

**SEMINOLE COUNTY GOVERNMENT
AGENDA MEMORANDUM**

SUBJECT: Briefing on the Draft Orange Boulevard Special Area Study

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

AUTHORIZED BY: Donald S. Fisher **CONTACT:** Alice Gilmartin ^{AG} **EXT.** 7383

Agenda Date: <u>7/27/04</u>	Regular <input type="checkbox"/>	Work Session <input type="checkbox"/>	Briefing <input type="checkbox"/>
	Briefing – 7:00 <input checked="" type="checkbox"/>	Public Hearing – 7:00 <input type="checkbox"/>	

MOTION/RECOMMENDATION:

This is a briefing item. Staff is requesting the Board of County Commissioners provide comments to staff on the content and conclusions reached in the study.

BCC District 5 – McLain (Alice Gilmartin – Principal Coordinator)

BACKGROUND:

The Board of County Commissioners (BCC) directed County Staff to update a Special Area Study that was completed in 1998 of the area surrounding Orange Boulevard, west of I-4 and north of SR 46. The purpose of the current Special Area Study is to evaluate the land use patterns and the provision of urban services within the Study Area and to present recommendations to the BCC and the P&Z/LPA for making land use decisions in the Study Area. The Study evaluated the impacts of development of vacant or underutilized land at the currently adopted Suburban Estates land use category (1 du/acre) and residential development at 4 du/acre except from Retreat at Wekiva to Missouri Avenue to allow for 5 du/acre.

PRELIMINARY CONCLUSIONS:

The preliminary conclusions are listed below:

- 1) If the future land use designation is changed to allow for development at 4 or 5 du/acre along Orange Boulevard, consideration should be given to existing roadway and drainage facilities. Negotiations would need to occur with developers to fund the

Reviewed by:	_____
Co Atty:	_____
DFS:	_____
OTHER:	<u>MMW</u>
DCM:	<u>SS</u>
CM:	<u>KS</u>
File No.	<u>bpdp02</u>

needed roadway safety enhancements, potable water, reclaimed and sewer lines and drainage facilities for the area. The northwest area is the area of the County with the most restrictive Consumptive Use Permit for potable water. The provision of alternative water supply sources, such as, reclaimed water, will be an important discussion during the permitting phase of new development;

- 2) Staff recommends that the corner of Missouri Avenue and Orange Boulevard be the demarcation between residential and non-residential uses along Orange Boulevard and the depth of non-residential uses should be as deep as the Fossit Business Park/property on the northeast corner of Missouri Avenue and Orange Boulevard; and
- 3) Any non-conforming uses along Orange Boulevard should not be allowed to expand and code enforcement measures should be taken, to the extent possible, to help clean up the existing violations.

PLANNING AND ZONING (P&Z) COMMISSION

On June 2, 2004, the Planning and Zoning (P&Z) Commission was briefed about the Study. Concerns were raised about the handling of non-conforming uses, Code Enforcement issues in the area and traffic safety and drainage on Orange Blvd. Residents spoke briefly and reiterated the same concerns.

This Study was distributed to the Development Advisory Board and the Sustainable Communities Advisory Council. In response to concerns regarding the inclusion of a small amount of land within the Seminole Estates Overlay District and Conservation land just north of Astor Farms, 20 units were deducted from the total of potential additional dwelling units. The Study Boundary line was adjusted accordingly outside the Seminole Estates development. In a letter dated June 9, 2004, a representative of the Sierra Club recommends maintaining the Suburban Estates land use north of Orange Blvd. citing the flexibility of clustering development on sensitive lands and expressed concerns about the additional demands on potable water with an increase in the intensity of development.

The School Board has concerns about the impact of increased densities in the study area on the school system creating a demand for more classrooms. Also, development along Orange Blvd. could eliminate possible school sites to serve the area in the future.

Attachments:

Seminole County Orange Blvd. Study
Letter from the Sierra Club, Central Florida Group
Email comments from School Board

**MINUTES FOR THE SEMINOLE COUNTY
LAND PLANNING AGENCY/PLANNING AND ZONING COMMISSION
JUNE 2, 2004**

Members present: Walt Eismann, Beth Hattaway, Ben Tucker, and Dudley Bates

Members absent: Alan Peltz, Chris Dorworth, and Richard Harris

Also present: Matt West, Planning Manager; Jim Potter, Senior Engineer, Development Review Division; Cynthia Sweet, Planner; Alice Gilmartin, Principal Coordinator; Jeffrey Hopper, Senior Planner; Tina Deater, Senior Planner; Karen Consalo, Assistant County Attorney, and Candace Lindlaw-Hudson, Senior Staff Assistant

6:45 P.M.

A. Briefing on the Orange Boulevard Special Area Study.

Commissioner McLain – District 5
Alice Gilmartin, Principal Coordinator

Prior to the start of the regular meeting, Alice Gilmartin presented a briefing on the Orange Boulevard Area Study. She said that Planning Staff was directed to examine existing future land use designation in the area and determine possible development numbers. The second scenario looked at 4 to 5 dwelling units per acre. They also did infrastructure assessments.

