create efficiencies of scale in the provision of infrastructure, but this is usually not enough of a cost savings to enable a developer to reduce housing sale price, given the cost of land. Since there is a market willing to pay the higher cost and no requirement for developers to set aside a percentage of units that are cost limited, there is no incentive for developers to price their units in any other fashion.</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO AFFORDABLE HOUSING (MAJOR ISSUE 7)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
<p>OBJECTIVE FLU 5 The County shall continue to design and enforce innovative planning techniques and land development regulations designed to protect residential neighborhoods, enhance the economic viability of the community, promote the efficient use of infrastructure, and preserve natural resources. The Future Land Use Map series embodies strategies designed to build long term community value, discourage urban sprawl and ensure that public facilities and services are provided in the most cost-effective and efficient manner. and Policy FLU 5.6 The Higher Intensity Planned Development (HIP) land use designation is designed as a mixed use category which combines an aggressive strategy to attract "target industry", minimize urban sprawl, provide affordable housing opportunities, and alternative transportation strategies. This land use is specifically designed to: provide high density residential development and affordable housing in close proximity to employment center...promote the development of target industries that will provide jobs...</p>	<p>Success: A total of 1,464 affordable rental units have been built in the HIP land use at Interstate 4 and 609 in the HIP land south of the City of Oviedo. Shortcoming: The use of land with HIP-TI land use designation (located at Interstate 4) for residential uses removes land from the inventory of sites ideally suited for target industries needed for higher paying jobs.</p>	<p>Policies that encourage free-standing high density residential on the same lands as those set aside for target industries create an internal conflict. Even light industry and office parks need to be buffered from impacting residential development. Where a community desires employment uses, residential should be an ancillary use, rather than a primary use.</p> <p>The policies should be amended to indicate that residential uses on lands with the HIP-TI designation must be integrated into such target industry uses as Class A office, or must be part of a multistory building with a first floor containing a nonresidential use. Current market demands for housing can be met in many other land use categories. The loss of land ideally situated for major employment (and in which the public has invested), even if current market conditions have not ripened for that use, represents permanent loss of an irreplaceable asset.</p>
<p>OBJECTIVE FLU 10 The County shall continue to implement and enforce innovative land development techniques and programs to promote safe and decent affordable housing for existing and future residents to support growing affordable housing needs and ensure the continued viability of low income housing by encouraging deconcentration of low income neighborhoods.</p>	<p>Successes: In accordance with Policy FLU 10.2 under this Objective, the County has continued to maintain its Affordable Housing Trust Fund with state and federal monies, assisting the housing costs of Low and Very Low income households. In accordance with Policy FLU 10.3 under this Objective, the County continues to provide opportunities for the use of manufactured housing through the County and mobile homes in specified areas pursuant to approval. Shortcoming: Policy FLU 10.1 under this Objective provides for density bonuses of up to 7 dwelling units per net buildable acre, on a sliding scale dependent upon the number of low and very low income units provided in the development. Developers have not used this option.</p>	<p>Affordable housing experts such as Jaimie Ross, Affordable Housing Director at 1000 Friends of Florida, no longer agree that permitting additional density either results in affordable housing, or is a sufficient incentive alone to encourage affordable housing. In addition, the name of the zoning district that allows the density bonus (Affordable Housing) invites public opposition and is not attractive to developers. Although the policy establishing this zoning district includes a statement about employing standards to avoid concentration of affordable units, rezoning to this district can create a concentration, rather than a 'deconcentration' of low income units. Revisions to this policy are under consideration in the current updating process of the Land Development Code (LDC).</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO AFFORDABLE HOUSING (MAJOR ISSUE 7)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESES AND SHORTCOMINGS)	COMMENTS
ELEMENT: HOUSING		
<p>OBJECTIVE HSG 1 PRIVATE SECTOR HOUSING DELIVERY</p> <p>The County shall continue to support private sector housing production capacity sufficient to meet the housing needs (market demand) of existing and future residents.</p> <p>and</p> <p>Policy HSG 1.2 Expedited Affordable Housing Review</p> <p>The County shall continue to provide an expedited priority for affordable housing developments throughout the development review process.</p>	<p>Success: The County continues to prioritize applications for affordable housing during the development review process.</p> <p>Shortcoming: In the event that a significant number of applications for affordable housing are submitted during the same review cycle, there is no process to prioritize among them. In addition, as all local governments strive for excellent customer service and seek to expedite all applications, it is not clear that expediting a particular application results in more such applications. All applicants have lending institutions that need rapid approvals.</p>	<p>As noted, expediting development review is a goal of local government for all projects, and may not result in an increase in proposals for affordable housing.</p>
<p>Policy HSG 1.5 Higher Intensity Planned (HIP) Development</p> <p>The County shall continue to provide incentives for building a variety of affordable housing types and intensities through use of HIP districts.</p>	<p>Success: 1,701 new rental units have been built in two County HIP districts since 1999. Of this total (all were Housing Credit-assisted developments), 1,464 affordable rental units have been created (committed to households at 60% of median income)—855 were built in the HIP district at Interstate 4 and State Road 46 near the Seminole Towne Center mall, and 609 were built in the HIP district south of Oviedo.</p> <p>Shortcoming: Recently completed studies indicate that the County's approval of housing projects on HIP-TI lands, where public funds have been invested in infrastructure to attract higher paying Target industries, is reducing the availability of this land and thus conflicting with the County's economic development goals. Other sites are also suitable for housing.</p>	<p>As noted in the Major Issue analysis for Protection of designated High Intensity Planned Development-Target Industry (HIP-TI) areas for Target Industries (Major Issue 4), this policy should be considered for amendment.</p>
<p>OBJECTIVE HSG 3 AFFORDABLE HOUSING</p> <p>The County shall work to provide adequate housing development for very low and low income households, the elderly, and rural and farm worker households.</p>	<p>Success: Approximately 600 lower income households have been assisted with down payment assistance since the previous EAR submittal through the SHIP and HOME Programs, and the assisted households are located all over the County. Also, Countywide, over 100 owner and renter occupied units have been rehabilitated (mostly in lower income neighborhoods), apart from over 400 owner occupied units assisted under the Declared Disaster strategy following the three hurricanes in 2004.</p>	<p>Increased housing costs may mean that current Seminole County residents hoping to retire within the County to smaller homes may be unable to do so. A study is needed to project housing needs for elderly low and moderate income households and determine if program amendments are needed. In addition, although the County seeks to preserve the character of its rural area and does provide housing program assistance to eligible rural residents, active agriculture is anticipated to continue to decline. A</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO AFFORDABLE HOUSING (MAJOR ISSUE 7)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESES AND SHORTCOMINGS)	COMMENTS
	<p>Shortcomings: No new affordable housing earmarked for elderly occupants has been built since 1999. Although congregate living facilities have been built, statistics do not clarify if they are reserved for the elderly.</p> <p>As of 2002 there were only 27,987 acres of active farmland. Estimated 2005 acreage shows 22,446 of farmland currently, with a continuing decrease in active farmland projected, especially within the urban service area. With increasing urbanization, there is essentially no housing, subsidized or otherwise, being developed specifically for farm worker households.</p>	<p>study may be needed to determine if addressing the housing needs of farm worker households should remain an objective of the County's plan.</p>
<p>Policy HSG 3.3 Affordable Housing Density Bonus</p> <p>The County shall enforce Land Development Code provisions relating to the Alternative Density Option (ADO) to encourage development of affordable housing opportunities that includes provisions for:</p> <p>Allowing development up to 7 dwelling units per net buildable acre under both conventional and planned unit development zoning classification; providing a density bonus on a sliding scale based on the percentage of units priced for low and very low income households provided on the development site; allowing reduced lot sizes and open space requirements, duplex, zero-lot line and triplex structures and cluster developments; standards to ensure the integration of conventional and lower income units to prevent the undue concentration of lower income units within the development site.</p>	<p>Success: None Shortcoming: Developers have not made use of this option. The option can be applied to a planned development, but has not proven attractive, as density in a planned development is typically negotiated as a part of the development approval process. For straight zoning approvals, the zoning district that enables the density bonus option is called "Affordable Housing". A rezoning to this classification is likely to arouse public opposition that would work against a development approval. In addition, as noted above, density alone is not a sufficient incentive to encourage a developer to undertake construction of affordable housing, nor is a density increase a guarantee of affordability.</p>	<p>Proposed revisions to the land development code are under discussion. This policy should be considered for amendment.</p>
<p>Objective HSG 4 – Public Private Partnership The County shall continue to develop joint partnerships with the private sector through federal and state housing subsidy programs and other local initiatives. and Policy HSG 4.1 Affordable Housing Trust Fund The County shall continue to maintain its federal/state-funded Affordable Housing Trust Fund to purchase and "write down"</p>	<p>Success: The County uses the Orange County Housing Finance Authority to provide bond-financed mortgages for homebuyers (down payment assistance offered through local mortgage companies) and financing for affordable multi-family projects. Funds were also provided to Florida Community Partners (a local regional nonprofit affordable housing lender) to provide low interest loans for multi-family housing development in Seminole County.</p>	<p>The County needs to examine alternative methods of creating opportunities to enable moderate income households, such as teachers, fire fighters, sales clerks, etc. to live within the County near their jobs, rather than contribute to roadway congestion by commuting from affordable housing outside of the County.</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO AFFORDABLE HOUSING (MAJOR ISSUE 7)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
the cost of land, impact fees, supporting infrastructure, and other supplement housing delivery costs as a means of encouraging for-profit and nonprofit developers to build and otherwise provide housing for very low and low income households.	Shortcoming: The funds can only be used for very low and low income households as defined by federal and state law. With the increase in housing costs in Seminole County, an additional approach is needed to assist with moderate income ("workforce housing") needs.	
OBJECTIVE HSG 9 HOUSING PROGRAM IMPLEMENTATION The County, in conjunction with its partners, will take a proactive role in formulating an effective affordable housing program.	Success: The County continues with this effort. Shortcoming: The funds can only be used for very low and low income households. With the increase in housing costs in Seminole County, an additional approach is needed to assist with moderate income ("workforce housing") needs.	The County needs to examine alternative methods of creating opportunities to enable moderate income households, such as teachers, fire fighters, sales clerks, etc. to live within the County near their jobs, rather than contribute to roadway congestion by commuting from affordable housing outside of the County.
ELEMENT: TRANSPORTATION		
OBJECTIVE TRA 5 LAND USE AND DESIGN COORDINATION The County shall establish and enforce land use, design and transportation policies, standards and regulations in development corridors and mixed-use centers that coordinate the transportation system adjacent land uses as shown in the Future Land Use map exhibit and that discourage urban sprawl by enabling higher density development through implementation of the following policies. and Policy TRA 5.2 Promote Mixed Use Centers To reduce trip lengths, reduce the demand for automobile travel and discourage urban sprawl, the County shall adopt and enforce land use policies, standards and regulations that increase the County's share of the urban area's retail and employment activities, promote high intensity mixed use developments which include requirements for multi-family housing including affordable housing and provide convenient shopping adjacent to residential neighborhoods.	Success: The County has coordinated development approvals with the capacity of the transportation system and does not presently experience a transportation concurrency problem. In addition, the County has programmed roadway improvements for those corridors where the Future Land Use Plan Map shows higher density and intensity land use, and has approved high density developments with access to those roadways and in proximity to employment. Shortcoming: The County has not taken advantage of the Mixed Use land use designation provided by the Future Land Use Element, but has relied on the more specialized High Intensity Planned Development (HIP) land use to meet these needs. The result has been the loss of lands best suited to high paying Target Industries when affordable housing was approved for those sites.	As noted in the Major Issue discussion for Protection of designated High Intensity Planned Development – Target Industries (HIP-TI), the County needs to consider county-initiated amendments of the future land use plan map to identify Mixed Use areas where affordable housing needs in proximity to jobs and transportation can be met, without the loss of lands needed for higher paying jobs that can assist residents to afford housing.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO AFFORDABLE HOUSING (MAJOR ISSUE 7)		
OBJECTIVE	CURRENT CONDITIONS (SUCCESES AND SHORTCOMINGS)	COMMENTS
<p>OBJECTIVE TRA 8 LAND USE AND DESIGN COORDINATION</p> <p>The County shall establish and enforce land use, design and transportation policies, standards and regulations within neighborhoods that coordinate the transportation system with the residential and residential-supportive land uses shown on the Future Land Use map exhibit and that promote the mixing of uses on a neighborhood scale. and</p> <p>Policy TRA 8.5 Transportation/Affordable Housing Coordination</p> <p>The County shall continue to establish policies, standards and regulations that promote affordable housing in close proximity to employment opportunities and transit services.</p>	<p>Success: The County has coordinated development approvals with the capacity of the transportation system and does not presently experience a transportation concurrency problem. In addition, the County has programmed roadway improvements for those corridors where the Future Land Use Plan Map shows higher density and intensity land use, and has approved high density developments with access to those roadways and in proximity to employment.</p> <p>Shortcoming: The County has not taken advantage of the Mixed Use land use designation provided by the Future Land Use Element, but has relied on the more specialized High Intensity Planned Development (HIP) land use to meet these needs. The result has been the loss of lands best suited to high paying Target Industries when affordable housing was approved for those sites.</p>	<p>As noted in the Major Issue discussion for Protection of designated High Intensity Planned Development – Target Industries (HIP-TI), the County needs to consider county-initiated amendments of the future land use plan map to identify Mixed Use areas where affordable housing needs in proximity to jobs and transportation can be met, without the loss of lands needed for higher paying jobs that can assist residents to afford housing.</p>

PROPOSED CHANGES

In accordance with section 163.3191(2)(i), Florida Statutes, this portion of the EAR will identify any actions or corrective measures, including whether plan amendments are anticipated to address the Major Issues analyzed in the EAR. The following studies and potential amendments are anticipated.

- The County should conduct an analysis using an appropriate model, such as the Fiscal Impact Analysis Model (FIAM) to determine the average number of minimum wage jobs and jobs paying less than the County median income to be generated by commercial and service businesses in excess of the square footage typically permitted as a maximum in the Restricted Neighborhood Commercial (CN) and Convenience Commercial (CS) zoning districts. The average number of such jobs per square foot can be used to determine the demand for workforce and affordable housing units generated by these land uses. The County will consider amendments to its Housing Element, Capital Improvements Element, Future Land Use Element and LDC to establish a process that requires large scale commercial and service development approvals to either provide, or cause to be provided, that number of affordable housing units as a part of the development approval. In lieu of providing actual dwelling units, the project approval would be contingent upon an ‘in-lieu of’

payment for that number of affordable housing units into a new Workforce/Affordable Housing Trust Fund that would be available to assist County households earning up to 20% more than the County's median income, as adjusted annually. Assistance would be provided in the form of 2% loan for up to 50% of the cost of a home valued at 20% above the yearly average cost of such homes in Seminole County.

- The County will consider a potential County-initiated Future Land Use Plan Map amendment designating those portions of HIP lands that are predominantly developing in a residential or residential/commercial mix as "Mixed Use" land use. That area along north State Road 46 may be more appropriately classified as "Mixed Use" because it is less viable for Target Industries and has attracted free-standing residential development.
- The County will consider amending portions of land within the US 17-92 corridor, consistent with the updated redevelopment plan, to "Mixed Use" from the existing Commercial land use designations and will also consider an incentive program to provide allow additional square feet of nonresidential use, including, increased maximum height where appropriate, as an incentive for the inclusion of affordable housing units in the development proposal.
- The County should reserve the HIP designation for lands that will be intended primarily for major employment uses. Maximum residential unit counts for each HIP designation (other than HIP-TI) should be identified and the County should consider requiring that a percentage of any free-standing residential development on land with the HIP designation should be reserved for moderate and low income households. Descriptions of HIP land use designations should be revised to describe the land use as a multiple use category, rather than a mixed use category.
- The County will amend the HIP-TI land use designation to indicate that residential uses in HIP-TI areas need to complement Target Industries and not function as the major land use of the HIP-TI area. To support Target Industries, the County will consider amending objectives and policies that identify allowable uses in the HIP-TI lands in a manner that indicates that residential uses are ancillary to Target Industries.
- The County should develop "Target Industry" and the "Mixed Use" zoning classifications called for in Policy FLU 5.16 that will provide design standards unique to these districts, rather than relying on the existing Planned Commercial Development zoning classification. "Mixed Use" zoning classifications should include a sliding scale of incentives to increase nonresidential square footage and building height, based on the number of affordable housing units included in the development.
- Provisions of the County's Land Development Code (LDC) are currently under review for clarification and revision. One potential revision is the replacement of the existing zoning district created to encourage (and entitled) Affordable Housing. The replacement would allow a range of lot sizes and types of housing, with a requirement that the lot sizes and housing types on the periphery of a property so zoned would be

compatible with adjacent existing development or zoning. This and other LDC amendments, such as an Inclusionary Housing Ordinance to encourage workforce housing, should be considered.

Here is a sample of proposed comprehensive plan text amendments.

Policy FLU 5.2

- A. The County shall encourage properties designated as Commercial on the County's *Exhibit FLU: Future Land Use Map* to be developed as mixed residential/commercial planned developments and shall complete a study by 2008 to identify those corridors within the County that should be designated as Mixed Use land use. The following residential uses shall be permitted within the Commercial and Mixed Use land use designation as an incentive to maintain short travel distances between commercial and residential areas:
 - 1. Attached multifamily units such as condominiums, freestanding apartments or apartments vertically integrated into a building containing an office or commercial use on the ground floor or floors, and townhouses; and
 - 2. Above store or office flats.

- B. The County shall encourage mixed use developments to discourage urban sprawl, maintain short travel distances between commercial and residential areas and provide transitional uses between low density residential and nonresidential uses. The County shall provide an incentive to encourage the inclusion of affordable and workforce housing within a mixed use planned development through an incentive program that identifies, on a sliding scale based on the number of affordable housing units to be provided, an additional number of square feet of nonresidential uses in a manner compatible with surrounding land uses and neighborhoods.

Policy HSG 1.5 Higher Intensity Planned (HIP) Development Affordable and Workforce Housing Opportunities

The County shall continue to provide incentives for building a variety of affordable and workforce housing types at appropriate densities on lands with Low Density, Medium Density, High Density, Planned Development, Commercial and Mixed Use land use designations, and on lands with HIP land use designations other than HIP-TI through the use of HIP districts. One incentive shall be to enable a mixed use development to obtain approval for a greater number of square feet of nonresidential use in direct proportion to the number of affordable housing units included within the mixed use development.

STATEMENT OF MAJOR ISSUE:**Drainage Needs**

Evaluate the success of correcting drainage deficiencies identified in the completed Drainage Basin Plans and review the progress to meet Total Maximum Daily Load (TMDL) strategies (the amount of pollution reduction needed) for Lake Jesup, which has been identified as an impaired surface water body.

ISSUE BACKGROUND

Provision of adequate drainage is a technical issue that becomes a concern to County residents each time existing drainage facilities are challenged by storm events. While new construction must meet adopted levels of service (LOS), land developments and public improvements that were approved prior to initiation of concurrency have created deficits in drainage capacity. The location and type of drainage improvement needed varies greatly across the County, but the problems are not limited to isolated pockets. Surface water quality problems also occur when older development exceeds drainage capacity. As a result, this issue was identified as one of the County's Major Issues for the EAR.