At current designations, an additional 23 units could be built. A higher intensity future land use could mean 1,333 units.

The Wekiva Parkway could come in to this area. No monies have been set aside for that. The original committee established potential road area from 17-92 to Longwood-Markham Road for the road study. The BCC has indicated a controlled access over Rt. 46.

There have been no alignment studies at this time. We do have 200 feet of right of way there. There will be lights for cross traffic in Seminole County rather than overpasses. Everything is conceptual at this time.

Pertaining to the Orange Boulevard Study - Orange Boulevard has 22 feet wide paving. Oregon Avenue varies from 22 feet to 50 feet. Lack of drainage is an issue in the area.

Table One shows the traffic projections. The levels are good. Safety is a concern. Orange Boulevard has not been designated for funding.

Public Safety costs: Station 34 is closing and reopening in a new facility. \$3 million have been allotted for the building and manning of the new fire station.

Water and Sewer: Table 4 summarizes these issues. Use will grow from 1.2 million gallons per day to a projected 3 million gallons per day.

A funding scheme is needed. Developers could pay for the costs of upgrades.

Staff recommends the corner of Missouri and Orange Boulevard to be the demarcation point between residential and non-residential. The non-residential line for depth should be no greater than the Fossitt Business Park. Non-conforming uses will be code enforced on a case by case basis.

Development of the Orange Boulevard and SR 46 intersection must be up to Wekiva River Protection Layer Standards.

Commissioner Hattaway stated that there needs to be a clear definition of what "redevelopment" really means. If there is a new tenant property needs to be brought up to Code. This is important to land owners.

Matt West stated that Debbie Leigh will go to the BCC concerning Code Enforcement issues in this area.

Bruce Anderson of 1730 Perch Lane stated that the problem is safety. The swales, lack of sidewalks, and no funding. He wants to see problems identified and funds allotted for use here.

Kathy Brown also was concerned about safety. The second stage of the Fossitt Business Park is coming. Reclaimed water use is far off. She has been unable to bring in water and sewer because of excessive costs. Ms. Brown requested a night time public hearing on this issue.

Bob Bugnacki of 5350 Orange Boulevard has lived in the area for 20 years. He had many of the same concerns.

Alice Gilmartin stated that the predominant open space was to the south. All property owners want the area left Suburban Estates. The County would like to keep the area LDR (Low Density Residential).

Orange Boulevard and Oregon are to be expanded. Speed and driver negligence are the problems here.

This ended the briefing portion of the meeting.

7:30 P.M.

Due to the absence of Commissioners Harris and Dorworth, attending members elected a Chairman Pro Tem. Commissioner Tucker served as Chairman for the meeting.

Commissioner Tucker called the meeting to order at 7:30 P.M.



CENTRAL FLORIDA GROUP
P.O. Box 941692, Maitland, FL 32794-1692

Seminole County
Alice Gilmartin, AICP
1101 East First Street
Sanford, Florida 32771

June 9, 2004

RE: Orange Boulevard Special Area Study

Dear Ms Gilmartin,

The Sierra Club has reviewed the draft Orange Boulevard Special Area Study conducted by Seminole County. The study area defined includes a small portion of the Wekiva River Protection Area and also properties that abut wetlands connecting to the St Johns River that are part of the Wekiva River Aquatic Preserve.¹ Public lands within the study area include a portion of Seminole County's Black Bear Wilderness Area and the Riverside Ranch property.

Two potential scenarios have been identified for future development within the study area. Scenario #1 retains the Suburban Estates future land use designation existing north of Orange Blvd, while Scenario #2 replaces this future land use with potential densities of four and five units per acre. Seminole County's planning staff appears to have performed a very thorough assessment of these two scenarios, concluding that a number of issues arise from the further intensification of development within the study area.

As a two lane facility with substandard width and deep drainage ditches on either side of the roadway, Orange Blvd presents a safety concern that would be exacerbated if the road has to provide access for 1333 additional homes. Staff has also indicated that improvements needed to address existing deficiencies could not be funded by impact fees and that even needed improvements to Orange Blvd due to growth could not be addressed unless current impact fee rules adopted by the county are modified. Depending on design, these unfunded improvements range from between \$8 Million to \$36 Million. Similarly staff has determined that further urbanization of the area caused by a future land use change would accelerate the need to correct significant drainage problems identified by the Monroe Drainage Basin Study, costing over \$11 Million.

Of substantial concern is how the addition of 1333 additional homes will impact the ability for Seminole County to comply with the Consumptive Use Permit recently granted by the St Johns Water Management District. This permit establishes a very aggressive timeframe for the implementation of measures to reduce high water consumption with Northwest Seminole County. New growth associated with a future land use change would increase the potable demand within the Study Area to 2.5 times earlier estimates. A reduction in per capita water use will be of little value if the aggregate number of users is substantially increased.

In addition to issues identified by county staff, it should be pointed out that the proposed densities of four and five units per acre are not only much greater than the existing Suburban Estates designation, but are even higher than the densities of either the Astor Farms or Retreat at Wekiva subdivisions built north of Orange Blvd, and are approximately twice the density of Lake Forest which occupies a majority of the study area south of the road. Prudent planning would suggest that the intensity of development should taper down closer to environmentally-sensitive lands and conservation areas. Secondary and cumulative environmental impacts of urban development near conservation lands include excess noise, light, traffic, stormwater runoff, invasion of exotic plants, negative wildlife behavior, and predation by domestic animals.

For all of these reasons, the Sierra Club recommends that the existing Suburban Estates Future Land Use designation be retained north of Orange Blvd, consistent with Seminole County's Vision 2020 Comprehensive Plan (scenario #1).

It should be observed that the Seminole County Comprehensive Plan allows for the use of PUD zoning within Suburban Estates. This has the advantage of promoting clustered development while maintaining a density of one unit per net buildable acre, and offers greater design flexibility to a prospective developer than standard zoning. The use of PUD zoning within Suburban Estates has been successfully implemented within the Wekiva River Protection Area of Seminole County and could be very appropriate for properties in the Orange Blvd Study Area that have this same future land use designation, especially considering the study area's close proximity to wetlands and public conservation lands of the St Johns River. Typically due to flexible lot dimensions and site plan efficiency, PUD zoning can also yield a slight improvement in the total number of units while still maintaining the one unit per net acre requirement. This may provide an additional benefit to the developer seeking to maximize return while offering a quality high-end product. The use of PUD zoning within Suburban Estates can also facilitate connection of water and sewer services, thereby helping to eliminate septic tanks within this area characterized by a very high water table.

Thank you for considering these comments to the draft document. The Sierra Club appreciates the opportunity to provide this input prior to final discussion by the county commission.

Sincerely,



Keith Schue, Wekiva Issue Chair
Sierra Club Central Florida Group

- (1) The Florida Department of Environmental Protection defines the Wekiva River Aquatic Preserve as inclusive of that portion of the St Johns River from the confluence of the Wekiva and St Johns River to Lake Monroe and contiguous wetlands thereof.



Candace Hudson
06/02/2004 02:53 PM

To: Alice Gilmartin/Seminole@Seminole
cc:
Subject: Fw: P&Z Agenda 6.2.04

These comments came in and mention your Special Area Study.

Candace Lindlaw-Hudson
Sr. Staff Assistant
Seminole County Planning Division
1101 E. First Street, Suite 2201
Sanford, FL 32771
Phone: 407.665.7450
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----- Forwarded by Candace Hudson/Seminole on 06/02/2004 02:58 PM -----



Dianne_Kramer@scps.
k12.fl.us
06/02/2004 02:34 PM

To: chudson@co.seminole.fl.us, Mwest@co.seminole.fl.us
cc: Board-Members_DL/scps_esc@mail.scps.k12.fl.us
Subject: P&Z Agenda 6.2.04

I appreciate your including my comments in the agenda package. The same concerns that were expressed for the Florence Arbor PD and for Celery Estates South apply to the Orange Boulevard Special Area Study. Increasing the residential density in this area will not only impact the school system with a demand for additional classrooms, it will also eliminate the potential for future school sites to serve the area. Middle schools and high schools are not permitted in the Wekiva River Protection Area, so the Orange Blvd Area is one of the few locations where these schools could be built. The high school enrollment in Seminole County will increase by almost 3,000 students over the next ten years and another school site in the north end of the county will be necessary.

If the P&Z Commission and the Board of County Commissioners support these changes in land use, we would ask that you consider addressing the school impacts by requiring that the developers pre-pay (pay at time of approval) the impact fees at 125% of the current rate. That will help the school system in addressing the capacity needs.

Regarding the ETOR PUD amendment, once again we prefer that office uses not be converted to residential use. Even though the plans indicate only 39 townhomes, that is still an impact on the system. This area is served by the NW Cluster (Wicklow, Wilson, Bentley, and Idyllwilde Elementary schools), Greenwood Lakes Middle, and Lake Mary High School.

Thank you for your consideration. I am sorry that I cannot attend the meeting tonight.

Dianne L. Kramer, Deputy Supt./Operations
Seminole County Public Schools
407.320.0060 direct line
407.320.0292 FAX

<mailto:dianne_kramer@scps.k12.fl.us>

THE ORANGE BLVD. SPECIAL AREA STUDY

Background

The Seminole County Board of County Commissioners (BCC) in late 2002 received an application for a small scale land use amendment requesting a change from Suburban Estates to Planned Development land use and an accompanying rezoning application from Agriculture to Planned Commercial Development in the name of Fossit Business Park. The total site area was 9.7 acres. The BCC, in an advertised public hearing on February 11, 2003, approved 4.7 acres of the land use amendment/rezoning request on the property in the northeast corner of Orange Boulevard and Missouri Avenue but denied the request for the remaining 5 acres south of Orange Boulevard. The preliminary plan associated with the Planned Commercial Development proposed a 60,000 square foot building for an office/warehouse on the parcel in the northeast corner of Orange Boulevard and Missouri Avenue. Area residents voiced concern regarding the placement of the office/warehouse use at this location due to a rural-like setting, surrounding low intensity residential uses in this area and the history of unsightly conditions of other neighboring properties, and some non-conforming uses.