The County's major stormwater conveyance system consists mainly of a system of private, inadequately maintained agricultural ditches and canals connected to natural streams, which feed into the major lakes and rivers. This conveyance system was once adequate to serve a predominantly agricultural community, but is insufficient to meet the needs of the County and has been since the late 1980's. The County initiated a program for canal acquisition in the mid 1980's but lacked funds to acquire canal segments. The project was revisited in 2000 with limited success for donation of canal right-of-way. The Lockhart-Smith Canal Phase 1 project will be ready for construction within the next few months.

Current estimated cost to reconstruct canal segments is \$2.7 million per mile for design, acquisition and construction. Approximately 25 miles of major canals and 46 miles of minor canals are in need of improvements. In addition, the County has more than 550 miles of rivers and streams for which little or no infrastructure maintenance is provided.

To address these problems, eleven master basin evaluations of the sixteen identified basins are completed, or are in process of completion. A number of additional deficiencies have been identified as a result of these studies. The completion of eleven of sixteen needed drainage basin evaluations has more accurately defined deficiencies and dollars needed to evaluate potential upstream and downstream impacts of proposed solutions. The primary result of the Stormwater Management Study was the prioritization of master basin evaluations necessary to determine existing deficiencies and future needs.

As a result of the drainage basin evaluations, the County has established a strategy to systematically identify and improve existing deficiencies, which represents a means to begin addressing these needs.

In addition to the issue of managing the movement of stormwater, water quality issues resulting from stormwater are also a concern. The County has been working with other agencies to reduce the amount of pollution resulting from stormwater, and this paper provides a progress report on the ongoing efforts for one impaired surface water body, Lake Jesup.

Current Considerations

The following summarizes the success of completing 11 of the 16 Drainage Basin Plans and correcting the drainage deficiencies identified by the studies.

DRAINAGE BASIN	STATUS OF EVALUATION	STATUS OF CORRECTIONS
<p>Wekiva Basin: <i>Little Wekiva Sub-Basin</i></p>	<p>Re-evaluation of Little Wekiva River Basin Projects/Water Quality evaluation was completed in October 2005 for entire Basin.</p>	<ul style="list-style-type: none"> ● During the past 10 years, 9 major erosion/sedimentation projects in this sub-basin have been completed using local, regional and state funds. ● Roadway improvement projects have provided additional stormwater treatment and reduced sediment loads to the river and its tributary. Projects include: Sanlando Springs Drainage Project; Markham Woods Road Reconstruction and Outfall. ● The Seminole County Alternate Surface Treatment Program has stabilized over 120 miles of dirt roads in the County. ● These projects have corrected drainage deficiencies and improved surface water quality in this sub-basin.
<p>Wekiva Basin: <i>Big Wekiva Sub-Basin</i></p>	<p>Seminole County initiated and completed the Big Wekiva Sub-Basin Stormwater Water Quality Plan in December 2002.</p>	<p>Projects have not been undertaken yet.</p>
<p>Wekiva River Basin: <i>Yankee Lake Sub-basin</i></p>	<p>Initiated the Yankee Sub-Basin Engineering Analysis.</p>	<p>The sub-basin plan has not been completed and projects have not been identified and undertaken yet.</p>
<p>Lake Jesup Basin: <i>Lake Jesup Sub-Basin</i></p>	<p>This study was completed in December 2001.</p>	<p>Regional and local projects have been implemented in the Basin include the Navy Canal Regional Stormwater Facility (RSF) and Cameron Ditch RSF (under construction) and improvements to the Mintner Property (approximately 40 acres), located on south side of Lake Jesup adjacent to Solary Canal. All of the projects were developed from the Lake Jesup Basin Master Plan and have corrected drainage deficiencies and surface water quality.</p>
<p>Howell Creek Basin <i>Howell Creek Sub-Basin</i></p>	<ul style="list-style-type: none"> ● An original evaluation of the sub-basin was completed and several projects undertaken. ● The St. Johns River Water 	<ul style="list-style-type: none"> ● Original sub-basin evaluation projects completed include: Golden Road Drive, Lake Howell Lane/Lake Ann Road,

DRAINAGE BASIN	STATUS OF EVALUATION	STATUS OF CORRECTIONS
	<p>Management District (SJRWMD) has proposed a Basin wide approach similar to the Little Wekiva Master Plan recently completed. This proposed scope/project will begin in the Fall of 2006 and will include deficiency correction and water quality considerations within the entire basin, which encompasses portions of Orange and Seminole counties</p>	<p>Howell Creek Erosion Control and Carmel by the Lake, Howell Creek Dam and Lost Creek, and Lake Hayes Outfall.</p> <ul style="list-style-type: none"> Erosion control/sedimentation projects done through County/Regional/State/Fed cooperation include: Howell Creek Dam and Lost Creek, Howell Creek Tributary Phases I & II, Howell Creek and Eagle Circle. Regional projects under design: Cassel Creek and Red Bug Lake Outfall RSFs; both cooperative with SJRWMD.
<p>Howell Creek Basin <i>Soldiers Creek, Gee Creek, Little Howell Creek Sub-basin</i></p>	<ul style="list-style-type: none"> An original evaluation of the sub-basins were completed and several projects undertaken. The St. Johns River Water Management District (SJRWMD) has proposed a Basin wide approach similar to the Little Wekiva Master Plan recently completed. This proposed scope/project will begin in the Fall of 2006 and will include deficiency correction and water quality considerations within the entire basin, which encompasses portions of Orange and Seminole counties 	<ul style="list-style-type: none"> Deficiency correction projects completed include Longwood/Lake Mary Road Culvert, Myrtle Lake Outfall, Lake Hodge Outfall and Longwood Canal/Columbus Harbor improvements. Several other projects currently are in design phase moving into construction including Anchor Road Drive improvements, Pearl/Prairie Lake Outfall.
<p>Econ Basin <i>Little Econ Sub-basin</i></p>	<p>The basin evaluation was completed in 2000.</p>	<p>A regional project was developed in the Crane Strand System and is going to construction in 2006. This will reduce local flooding and enhance water quality in Crane Strand which is impaired water.</p>
<p>Econ Basin <i>Big Econlockhatchee Sub-basin</i></p>	<p>The basin evaluation was completed in 2000.</p>	<ul style="list-style-type: none"> Several deficient culverts along Curryville Road are a priority An erosion control project at Snowhill Road Bridge has completed design with construction to follow in 2006. An outfall was constructed from Buck Lake south to the Econlockhatchee River to reduce the 100 year flood stages around Buck Lake. An extensive engineering analysis was performed for the lower Lake Proctor area.
<p>Lake Monroe Basin: <i>Monroe Sub-basin</i></p>	<ul style="list-style-type: none"> The County completed an analysis in 1997, and recommended nominal improvements within the City of Lake Mary and no 	<ul style="list-style-type: none"> One regional stormwater facility design has been completed including extensive right-of-way acquisition.

DRAINAGE BASIN	STATUS OF EVALUATION	STATUS OF CORRECTIONS
	<p>modifications were required to the Crystal Lake Outfall system.</p> <ul style="list-style-type: none"> The remainder of the Basin analysis was completed in December 2000 	<ul style="list-style-type: none"> The Elder Creek RSF will be under construction in the spring 2006. An RSF for Lockhart Smith Canal design has been completed. Partnership Agreement with FDEP will allow this project to begin construction in 2006.
<p>Lake Monroe Basin: <i>Midway Sub-basin</i></p>	<p>The County completed the original Midway Basin Evaluation in 1996. The initial report identified several deficiencies along Celery Avenue. All of these projects are currently under construction.</p>	<ul style="list-style-type: none"> Many improvements have been made through the Alternative Surface Program (reduced erosion/sedimentation). For example, the County has paved several streets within this sub-basin, including Pine, Williams, Henri and Lingard Avenues, which assists with stormwater management. The Midway/Club II RSF design has been completed which will correct several identified deficiencies along with providing an 80 acre water quality pond in a closed borrow pit operation The Celery Avenue (IFAS) RSF is nearing completion of design. This project will use the 65 acre (Retired) IFAS Experiment Station to construct a regional stormwater facility for flood attenuation and water quality treatment. Seminole County has been working with FDEP over the past 4 years on the project, FDEP completed an extensive hazardous waste removal from the site. Final analysis of the adjacent ditches is underway to determine if any arsenic above Residential standards require cleanup before the RSF project can begin. Construction of the RSF funded by Seminole County and SJRWMD should be underway by winter 2006 if no major problems develop with the arsenic removal program In addition to the RSF projects, an extensive retrofit project was completed in the Indian Mound Subdivision located just north of Celery Avenue. The project included extensive redesign/construction of the secondary drainage system along with water quality

DRAINAGE BASIN	STATUS OF EVALUATION	STATUS OF CORRECTIONS
		improvements made to the storm outfalls which discharge directly to the St. Johns River.
St. Johns River Basin <i>St. Johns Lake Harney Sub-basins</i>	An extensive design project is under way to reduce flooding along Mullet Lake Park Road. This will include replacement of numerous culverts and require an attenuation facility to reduce flows/stages as the area outfalls directly to the St. Johns River near Mullet Lake.	The design of the project is still underway, so corrections have not yet been initiated.

The following summarizes progress to date on addressing surface water quality issues of Lake Jesup.

- The Florida Department of Environmental Resources (FDEP) issued a list of impaired surface waters in 2004, and Lake Jesup was a high priority on that list.
- Development of Total Maximum Daily Load (TMDL) strategies for Lake Jesup was initiated in 2004, with the County participating extensively in the modeling to determine pollution sources and methods of reducing pollutants.
- During 2005 and 2006, the development of the Basin Management Action Plan is taking place, with the County as an active participant. Stakeholders are involved in the process of identifying pollution reduction (TMDL) strategies.
- State permits for projects to improve water quality are anticipated to be issued by 2007.
- Orange and Seminole County, as well as municipalities within those counties, affect the surface water quality of Lake Jesup. The draft TMDL calls for a reduction of 52% of the Total Nitrogen (TN) and 41% reduction of the Total Phosphorus (TP) reaching Lake Jesup daily. Unincorporated Seminole County's share of the reduction will affect 36.3% of the acres within the basin that drains to Lake Jesup, and will result in an annual load reduction of 20 tons of TN and 3.5 tons of TP.

OBJECTIVE ACHIEVEMENT REGARDING DRAINAGE (MAJOR ISSUE 8)

Objectives throughout the Comprehensive Plan that have an impact on this Major Issue were identified. Beyond the objectives within the Drainage Element, one other objective, Objective CON 2 Surface Water Protection, relates to the Major Issue within the Vision 2020 Plan. The County's successes and shortcomings with respect to Drainage are summarized below.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 8		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: DRAINAGE		
OBJECTIVE DRG 1 The County will continue to implement a program to systematically identify and correct existing deficiencies and meet future needs. Emphasis should be placed on maximizing use of existing facilities and discouraging urban sprawl.	Successes <ul style="list-style-type: none"> • The County has successfully completed or has underway 16 drainage basin studies that accurately define deficiencies and future stormwater needs. • The County has initiated a work order tracking system to assist with complaint tracking. • The County has implemented a monthly inspection program for critical infrastructure (Infrastructure/Asset Condition Assessment) 	<ul style="list-style-type: none"> • One of the drainage basin plans is for the Lake Jesup.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 8

OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
	<p>System). The System will be phased-in over a 3 year period.</p> <p>Shortcoming</p> <ul style="list-style-type: none"> The County needs to amend the Comprehensive Plan as necessary to incorporate the long range deficiency correction and monitoring programs, such as those required by the EPA and FDEP into the Capital Improvements Element 	
<p>OBJECTIVE DRG 2 Protect the public safety, welfare and property from hazards of flooding through effective regulation, design and maintenance of stormwater facilities and systems.</p>	<p>Success</p> <ul style="list-style-type: none"> Participating in the Flood Insurance Rate Map Modernization program, which will include conversion of Flood Insurance Rate Maps to digital format. Two public meetings will be held on 3/22 and 3/23; following the meetings, FEMA will issue a Public Notice about preliminary maps. A 6 month period follows for adoption of a new Ordinance. Upon adoption, new maps are issued. <p>Shortcoming</p> <ul style="list-style-type: none"> A dedicated funding source has not been identified to correct existing facility deficiencies. 	<p>Evaluate potential funding sources.</p>
<p>OBJECTIVE DRG 3 The County shall maintain or improve the quality and function of natural drainage systems, ground and surface waterways, recharge areas and associated natural resources through emphasis on non-structural approaches to floodplain management. Ground water and recharge areas are further protected by <i>Objective: CON 1: GROUNDWATER PROTECTION</i> and its associated policies; and, <i>Objective CON 2: SURFACE WATER PROTECTION</i> and its associated policies. and</p> <p>Policy DRG 3.2 Surface Water Quality Plan... This program shall continue coordination with the St. Johns River Water Management District, Florida Department of Environmental Protection and U. S. Environmental Protection Agency stormwater programs to increase consistency with programs such as the NPDES and TMDLs.</p>	<p>Successes</p> <ul style="list-style-type: none"> Implemented the surface water quality management plan to monitor and protect the quality and functioning of surface and surficial groundwater resources The County has worked collaboratively with the St. Johns River Water Management District's Middle Basin Stormwater Working Group, the Florida Department of Environmental Protection, the U.S. Environmental Protection Agency and other agencies to meet goals relating to funding drainage improvements, water quality improvements, and environmental protection projects The County has taken a proactive approach to the federal/state TMDL program, providing data, 	<p>Lake Jesup and Crane Strand are currently on the Florida Dept. of Environmental Protection (FDEP) list for reduction of Total Maximum Daily Load (TMDL) of pollutants as high priority water bodies in need of water quality improvement. TMDL limitations and strategies are to be developed during 2005/2006.</p> <p>There are currently 23 water bodies in the County for which a medium or low priority has been set by FDEP for correction of water quality problems. TMDL limitations are to be developed by 2008 for these water bodies.</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 8

OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
	<p>analyses & coordination efforts to FDEP staff.</p> <ul style="list-style-type: none"> The County has been successful in negotiating the removal of 15 waterbodies off of the FDEP's "impaired waterbody list". <p>Shortcoming</p> <ul style="list-style-type: none"> Future TMDL regulations will likely require no net increase in pollutants discharging from a developed or redeveloped site. 	
<p>OBJECTIVE DRG 4 The County shall implement innovative and feasible regulations and financing mechanisms to eliminate existing deficiencies, maintain existing systems and plan for future needs.</p>	<p>Success</p> <ul style="list-style-type: none"> The County has acquired more than \$18 million dollars in funding from outside agencies (state, federal & local) to fund various projects over the past 8 years. The projects included large erosion control projects in major rivers and streams, and Regional Stormwater Facilities (RSF's) that reduce pollutant loads in rivers and lakes. <p>Shortcoming</p> <ul style="list-style-type: none"> Lack of a dedicated stormwater funding source will significantly limit future grant opportunities, since state funds now require a 50% match of funds. 	<p>There is a need to identify a dedicated funding source to match against state funds to ensure continued elimination of deficiencies.</p>
<p>OBJECTIVE DRG 6 The County shall work with all parties to maximize funding, education, deficiency correction of existing stormwater management facilities, construction of new stormwater management facilities and surface water protection in Seminole County.</p>	<p>Successes</p> <ul style="list-style-type: none"> The County has taken a proactive approach in stormwater educational outreach programs, including: Watershed Action Volunteers (WAV), LakeWatch and the Seminole County Watershed Atlas. The County has implemented cost share agreements with local agencies & municipalities for stormwater educational outreach programs. <p>Shortcoming</p> <ul style="list-style-type: none"> Non identified 	
ELEMENT: CONSERVATION		
<p>OBJECTIVE CON 2 The County shall by 2005 evaluate its ongoing surface water quality program, by 2005, which will protect and, where feasible, enhance the quality of surface waters.</p>	<p>Success</p> <ul style="list-style-type: none"> Without the implementation of the Water Atlas over the past 6 years, the public would have had limited information on the current health of county water bodies. The web-based 	<p>Continue evaluation; revise wording of Objective CON 2 to recognize the continuous nature of this process.</p>

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO ISSUE 8		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
	Water Atlas allows a one-stop shop for all pertinent water quality data from all agencies that collect such data countywide. Through the TMDL process, the County was able to provide all of its data to FDEP staff. In addition, 20 water bodies were removed from the impaired water body list due to the ongoing extensive sampling program developed by the County.	

Proposed Changes:

- The County will evaluate the possibility of amending the Capital Improvement Element (CIE) to dedicate a revenue stream to drainage deficiency correction and will continue to seek grant funding.
- The County will explore the possibility of conducting another referendum to secure funding for drainage deficiency correction.
- The County will consider establishing a TMDL program for all surface water bodies.

Potential comprehensive plan amendment:

OBJECTIVE CON 2

The County shall ~~by 2005 evaluate~~ continue its ongoing surface water quality program, ~~by 2005~~, which will protect and, where feasible, enhance the quality of surface waters.

CHAPTER 3
SEMINOLE COUNTY
BRIEF ASSESSMENT OF ELEMENTS

3.1 CAPITAL IMPROVEMENTS

Element Overview

The purpose of the Capital Improvements Element (CIE) is to implement a capital planning program that provides and maintains in a timely, efficient, and fiscally prudent manner public facilities and services which protect the public health, safety and welfare; adequately serve existing and new development; are consistent with Seminole County's future land use plan; achieve and maintain adopted facility levels of service; maintain the existing infrastructure; and minimize public costs.

The CIE sets out a five-year capital expenditure program designed to implement the Plan's goals, objectives and policies of the various Comprehensive Plan elements and to ensure adopted level-of-service standards are met and maintained for the following facility elements of the Comprehensive Plan:

Element	Five Year Project Costs	Element	Five Year Project Costs
<ul style="list-style-type: none"> • Drainage • Libraries • Potable Water • Public Safety 	\$25,203,557 \$4,393,175 \$29,019,317 \$25,203,557	<ul style="list-style-type: none"> • Recreation and Open Space • Sanitary Sewer • Solid Waste • Transportation – Mass Transit • Transportation – Roads 	\$22,264,845 \$54,478,806 \$7,866,449 \$23,789,477 \$438,679,647

Element Assessment

Overall planning and programming for capital improvements has been formally undertaken by Seminole County dating back to its first Comprehensive Plan (Plan) in 1977. Each subsequent update incorporates refinements to programs and funding strategies which serve as a basis from which Seminole County initiates significant local actions to implement programs and respond to changing conditions. Since 1991, the implementation of a five-year Capital Improvements Element (CIE) linked to the financially feasible Countywide budget and five-year Capital Improvements Program, has helped to provide for the more accurate long-range planning of growth needs and serves as a platform from which to address larger issues such as water resources, stormwater management and legislative changes.