Study Objective

The BCC directed County Staff to update a Special Area Study that was completed in 1998 of the area surrounding Orange Boulevard, west of I-4. The purpose of the current Special Study is to evaluate the land use patterns and the provision of urban services within the Study Area and to present recommendations to the BCC for their consideration in making land use decisions in the Study Area. Figure 1 entitled, Seminole County Orange Boulevard Study, Adopted Future Land Use Map, depicts the adopted future land uses of Vision 2020, the County's Comprehensive Plan and the Study Area to be evaluated. In this study Planning Staff will assess the development potential and the impacts of growth based on two development scenarios.

- The first scenario utilizes the currently adopted future land use categories which for residential vacant or underdeveloped lands is primarily the land use category of Suburban Estates (one dwelling unit per acre); and
- The second scenario assumes Suburban Estates lands are amended to the Low Density Residential land use (up to four dwelling units per acre except for a build out of five (5) dwelling units per acre between Retreat at Wekiva and Missouri Avenue) on vacant or under utilized parcels.

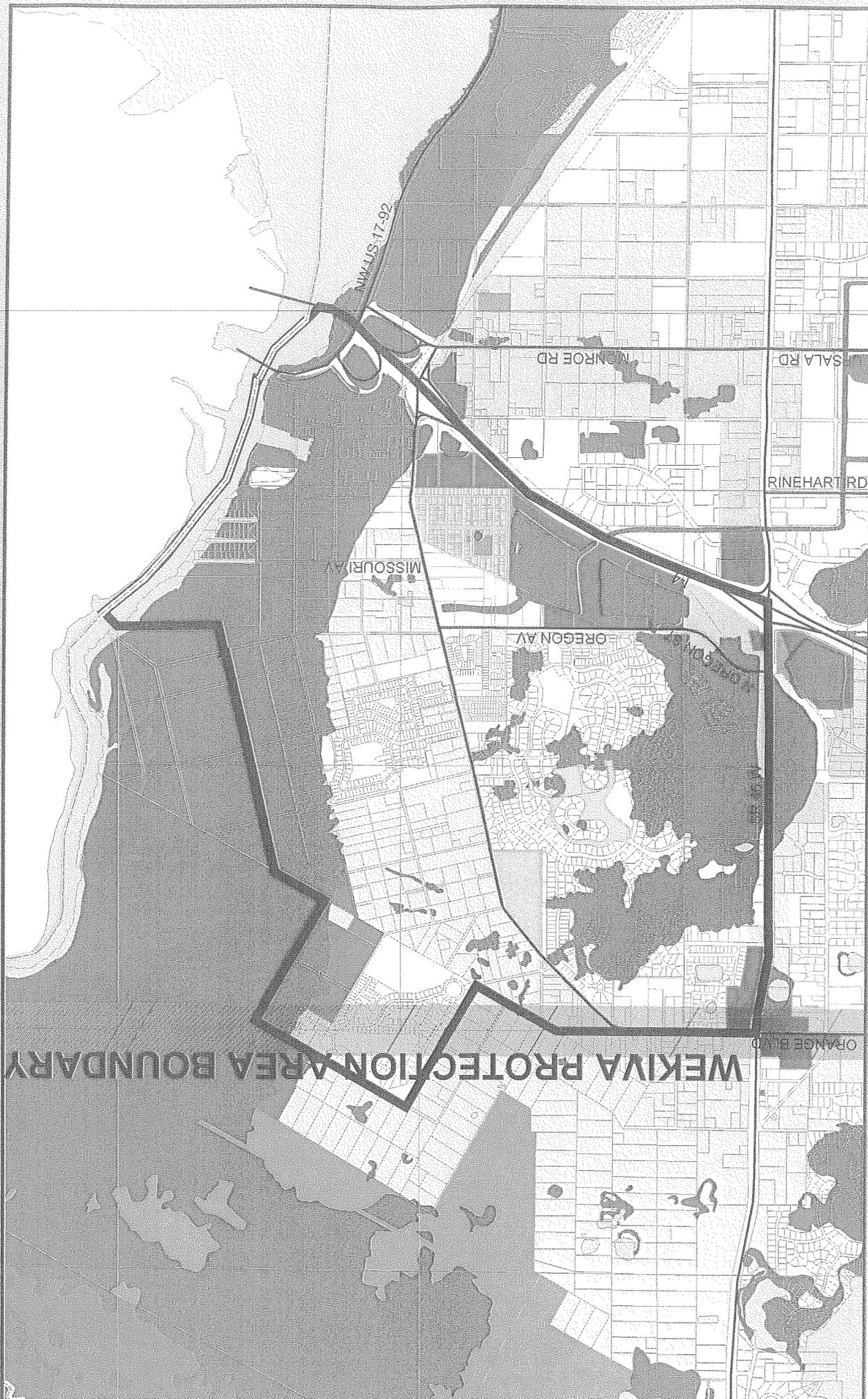


Figure 1
Seminole County Orange Blvd. Study
Future Land Use Map

Legend

	County boundary		COM		LOR		PUB		REC
	Wekiva Protection Area		HPTI		MDR		OFF		SE
	Parcels		CONS		IND		PD		WATER

Provided in this report, in both narrative and spreadsheet form is a summary of the following information:

- Development potential of each build-out scenario; and
- Infrastructure needs and costs, where available, of urban services and facilities to support development.

Land Use and Zoning

The Study Area is located in western unincorporated Seminole County, west of Interstate 4, north of SR 46, generally east of the boundary of the Wekiva River Protection Area and south of the St. Johns River and the conservation areas associated with the river.

Existing land uses include the following uses. Agricultural activity is present in small farms with grazing pasture and plant nurseries. Residential development has either occurred in distinct subdivisions or in a more piecemeal manner of scattered large lot homes that are more rural-like in character. The majority of lands southwest of the Orange Boulevard/Oregon Avenue intersection are in Planned Unit Developments. The largest is a multi-use development called Lake Forest Development of Regional Impact (DRI), fronting on SR 46, west of Oregon Boulevard. This Planned Unit Development is to be built out with low density residential homes with 1,016 approved lots, of which 466 units are built, and retail commercial fronting on SR 46 approved for 200,000 square feet, of which 89,976 square feet has been developed into a neighborhood commercial center.

Newer residential subdivisions are developed at a low density of four (4) or less dwelling units per acre and are zoned with the County's low density residential zoning districts ranging from R-1 to R1-AAA. Zoning districts are depicted in Figure 2. On the northern side of Orange Boulevard are older homes scattered over larger parcels or large, older platted lots. These are typically zoned agricultural. Figure 2 depicts zoning boundaries in the Study Area. The adopted future land use for these larger lot properties is Suburban Estates requiring a minimum one acre, although most of these lots are currently larger than one acre. It should be noted that Planned Unit Development zoning is also allowed in the Suburban Estates land use and allows for clustering of units with a gross density of one dwelling unit per acre.



WEKIVA PROTECTION AREA BOUNDARY

Figure 2
Seminole County Orange Blvd. Study
Zoning District Boundaries

- Legend**
- County Boundary
 - Wekiva Protection Area
 - Parcels
 - Water
 - General Zoning Districts
 - Agricultural
 - Residential
 - Multi-Family Residential
 - Mobile Homes
 - R-AH Affordable Housing
 - Professional
 - Commercial
 - Industrial
 - Planned Unit Development

Within the Study Area, there are pockets of land where the residential density is greater than 4 dwelling units per acre; this includes a recreational vehicle park, a single family subdivision with smaller lots that results in a density higher than 4 dwelling units per acre and a historical single family area, known as the Bookertown community. These areas are identified as having an adopted future land use of medium density residential.

The area west of the I-4/SR 46 interchange has an adopted future land use of Higher Intensity Planned Unit Development, known as HIP land use, that allows for high intensity, mixed use development. The commercial uses that have been built to date in this land use category are of a low floor area ratio (FAR) in the range of 0.30, one story in nature, and include an auto dealership and a neighborhood shopping center. Between I-4 and Oregon Avenue and south of the community of Bookertown, the lands are primarily vacant with an adopted future land use of either commercial or Higher Intensity Planned Development (HIP). There are some conservation lands in this area also.

In the northeast corner of the Study Area, is the Port of Sanford with industrial type uses in its vicinity. Immediately north of this area is a narrow strip of land with industrial uses running almost to Missouri Avenue. On the south side of Orange Boulevard, there are older, smaller homes that are part of the Bookertown community. From Missouri Avenue to Oregon Avenue are a few non-conforming uses in the Agricultural "A-1" district that are industrial related.

At the four corners of SR 46 and Orange Boulevard, commercial uses exist with convenience commercial on three corners and a nursery on the northwest corner. On the southwest corner there are vacant commercial lands surrounding the existing video store. The west side of the intersection is within the Wekiva River Protection Area and subject to more stringent development regulations.

In the Appendix is a table listing all committed development in the Study Area and information on the extent of which the development is built out.