As a required element of the Plan, the CIE must meet the following requirements of Chapter 163, Florida Statutes (F.S.):

- A. Ensure that the Comprehensive Plan is economically feasible and encourage the efficient utilization of public facilities (major capital improvements) by:
 - 1. Considering the need for and location of public facilities;
 - 2. Outlining principles for public facilities which are necessary to implement the plan for construction, extension, or increase in capacity and correcting existing public facility deficiencies;
 - 3. Estimating public facility costs, including identification of when facilities will be needed, general location of facilities, and projected revenue sources to fund the facilities; and
 - 4. Setting standards to ensure the availability of adequate public facilities, including acceptable levels of service.

- B. Ensure coordination of the several elements of the Plan by requiring consistency of the Capital Improvements Element with the public facility and future land use elements.

- C. Ensure that public facilities needed to support development are available concurrent with the impacts of the development or guaranteed in an enforceable development agreement. The CIE sets out a capital expenditure program designed to meet the goals of the community as reflected

in the policies, standards and programs adopted in the Plan. The CIE program is driven by four factors:

1. The community's growth;
2. The community's current and planned facility service programs;
3. The levels of service desired or required by statute for those programs; and
4. The desired quality of life for which the community is willing to pay.

The following **successes** have been achieved through implementation of the objectives and policies of the Capital Improvements Element (CIE):

- The CIE has been updated annually since its inception. With each update, current facility capacity, projected demand for service and planned improvements have been evaluated to ensure that the adopted level-of-service can be maintained over the planning period. (Objectives CIE 1, 2 and 3)
- In 2005, the Florida Legislature amended Section 163.3164 (32), Florida Statutes (through Senate Bill 360) to include a definition of "**financial feasibility**". The definition requires that sufficient revenues are currently available or will be available to fund the projected costs of the capital improvements identified in County's five- year Capital Improvements Element (CIE) and ensure that adopted level-of-service standards are achieved. While the requirement is not new, the intent of the legislation to no longer permit amendments to a local comprehensive plan if the CIE is not annually updated and found to be financially feasible is new.

For Fiscal Year 2006, Seminole County amended the CIE in December of 2005 to reflect the new budget year and five-year capital planning period. Included was a listing of all fund accounts contributing dollars to CIE capital projects over the coming five-year period. A final listing matching funds directly to projects within each element has been prepared and submitted to the State as additional information. The revenue/expenditure accounts demonstrated that, overall, the County had sufficient committed revenues to fund all the projects listed. **Therefore, based on current projections, the total available funds are estimated to meet or exceed the total five year costs of all projects listed in the CIE, and the Plan is financially feasible.** (Objectives CIE 2 and 3)

- The County continues to collect an equitable and proportionate share of the cost of providing new or expanded public facilities from development projects. The County is currently evaluating the requirement for a proportionate share ordinance as required by Senate Bill 360 (2006). The purpose of this ordinance is to establish a method whereby the impacts of development on transportation facilities can be mitigated by the cooperative efforts of the public and private sectors, to be known as the Proportionate Fair-Share Program, as required by and in a manner consistent with §163.3180(16), F.S. The ordinance must be adopted by December 1, 2006. (Objective CIE 4)

No **shortcomings** have been identified regarding the Capital Improvements Element.

Objective Achievement with Regards to Major Issues

The Capital Improvements Element (CIE) serves to identify capital projects and program funds needed to implement the goals, objectives, and policies of the Plan. Additionally, the CIE demonstrates that projects and programs are financially feasible. Depending upon the actions decided, the CIE will be amended to accommodate any major projects scheduled for **Neighborhood Protection (Major Issue 1)**, **Intergovernmental Coordination (Major Issue 2)** (including water supply, parks and recreation), **Libraries (Major Issue 3)** and **Drainage (Major Issue 8)**.

Objective Achievement with Regards to Required Special Topics

Water Supply Plan - The CIE will be amended during 2006 to include policies required as part of implementing a Water Supply Facilities Plan and the project list for related capital projects will be

extended to a 10-year period. As the amendments must be adopted by December 1, 2006, hearing processes will be going on concurrently with the EAR process.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the CIE Objectives identified above, and accompanying policies, for potential amendments as part of 2007 EAR-based amendments. At this time, no amendments are proposed beyond the annual 2006 CIE update and those needed by the Water Supply Plan. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.2 CONSERVATION

Element Overview

The purpose of the Conservation Element is to address the long range implementation of programs aimed at meeting environmental legislation and preserving the County's natural amenities. Along with increasing growth and development comes the challenge to protect and maintain the County's natural resources. Issues identified by the Conservation Element involve the need to continue coordination with the Soil Conservation Service to identify alternative development standards for use in areas with soil limitations and to correct and minimize further degradation and adverse water quality impacts from areas where soil erosion problems have been identified or anticipated; preservation of recharge areas, groundwater supplies, and wetlands. In 2001, the County adopted the Comprehensive Wetlands Management Strategy into the Comprehensive Plan (Plan) to direct incompatible land uses away from wetlands, and to protect the high quality mosaic of inter-connected systems in the Wekiva, Lake Jesup, and East Rural Area of Seminole County.

Element Assessment

Seven (7) key issues have been identified for this Element, ranging from soils, recharge protection, ground water supply, air quality, mining and borrow pit operations, wetlands, and energy. The issues provide the basis for the one (1) goal, seven (7) objectives, supporting policies that address the several key issues, and a comprehensive wetlands management strategy. Overall, the Element's one (1) goal and seven (7) objectives have been achieved or are being achieved. The unanticipated change affecting this element is the required additional study of the Wekiva Study Area undertaken pursuant to Legislative action. Text amendments to address the study results must be adopted by May of 2006. Because this language will be new, it will not be evaluated as a part of this EAR.

The Element has been **successful** in the following ways:

- Continued to protect, maintain, and preserve the functions of the most effective recharge areas by enforcement of the aquifer recharge provisions of the Vision 2020 Plan. (Objective CON 1)
- Continued the expansion of the County's water reuse program as demonstrated in the adoption of Ordinance 2003-37, which requires the installation of water reclaimed systems to reduce reliance on potable water. (Objective CON 1)
- Protection of upland habitat through enforcement of a minimum 50-foot building setback from the ordinary high water mark of water bodies. (Objective CON 2)
- Protection of the Wekiva River as an Outstanding Florida Water Body and Wild and Scenic River through enforcement of policies and land development regulations. The County is preparing additional Plan policies and land development regulations to protect the Wekiva River as required by the 2004 Wekiva Parkway and Protection Act (Part III, Chapter 369, Florida Statutes). (Objective CON 2)
- Continued to protect floodplains, wetlands, and upland communities by enforcing the W-1 (Wetlands Overlay Zoning Classification) and the FP-1 (Floodprone Overlay Zoning Classification). The County's Future Land Use Map designates these areas as "Conservation" future land use designation. (Objective CON 3)
- Continued to ensure open space and protection of groundwater resources through enforcement of open space ratios of the Land Development Code (LDC), requiring a minimum of 25 percent of common usable open space for PUD developments, and a sliding scale of open space for conventional subdivisions. (Objective CON 3)
- Continued to protect environmentally sensitive communities by implementation of the PUD/Cluster Developments provision of the Plan and LDC to provide open space, protect groundwater resources, and protect environmental sensitive communities. (Objective CON 3)

- Continued protection of environmentally sensitive lands by enforcing the requirement for conservation easements. (Objective CON 3)
- Continued protection of the Econlockhatchee River by enforcement of Plan policies and LDC regulations requiring setbacks from the River and protecting rare upland habitat. (Objective CON 3)
- Continued protection of threatened, endangered, and species of special concern by enforcing the requirement of a survey of threatened, endangered and species of special concern prior to issuance of development permits. (Objective CON 3)
- Strengthened tree protection and protected open space by a major revision to the Arbor Ordinance in 2004. (Objective CON 3)
- Renewed commitment to funding of the Seminole County Soil and Conservation Service. (Objective CON 4)
- Prevented any adverse impacts on County services and facilities through enforcement of the borrow pit provisions of LDC Section 65.1. (Objective CON 4)
- Completed stabilization projects to protect river banks. (Objective CON 4)
- Protected air quality by requiring development to prevent emission into the air of dust or other solid matter and prevent spills and discharges harmful to air quality via Land Development Code provisions and standards. (Objective CON 5)
- Adopted an Energy Element to address energy conservation as an optional element to the Plan. (Objective CON 6)
- Adopted into the Plan the "Comprehensive Wetlands Management Strategy", to direct incompatible land uses away from wetlands, and to protect the high quality mosaic of interconnected systems in the Wekiva, Lake Jesup, and East Rural Area of Seminole County. (Objective CON 7)
- Preserved lands through acquisitions, using the second-generation, voter approved funding as part of the County's Natural Lands Program. (Objective CON 7)
- Protected the Wekiva River as an Outstanding Florida Water Body and Wild and Scenic River through enforcement of the Global Compliance Agreement and other special protection area requirements. (Objective CON 7)
- Directed incompatible uses from wetland areas by enforcement of the Conservation Future Land Use designation of the Future Land Use Map.

Along with these successes are some **shortcomings** that the County intends to address.

- Evaluate the long range water conservation plan as part of the Water Supply Facility planning process that includes supply planning, minimum flows and levels, and other aspects of the process, including facilitation of input from stakeholder groups (Groundwater Model/Assessment). This evaluation is part of the County's 10-Year Water Supply Facility Work Plan required by Section 163.3177(6)(c), Florida Statutes). The County must adopt this water supply plan no later than December 1, 2006. (Objective CON 1)
- Evaluate groundwater conservation measures and policies for regulation of water usage, reduction of land use densities in critical areas, water use restrictions and irrigation alternatives. (Objective CON 1)
- Evaluate the aquifer recharge overlay zoning classification, which sets alternative design criteria and standards to protect the functions of most effective aquifer recharge areas. (Objective CON 1)
- Review existing regulations and, if appropriate, develop County standards governing the refurbishment and replacement of underground tanks. (Objective CON 1)
- Evaluate the expanded effluent reuse program. (Objective CON 1)
- Evaluate, after coordination with the Agricultural Extension Agency, Soil Conservation Service, and other appropriate agencies, its Water Conservation and Sensitive Lands Plan

and Best Management Practices (BMPs) to minimize agricultural, horticultural and silvicultural impacts to both surface water quantity and quality, wetland and floodplain areas. (Objectives CON 2 and 3)

- Make all appropriate changes to the W-1 and FP-1 Zoning Overlay Classifications, not undertaken in 2001. (Objective CON 3)
- Evaluate a program to minimize erosion and stabilize stream banks through planting of trees, shrubs and other vegetation to stabilize soils and treat storm runoff. (Objective CON 4)
- Evaluate LDC policies regarding borrow pit operations. (Objective CON 4)
- Evaluate the need for expanding air quality monitoring stations within the County. (Objective CON 5)

Objective Achievement With Regards to Major Issues

An assessment of the Element's Objectives has been completed to identify how their achievement relates to the major issues identified by the County as part of the Evaluation and Appraisal (EAR) process, and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. The successes and shortcomings of implementing objectives of the Future Land Use Element relate to **Neighborhood Protection (Major Issue 1)** through rehabilitation and retrofitting to address drainage needs; and **Drainage Needs (Major Issue 8)** to evaluate the success of correcting drainage deficiencies identified in the several drainage basin studies.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the Conservation Element Objectives identified above, and accompanying policies, for potential amendments as part of the 2007 EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.3 DESIGN

Element Overview

The Design Element is an optional Element prepared in 1989 and adopted in 1991. The purpose of the Design Element is to address the aesthetic quality of the built environment. It is anticipated that the County's future development will be through infill development and redevelopment. The Design Element guides the way in which this development will blend with the existing environment by providing reliable standards to protect existing neighborhoods and rural lands while allowing and encouraging infill development and the development of mixed use corridors and centers.

Element Assessment

Eight key issues shape the one goal and seven objectives of this Element. The issues range from protecting tree canopy and ensuring high quality appearance of public roadways, to protecting existing neighborhoods by buffers, as well as ensuring public building design with positive visual aspects, and preserving rural, archaeological and historic resources. The success of this element's objectives has been moderate, with both noteworthy achievements and important challenges for the future. The uneven implementation of Design objectives is due to inadequate development regulations addressing design, and also to unclear or conflicting policies in other elements of the Comprehensive Plan.

The Design Element relates in significant ways to the East Rural Area of the County. Successes of the element include large lot size requirements and limitations on non-agricultural uses to preserve the low intensity character of this area. An important need that has not been met, however, is a system of strategies and development criteria to create a buffer or transitional zone between the rural area and other, more intense future land use designations such as Low Density Residential (LDR) and Suburban Estates (SE). The Element has not adequately resolved the problem of incompatibility between rural lands and adjoining development having urban or suburban intensities.

Perhaps the most difficult challenge related to Design Element objectives is the need to encourage mixed use development in advantageous locations, at appropriate intensities, and with effective appearance criteria. The mixed use issue is impossible to address through a single element of the Plan, as it touches on future land use, transportation, housing, infrastructure, economic development, and perhaps other areas of concern. Most importantly, the policies of all other elements need to be coordinated with regard to mixed use development, so that it is clear where such developments will be encouraged, at what densities/intensities, and how they should fit in with the larger community. Existing Design Element policies are general in nature and focus mainly on infill and redevelopment, an important but limited perspective on the possibilities of mixed use development. The County must determine where mixed use development shall be encouraged (e.g., US 17-92, International Parkway) and what role(s) it shall play in the community (e.g, transit village, retail/residential complex). Only when this is done can effective mixed-use design policies be formulated.

The following **successes** have been identified:

- Seminole County permits use of wetlands and areas of natural vegetation as common open space within development projects. (Objective DES 1)
- Many new developments are organized with landscaping, open space, access control, and homeowners associations to promote neighborhood identity. (Objective DES 3)
- Variable setbacks and buffers can be allowed in order to preserve large canopy trees and other natural vegetation on development sites. (Objective DES 1)

- Current regulations permit reduction of required parking spaces for the purpose of saving trees. (Objective DES 1)
- Through RP, PUD and PCD zones, redevelopment projects can benefit from flexible setback, buffering and other design standards. Such flexibility can encourage infill development without compromising the performance intent of the standards. PUD developments generally implement appropriate neighborhood design concepts such as compatible densities, common open space and preservation of natural resource lands. (Objective DES 1)
- The following design and development guidelines have been implemented to improve visual quality on Seminole County's streets and highways (Objective DES 2):
 1. General Hutchison Parkway canopy road standards
 2. Median landscaping standards on Tuskawilla Road and SR 434
 3. Scenic Corridor and Gateway Overlay Districts: SR 46, Lake Mary Blvd., Markham Road, etc.
- Savannah Park PUD is an example of a mixed use development that is attractive, safe and functional. It is located on International Parkway, where current Comprehensive Plan policies are encouraging similar developments which have coordinated access and sufficient land area to accommodate future growth. (Objective DES 4)
- The County supports a sense of community by routinely locating and designing public uses and facilities so as to be accessible to pedestrians and bicyclists. Such facilities are also designed for use by the handicapped. County parks are convenient to the residential areas they are intended to serve, while the Trail System provides linkages between residential and commercial areas in addition to its recreational functions. (Objective DES 5)
- The new Criminal Justice Center is consistent with design principles for public uses and facilities established under the objective of creating public facilities to promote feelings of community within the County. These principles include: civic architecture that builds a sense of community; inviting and safe public access for vehicles, transit and pedestrians; and, providing a high level of quality for civic architecture and other site design features. (Objective DES 5)
- The low intensity character of the East Rural Area is protected and enhanced through large lot size requirements and special low-impact road design standards in subdivisions. (Objective DES 6)
- East Rural Area policies preserve natural and agrarian landscapes through limits on non-agricultural uses and extension of urban services; large buffers and setbacks; large lot sizes and encouragement of opportunities for nature-based recreation. (Objective DES 6)
- Public appreciation/enjoyment of the County's natural resources is being achieved through continued implementation of design standards for the Wekiva River and Econ River Protection Areas. (Objective DES 7)
- Numerous provisions of the Land Development Code, and other review criteria, are used to preserve natural areas as open space and buffers, protect wetlands, and preserve specimen trees. (Objective DES 1)

In addition to the successes, the following **shortcomings** have been identified:

- There is no regular program of incentives to encourage developers to exceed minimum standards for design, xeriscape or protection of native plants to enhance the County's tree canopy and natural vegetation. (Objective DES 1)
- The County needs more detailed regulations addressing landscape and buffer standards along public roads, particularly at development entrances and along commercial frontages. (Objective DES 2)
- Where existing developments lack effective homeowners associations to promote strong neighborhood values and identities, the County has limited ability to facilitate the creation and strengthening of such organizations. The County has limited ability to assist existing neighborhoods with physical design features that would promote a stronger sense of

- place. New and more effective policies should be considered to meet the needs of developments that pre-date current policies and regulations. (Objective DES 3)
- The County currently does not address infill and redevelopment along existing commercial corridors (such as US 17-92) in terms of creating mixed use development. (Objective DES 4)
 - The County needs to clarify the role of mixed use developments within the HIP future land use designation. If residential uses are to be encouraged within HIP, then the mixed use design standards presented in this element should be related to the FLU objectives and policies that govern development in HIP. (Objective DES 4)
 - The Land Development Code should be amended to create standards for linkages between abutting residential areas that provide convenient access to recreation, schools, libraries and shopping facilities. These linkages exist in some areas as a result of the County Trail system, but they are not being provided on a systematic basis. (Objective DES 5)
 - The County has not yet established specific strategies or regulations to create buffer or transitional areas where the East Rural Area abuts other future land use designations or incorporated cities. (The ongoing Rural Area Study will provide guidance for future comprehensive plan and land development code amendments.) (Objective DES 6)
 - In many situations, the specifics of neighborhood design, as required by the County, are established on a case-by-case basis rather than deriving from a systematic set of standards in the Land Development Code. This often leads to inconsistent implementation of the County's Design objectives, a shortcoming that should be addressed by new or clarified objectives and policies leading to more precise regulatory treatment. (Objective DES 3)

Objective Achievement regarding the Major Issues

Of the eight major issues and two specific topics, the Design Element responds to the following: **Neighborhood Protection Major Issue 1)** through successfully requiring preservation and enhancement of existing neighborhoods, establishing general design principles for new developments to promote neighborhood identity, meeting the recreational/aesthetic needs of residents, promoting compatibility with surrounding development and preserving low-density neighborhoods in the East Rural Area from incompatible uses and development intensities, particularly where the Rural Area adjoins other future land use designations. **Infill Development and Redevelopment (Major Issue 5)** by promoting mixed-use developments in existing development corridors and development centers, where new and more intensive development is needed for economic viability.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the FLU Objectives identified above, and accompanying policies, for potential amendments as part of the 2007 round of EAR-based amendments. Overall, as the Design Element guides implementation requirements in the County's Land Development Code, specificity of policy becomes more critical than that of other plan elements. It is at these specific stages of development that the major issues are addressed, where concepts from the Plan become part of the visual, built environment.

In addition to above identified amendments, the County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.4 DRAINAGE

Element Overview

The purpose of the Drainage Element is to assess current and anticipated needs associated with stormwater management, to define the County philosophy and policy direction regarding addressing these issues, and to outline a long range implementation plan to solve the identified problems. The focus of the County's Stormwater Program concerns both the quantity aspects of drainage relating to capacity and flood control and also the quality of runoff into receiving waters. Issues identified by the Drainage Element involve water quality impacts of storm runoff to receiving water bodies, drainage deficiencies, and funding of ongoing stormwater needs.