In Vision 2020, the County's adopted Comprehensive Plan, in Future Land Use Element Policy 2.5, entitled, "Transitional Land Uses" and the accompanying Exhibit 2, "Appropriate Transitional Land Uses", the Plan indicates that parcels with a Low Density Residential Land Use are a compatible, adjacent land use with parcels designated as Suburban Estates (minimum of one dwelling per unit). However, urbanization is dependent on the availability of urban services as reflected in Future Land Use Element Policy 6.3 – "Infrastructure and Phasing Requirements" which requires new development to provide urban services. Both the Potable Water Element in Policy 4.5 and the Sewer Element in Policy 4.4 require that new development fund the cost of extending water and sewer lines to serve their development. The Drainage Element in Policies 5.1 and 5.2 require new development or redevelopment to meet design criteria for stormwater quantity and quality. The Transportation Element in Policy 4.8 and 7.6 states "the purpose of the Concurrency Management System is to ensure that adequate public facilities and services are available or are scheduled to be available in a manner which is consistent with State Law", prior to projects/units receiving their certificates of occupancy. A small portion of the Study Area, the northwest and southwest corners of the SR 46/Orange Boulevard intersection and a portion of the Astor Farms development, is within the Wekiva River Protection Area and subject to state mandates, all plan

policies and ordinances regulating growth in this protected area of the Wekiva River basin.

Environmental Concerns

There are environmental constraints to some portions of the Study Area. The general boundary of the Wekiva River Protection Area runs along Orange Boulevard, in a north-south manner extending to the St. John's River. The boundary cuts through the Astor Farms development in the Study Area and the lots of the subdivision within the Wekiva River Protection Area are larger lots than those to the east within the subdivision.

In the northwest corner of the Study Area, the Wekiva River Protection Area cuts through the County owned reserve, known as the Black Bear Wilderness Area. The Future Land Use Map displays these flood prone areas or wetlands, both inside and outside of the Wekiva River Protection Area, as Conservation lands associated with the St. John's River. As described in the Drainage section of this study, runoff in the Study Area flows generally northward towards the St. John's River.

Of concern are the vacant commercially zoned parcels that wrap around the video store on the southwest corner of SR 46 and Orange Boulevard. Development of this property must be in keeping with adopted policies and regulations pertaining to the Wekiva River Protection Area, particularly from the County's Comprehensive Plan and the SR 46 Gateway Corridor Overlay Ordinance.

Soils in the area are primarily poorly drained with a characteristically high water table. Septic tanks typically need an elevated drain field due to the high water table.

Development Potential

This section addresses the development potential for uncommitted, vacant residential lands under two scenarios: 1) the adopted future land uses associated with Vision 2020, Seminole County's Comprehensive Plan; and 2) at a development potential of a maximum of four (4) dwelling units per acre in the overall study area except the area between the Retreat at Wekiva and Missouri Street, north of Orange Boulevard, which was analyzed at five (5) dwelling units per acre. Based on the development assumptions of Vision 2020, by 2020 there will be an additional 263 new units built in the Study Area on parcels/lands under the adopted future land use of Suburban Estates.

Should the area designated currently for Suburban Estates be amended to allow for units at 4 and 5 dwelling units per acre, there is the potential for an additional 1,500-1,600 units, anticipating highest yield for greatest impact on infrastructure, to be built on these lands. This figure includes the 263 units from Suburban Estates. Subtracting out the anticipated units from the parcels with Suburban Estates land use classification and converting the Fossit property to a non-residential land use, results in the potential addition of 1,313 units from vacant parcels and other parcels previously assigned the future land use of Suburban Estates that have sufficient enough vacant area on the parcel to allow for them to be further subdivided. The development potential assumes the build out of the Fossit property, as currently approved, with a 60,000 square foot industrial type of building. Capital improvement needs, to accommodate the additional 1,313 units and the Fossit property, are provided except for drainage needs where costs of improvements are provided for only current deficiencies. The timing of the development of other non-residential vacant properties, other than the Fossit property, is already accounted for in the growth assumptions of the adopted Comprehensive Plan and its Capital Improvements Element.

Transportation Impacts and Costs for Improvements

There are a number of roadways in the Study Area. Orange Boulevard (CR 431), a County collector roadway, is the main street providing access to the major subdivisions in the Study Area and the internal local roadway system. Orange Boulevard has a pavement width of 22 feet and the roadway is placed in a substandard right of way width of 50 feet. Oregon Avenue is also a County collector roadway that connects Orange Boulevard to SR 46. The right of way for Oregon Avenue, north of SR 46, varies from 20 to 50 feet with a pavement width of 20 feet. The lack of adequate drainage facilities, substandard right of way and pavement widths and lack of adequate shoulders are safety concerns, not capacity issues. SR 46 is a four laned state arterial within the boundaries of the Study Area from I-4 to Orange Boulevard.

I-4 is a limited access interstate highway with an interchange at SR 46 and one at US 17/92. Both of these interchanges are slated for improvements by the Florida Department of Transportation (FDOT). The US 17/92 improvements are in conjunction with the current construction of the new I-4 bridge over the St. Johns River and are programmed by FDOT for construction by 2006. The improvements to the I-4/SR 46 interchange are not programmed for construction in the FDOT Five Year Work Program but earlier required phases are under way in the next five years. The interchange is to be modified to include a loop ramp in the northwest quadrant of the interchange.