The County's major stormwater system is a series of privately maintained agricultural ditches and canals connected to natural streams, which feed into the major lakes and rivers. At the time of the last EAR in 1998, eleven master basin evaluations of the sixteen identified basins had been completed or were in process. In addition, as of 1998, Seminole County was monitoring more than fifty-five locations along many natural water bodies in order to address issues of water quality impacts from stormwater. The current water quality status of lakes and rivers had been assessed and programs to improve water quality were underway. County stormwater standards contained of the Land Development Code were anticipated to adequately control the impact of new growth, but the cost of correcting existing deficiencies continued to increase.

Element Assessment

Eight (8) key issues have been identified for this Element, ranging from deficiency basin evaluation improvements; funding; operation and maintenance; intergovernmental coordination; private facilities retrofitting; water quality; impaired surface waters; and level of service. The issues provide the basis for the one (1) goal, six (6) objectives and supporting policies that address the key issues. Overall, the County has achieved the one (1) goal and the several objectives of the Element. The Element has been **successful** in the following ways:

- The County successfully has completed or has active a total of 16 drainage basin studies that accurately define deficiencies and future stormwater needs. The updated FEMA maps incorporated data from the completed drainage basin studies, thus representing shared data (Objective DRG 1).
- The County has initiated a work order tracking system to assist with complaint tracking. The system allows tracking per resident or per household of what has been done via a request (complaint) or through routine maintenance (Objective DRG 1).
- The County has implemented a monthly inspection program for critical infrastructure (Infrastructure/Asset Condition Assessment System). The System consists of monthly and annual random inspection of pipes, storm drains, drainage structures (inlets), sidewalks and handrail/guardrails. The System will be phased-in over a 3 year period (Objective DRG 1).
- Seminole County is participating in the Flood Insurance Rate Map Modernization Program, which will include conversion of Flood Insurance Rate Maps to digital format (Objective DRG 2).
- In December of 2005, the County transmitted Comprehensive Plan amendments to implement the Facilities and Services requirement of the Wekiva Parkway and Protection Act (Act). These amendments address the master stormwater management plan provision of the Act (Objective DRG 2).
- The County continues to enforce hookup to central sewer in the Wekiva River Protection Area where available (Objective DRG 2).
- The County required dedication of conservation easements as a means of protecting the functions of floodways (Objective DRG 2).
- Implemented the surface water quality management plan to monitor and protect the quality and functioning of surface and surficial groundwater resources (Objective DRG 3).

- Required new development and redevelopment to meet the design criteria set forth in *Exhibit DRG: Level of Service Standards For New Development*, and stormwater quality and quantity criteria and implemented through the County's Land Development Code. (Objective DRG 5).
- Regulated development and redevelopment consistent with and meeting the minimum requirements of the St. Johns River Water Management District Rule 40C-42, F. A. C., Regulation of Stormwater Discharge and Rule 40C-4, F. A. C., Management and Storage of Surface Waters, and the Stormwater Discharge Rule; Ch. 17-25, Ch. 17-3, F. A. C., implemented by the Florida Department of Environmental Protections which to protect and prevent further degradation of surface and ground waters (Objective DRG 5).
- Continued to work collaboratively with the SJRWMD Middle Basin Stormwater Working Group, the Florida Department of Environmental Protection, the U.S. Environmental Protection Agency, the Federal Emergency Management Agency, and other agencies to maximize its goals relating to funding drainage improvements, water quality improvements, and environmental protection projects (Objective DRG 6).
- Coordinated with the municipalities, other local governments, state, and federal agencies to allow the Seminole County Watershed Atlas to reflect the most current and up-to-date information on new changes in regulations, water quality, other environmental parameters, or other types of data as decided by the Seminole County Stormwater Division (Objective DRG 6).

Along with these successes are some **shortcomings** that the County intends to address.

- Evaluate protection of recharge areas and amend regulations as necessary to ensure that natural recharge of groundwater from rainfall is not decreased (Objective DRG 3).
- The Comprehensive Plan shall be amended as necessary to incorporate the long range deficiency correction and monitoring programs, such as those required by the EPA and FDEP into the Capital Improvements Element (Objective DRG 5).
- The County shall address the master stormwater management plan proviso of the Wekiva Parkway and Protection Act, Section 369.319, Florida Statutes, to assist in alleviating problems related to surface water conveyance and quality, and in improving the quality and quantity of groundwater discharging into the springs within the Wekiva Study Area (Objective DRG 6).

Objective Achievement regarding the Major Issues

An assessment of the Element's objectives has been completed to identify how their achievement relates to the major issues identified by the County as part of the Evaluation and Appraisal (EAR) process, and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. The successes and shortcomings of implementing objectives of the Drainage Element relate to **Neighborhood Protection (Major Issue 1)** through rehabilitation and retrofitting to address of drainage needs; and **Drainage Needs (Major Issue 8)** to evaluate the success of correcting drainage deficiencies identified in the several drainage basin studies.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the DRG Objectives identified above, and accompanying policies, for potential amendments as part of the 2006 round of EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.5 ECONOMIC

Element Overview

The optional Economic Element was adopted in December of 1994, following the initiation of a comprehensive economic development program in 1991. The purpose of the Element is to identify actions that the County must take to sustain its economic vision of future growth and prosperity and maintain the momentum to keep its place as a regional leader.

Element Assessment

Eleven key issues have been identified for this Element, ranging from building a strong business environment and communicating that message, to attracting higher paying target industries and developing the workforce, while stressing the importance of job opportunities for declining areas, small businesses, tourism, and public infrastructure and other economic development incentives. The issues provide the basis for the one goal and 11 objectives and supporting policies that guide the County's effort to continue its effective economic development programs. Overall, the Element has been **successful** in the following ways:

- The County continues in partnership with the Metro Orlando Economic Development Commission and Seminole Community College/Small Business Services (Objective ECM 1)
- The County is an active member of the Florida Economic Development Council and the International Economic Development Council, and has continued its involvement with the East Central Florida Regional Planning Council (Objective ECM 1)
- Communicating with the Seminole County Public School system regarding development (Objective ECM 2)
- Continuing our partnerships with Workforce Central Florida and Enterprise Florida, specifically participation in the Synchronist project to gauge the business climate within the County (Objectives ECM 2 and 9)
- Continuing to recruit and retain targeted industries in the County (Objectives ECM 2 and 4)
- Continuing our involvement in the Small Business Advisory Committee to guide the services provided to small businesses (Objectives ECM 2 and 6)
- The US 17-92 Community Redevelopment Authority (CRA) continues to invest in public improvements within the targeted areas (Objectives ECM 2 and 7)
- Creating marketing materials and maintaining our website @ www.businessinseminole.com to communicate the plentiful business opportunities in the County (Objective ECM 2)
- The County continues to administer the Jobs Growth Incentive Program to provide incentives to target industries that create high value jobs along with "bricks and mortar" element to the project (Objective ECM 4)
- The commercial taxable value has grown from \$3,912,536,405 in 1998 to \$ 6,770,204,430 in 2005 (Objective ECM 3)
- The County continues to support the target industry approach. In October 2003 an Airport Economic Development Plan was developed in partnership with the City and the Airport. In addition, the County continues to administer the JGI program to attract high wage, value-added jobs in the target industries as stated in the County's strategic plan. In 2005 there were 14 projects, totaling 2,560 jobs, with an average annual wage of \$43,602. All projects were target industries and/or target occupations. (Objective ECM 4)
- The CRA is in the process of updating the US 17-92 Redevelopment Plan. (Objectives ECM 7 and 10)
- The County has evaluated the development pattern of the HIP areas and has determined that with the decrease in vacancy rates for Class A office space we can expect future development of the HIP designated areas as planned (Objective ECM 5)

Along with these successes are some **shortcomings** that the County intends to address:

- As of the time of the last EAR in 1998, the proportion of the tax base represented by nonresidential properties was 33%. As of this EAR, the proportion is 31%. The residential taxable values have greatly increased from \$7,939,440,282 in 1998 to \$15,275,779,817 in 2005 thus slowing the change in tax burden from residential to nonresidential (Objective ECM 3)
- The number of requests to change the land use from HIP to residential is growing, and the number of residential approvals on HIP lands is increasing (Objective ECM 4)
- A program to retain agricultural businesses has not been developed (Objective ECM 11)

Objective Achievement regarding the Major Issues

The successes and shortcomings experienced in implementing Objectives ECM 4 and 5 of this Element impact **Protection of designated High Intensity Planned Unit Developments (HIP)/Economic Development Target Areas for Targeted Industries (Major Issue 4)**, but this major issue is also heavily impacted by the objectives of the Future Land Use and Housing Element. Assessments of the objectives of these three elements have revealed the need to clarify the policy direction for this land use and for the economic direction of the County.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the FLU Objectives identified above, and accompanying policies, for potential amendments as part of the 2007 EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.6 ENERGY

Element Overview

The Energy Element is an optional element of the Comprehensive Plan. It was adopted to initiate a strong effort by the County to save energy and energy costs. It outlines policies to guide and increase energy conservation practices within the County government.

Element Assessment

The following issues have been identified for this Element: efforts that support principles of sustainability, population and land use projections for the power companies, current energy conservation measures and practices used by the County, and initiatives to conserve energy. These issues provide the basis for the goals, objectives, and policies. Overall, the Energy Element's goals, objectives, and policies have been achieved or are being achieved. The element has been **successful** in the following ways:

- Through the comprehensive planning process, Seminole County promotes infill development and efficient land use patterns that reduce the length and frequency of vehicle trips by its citizens. Energy conservation is one benefit of this process. (Objective ERG 1)
- As a means of minimizing fuel consumption, Seminole County supports the Lynx bus system, providing a transportation alternative to the private automobile. The County Trail System also functions partly as a transportation alternative for bicycle and pedestrian travel, in addition to its recreational role. (Objective ERG 1)
- The County is participating in a commuter rail system that will soon provide another transit alternative. (Objective ERG 1)
- A wide variety of socio-economic data and other types of information about Seminole County is available on the County's website at WWW.SEMINOLECOUNTYFL.GOV, so that the power companies can better estimate future energy consumption caused by growth. (Objective ERG 2)
- Seminole County has adopted the State of Florida Energy Efficiency Code, which requires effective use of energy in construction of new buildings, building additions, and building alterations. The recently completed Criminal Justice Center was built with reference to these design requirements. (Objective ERG 3)
- Seminole County continues to participate in the Florida Power & Light Industrial Load Control Program, an energy management tool that brings a reduction in the price of electricity per kilowatt-hour to the County. Participants in this program permit FP&L to temporarily disconnect the power supply at times of high demand (i.e., days of extreme cold or heat) as a way of managing the overall power supply. In return for this occasional inconvenience, the County enjoys a significant cost savings. (Objective ERG 3)
- The County has added high-mileage hybrid vehicles to its fleet of automobiles. (Objective ERG 3)
- The County Extension Service provides a continuing program of educational services and materials for school-aged children on a wide variety of topics, including energy conservation. The Administrative Services Department has made many improvements to existing County facilities to reduce energy use. (Objective ERG 4)
- Objective ERG 5 requires the County to provide an analysis of existing Countywide conservation measures as a part of the EAR. The analysis is contained in the table below:

Energy Conservation Measure	Achieved or Continuing to be Achieved	Not Achieved
Discourage Urban Sprawl/Support Infill (Objective ERG 1)	X	
Enforce Florida Energy Code (Objective	X	

Energy Conservation Measure	Achieved or Continuing to be Achieved	Not Achieved
ERG 1)		
Promote Alternative Transportation (Objective ERG 1)	X	
Share Data with Power Companies (Objective ERG 2)	X	
Energy Conservation in Existing Facilities (Objective ERG 3)	X	
Use of Alternative Energy Sources (Objective ERG 3)	X	
Energy Efficiency in Fleet Services (Objective ERG 3)	X	
Energy Conservation in New Facilities (Objective ERG 3)	X	
County Pilot Employee Energy Conservation Program (Objective ERG 4)		X
County Initiatives (Objective ERG 4)	X	
Energy Conservation in Leased Space (Objective ERG 4)	X	
Energy Education Efforts (Objective ERG 4)	X	
State and Federal Incentives (Objective ERG 5)	X	
Coordinated Energy Conservation (Objective ERG 5)	X	
Alternative Energy Sources (Objective ERG 5)	X	
Energy Programs (Objective ERG 5)	X	

Along with these successes are some **shortcomings** that the County intends to address:

- An ongoing issue with several of Seminole County's municipalities involves land use control in the East Rural Area. Suburban expansion by cities into this area would potentially contribute to urban sprawl in the county, and perpetuate energy-wasteful development patterns. (Objective ERG 1)
- The Board of County Commissioners has not yet implemented an employee education program on energy conservation. (Objective ERG 4)
- The Board of County Commissioners has not yet created an employee pilot program on energy conservation on its buildings and facilities. However, while the pilot program originally anticipated in the Comprehensive Plan was not carried out, the County does accept and act upon employee suggestions. (Objective ERG 4)

Objective Achievement Regarding the Major Issues

The Energy Element has a role in addressing **Infill Development and Redevelopment (Major Issue 5)** through discouraging urban sprawl and promoting infill development as a means of promoting energy conservation measures.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the Energy Element objectives identified above, and accompanying policies, for potential amendments as part of the 2007 round of EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.7 FUTURE LAND USE

Element Overview

The purpose of the Future Land Use Element is to identify Seminole County's vision of the future direction and land use patterns within the unincorporated areas of the County while serving as the backbone of the County's **Comprehensive Plan**, also known as *Vision 2020*. Decisions made about the County's future land use patterns influence all the other elements within the Comprehensive Plan, whether relating to location decisions (Conservation, Design, Housing, Intergovernmental Coordination, Recreation and Open Space, and Transportation), densities and the need for supportive infrastructure (Drainage, Energy, Library Services, Potable Water, Public Safety, Sanitary Sewer, and Solid Waste), or budgeting (Capital Improvements, Economic Development, and Implementation). The need for internal consistency within the Plan is also required by Chapter 163, Florida Statutes.

These land use decisions also influence similar decisions made within the County's cities, especially in areas where unincorporated Seminole County abuts its cities. For this Element to be an effective tool in guiding the whole County's future, it must be well coordinated with its cities as well as with the other County Plan elements.

Element Assessment

Eleven key issues have been identified for this Element, ranging from concurrency management and discouraging urban sprawl to protecting rural areas and performing special area studies. The issues provide the basis for the one goal, 14 objectives and supporting policies that guide the County's efforts to balance environmental protection, neighborhood and rural preservation and property rights with ensuring adequate services, housing and a healthy economic base. Overall, the Element's one goal and objectives have been achieved or are being achieved. The unanticipated change affecting this element is the required additional study of the Wekiva Special Area undertaken pursuant to Legislative action in June 2004. Text amendments to address the study results must be adopted by May 2006. Because this language will be new, it will not be evaluated as a part of this EAR. The Element has been **successful** in the following ways:

- Preserving natural, historic and archaeological resources, and residential neighborhoods, through the Natural Lands Program and enforcement of land development code provisions (Objectives FLU 1 and 2)
- Encouraging redevelopment by continuing support of the efforts of the US Highway 17-92 Community Redevelopment Agency for another ten years (Objective FLU 4)
- Managing growth and discouraging urban sprawl by attracting target industry uses and Class A office space, such as Colonial Town Park, to the HIP-TI Future Land Use designation along the I-4 corridor, through directing public infrastructure improvements to the HIP area (Objective FLU 5)
- Requiring consistency between new development and the Capital Improvements Element or facilities plans in order to minimize public costs (Objective FLU 6)
- Coordinating services with private utilities, and planning efforts with cities and other agencies, through Joint Planning Agreements (Objective FLU 7)
- Developing special area plans, including the Orlando-Sanford International Airport Study and the Myrtle Street Study that resulted in policies incorporated into this Element (Objective FLU 9)
- Supporting the preservation of rural lifestyles in East Seminole County by initiating the East Rural Area Study, encompassing the Geneva, Black Hammock and rural Chuluota communities, to develop new objectives and policies for this Element (Objective FLU 11)
- Preserving the Wekiva River Protection area by enforcing the goals of the Wekiva River Protection Act (Part II, Chapter 369, Florida Statutes through the policies of this Element and implementation of land development code provisions, and adopting policies required by the recently completed study (Objective FLU 14)

Along with these successes are some **shortcomings** that the County intends to address.

- Inconsistency in Land Development Code compatibility criteria for similar projects located in different areas; lack of architectural standards addressing visual compatibility of nonresidential development proposed near existing residential development; lot size compatibility evaluation methodology that is limited to single family zoning districts and lack of guidance in the land development code for building coverage limits all reduce the County's ability to protect residential neighborhoods (Objective FLU 2)
- A program to reduce nonconformities through notifying property owners has not been implemented and standards to guide approval of new, conforming projects proposed near nonconforming development has not been addressed. (Objective FLU 3)
- New neighborhood redevelopment plans and updating of existing plans have not been prepared, and some Land Development Code standards inconsistent with redevelopment have not been modified. (Objective FLU 4)
- The Mixed Development (MXD) land use designation has not been used and the land development code has not been modified to identify zoning districts allowable within MXD. Given that there is no mechanism for limiting residential uses in the HIP areas, and there is a policy in the Housing Element stating that the County shall provide incentives to build affordable housing through the use of HIP districts, lands where the public invested in infrastructure to draw target industry employers are attracting residential uses that should otherwise be accommodated in MXD districts. (Objective FLU 5)
- Joint Planning Agreements with the City of Winter Springs addressing annexations, services and land use compatibility; City of Sanford addressing development standard in the Celery Avenue corridor and the cities of Lake Mary and Sanford regarding allowable development on future annexations of HIP properties have not been achieved. Interlocal Agreements with the cities of Winter Springs and Oviedo on development densities and intensities of annexed lands now in the County's Rural Area have not been achieved. A County charter amendment involving County land use control of annexed properties in the East Rural area is now in litigation. (Objectives FLU 7 and 11)
- Specific Area Plans for the Midway Area, the East Altamonte Area and Celery Avenue from the City of Sanford limits to SR 415 need to be completed. (Objective FLU 9)
- Private sector housing developers have not responded to density incentives of this Element intended to encourage affordable housing, and the existing standard zoning district designed to promote affordable housing could result in a concentration of affordable housing if used. In addition, as noted above, HIP lands are attracting increased amounts of residential development, which undermines the ultimate intent of that land use designation. The County's affordable housing need is not as severe a problem as elsewhere in the State. However, the current methods of meeting this need do not meet the intent of the County's Objective of creating innovative land development techniques and programs to promote affordable housing and encouraging "deconcentration" (Objective FLU 10)
- In addition to the foregoing, County-initiated Future Land Use Plan map amendments may be needed to proactively guide the redevelopment of the US 17-92 corridor in accordance with the updated redevelopment plan for that corridor, and County-initiated text amendments are needed to that portion of the Future Land Use Element that provides standards for amending the Urban/Rural Boundary. In particular, since the County anticipates a slower rate of population growth and growth in redevelopment areas, the standard that allowed a change in the boundary in order to accommodate projected population needs to be re-examined, as growth may now be able to be accommodated in areas previously slated for commercial use only.

Objective Achievement With Regards to Major Issues

An assessment of the element's objectives has been completed to identify how their achievement relates to the major issues identified by the County as part of the Evaluation and Appraisal (EAR) process, and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. The successes and shortcomings of implementing objectives of the Future Land Use Element relate to **Neighborhood Protection (Major Issue 1)**, through providing compatibility criteria that ensure that infill development creates positive impacts on existing neighborhoods; **Intergovernmental Coordination (Major Issue 2)**, through enacting interlocal agreements that achieve desired land use patterns; **Protection of designated High Intensity Planned Unit Developments (HIP)/Economic Development Target Areas for Targeted Industries (Major Issue 4)**, through creating the desired economic base while discouraging sprawl development; **Infill Development and Redevelopment (Major Issue 5)**, through encouraging redevelopment in areas where services are available and further ensuring neighborhood protection; and **Affordable Housing (Major Issue 7)**, through encouraging creative programs that include the use of MXD land use. **Major Issue 4** is also affected by the Objectives of the Economic Element and Housing Element, and assessment of these three Elements has revealed a need to clarify the direction of Plan objectives with respect to **Major Issue 4**. **Major Issue 7** is also affected by the Objectives of the Housing Element.

Required Special Topics by the Department of Community Affairs

Schools and Water Supply Plan

Both of these issues are affected by the Objective of this Element. Ongoing intergovernmental coordination efforts (Objective FLU 7) will contribute to the County's success in complying with State laws regarding coordination of land uses and residential development with school planning, and coordinating land use planning with water supply planning in a manner consistent with the Regional Water Supply Plan.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the FLU Objectives identified above, and accompanying policies, for potential amendments as part of the EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.8 HOUSING

Element Overview

The purpose of the Housing Element is to analyze the general makeup and trends of the County's housing market and to project and provide for the overall future housing demand, with particular focus on the anticipated housing demand of lower income households. The ability to meet these needs is a function of existing housing stock, planned future stock, market conditions, availability of developable vacant land, and regulatory climate. As the State of Florida encourages increased reliance on 'pay-as-you-grow' approaches to provision of infrastructure, pass-through costs of services such as sewer and water will inflate housing costs. In addition, vacant developable land is scarce in maturing areas such as Seminole County. Adding land scarcity and pass-through costs to community concerns about infill and redevelopment yields challenges for efforts to meet housing needs of moderate and lower income workers. This Element focuses on how existing and future housing needs are to be addressed.

The term "affordable housing" is defined in the *Vision 2020 Comprehensive Plan* as follows: "A dwelling unit occupied by a household of very low, low, or moderate income, in which housing costs do not exceed 30% of the household's gross income for an owner-occupant, and 35% of gross for a renter. A very low income household earns 50% or less of the area's median household income. A low income household earns from 50-80% of the area's median income. A moderate income household earns from 80-120% of the area's median income. Housing costs include mortgage principle, interest, taxes and insurance, or, in the case of a renter, gross rent and utilities."

Degree of housing need is a function of income. Income statistics in Seminole County are positive. The County's median household income in 2000 was \$49,454 - 26% higher than the statewide median of \$39,303 and 18% higher than the Metropolitan Statistical Area's median family income of \$41,871. The 2005 household median income is \$55,100. Claritas Inc., a national socioeconomic data processing firm, projects the County's residents will grow even more affluent in future years. Thus, a significant portion of County residents will be able to meet their housing needs through the private market. However, there are and will continue to be a percentage of households experiencing a 'cost burden' – paying more than 30% of their income for housing costs. The following table, taken from the website of the Shimberg Center for Affordable Housing, indicates percentage of Seminole County residents experiencing housing cost burden as of 2002.

PERCENT OF INCOME SPENT ON HOUSING, ALL HOUSEHOLDS, 2002			
Place	Less than 30%	30% - 50%	More than 50%
Altamonte Springs	68.2	19.9	11.9
Casselberry	71.1	18.6	10.3
Lake Mary	74.5	17.1	8.4
Longwood	72.3	17.9	9.8
Oviedo	74.4	17.9	7.8
Sanford	69.3	19.6	11.1
Winter Springs	73.6	17.5	8.9
Unincorporated Area	73.0	17.8	9.3
Total County	72.0	18.3	9.7

Element Assessment

Eight issues shape the direction of this Element. The issues range from provision of affordable housing programs for very low income households to rehabilitating deteriorating housing stock, maintaining files of historic properties and addressing needs of the homeless. Overall, the one goal and nine objectives of the Element have been achieved or are being achieved. The Element has been **successful** in the following ways:

- The County continues to support private sector housing development by streamlining the development review process and expediting the review process for affordable housing development. (Objective HSG 1)
- More than 600 lower income families have been assisted with SHIP down payment assistance since the last EAR was completed. (Objectives HSG 3 and 9)
- County staff assists developers of affordable housing to locate and identify vacant, developable parcels (Objective HSG 1)
- Provision of affordable housing in and near HIP districts (for proximity to jobs and amenities) has been achieved through construction of 1,701 new Housing Credit-assisted rental units in two County HIP districts. Of these, 1,464 affordable rental units have been created (committed to households at 60% of median income); 855 were built in the HIP district at Interstate 4 and State Road 46 near the Seminole Towne Center mall, and 609 were built in the HIP district south of Oviedo. (Objective HSG 1)
- Since the last EAR, the County assisted redevelopment of several lower income communities through programs that: demolished and cleared 107 vacant, dilapidated structures; rehabilitated/repared 102 owner occupied or rental housing units; provided new housing construction, both direct development by the County of 17 new owner occupied homes, and subsidies to developers; and operated capital improvement programs to improve infrastructure of lower income neighborhoods, including six miles of sidewalk and paving of more than 3.5 miles of dirt roads. (Objective HSG 2)
- The County, through its SHIP and HOME Programs, continues to maintain an Affordable Housing Trust Fund (funded by both the SHIP and HOME Programs) to subsidize private and public affordable housing development, and the preservation of the existing housing stock. (Objective HSG 4)
- The County also uses the Orange County Housing Finance Authority to provide bond-financed mortgages for homebuyers (down payment assistance offered through local mortgage companies) and financing for affordable multi-family projects. Funds were also provided to Florida Community Partners (a local regional nonprofit affordable housing lender) since the last EAR submittal to provide low interest loans for multi-family housing development in Seminole County. (Objective HSG 4)
- The County has taken a proactive role by actively seeking and recruiting affordable housing partners (both nonprofit and for-profit housing developers) to participate in subsidized new housing development, such as a joint effort with the Goldsboro Front Porch Council, and Homes in Partnership, Inc. to provide seven new units for very low and low income households as infill development. (Objectives HSG 4 and 9)
- The County allows manufactured (modular) housing in all current residential zoning classifications, and many are approved on a monthly basis. Most manufactured housing is installed on an individual basis on infill lots, rather than in multi-unit developments. (Objective HSG 6)
- The County's Land Development Code allows group and foster care homes meeting the State's definitions as permitted uses in single family zoning districts, and by special exception approval in multi-family zoning districts. In addition, the County has provided \$2 million toward the development of a 96-unit facility for victims of domestic violence expected to be completed in 2006, is funding the development of the Lisa Merlin House in the City of Casselberry to house 14 persons in a community residential house, and has funded renovation of three housing units for group homes since the last EAR. (Objective HSG 8)

Along with these successes are some **shortcomings** that the County intends to address.

- Only 59 parcels allowing high density residential development in the unincorporated County exist, and only a few are vacant. High density has generally been believed to be necessary to achieve affordable housing; absence of a true mixed use land use in the unincorporated area has, therefore, resulted in a shortage of usable sites. (Objective HSG 1)

- Even though the Comprehensive Plan encourages infill development, requests for multi-family housing often receive resistance to infill by local residents. Existing residents tend to resist infill development of even a moderate increase in density on vacant parcels. Improved infill design criteria may assist with this problem. (Objective HSG 1)
- As a part of the EAR process, staff is re-examining the policy that promotes affordable housing in HIP districts. Available land in those districts is becoming more scarce and valuable as development takes place and should be reserved for high tech industries and related jobs, as stated in the Economic Element. (Objective HSG 1)
- Neighborhood target area revitalization plans were not updated as planned, although extensive improvements have been made to these areas. (Objective HSG 2)
- Seminole County does not presently have a process for updating the County's portion of the Florida Master Site File of historic properties, or for assisting property owners to identify historically significant housing and apply for assistance in rehabilitating and/or adaptively reusing historic housing. (Objective HSG 5)
- Most mobile homes are approved on a case-by-case basis. The Land Development Code is not conducive to the placement of permanent mobile homes throughout the County. The consultant currently preparing revisions to the Land Development Code is advocating elimination of reference to the term 'mobile home', based on federal standards, and recommending retention of the term 'manufactured housing' only. (Objective HSG 6)
- As older and deteriorating mobile home developments age (i.e., mobile home parks located in urbanized areas), the trend is for developers to purchase, clear and redevelop mobile home parks with site-built owner occupied housing. The Florida Housing Data Clearinghouse 2005 data indicate that approximately 22 mobile units are eliminated from the County's housing stock annually (Objective HSG 6).

Objective Achievement with Regards to Major Issues

An assessment of the Element's objectives has been completed to determine how their achievement relates to the major issues identified by the County as part of the Evaluation and Appraisal (EAR) process. The successes and shortcomings of implementing objectives of the Housing Element relate to **Neighborhood Protection (Major Issue 1)** by supporting the viability of existing neighborhoods through revitalization programs (removing dilapidated structures, renovating usable structures, installing infrastructure), infill development of vacant sites and redevelopment of declining areas, and preserving historic areas; **Protection of designated High Intensity Planned Unit Development (HIP)/Economic Development Target Areas for Targeted Industries (Major Issue 4)**, by ensuring that sufficient land remains available for target industries and is not completely absorbed in providing affordable housing; **Infill Development and Redevelopment (Major Issue 5)**, by encouraging this development in a manner compatible with and protective of surrounding neighborhoods; and **Affordable Housing (Major Issue 7)**, through updating of objectives regarding location of affordable housing and implementation of infill development.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the Housing Objectives identified above, and accompanying policies, for potential amendments as part of the 2007 round of EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition or formatting.

3.9 IMPLEMENTATION

Element Overview

The purpose of the Implementation Element is to establish actions that implement the goals, objectives and policies of the Vision 2020 Plan. The following actions represent how the Plan is implemented and fall into the four (4) major categories:

Plan Programs - Plan policies address the continuation, expansion and initiation of new government service and facility programs, including, but not limited to, capital facility construction.

Regulations - Continuing, revising or implementing new regulations for managing growth and protecting the environment.

Development Policies - Criteria and standards for when, where and how development is to occur. These policies are contained in the Future Land Use Element and in other Elements of the Plan.

Coordination - The Plan includes policies in the Intergovernmental Coordination Element and in other Elements of the Plan relating to how and to what extent the County will coordinate with other local, regional, state, and federal agencies.

Element Assessment

Progress toward meeting the goals, objectives and policies is achieved through Evaluation and Appraisal Reports; Capital Improvements Element Updates; Comprehensive Plan Land Development Code Updates; Future land Use Amendments; interpretation of Future Land Use District Boundaries; reduction of Nonconforming Uses and Conflicting Zonings; public participation; and Concurrency Management System. Overall, the County has achieved the one (1) goal, three (3) objectives, and supporting policies of the Element. The Element has been **successful** in the following ways:

- Successfully completed required Evaluation and Appraisal Reports
- Successfully completed annual Capital Improvements Element updates
- Processed numerous future land use and text amendments per Florida Statutes.
- Processed Administrative Updates to the Comprehensive Plan such as the Wekiva Special Area Study and Chuluota Small Area Study.
- Adopted the Seminole County School Board Interlocal Agreement in 2001 and the Interlocal Agreement for Public School Facility Planning in 2003.
- Converted the Comprehensive Plan Future Land Use Maps from paper to digital format (Resolution 2003-R-179).
- Encourage public participation in the County's comprehensive planning process via public hearing placards, public hearing mailouts, conducting special meetings, advertising, Seminole County Government Television and Seminole County's website.
- Began process of a major revision to the County's Land Development Code.

Along with these successes are some **shortcomings** that the County intends to address.

- Consider updating the Land Development Code as required by the Comprehensive Plan, where updates/revisions have not occurred.
- Provide remedies for nonconforming uses and conflicting zonings identified since 1992.
- Complete revisions to the 2003 Interlocal Agreement for Public School Facility Planning by September 1, 2006.
- Evaluate the need to revise the County's Concurrency Management Plan policies to reflect amendments to Chapter 163 from Senate Bill 360 (2005).

- Add Energy to the list of elements in the Introduction section.
- Evaluate the Concurrency Management System to determine consistency with SB 360 (Objective IMP 1, 2 and 3).

Objective Achievement regarding the Major Issues

Not applicable to Major Issues.

Conclusions and Recommendations

The County will further evaluate, as a result of this assessment, the need for revision, amendment or addition to Objectives and Policies of the Vision 2020 Plan as part of the 2007 EAR-based round of amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to the rules of grammar, composition, or formatting.

3.10 INTERGOVERNMENTAL COORDINATION

Element Overview

The purpose of the Intergovernmental Coordination Element is to address coordination efforts with municipalities; adjacent counties; federal, state and regional agencies; and independent service-providing authorities that have no jurisdiction over land development approvals. The program areas most concerned with intergovernmental issues include land use planning/joint planning or annexation agreements; water and sewer agreements; coordination with the Seminole County School Board; transportation planning and concurrency management coordination with the Cities and the State; environmental, conservation and resource protection/mitigation; stormwater/drainage problems; and fire protection/emergency services.

Element Assessment

Twenty-five key issues have been identified for this Element, which includes issues from across the multiple elements of the Vision 2020 Plan. Issues range from collaborative planning; intergovernmental coordination; transportation; housing; sanitary sewer; potable water; solid waste; drainage; conservation; and recreation and open space. The issues provide the basis for the one (1) goal, five (5) objectives, and supporting policies that address the several key issues. Overall, the County has achieved the one (1) goal and the several objectives of the Elements. The Element has been **successful** in the following ways:

- Facilitated routine and special meetings of the Planning Technical Advisory Committee (Objective IGC 1).
- Secured Joint Planning Interlocal Agreement between Seminole County, the City of Sanford, and the Sanford Airport Authority relating to the Orlando Sanford International Airport (OSIA) in 2004 to address compatibility issues adjacent the OSIA (Objective IGC 1).
- Ongoing coordination with County municipalities regarding collection of impact fees (Objective IGC 1).
- Coordination with County Municipalities and School Board regarding land use actions in accordance with the 1997 Intergovernmental Planning Coordination Agreement (Objective IGC 1).
- Successful completion of the 2003 Interlocal Agreement for Public School Facility Planning (Objective IGC 1).
- Successful coordination between Seminole County, the City of Sanford, and the Sanford Airport Authority to create the Orlando Sanford International Airport Economic Development Plan in 2003 (Objective IGC 1).
- Successful completion of the Interlocal Service Delivery Agreement Report of 2004 (Objective IGC 1).
- Appointment of School Board representative to the County's Land Planning Agency in 2002 (Objective IGC 2).
- Successful completion of the 2001 Seminole County School Board Interlocal Agreement (Objective IGC 2).
- Successful operations of the County's website and Seminole County Government Television to disseminate information relating to County activities, operations, processes, services, and facilities (Objective IGC 6).

Along with these successes are some **shortcomings** that the County intends to address.

- Continue to coordinate with the City of Sanford and City of Oviedo on updating joint planning agreements. (Objective IGC 1)
- Continue to reach out to other County municipalities regarding creation of joint planning agreements. (Objective IGC 1)

Objective Achievement With Regards to Major Issues

An assessment of the Element's objectives has been completed to identify how their achievement relates to the major issues identified by the County as part of the Evaluation and Appraisal (EAR) process, and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. The successes and shortcomings of implementing objectives of the Intergovernmental Coordination Element relate to **Intergovernmental Coordination (Major Issue 2)** through development of joint planning agreements with adjacent jurisdictions; coordination with the St. Johns River Water Management District regarding water supply; and coordination and enhancement of shared parks and recreational facilities; and **Drainage Needs (Major Issue 8)**, through the ongoing preparation of basin master plans that cross jurisdictional boundaries and the continued efforts of the Middle Basin Working Group, partnered with the St. Johns River Water Management District, to increase public education, increase funding for drainage projects and improve water quality of the middle St. Johns River basin.

Required Special Topics by the Department of Community Affairs:

Schools

Staff will conduct an assessment of the efforts to coordinate future land uses and residential development with the capacity of existing and planned schools, establishing consistent and appropriate population projections with the School Board, and assisting the School Board in planning and siting of new schools as part of the EAR.

Water Supply Plan

The Planning Division prepared a draft Water Supply Plan last year as required by State Statutes. Once the St. Johns River Water Management District completes the Regional Water Plan, Planning Staff will update the County's draft Water Supply Plan and will address the initial comments provided by the District during the first review of the document. Staff intends to complete the Water Supply Plan this year unless legislation is passed that changes the date of submission again.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the IGC Objectives identified above, and accompanying policies, for potential amendments as part of the 2007 round of EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.11 LIBRARY SERVICES

Element Overview

The Library Services Element is an optional element of the Vision 2020 Plan. The services provided by the library system are not provided by any other agency. Due to public demand for these services, the Library Services Element was adopted to address methods to maintain the library's role in the community as an educational, informational and recreational facility, in order to meet the needs of current and future residents of Seminole County. Both the growth of the County's population and the growth of information available in cyberspace create increasing demands for library services. For budgetary purposes, the library system is operating under the present level of service standard of 1.0 book per capita.

In October 2000, a strategic plan was developed for the library system. Issues identified by that process included: greater access to electronic information; increased space (for shelving, seating, study areas, meeting rooms and parking); accessibility; expansion of library collection formats (taped and recorded materials); interagency cooperative agreements and expansion of books-by-mail services to all residents.

Element Assessment

Three sets of issues have been identified for this element, which are: ensuring that the printed collection meets demands; ensuring that internet access and word processing library facilities meet demands; and establishing a useful level of service. Overall, the Element's only goal and supporting objectives and policies have been **successful** in the following ways:

- The County has continued to provide a system of branch libraries and updated circulating and reference collection, resulting in annual circulation of books and other library materials for FY 2004/05 of 2.5 million.
- Continued County participation in the national Online Computer Library Center and Inter Library Loan system programs has provided access to 12,400 books per year borrowed from other libraries throughout the United States.
- The County's Youth programming has an annual attendance of 105,000, ranking first in the state for attendance per capita.
- Thirty-seven database subscriptions are available via the Internet for public use both in the libraries and remotely.
- The Internet Guide to Resources on the Seminole County Public Library System's web site directs users to recommended Internet web sites on a variety of topics.
- All five branch libraries offer reference and youth services programming.
- All five branch libraries are open 7 days a week for a total of 68 hours.
- The Library System's catalog is available remotely via the Internet and allows patrons to request an item.
- Ongoing coordination with other public agencies, such as the Seminole County School Board and Seminole Community College resulted in avoiding duplication of literacy programs and enhanced public school services.
- The County has continued to collect Library Impact fees to address needs resulting from growth.