The four laning of SR 46 from its current terminus at Orange Boulevard to the Lake County line is assumed to be in place by the Year 2020 according to the Cost Feasible Plan of the adopted 2020 Long Range Transportation Plan of the region's Metropolitan Planning Organization, known as, METROPLAN ORLANDO. Another improvement under consideration is the extension of the Western Beltway in Orange County through

Lake County to I-4 in Seminole County. In January of 2003, the Wekiva Basin Area Task Force, formed by Governor Bush to evaluate and make recommendations for a roadway to connect SR 429 and I-4, published its Final Report. This proposed roadway is named the Wekiva Parkway. The Board of County Commissioners recommended the use of the existing SR 46 corridor within Seminole County for its alignment. The project is currently unfunded and is not in the adopted 2020 Long Range Transportation Plan. Legislation is presently pending in Spring of 2004 in the state legislature to potentially allocate funds to this project as a result of the efforts of a second committee appointed by the Governor, entitled, the Wekiva River Basin Coordinating Committee which completed their efforts regarding springs protection in early 2004. Final alignment and roadway type may have an impact on the Orange Boulevard Study Area should the alignment not follow the SR 46 corridor and traverse the Study Area.

Table 1 displays the projected number of vehicle trips under the two development scenarios for Year 2020: one following the adopted land uses to include development of vacant Suburban Estates (one dwelling unit per acre) parcels and the second scenario of development of vacant lands and lands that could be further subdivided into 4/5 dwelling units per acre. In addition, traffic projections show what the 2020 traffic would be if the roadways were four laned. Projected daily traffic volumes for Year 2020 for all scenarios show that the roadway will be operating at acceptable level of services and that there is not a need to four lane either Orange Boulevard or Oregon Avenue.

However, improvements are needed for bringing the roadway up to County roadway standards, especially for safety reasons, for either a two lane rural roadway with swale drainage or bringing it up to County roadway standards with an urban design to include a third lane for turning movements with curb and gutter and sidewalks. As displayed in Table 2, to bring Orange Boulevard up to County standards, as a two lane rural roadway, is estimated to be over \$8 million and to a three lane urban collector with curb and gutter, over \$15 million. An estimate for four laning is also provided as information for comparison at approximately \$36.5 million.

Transportation Impact fees cannot pay to correct existing deficiencies as exist in the current substandard roads in the Study Area. Impact fees collected for this area would not be able to be dedicated to needed improvements resulting from growth unless the adopted impact fee methodology is modified to include Orange Boulevard or Oregon Avenue as benefit roads.

**TABLE 1
ORANGE BLVD. (CR 431) TRAFFIC PROJECTIONS**

Roadway	Segment	Number of Lanes	Adopted LOS	2000 Daily Traffic Count	2000 LOS	2020 Model Volumes Without new dev.	2020 LOS	2020 with new dev.	2020 LOS
Orange Blvd.	I-4 to Oregon Ave.	2	E	3,827	B	7,292	A	9,766	A
		If 4 laned	E					10,102	B
Orange Blvd.	Oregon Ave. to SR 46	2	E	2,954	B	6,317	A	7,156	A
		If 4 laned	E					7,450	B
Oregon Ave.	Orange Blvd. to SR 46	2	E	525	A	1,246	A	5,760	A
		If 4 laned	E					5,976	B

1. Currently both Orange Blvd. and Oregon Ave. are two laned; therefore, there would not be 2000 daily counts for a four laned roadway.
2. Level of Service for Year 2000 is calculated with the roadways being classified as Rural Collector roads. For Level of Service calculations for Year 2020, the roadways are assumed to be upgraded to urban sections and classified as Urban roadways. For Year 2020 Level of Services, four lane roadways are not assumed to have a level of service better than "B" based on the methodology in calculating level of service.

Table 2

Roadway Cost Analysis - Orange Blvd - SR 46 to I-4

Roadway Length = 2.76 Miles 2002 Traffic Count = 4,310 vpd Existing LOS = A Proposed Roadway	ROW Width Required (ft)	Build Year	Construction Cost Per Mile*	ROW Costs Per Mile (50% Const. Costs)	Design Costs Per Mile (15% Const. Costs)	CEI Costs Per Mile (12.5 % Const. Costs)	Total Cost Per Mile	Total Cost (For 2.76 Mile section)	Inflation Factor (3% Per Year)	Total Cost With Inflation
2-lane County Standard rural section with swales	80	2005	\$1,600,000	\$800,000	\$240,000	\$200,000	\$2,840,000	\$7,838,400	1.061	\$8,315,759
3-lane urban section with curb and gutter and sidewalks	100	2010	\$2,500,000	\$1,250,000	\$375,000	\$312,500	\$4,437,500	\$12,247,500	1.230	\$15,062,880
4-lane divided urban section with curb and gutter and sidewalks	120	2020	\$4,500,000	\$2,250,000	\$675,000	\$562,500	\$7,987,500	\$22,045,500	1.653	\$36,437,852

* Construction costs are higher than average because a high amount of muck is anticipated in the project area which will require removal and additional new material. Also, the roadway section has a high amount of driveways which will need to be replaced.