Along with these successes are some **shortcomings**, which the County intends to monitor and address:

- Library staff report that public school teachers' expectations for curriculum support by the public library exceed current levels of service;
- Based on user comments, there appears to be a need to identify alternative Level of Service standards; and
- County reliance on General Fund as the primary source of funds limits ability to respond to user needs. There is a need to explore options for a dedicated source of funding.

Objective Achievement regarding the Major Issues

Of the eight Major Issues and two Special Topics, this element directly relates to **Major Issue 3 - Library Service**. The successes and shortcomings of providing library services, noted above, have a direct bearing on the Major Issue.

Objective LIB 5 (Level of Service Standards and Funding) directly addresses the Major Issue by stating that the County shall establish and fund standards and programs to meet current and future demands. Recent user surveys have noted the following: an increased public desire for larger facilities and collections; continued unmet public desire for a greater variety of audiovisual formats; a lack of parking prevents users from accessing facilities during peak hours and/or when youth services programming is being held; a 'books by mail' service would increase access to library books and materials. (The County does not offer this service at this time, with the exception of a limited catalogue of materials made available to disabled persons unable to access a library). The review of user comments undertaken during the element assessment indicate that users desire standards to be set for library resources other than the hardback books that are currently the only Level of Service, and that reliance on the General Fund may not be sufficient for current as well as future needs.

Conclusions and Recommendations

Revisions to Objective LIB 5 (Level of Service Standards and Funding) of the Library Services Element are necessary to implement Major Issue 3 findings and recommendations regarding Levels of Service so current and future needs for library services are met, and to address recommendations in other Major Issue findings that affect provisions of the Element. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to the rules of grammar, composition, or formatting.

3.12 POTABLE WATER

Element Overview

The purpose of the Potable Water Element is to identify the policies that guide the provision of this important service, consistent with the Future Land Use Element of the Comprehensive Plan and the plans of the Seminole County Environmental Services Department. The County currently owns and operates sixteen treatment plants and has four (4) water service areas in the urbanized area. In addition, service is provided to unincorporated users by the cities of Altamonte Springs, Casselberry, Lake Mary, Oviedo and Sanford, and two major private water utilities. Issues that the Potable Water Element addresses include: Monitoring of proposed regulations; Fluoridation; Backflow prevention; Conservation; Levels of Service and Future Water Supply.

Element Assessment

The County has evaluated the Element Goal and each Objective and identified the major **successes** accomplished since the previous 1998 EAR that support attaining the Element Goal and achieving of the Objectives.

- In compliance with the Safe Drinking Water Act, the County issues annually a required Consumer Confidence Report (CCR) and is in compliance with those rules of the Act currently enforced: Lead and Copper, and Disinfection by Products. Additionally, compliance with the "Stage 2 Disinfectants and Disinfection Byproducts Rule" is required by 2009. This will require operational and possibly facility improvements with the potential to significantly increase the cost of water treatment. The County has initiated preliminary studies to determine the impact and has inserted tentative projects into the Capital Improvements Program which are reflected in the Capital Improvements Element listing of projects for the Potable Water Element. (Objective POT 1)
- The County continues to provide fluoridated water to all customers. (Objective POT 1)
- The Seminole County Environmental Services Cross-Connection Control (CCC) Program was established to safeguard the County's potable (drinking) water system from contaminants and other hazards that may enter through cross connections. The Seminole County CCC Program was formally approved by the Florida Department of Environmental Protection (FDEP) on January 26, 2000. (Objective POT 1)
- The County enacted an emergency water conservation ordinance that revised the rate structure to discourage use of water in excess of that necessary for personal health, welfare and hygiene needs. The County continues to expand the use of water conservation devices, encourage site design that minimizes water use and is expanding the use and availability of highly treated effluent (reuse/reclaim) water to reduce the demand on groundwater sources. The County also has an ongoing program with the St Johns River Water Management District of finding and plugging abandoned artesian wells. (Objective POT 1)
- The County continues to maintain its ability to provide water to existing and new development at the adopted levels of service (LOS). This is accomplished through the acquisition of new and replacement equipment as scheduled in the annually updated, five-year financially feasible Capital Improvements Element (CIE) based on updated demand projections. Since 1998, the County has constructed and expanded a new Markham Regional Water Treatment Plant (WTP) and expanded the former Consumers WTP into the Southeast Regional WTP. Water and Sewer Divisions continue to be operated as enterprise service delivery systems. Additionally, the County recently acquired several small water treatment plants from a private utility which will be integrated into the County system to provide greater efficiency, cost and quality/safety of water service. (Objectives POT 2, 3 and 4)
- Interlocal emergency service agreements are maintained where appropriate with adjacent jurisdictions to reduce cost and insure continued delivery. Wholesale agreements are in place with Utilities Inc of Florida and several of the cities to maximize the use of existing capacities and facilities. (Objectives POT 3 and 4)
- In 1991 the County's Comprehensive Plan was amended to create the East Rural Area, an area covering approximately one-third of the County. Within this area, urban services are to

be restricted – in particular, central water and sewer services are to be provided only in the case of a bona fide health need. (Objective POT 4)

- The County has initiated a multi-phase project to construct a major transmission main from the Southeast Regional WTP to the Lake Hayes WTP area south of Oviedo in anticipation of potential well field degradation due to salt water intrusion. Even should this not occur, the main will serve to improve the efficiency and effectiveness of water distribution within and between systems and thus aid in use maximization. (Objective POT 1)

In addition to the successes we have identified above, we have also identified several **shortcomings**.

- Much of the unincorporated county was developed in advance of the availability of central water systems, development occurring in a dispersed manner. Construction of a reuse water system to serve these developments would be a significant cost. To address this issue, the County requires central water services of new development adjacent to existing systems and will require that central services be installed in existing developments that are redeveloped. In this way, reuse will be made available to virtually all developed areas over time and at a reasonable cost. (Objective POT 1)

Objective Achievement Regarding the Major Issues

An assessment of the element's objectives has been completed to identify how their achievement relates to the major issues identified by the County as part of the Evaluation and Appraisal (EAR) process, and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. The successes and shortcomings in achieving the objectives of this element affects **Intergovernmental Coordination 2.C (Major Issue 2)** which states: Staff will continue to coordinate water supply issues with the St. Johns River Water Management District (SJRWMD), the cities in Seminole County and other entities, adjacent counties/cities, and private providers.

Special Topic 2

Water Supply Plan

The County is currently working on a revised Work Plan based on a draft copy produced in 2004. The Work Plan will cover a ten (10) year planning period and address the District Water Supply Plan (DWSP) scheduled for adoption in February 2006. Staff intends to complete and adopt the Work Plan by December 1, 2006 unless that date is legislatively revised. Implementation of the WSFP will require amendments to the Potable Water, Capital Improvements, Conservation and Interlocal Government elements of the Comprehensive Plan.

Conclusions and Recommendation

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the Potable Water Objectives identified above, and accompanying policies, for potential amendments as part of the EAR-based amendments.

In addition, the County will evaluate the need for amendments to this Element and the Capital Improvements Element as a result of changes to Federal Safe Drinking Water Act regulations. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting.

3.13 PUBLIC SAFETY

Element Overview

The purpose of the Public Safety Element is to provide County residents with fire protection, emergency rescue, hazardous materials incident mitigation, pre-hospital emergency care, disaster management, animal control and other emergency services in an efficient and cost effective manner.

In 1974, the Seminole County Department of Public Safety EMS/Fire/Rescue Division was created to serve unincorporated Seminole County. The Division was created from numerous volunteer fire departments. The Division grew to over 13 stations by the year 2000. In 2002, the EMS/Fire/Rescue Division merged with the City of Altamonte Springs Fire Department to create one of the largest fire departments in Central Florida.

The Fire EMS/Fire/Rescue Division operates under a sophisticated "First Response" mutual aid system. Every city in Seminole County, along with specific stations in Volusia and Orange Counties, participates in this sharing of resources. This concept dispatches the closest unit(s) to an emergency regardless of jurisdiction.

The Seminole County EMS/Fire/Rescue Division responds daily to emergencies that threaten life and property. A proactive approach is taken in many of these emergency situations by extensive training and disaster planning. The Department operates under the Incident Management System of Incident Command for both daily operations and alarm situations.

Element Assessment

Three sets of issues have been identified for this Element, which are: health and safety, Level of Service (LOS), and cost effectiveness and use of resources. Overall, the Element's goal and supporting objectives and policies have been **successful** in the following ways:

- The Division is currently beginning the process of obtaining a "Commission on Accredited Ambulance Services" certificate confirming that Fire Transport operates at the highest industry standards. This will require the Division to participate in an in-depth review of its systems, policies and practices and compare them to national standards. (Objective PUB 1)
- Seminole County Department of Public Safety, Emergency Medical Services (EMS) Performance Management & Education Bureau (EMSPMEB), is continuing to meet its responsibility for coordinating the Seminole County EMS System. The countywide EMS system includes all of the municipalities. The mission of the EMSPMEB is to improve the efficiency of the Seminole County EMS System through the application of sound medical Continuous Quality Improvement (CQI) resulting in the application of the best methodologies and techniques in EMS education and practice. (Objective PUB 1 and 3)
- More than five hundred and sixty (560) Paramedics and Emergency Medical Technicians participate in the system that operates under a Medical Director and associates, with a single set of medical practice parameters and standing orders. In addition, The EMS Performance Management and Education Bureau endeavors to improve the efficiency of the Seminole County EMS System through the application of sound medical Continuous Quality Improvement (CQI). The effectiveness of the Seminole County EMS System is enhanced through the application of the best methodologies and techniques in EMS education and practice. (Objective PUB 1 and 3)
- The Emergency Communications/E-911 Division provides effective, responsive emergency communications services and coordination of the countywide enhanced 911 system to the citizens and visitors of Seminole County. The Division (comprised of the Emergency Communications Center, E-911 Section, and the Medical Quality Assurance Bureau) provides centralized dispatch services for fire and EMS resources to all fire and EMS agencies operating as a part of the Seminole County First Response System.

- These municipalities include Altamonte Springs, Casselberry, Lake Mary, Longwood, Oviedo, Sanford, Winter Springs, and the unincorporated areas of Seminole County. Emergency ambulance service is also provided. (Objective PUB 1 and 3)
- The County maintains multiple hazardous materials response/mitigation units and provides ongoing training to staff. The County performs HazMat response for the municipalities and maintains mutual aid agreements with the City of Orlando and the counties of Lake, Orange, and Volusia. (Objective PUB 1)
 - The Seminole County Department of Public Safety has made a commitment to preventing injuries and death in our community through fire and life safety education. Programs are specifically designed to service businesses, churches, social organizations, children groups, schools, and other community organizations with the goal of saving lives and preventing property loss. Trained fire and life safety specialists teach over 1,500 safety courses, participate in over 200 special events, reaching over 95,000 people each year with educational programs and information. (Objective PUB 1)
 - The Seminole County Department of Public Safety, Animals Services Division is charged and continues to carry out the responsibility of enforcing Seminole County Code, Chapter 20 "Animals and Fowl". In addition to code enforcement, the Animal Services Division is also responsible for the capture, confinement and care of nuisance and stray animals, the sale and issuance of Seminole County Pet Licenses and Commercial Kennel Licenses, the investigation of animal cruelty/nuisance complaints and animal bite investigations, the enforcement of the Rabies Control Program and administration of the animal sterilization Public Rebate Program. The Animal Services Division also presents animals for adoption and participates in a variety of public education and service opportunities. Since 1998, a new, expanded free standing facility has been created providing better animal housing and improved customer service. (Objective PUB 1)
 - The County continues to maintain its adopted level of service of a five minute response time in the unincorporated area. This has been accomplished through annual review and budgeting of needed new and replacement equipment and the addition of new technologies and the opening of new fire stations. (Objective PUB 2)
 - To improve safety and maintain expertise in handling emergency incidents, a fire training center is being established. To improve response and financial effectiveness, the County and City of Altamonte Springs merged their fire departments. To improve response times, Fire Station 65, opened in 1999, is a joint effort by Seminole County, Orange County and the University of Central Florida. Additional stations are currently programmed in the next five year capital improvements element. (Objective PUB 2 and 3)
 - Over the past few years, the cities have added or relocated four (4) stations and added five (5) units. This has provided additional resources to the common pool of resources responding under First-Response agreements and has had a positive impact on maintaining the unincorporated response time. (Objective PUB 2 and 3)
 - The Seminole County EOC continues to provide a centralized and specialized location to communicate, organize and manage natural or manmade disasters and make strategic decisions necessary to protect the residents and property of Seminole County. In 1998, the original EOC was expanded and moved to the new Public Safety Building. To ensure all of the available information is transmitted into the EOC, the main room is equipped with state of the art, computerized audio-visual equipment, Geographic Information System (GIS) mapping software, traffic monitoring, over 50 phones, printer/fax machines and laptop and desktop computers. Seminole's EOC has been selected by the Florida Division of Emergency Management as one of two alternative State EOCs. (Objective PUB 1)
 - The department has been integrated into the state's strategy for responding to terrorism threats involving weapons of mass destructions (WMD). The program resources are also available for response to day-to-day incidents and serve to increase the County's overall service delivery capability. "Air Rescue 3" continues to provide Emergency Medical Air Transport to Level One trauma victims and provides brush fire support through the use of "Bambi Bucket" operations. (Objective PUB 1)

- In 2003, the County joined with the City of Orlando and Orange County to create a state Urban Search and Rescue (USAR) team. The team has already responded to calls for assistance in the local region, within the State of Florida for several hurricane responses as well as nationally in support of the Hurricane Katrina disaster. (Objective PUB 1)
- The County has expanded and continues to expand the number of fire stations in operation including shared stations. This in conjunction with interlocal service agreements, pre-positioning of units for load distribution and other technical improvements such as signal pre-emption have enabled the Department to maintain a high level of efficiency and cost effectiveness. (Objective PUB 3)

The following **shortcoming** relates to meeting future service demand requirements.

The impact of increasing urbanization (more traffic and a heavier call load), the rising costs of operations and capital equipment and ongoing improvements in technology will require that the County continually evaluate what is the most effective and appropriate method of service delivery. (Objective PUB 2)

Objective Achievement Regarding the Major Issues

Of the eight major issues and two special topics, the Public Safety Element relates most directly to the issues of **Intergovernmental Coordination (Major Issue 2)**.

As noted in the successes above, the County continues to work closely with the cities and surrounding counties to maximize the use and effectiveness of equipment, trained personnel, station locations and joint training opportunities. (Objective PUB 2 and 3)

Conclusions and Recommendations

Planning should accomplish the following:

1. Revise/delete Comprehensive Plan Policy PUB 3.1 Telecommunication to reflect movement of the division to a new department.
2. Update Service Area Map to include new fire stations.
3. The County is and will be reviewing technical opportunities in the areas of Computer Aided Design (CAD), mobile data terminals, enhanced automatic vehicle locators, traffic signal preemption, and radio system enhancements to improve service delivery. This will be done in conjunction with an ongoing assessment of the need for additional stations and units and the most advantageous positioning of both.
4. The County, as part of the EAR amendment process, may also evaluate the need for any additional amendments to better define the Department mission and goal.

3.14 RECREATION AND OPEN SPACE

Element Overview

The purpose of the Seminole County Recreation and Open Space Element is provide guidance to the effort of ensuring a high quality recreation and open space system that serves the needs of the current and future residents of Seminole County. The County's original long range program emphasized developing a system of urban community parks. Current efforts also include provision of neighborhood parks for infill areas. The recreational opportunities range from facilities of less than one acre to 1,877 acres, and types of parks include community, neighborhood, mini-parks, special use parks and facilities, linear parks (trails) and passive resource parks (natural lands).

Element Assessment

The following **successes** have been achieved through implementation of the objectives and polices of the Recreation and Open Space Element.

- In November 1990, the voters of Seminole County approved by referendum an ad valorem tax to fund the purchase of environmentally sensitive lands, which may be used for passive recreational purposes. Since that date a county-wide Natural Lands program was created to assess, acquire and manage properties deemed of environmental significance. The program has purchased over 6,500 acres of land stretched across Seminole County. The largest parcels are called Wilderness Areas. Five Wilderness Areas and one Preserve are open to the public for passive recreation. Additional funds to continue land purchases were approved by the voters by referendum in 2000. (Objective REC 7)
- The County has exceeded its adopted LOS standard by 2,917 acres of unincorporated park facilities providing both active and passive recreational opportunities to all Seminole County residents. These acres are comprised primarily of five (5) Wilderness Areas made accessible via maintained paths and 24 smaller, local parks, many with active recreational facilities such as baseball and softball diamonds, roller hockey rink, tennis courts, athletic fields, swing sets, etc. (Objectives REC 4, 5 and 7)
- The County has maintained its ability to provide park acreage at the adopted levels of service (LOS) through the acquisition of additional park acres and new and replacement equipment as scheduled in the annually updated, five-year financially feasible Capital Improvements Element (CIE) based on updated service demand projections. (Objectives REC 4)
- One of the biggest successes for Seminole County has been the provision of over 21 miles of recreational urban (paved) trails to link neighborhoods, active parks and natural lands wilderness areas throughout the county. (Objective REC 5)

Specific Recreation and Open Space accomplishments since the 1998 EAR:

- Wilson's Landing Park - purchased 20 acres on the banks of the Wekiva River.
- Opening of 2.2 miles of the Seminole Wekiva Trail between S.R. 436 and S.R. 434 in Altamonte Springs.
- Opening of 1.5 miles of the Crossings Trails a multi-use recreation trail in Lake Mary.
- Acquired two additional neighborhood parks - Roseland (Sanford area) & Jamestown (Oveido area).
- Trails, Greenways And Natural Lands Referendum was approved in the amount of \$25 million by Seminole County voters.
- Kewannee Park developed on 6 acres.

- Opening 12 miles of the Seminole Wekiva Trail phase II between 434 along Markham Woods Road to Lake Mary Blvd and from 46A to Lake Markham Road near Sylvan Lake Park.
- Opening of Interstate 4 pedestrian bridge with maintenance turned over to Parks and Recreation.
- Playground improvements in CDBG neighborhood communities with General Fund dollars.

The following **shortcoming** relates to meeting residents' desires for more active sports facilities.

- Currently the adopted level of service standards address total and developed acres only, not quantity, sizes, or locations of athletic facilities for various activities. The County may want to evaluate the establishment of athletic facility guidelines and set target figures in each category adjusted for location and demand. The Florida Statewide Comprehensive Outdoor Recreation Plan developed by the Florida Department of Environmental Protection provides guidelines for meeting the need for outdoor activities and may serve as a starting point for local needs planning. (Objectives REC 3, 4 and 6)

Objective Achievement with Regards to Major Issues

Of the eight major issues and two special topics, the Recreation and Open Space Element relates most directly to the issue of **Intergovernmental Coordination (Major Issue 2)**.

The completed projects have been accomplished with support from state agency funds or directly in conjunction with the City of Sanford and the School Board. A number of projects are highly localized to CDBG target areas: Roseland, Jamestown, Midway giving these areas neighborhood parks.

One of the larger interlocal coordination efforts has been with the Seminole County School Board at Greenwood Lakes Park and Greenwood Lakes Middle school. Here a variety of recreational services are shared between the two facilities – tennis and basketball courts, an open field and a roller hockey rink. The County has also provided support to the City of Sanford in the building of an Olympic size pool at Seminole High School that is open to the public during set hours.

A Parks and Recreation Technical Subcommittee of the Joint City/County Advisory Committee is made up of city, county and school board representatives is a focal point for discussing the type of facilities in demand, needed locations, customers served, costs, maintenance and availability times. Issues that present hurdles to increasing the number of recreational facilities and expanding availability are user costs, maintenance costs, and liability – especially between private facilities and public users. Issues of non-duplication and non-competition as well as sharing facilities are points to be considered between the various city, county, private and school providers.

Conclusions and Recommendations

At this time, no new actions (including Comprehensive Plan amendments) are proposed. Activities will continue to be monitored, which may result in change.

3.15 SANITARY SEWER

Element Overview

The purpose of the Sanitary Sewer Element is to identify the existing and future plans to provide this service, consistent with the County's Water and Wastewater plans, the Future Land Use Element, and federal and state requirements. Sanitary sewer services are provided to residential and non-residential unincorporated Seminole County users through County, City and private central sewer systems. The County has three sanitary sewer service areas: (1) Southwest Service Area - served by wholesale agreements with Utilities, Inc. and the City of Altamonte Springs; (2) Southeast Service Area - served by the Iron Bridge wastewater plant located south of Oviedo and operated by the City of Orlando; by agreement, the County has a reserved portion of the Iron Bridge capacity; and (3) Northwest Service Area - served by two County owned wastewater treatment facilities.

The County operates the sanitary sewer system as a fee-based enterprise. To ensure a continued supply of sewer treatment, the Water and Wastewater Division of the County's Environmental Services Department prepares an annual budget and five year capital plan for maintenance, replacement and capacity expansion based on a five year master plan. Additionally, the County works with the cities and private utilities to share wholesale services. Public health and safety is furthered by requiring central sewer hookup where appropriate in river protection areas, revision of septic tank standards as needed and by requiring effluent reuse agreements with all new development.

Element Assessment

Four issues have been identified for this Element: environmental, cost effectiveness, Level of Service (LOS), urban sprawl. Overall, the Element's goal and supporting objectives and policies have been **successful** in the following ways:

- The County has no deficiencies in meeting service demand at the adopted level of service. Facilities are maintained and expanded as needed through capital projects approved in the five-year, financially feasible Capital Improvements Element. (*Objective SAN 3*)
- The County is a member of South Seminole and North Orange County Wastewater Transmission Authority (SSNOCWTA), a regional consortium of governments which collects and transmits wastewater to a regional treatment facility (known as Iron Bridge) serving the southern portion of Seminole County and the northern portion of Orange County. (*Objective SAN 2 and 3*)
- Wholesale agreements are in place with the cities of Altamonte Springs, Lake Mary, Longwood, Sanford, and Oviedo and the private utility Utilities Inc of Florida to maximize the use of existing facilities and capacities. Additionally, the County has maximized existing facility capacity in its Southwest Service Area by purchasing wholesale sanitary sewer service from a private utility and closing the County owned antiquated plant. (*Objective SAN 2, 3 and 4*)
- The County provides effluent reuse water from its Yankee Lake and Greenwood Lakes facilities in the northwest to surrounding business properties and is planning to expand this service to residential areas as the opportunity and cost allows. The County continues to monitor sludge and reuse legislation to maintain compliance. (*Objective SAN 1 and 2*)
- In 1991 the County's Comprehensive Plan was amended to create the East Rural Area, an area covering approximately one-third of the County. Within this area, urban services are to be restricted – in particular, central water and sewer services are to be provided only in the case of a bona fide health need. (*Objective SAN 4*)
- In December of 2005, the County transmitted Comprehensive Plan amendments to implement the Land Use Strategies requirement of the Wekiva Parkway and Protection Act. These amendments address the use of septic tanks in the Wekiva Study Area as defined by the Act. The County continues to enforce hookup to central sewer in the Wekiva River Protection Area where available. (*Objective SAN 1*)

The following **shortcomings** have been identified:

- Resolution and implementation of the Wekiva Parkway and Protection Act requirements will involve significant discussion and decision between the various parties involved – Board, staff, citizens, agencies – over the coming year. This may result in future amendments to the Comprehensive Plan. Additionally, the County is currently updating the wastewater element of its Utilities Master Plan. Challenges are expected in addressing the requirements of the Wekiva Act as it relates to the connection to central sewer service. (*Objective SAN 1*)
- Expansion of the reuse of reclaimed water within the County's existing service areas is critical to reducing the demand on groundwater supplies. The challenge is that much of the northwest area is not currently served by central water and sewer. Residential development is mostly to homes on large lots or at a significant distance from existing lines making the cost to retrofit very significant with either sewer or effluent lines. (*Objective SAN 2 and 3*)
- The challenge faced regarding urban sprawl would be the potential city annexation of portions of the County's East Rural Area resulting in urban densities and the need for urban level services. The County is working with the cities on this issue. (*Objective SAN 4*)

Objective Achievement regarding the Major Issues

Of the eight major issues and two special topics, the Sanitary Sewer Element relates most directly to the issues of **Intergovernmental Coordination (Major Issue 2)**. As noted above in both the Successes and the Shortcomings the County already has a great deal of intergovernmental involvement regarding sanitary sewer service.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the shortcomings identified above and the Element's policies for potential amendments as part of the 2006 round of EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to updating of data and dates, as well as the rules of grammar, composition, or formatting. This element may also be amended to address the provisions of the Wekiva Parkway and Protection Act (Part III Chapter 369, Florida Statutes), and Senate Bills 360 from the 2005 Florida Legislature.

3.16 SOLID WASTE

Element Overview

The purpose of the Solid Waste Element is to identify the policies that govern the provision of Solid Waste Services to the citizens of Seminole County. The County currently operates two solid waste facilities - the Osceola Road Landfill (ORL) and the Central Transfer Station (CTS). The landfill is located in the northeastern corner of the County and provides disposal and recycling facilities serving the entire County, both unincorporated and municipal. The CTS, located at the center of the County's urban area, provides a point from which to move the majority of the County's solid waste to the landfill or other contracted waste management and recycling facilities. As of 2004, the ORL and the CTS are projected to meet the County's needs beyond the 2025 planning horizon, based on current regulations, disposal techniques, and operational policies.

Element Assessment

Three sets of issues have been identified for this Element, which are: waste recycling and reduction issues; health and safety; and Level of Service (LOS) and operational issues. Overall, the Element's only goal and supporting objectives and policies have been **successful** in the following ways:

- The County has met and continues to meet all State mandated waste stream separation and reduction requirements applicable to municipal solid waste disposal in the Class I landfills. Recyclable wastes and construction/demolition debris continues to be diverted from the landfill by special processing performed at the transfer station or adjacent to the landfill and then disposed of or reused as appropriate and in accordance with any applicable regulations. (Objectives SOL 1 and 3)
- The previous mandated minimum of a 30% diversion of the waste stream from the landfill has now been redefined as a goal. Diversion operations already in existence prior to the change have been continued at nearly the same level, significantly extending the life of the landfill. (Objective SOL 1)
- The previously County operated separation and recycling operation (cans, bottle, paper, etc.) has been replaced by off-site contract operations resulting in a significant reduction in cost while improving revenue due to the volume processing done by the contractor. (Objective SOL 1)
- The County continues to sponsor a Household Hazardous Waste (HHW) Program. Amnesty Days have been expanded to include all days during regular business hours. Additional disposal programs include electronic goods, sharps, tires and used oil. Additionally, the County operates a small business hazardous waste disposal program for Conditionally Exempt Small Quantity Generators (CESQG). (Objective SOL 2)
- The County has been and continues to be in compliance with regulatory requirements to perform daily covering of the exposed disposal area at the landfill with dirt and mulch. This activity is designed to reduce/eliminate aerial disease vectors (flies, etc.) and reduce the opportunity for animal feeding (in particular birds and pigs) to further limit disease transmission. (Objective SOL 2)
- A litter and nuisance control program continues to be successfully operated through the County's Code Enforcement Board. (Objective SOL 2)
- The County is developing a separate citizen's area at the Central Transfer Station for household and small business drop-off. This will improve safety and provide a minor capacity increase on the private hauler side of the facility. (Objective SOL 2)
- Currently eighty percent (80%) of all the solid waste handled by the County is delivered to the Central Transfer Station. The other 20% is delivered directly to Seminole County's Landfill where recyclable construction materials are separated out for separate processing. The Transfer Station is operating at 63% of daily capacity while annual landfill disposal is consuming the remaining space at a current rate of 1.5% per year. (Objectives SOL 3 and 4)

- Adopted level of service (LOS) disposal rates are being met. As noted in *Policy SOL 3.1 Level of Service Standard*, the LOS standards for waste disposal shall be recalculated with each scheduled Comprehensive Plan EAR. New LOS levels, if necessary, will be adopted as one of the EAR recommended amendments. (Objective SOL 3)
- Landfill operations are expected to continue in the foreseeable future given the purchase of property adjacent to the landfill as conservation land which will reduce any threat of closure from creeping urbanization, and the construction of a slurry wall containment design which has been found compliant by the State. (Objective SOL 3)
- Neither of the County's two solid waste facilities is projected to be deficient within a 20 year planning horizon and no capacity increases are planned at this time. The positioning of the Transfer Station in the center of the County and landfill operational techniques and regulations have ensured maximal use of these facilities. (Objective SOL 4)

As a result of these successes, there are no **shortcomings** for the Solid Waste Element. However, some administrative items need to be addressed, such as changing references to "Department of Environmental Regulation" to "Department of Environmental Projection" (Objective 1) and revise or remove the reference to "minimum of a 30% diversion". These revisions will be made when the overall update to the Comprehensive Plan is completed.

Objective Achievement Regarding the Major Issues

There are no Major Issues listed in the Memorandum of Understanding which the Solid Waste Element addresses.

Conclusions and Recommendations

This Element provides the guidance needed to meet the County's solid waste service demands. The administrative, "clean up " items noted in the shortcomings discussion will be made as the overall Comprehensive Plan is update. Likewise, the County should evaluate the Level of Service adopted for the Solid Waste Element to determine if any amendments to the Comprehensive Plan are needed. If so, those changes will be part of the overall future update.

3.16 TRANSPORTATION

Element Overview

The Transportation Element focuses on developing an effective and safe multi-modal transportation system for Seminole County, intended to serve and coordinate with the land use pattern identified in the Future Land Use Element. The Element is designed to address four 'character areas' and a goal with supporting objectives and policies has been established to address the differing needs of Rural Areas, Development Corridors, Mixed Use Centers and Neighborhoods, and the connections between them. The successful implementation of the Element will ensure a mobility network that supports continued sound economic growth in a maturing community that will increasingly rely on multimodal mobility, and will enhance the County's environmental protection and aesthetics. Coordination with agencies such as the Florida Department of Transportation and municipalities will ensure a safe and efficient roadway system.

Element Assessment

Four sets of issues have been identified for this Element, including: population trends, Mobility and Accessibility in a Maturing County, Character Areas (identified as rural areas, development corridors, mixed use centers and neighborhoods), and Transportation Safety. The issues provide the basis for the goals, objectives and policies. Overall, the Element's goals, objectives and policies have been achieved or are being achieved. The Element has been **successful** in the following ways:

- The County continues to enforce land use, design and transportation policies, standards and regulations in the all character areas that coordinate the development of the transportation system with the character of land development activities, and is currently involved in a major revision to the entire Land Development Code. (Objectives TRA 1 and 4)
- The County continues to require that all new or improved transportation facilities be constructed to County standards and reviews, on an annual basis and amends as necessary, construction inspection practices. The County requires transportation facilities be brought up to standard prior to development of unincorporated lands. (Objective TRA 3)
- Seminole County has established and continues to use level of service standards for the County Road System and the portion of the State Highway System in the unincorporated area of the County through implementation of the concurrency management system. (Objectives TRA 1, 4 and 7)
- At least annually, the County uses revenue miles of service data reported by all transit service providers to measure the then current level of service. (Objective TRA 4)
- As a participant in regional public transportation planning efforts, the County has pledged \$39 million to construct a commuter rail line that will ultimately run from Deland to Kissimmee along the existing CSX rail line. (Objective TRA 9)
- As a financial participant in the Central Florida Regional Transportation Authority (known as "LYNX"), Seminole County residents benefit from nine bus routes. Four run entirely within the County, and three connect the County to Orange and Osceola counties. Two routes were added during 2005. (Objective TRA 9)
- LYNX also operates ACCESS LYNX Paratransit Service which provides more than 3,100 scheduled passenger trips daily within the three counties. (Objective TRA 9)
- The County is currently studying the feasibility of a multi-modal transit corridor along SR 436, near the I-4 interchange. (Objectives TRA 4 and 6)
- As part of the effort to coordinate the land use pattern and the multimodal transportation network the County amended the HIP-Airport plan policies in 2003 and 2005 to meet provisions of the FAA Part 150 Noise and Land Use Compatibility Program and to further ensure compatibility between permitted uses within the HIP-Airport area and vicinity and the operations and expansion of the Orlando Sanford International Airport (OSIA). In

- addition, the County, in conjunction with the Sanford Airport Authority, City of Sanford, and Florida Department of Community Affairs, created an Airport Layout Plan area for the OSIA. Associated amendments to the Land Development Code are part of the major revision to the LDC currently underway. (Objective TRA 8)
- Seminole County owns and maintains approximately 60 miles of paved and unpaved trails throughout the County. (Objective TRA 6)
 - The County continues to fund and construct a countywide network of pedestrian, bicycle, recreational and equestrian trails and to coordinate with the Metropolitan Planning Organization, Florida Department of Transportation, municipalities and other appropriate agencies in the study of, and implement options for, coordinated provisions of a bike/trail network. (Objective TRA 6)
 - For neighborhood protection, the County requires access for properties fronting on more than one roadway to be designed to minimize impact to adjacent residential areas. Access is generally limited to adjacent collector or arterial roadways and not on the adjacent local or residential streets. However, where improved traffic control can be achieved with minimum impact to adjacent residential neighborhoods, access may be considered on a local or residential street. (Objectives TRA 7 and 10)
 - Seminole County continues to enforce environmental regulations and protect scenic and canopy roadways by restricting construction activity within those rights-of way. (Objective TRA 12)
 - On September 4, 2001 Seminole County residents voted to renew the Local Option One Cent Sales Tax to address capital improvements for sidewalk, pedestrian and roadway improvements. (Objectives TRA 3 and 13)
 - In December of 2005, the County transmitted Comprehensive Plan amendments to implement the Facilities and Services requirement of the Wekiva Parkway and Protection Act (Act), including transportation related amendments

Along with these successes are some **shortcomings** that the County intends to address:

- The Transportation Element objectives and policies relating to mixed use centers, the Interstate 4 High Tech corridor and affordable housing need to be updated to reflect any applicable changes made in the Future Land Use and Design Elements. (Objectives TRA 4, 5 and 8)
- The County needs to evaluate incentives and regulations intended to promote the transfer of development rights from low intensity rural areas and environmentally sensitive areas to more intense urban corridors to make the most efficient use of the existing transportation network and to discourage urban sprawl, to determine if incentives require revision and if transfer of development rights is a viable approach to managing development in a maturing county. (Objectives 1, 2 and 3)
- An evaluation of existing Land Development Code requirements, guidelines and incentives intended to encourage the design of well-connected pedestrian and bicycle facilities and circulation systems to promote the use of alternative modes of transportation to the single-occupant vehicle has not been completed. (objective TRA 9)
- An evaluation of the Land Development Code requirements, guidelines, and incentives that provide for high-technology ("smart building") upgrades for telecommunications, energy-efficiency and other features has not been completed. (Objective TRA 9)
- The need to add additional roads to the list of policy constrained facilities has not been determined. (Objectives TRA 1, 4, and 7)
- The viability of current level of service standards for transit needs to be evaluated. (Objective TRA 4)
- The Transportation Element objectives and policies relating to infill development and affordable housing needs to be updated to reflect any applicable changes made in the Future Land Use and Design Elements. (Objective TRA 5 and 8)

- The County needs to evaluate the provision of transit services, and ensure that it is provided at a fair and reasonable price as compared to other alternatives and that it is financially feasible. (objective 13)
- In cooperation with Federal, State, regional and local agencies, the County is supposed to monitor and, at least annually, update its information on land development activities and transportation system characteristics.
- The County did not evaluate the need to update the Urbanized Area Boundary annually. (Objective TRA 14)

Objective Achievement regarding the Major Issues

Transportation was not included as one of the County's Major Issues, since several improvements are either in place or underway. Roadway concurrency has not been a problem in the County, and multimodal planning efforts are ongoing. However, transportation does touch on a range of community features. This element has a role in addressing six of the major issues and both special topics. Only **Libraries (Major Issue 3)** and **Accessible and Understandable Comprehensive Plan (Major Issue 6)** are not affected by this Element.

The successful provision of a multimodal transportation as related to identified character areas, implementation of pedestrian standards and accessibility regulations is directly related to **Neighborhood Protection (Major Issue 1)**. Continued participation in joint planning efforts, funding of multi agency transit services and coordination with cities is directly related to **Intergovernmental Coordination (Major Issue 2)**. Successful implementation of Transportation Demand Management techniques in backlogged and policy restricted constrained facilities, use of traffic calming and control of access affects **Protection of HIP/Economic Development Target Areas for Targeted Industries (Major Issue 4)**, **Infill Development and Redevelopment (Major Issue 5)** and **Affordable Housing (Major Issue 7)** through enabling development and redevelopment compatible with character areas. Enforcement of design regulations in roadway construction affects **Drainage Needs (Major Issue 8)** by protecting the surface water quality in drainage basins.

Conclusions and Recommendations

As a result of the issues identified in the foregoing assessment, the County will further analyze the challenges for the Transportation element Objectives identified above, and accompanying policies, for potential amendments as part of the 2007 round of EAR-based amendments. The County, as part of the EAR amendment process, may also evaluate the need for any amendments pertaining to the update of data and dates, as well as the rules of grammar, composition or formatting.

**CHAPTER 4
SEMINOLE COUNTY
REQUIRED SPECIAL TOPICS**

4.1 ASSESS COORDINATION OF FUTURE LAND USE AND DEVELOPMENT WITH EXISTING AND PLANNED SCHOOLS

STATEMENT OF MAJOR ISSUE

Staff will conduct an assessment of the efforts to coordinate future land uses and residential development with the capacity of existing and planned schools, establishing consistent and appropriate population projections with the School Board, and assisting the School Board in planning and siting of new schools.

ISSUE BACKGROUND

Seminole County has experienced a long and mostly satisfying relationship with the School Board of Seminole County. A close relationship between the County and School Board is vital to ensure that the plans and programs of the respective organizations function in a degree of harmony. Coordination between the School Board and County/City governments is critical because construction and land use decisions made by these organizations strongly affect facility and service delivery. Coordinated planning can ensure that County and City governments will be able to provide the necessary potable water, wastewater, and multi-modal access to a site desired for a school, that any environmental concerns are addressed and that compatibility with surrounding land uses is assured. Shared population and development approval information assists the School Board to anticipate changing service demands.

Current Considerations

There are four existing agreements between Seminole County and the School Board, and one in process, in addition to the numerous policies within the Seminole County Comprehensive Plan (SCCP) and Land Development Code (LDC) provisions of Seminole County that ensure close coordination between residential development activities and provision of public schools.

- Intergovernmental Planning Coordination Agreement (1997)
This agreement between Seminole County, County Municipalities, and the School Board of Seminole County, establishes a framework for coordination, communication and notification of proposed land use actions, and builds cooperation between the County and County Municipalities and the School Board to create an opportunity and process to resolve potential disputes.
- Seminole County School Board Interlocal Agreement (2001), as required by Section 163.31777, Florida Statutes
Seminole County, County Municipalities (but not all County Municipalities) and the School Board of Seminole County developed this agreement in 2001, to establish a formal coordination framework for joint processes for collaborative planning and decision making that addresses:
 1. The location of new schools.
 2. Review process for new schools.
 3. Co-location of public facilities, such as parks, libraries, and community centers, with schools to the greatest extent possible.
 4. Data coordination.
 5. Population projections and public school siting.
 6. The location and extension of public facilities subject to concurrency and siting of facilities with countywide significance, such as parks and recreational facilities, major roads, and water and sewer facilities, including locally unwanted land uses whose nature and identity are established in the agreement.
 7. A system of conflict resolution over siting issues.

- Interlocal Agreement for Public School Facility Planning (2003), as required by Section 163.31777, Florida Statutes
Seminole County, County Municipalities, and the School Board of Seminole County, developed this agreement in 2003, to establish a formal coordination framework, and meet the requirements of Florida Statutes for joint processes for collaborative planning and decision making as it relates to coordination of land use and public school facility planning. The agreement coordinates plans and programs of the parties to:
 1. Improve coordination of development of new public schools in time and location with residential development.
 2. Locate public schools to take advantage of existing and planned transportation corridors, water, sewer, and parks and recreational facilities.
 3. Improve student access and safety by coordinating the construction of new and expanded public schools with road, sidewalk and trail construction programs.
 4. Improve urban form by locating and designing public schools to serve as focal points of communities.
 5. Improve efficiency and convenience by co-locating public schools with parks, ball fields, recreational facilities, libraries, and other community facilities to take advantage of joint use opportunities.
 6. Support existing neighborhoods by appropriately locating new public schools and expanding and renovating existing public schools.
- Appointment of a School Board Representative
In 2002, the County formally appointed a School Board representative as a non-voting member to the Seminole County Land Planning Agency, as required by Section 163.3174, Florida Statutes.
- Interlocal Agreement for Public School Facility Planning and School Concurrency (2006 Estimated)

The County, County Municipalities, and School Board of Seminole County are currently involved in revising the Interlocal Agreement for Public School Facility Planning (2003) to include a school concurrency program, as required by Section 163.3180, Florida Statutes. The revised agreement will establish level of service standards, concurrency service areas to provide a process for determining proportionate-share mitigation, and other related intergovernmental coordination and implementation processes. This agreement is scheduled for adoption by September 1, 2006

OBJECTIVE ACHIEVEMENT REGARDING SCHOOLS

Objectives in the SCCP were reviewed regarding how they relate to this Special Topic of Schools. Three Plan Elements – Intergovernmental Coordination, Design and Future Land Use -- had Objectives and Policies tied to this Special Topic of Schools. The County's successes and shortcomings with respect to Schools are summarized here.

EVALUATION OF PLAN OBJECTIVES/POLICIES WITH RESPECT TO SCHOOLS SPECIAL TOPIC		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: INTERGOVERNMENTAL COORDINATION		
OBJECTIVE IGC 2: COORDINATION OF PLAN WITH OTHER LOCAL AGENCIES. Seminole County shall coordinate its programs and Comprehensive Plan with the programs and plans of the School Board, major utilities, quasi-public agencies and other local governments providing services but	<ul style="list-style-type: none"> • Successes: Coordination with County municipalities and School Board regarding land use actions in accordance with the 1997 Intergovernmental Planning Coordination Agreement. • : Completed the 2001 Seminole County School Board Interlocal Agreement. 	<ul style="list-style-type: none"> • The County, School Board, and County Municipalities are currently revising the 2003 Interlocal Agreement for Public School Facility Planning to add school concurrency.

EVALUATION OF PLAN OBJECTIVES/POLICIES WITH RESPECT TO SCHOOLS SPECIAL TOPIC		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
<p>not having regulatory authority over the use of land through implementation of the following policies...</p> <p>This Plan Objectives includes the following policies listed here as examples of the extensive coordination between the County and School Board:</p> <p>Policy IGC 1.5 Advance Notification of Land Use Requests and Changes in Land Use Regulations Policy IGC 1.9 Joint Processes for Collaborative Planning Policy IGC 2.1 Use of School Data for Planning County Infrastructure Policy IGC 2.2 Improving School Board/County Staff Coordination Policy IGC 2.3 School Board Representation on the Planning Technical Advisory Committee (PTAC) Policy IGC 2.4 School Board Representation on the Development Review Committee Policy IGC 2.5 Policy Coordination Between School and County Boards Policy IGC 2.6 Funding Mechanisms for School Capital Improvements Policy IGC 2.9 Plan Coordination</p>	<ul style="list-style-type: none"> • Appointment of a School Board Representative o the Seminole County Land Planning Agency • Completed the 2003 Interlocal Agreement for Public School Facility Planning. • Shortcomings: None identified. 	
ELEMENT: DESIGN		
<p>Objective DES 5 The County shall promote the enjoyment and use of public buildings, facilities and spaces by providing well-designed facilities with safe and convenient access to all residents. and Policy DES 5.1 The County shall ensure adequate and safe public access (pedestrian, bicycle, handicapped, etc.) to all existing and future County facilities. The methods for implementing this policy include the following:</p> <ul style="list-style-type: none"> • The County shall adopt Land Development Criteria, by 2002, which requires sidewalk connectors to public uses, such as parks, schools and libraries, and additional pavement width to be installed with new development and the expansion of public roadways. • The County shall amend the Land Development Code criteria, by 2002, to include 	<p>Successes: Criteria were adopted into the Land Development Code (LDC) and are used in the development review process.</p> <p>Shortcomings: None identified</p>	<p>The existing criteria may need to be re-examined after the concurrency interlocal agreement is adopted.</p>

EVALUATION OF PLAN OBJECTIVES/POLICIES WITH RESPECT TO SCHOOLS SPECIAL TOPIC		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
standards relating to when and where pedestrian, bicycle and vehicular linkages between abutting residential areas are required to provide convenient access to recreational sites, schools, libraries and shopping locations. Vehicular connections between subdivisions shall be designed to serve local residents and preclude through traffic.		
ELEMENT: FUTURE LAND USE		
<p>Policy FLU 7.4 The County shall continue coordination and interaction with the School District with regard to locating future school sites, in the acquisition of sites during the development approval process and as to all related matters. The County shall encourage the location of public schools proximate to urban residential areas concurrent with development and provision of concurrency public facilities, and concurrency public facilities are budgeted for in the appropriate Capital Improvements Plan. At a minimum, public school sites shall be located based on the following criteria:</p> <ul style="list-style-type: none"> A. Public school sites shall be located within the County's Urban Growth Boundary or be compatible with compact urban growth patterns; provided, however, that elementary schools, by nature of their service characteristics, are compatible in rural areas but only when located proximate to established residential communities; B. Public school sites shall be served by adequate concurrency public facilities; C. Public school sites shall be compatible with environmental protection, based on the soils, topography, and other natural resources on the site; and D. An assessment of 	<p>Success: The criteria listed in the Policy are used as part of the development review process.</p> <p>Shortcoming: None identified.</p>	<p>This policy may need to be re-examined after adoption of the Concurrency Interlocal Agreement.</p>

EVALUATION OF PLAN OBJECTIVES/POLICIES WITH RESPECT TO SCHOOLS SPECIAL TOPIC		
OBJECTIVE/POLICY	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
critical transportation issues, including provision of adequate roadway capacity, transit, and bikeways, shall be made for proposed school sites prior to any development to ensure the safe and efficient transport of students.		

In addition to the foregoing Objectives and Policies, in 1999, the County amended the SCCP to identify allowable locations of public elementary, middle and high schools to meet the requirements of Chapter 163, Florida Statutes, and to reduce/eliminate the need for future land use amendments to the Comprehensive Plan to accommodate development of future schools.

PROPOSED CHANGES

In accordance with section 163.3191 (2)(i), Florida Statutes, this portion of the EAR identifies any actions or corrective measures, including whether plan amendments are anticipated to address the Special Topics identified and analyzed in the EAR.

The above examples of cooperation between the County, County Municipalities, and the School Board, clearly demonstrate the adequacy of intergovernmental coordination between these entities.

The County does not propose any amendments to the SCCP at this time regarding public schools.

The County will continue its facilitation of the revisions to the Interlocal Agreement for Public School Facility Planning, as required by Section 163.31777, Florida Statutes, to establish school concurrency. During this process, the County, County Municipalities, and School Board may recommend additional revisions to this agreement to improve and enhance the implementation of the agreement.

Subsequent to approval of the Interlocal Agreement for Public School Facility Planning and School Concurrency, by the Department of Community Affairs, the County, County Municipalities, and School Board will begin work on development of Public Schools Facilities Elements for adoption into the County and Cities Comprehensive Plans, with a completion date of no later than January 2008.

4.2 ASSESS COORDINATION OF SEMINOLE COUNTY COMPREHENSIVE PLAN AND REQUIRED WATER SUPPLY PLAN WITH ST JOHNS RIVER WATER MANAGEMENT DISTRICT REGIONAL WATER PLAN

STATEMENT OF SPECIAL TOPIC

The Planning Division prepared a draft Water Supply Plan in 2004 as required by State Statutes. Once the St. Johns River Water Management District (District) completes the District Regional Water Plan, Planning Staff will update the County's draft Water Supply Plan and will address the initial comments provided by the District during the first review of the document. Staff intends to complete the Water Supply Plan this year unless legislation is passed that changes the date of submission again.

ISSUE BACKGROUND

In 2002, the Legislature expanded the local government comprehensive plan (Plan) requirements to strengthen coordination of water supply planning and local land use planning. This was done in response to concerns that the limits of groundwater are being approached in many areas of the State and that alternative supplies must be identified, quantified and developed in addition to the implementation of local water conservation strategies and permitted water reuse programs.

The most significant requirement is completion of a 10-year Water Supply Facilities Work Plan (WSP) by all counties and cities within the District's Priority Water Resource Caution Area". The WSP must be adopted as part of the Potable Water Element. The Capital Improvements Element must also be amended to include projects listed in the first five years of the ten-year Work Plan as well as the text of other Plan elements as appropriate.

Current Considerations

- *District Water Supply Plan (DWSP)* – The goal of the 2005 and water supply planning program is to identify sustainable water supply options that are consistent with the protection of minimum flows and levels by developing water supply assessments and plans. The District considered and approved the DWSP on February 7, 2006.
- *County Water Supply Plan (WSP)* – In 2004 the County prepared and transmitted a draft WSP to the Department of Community Affairs and the District for review. Prior to adoption, revised legislation extended the date for adoption to December 1, 2006.
- *Comprehensive Plan Amendments* - The WSP must be adopted as part of the Seminole County Comprehensive Plan (SCCP) Potable Water Element. The Capital Improvements Element must be amended to include projects listed in the first five years of the ten-year work plan. Additionally, the Conservation and Intergovernmental Coordination Elements must be amended to ensure full consideration and full coordination with the DWSP.

OBJECTIVE ACHIEVEMENT REGARDING THE WATER SUPPLY PLAN (Special Topic 2)

The SCCP was reviewed for issues, objectives and/or policies in any of the elements that addressed the topic of long term water supply. The County's successes and shortcomings with respect to the goals of the Water Supply Plan are found summarized below.

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO TOPIC 2		
OBJECTIVE	CURRENT CONDITIONS (SUCCESSSES AND SHORTCOMINGS)	COMMENTS
ELEMENT: CONSERVATION		

EVALUATION OF PLAN OBJECTIVES WITH RESPECT TO TOPIC 2

OBJECTIVE	CURRENT CONDITIONS (SUCCESSES AND SHORTCOMINGS)	COMMENTS
<p>OBJECTIVE CON 1 GROUNDWATER PROTECTION By 2005, build upon existing studies to establish a program to protect both the quantity and quality of groundwater resources and recharge areas.</p>	<ul style="list-style-type: none"> • Successes: The County has a successful effluent take back program which reduces the need for the use of groundwater. The County has been supportive of the District's effort's to determine safe withdrawal rates from the aquifer. • Shortcoming: The limited geographic distribution of the effluent reuse program and limited reuse water supplies have hampered the success of this program. 	<ul style="list-style-type: none"> • The safe withdrawal rate is being established by the District. That information will then be used to aid in the allocation of groundwater to users and the establishment of an alternative water sources program. A local government's effluent reuse program will be a consideration in the issuance of consumptive use permits as will support of alternative water supply development projects.
ELEMENT: POTABLE WATER		
<p>OBJECTIVE POT 1 ENVIRONMENTAL AND CONSERVATION POLICIES - The County shall ensure that the provision of water service and the operation of water treatment facilities under its control is accomplished in a manner which will minimize to the maximum practicable extent, any adverse impacts on the environment, public safety, residential neighborhoods and/or surrounding properties through the implementation of the following policies:</p>	<ul style="list-style-type: none"> • Successes: The County has protected the quality of the water supply by implementing a Back Flow Prevention program, complying with the Safe Drinking Water Act, and ensuring that water supplies are properly fluoridated. • Shortcomings: In spite of the use of water conservation devices and landscaping, potable water use has continued to climb in some areas of the County. The availability and use of effluent reuse water is not as extensive as desired. 	<ul style="list-style-type: none"> • The County has changed the water rate structure to encourage reduced use and continues to look at methods to achieve greater reductions. • Because much of the urban area of the County was built prior to the availability of effluent reuse water, its use has been limited to new construction near sanitary sewer treatment plants. The County continues to seek opportunities to expand the availability and delivery of effluent reuse water.
<p>OBJECTIVE POT 3 LEVELS OF SERVICE The County shall establish and maintain a set level of service for each County potable water facility by providing facilities with sufficient capacity to meet projected service demands.</p>	<ul style="list-style-type: none"> • Success: The County continues to provided water at the adopted level of service and provide for new growth. This has in part been accomplished by the use of a Water Master Plan. • Shortcoming: The increasing pace of growth and District restrictions on potable water withdrawal were not fully anticipated in previous Water Master Plans. 	<ul style="list-style-type: none"> • The County is fully engaged with the District in the preparation of a Water Supply Plan which will further address current and future water demands through a combination of conservation measures, effluent reuse, and the development of alternative water supply sources.

PROPOSED CHANGES

In 2004, a series of proposed SCCP amendments were created to meet the state statutes regarding the WSP. Those amendments to the Capital Improvements, Conservation, Intergovernmental and Potable Water Elements are presented below. The amendments will go through a process of review and revision during the 2006 hearing process to ensure consistency with the now adopted DWSP.

CAPITAL IMPROVEMENTS ELEMENT

Policy CIE 1.12 Inclusion of Water Supply Plan Projects

The County shall include in its annual update of the County's capital improvements project listing the first five (5) years of the ten (10) year Water Supply Plan to ensure consistency between the Potable Water Element and the Capital Improvements Element.

CONSERVATION ELEMENT

Policy CON 1.17 Ten-Year Water Supply Plan

The County shall assess projected water needs and sources for at least a ten (10) year planning period by creating and maintaining a Water Supply Plan. The Water Supply Plan shall be designed to maximize the efficient use of groundwater and, where possible and financially feasible, develop alternative water supply sources other than groundwater. The Water Supply Plan strategy shall be detailed in the Potable Water Element and Support Document.

Policy CON 1.18 Consideration of the District Water Supply Plan

The County shall demonstrate full consideration of the most current SJRWMD's District Water Supply Plan when proposing and/or amending the ten-year Water Supply Plan. Coordination shall be detailed in the Water Supply Plan strategy of the Potable Water Element and Support Document.

INTERGOVERNMENTAL COORDINATION ELEMENT

Policy IGC 3.6 Coordination with the District Water Supply Plan

The County shall ensure coordination of the comprehensive plan with the most current SJRWMD's District Water Supply Plan when proposing and/or amending the ten-year Water Supply Plan. Coordination shall be detailed in the Water Supply Plan strategy of the Potable Water Element and Support Document.

POTABLE WATER ELEMENT

OBJECTIVE POT 5 COORDINATION OF WATER AND LAND USE MANAGEMENT

The County shall coordinate the management of water sources and supply plans with the adopted land use management plan.

Policy POT 5.1 Ten Year Water Supply Plan

The County shall create and maintain a Water Supply Plan for at least a ten (10) year planning period addressing water supply facilities necessary to serve existing and future development within the County's water service areas. The Water Supply Plan will be created as a support document to the Potable Water Element.

Policy POT 5.3 Annual Review and Update of Work Plan

The County shall annually review and update as necessary the Water Supply Facilities. Any changes to the first five (5) years of the Water Supply Plan shall be included in the annual Capital Improvements Element update to ensure consistency between the Potable Water Element and the Capital Improvements Element.

Policy POT 5.2 Coordination with the Seminole County Water Master Plan

The County shall use the Water Supply Plan in conjunction with the Water Master Plan to prioritize and coordinate the expansion and upgrade of facilities used to withdraw, transmit, treat, store and distribute potable water to meet future needs.

Policy POT 5.4 Coordination of Water and Land Use Planning

The County shall coordinate the Water Supply Plan with the adopted future land use map and the adopted socio-economic data projections of the Comprehensive Plan.

Policy POT 5.5 Coordination with District Water Supply Plan

The County shall consider and coordinate with the SJRWMD's most current District Water Supply Plan when updating the Work Plan.

Policy POT 5.6 Coordination with SJRWMD and Local Water Suppliers

The County shall seek to work in conjunction with the SJRWMD and other local governments on the development of efficient, cost-effective, and technically feasible water supply sources that will supplement future demands, without causing adverse impacts to water quality, wetlands, and aquatic systems.

Policy POT 5.7 Maximize Use of Facilities and Supply Sources

The County shall seek to maximize the use of existing potable water facilities, when financially and technically feasible, through the implementation of management techniques that can enhance a source of supply, sustain water resources and related natural systems, and/or optimize water supply yield.

Policy POT 5.8 Update of Water Supply Plan with EAR

The County shall consider during preparation of each Evaluation and Appraisal Report (EAR) the SJRWMD's District Water Supply Plan and shall review and consider the need to revise the Work Plan.