Public Safety and Costs of Improvements

Representatives from the Public Safety Department indicated that Station 34, south of the Study Area on SR 46 would be closing and a new Station 39 would be built in the vicinity. Construction of the new fire station is planned and would happen under either development scenario of this study. The following capital improvements, shown in Table 3, are anticipated in the next five years based on the current approved growth to serve the northwest response area.

**Table 3
Public Safety Needs in the Study Area**

<u>Description</u>	<u>Cost</u>	<u>Year Anticipated</u>
Property acquisition for Station 39	\$800,000	Budgeted for 03/04
Construction costs for Station 39	\$1,000,000	Identified for 04/05
Purchase fire engine for Station 39	\$299,000	Budgeted for 04/05
Manpower for engine	\$900,000	Needed in 04/05
TOTAL	\$2,999,000	

Seminole County requires the payment of impact fees for both new residential and non-residential development to offset the cost of providing services to new development.

Potable Water, Sewer and Reclaimed Water Service

The Study Area is located in the County's Northwest Service Area for the provision of potable water, sewer and reclaimed water. Environmental Services recently received from its consultants the document, Draft Master Plan Update, December 2002, which makes recommendations for service needs for this and other areas in the County. In their needs assessment of the Study Area, representatives of Environmental Services used a slightly higher number of projected homes.

The projected water demands based on the growth associated with the adopted comprehensive plan are 1.19 million gallons per day. With the new growth the demands increase to approximately 2.94 millions gallons per day. With the approved and proposed density modifications in the Northwest Service Area, the following projects referenced in the Draft Master Plan Update should be revised as a result of the increased potable water demands.

- Project W075 which is the addition of 359 linear feet of 16 inch pipe along Orange Boulevard to be put in place south of Astor Avenue/Delaware Street to south of SR 46. Currently the County is in the process of installing a 12 inch pipe based on present projections.
- A new Water Project which would be to upsize an existing water main from 12 inches to 16 inches along Orange Boulevard from SR 46 for a length of 2,876 linear feet.
- Project W091a involves increasing the size of the pipe from 12 inch to 24 inch along Lake Forest Boulevard north of SR 46 for a length of 1,683 linear feet. Currently the Draft Master Plan recommends only an upsizing from 12 inches to 16 inches.
- Project W121 is south of the Study Area and needs to be accomplished in conjunction with the improvements listed above. The need is to upsize 3,389 linear feet of pipe from 12 inch to 24 inch from Wilson Road to SR 46. The current plans are to only upsize from 12 inch to 16 inch pipe.

In regard to potable water availability, the current regulatory climate related to groundwater supplies is complex. The current water supply in the Northwest Service Area is limited by the recently received Consumptive Use Permit (CUP) which is valid through year 2010. In order to comply with the CUP, it is necessary for the County to implement a very aggressive residential reclaimed retrofit program to meet the year 2005 and after CUP allocations. The new growth would increase the potable demands in this Study Area by approximately 2.5 times the demands determined in the Draft Master Plan. Any increased intensity of development would need to be approved in compliance with efforts by the Environmental Services Department to supplement water needs by alternative sources, such as, reclaimed water.

The projected wastewater demands based on the growth associated with the adopted comprehensive plan are 305,300 gallons per day. With the new growth, the demands increase to approximately 731,400 gallons per day. With the approved and proposed density modifications in the Northwest Service Area, the following project referenced in the Draft Master Plan Update should be revised as a result of the increased wastewater demands.

- New wastewater project known as the Orange Boulevard-SR 46 project which is an upsizing of an existing forcemain along Orange Boulevard to Nevada Street from a 10 inch to a 12 inch pipe for 4,209 linear feet.
- Future wastewater flow could impact existing lift stations. An evaluation of existing lift stations should be performed once the location of the connection points are decided.

The costs of the needed improvements are shown in Table 4.

**Table 4
Project Costs**

Project No. Draft MPU	Project Cost from Draft MPU	Project Cost Modified	Project Cost Difference
W075 (359 linear feet)	\$22,737	\$26,656	\$3,919
New water project (2,876 linear feet)		\$213,543	\$213,543
W091a (1,683 linear feet)	\$124,962	\$204,485	\$79,523
W 121 (3,389 linear feet)	\$343,136	\$411,764	\$68,628
New WW Project (4,209 linear feet)		\$255,697	\$255,697
TOTAL	\$490,835	\$1,112,145	\$621,310

Drainage Needs for the Study Area and Costs

The Study Area is within the Monroe Drainage Basin. A detailed drainage basin study has been completed. Drainage is primarily handled by a series of roadside and field ditches. Storm water regulations for recent development require a post-development discharge rate from a site be the same as that of the pre-development discharge rate. Within this subbasin that drains northward from the SR 46 and the Lake Forest Development in the Monroe Drainage Basin, there are three outfalls to the lowlands along the St. Johns River. The western-most outfall collects and conveys runoff from the upper Orange Boulevard area through the Delaware Street ditch and a field ditch to the west. Surface runoff is collected in the depressional areas along Orange Boulevard with the excess conveyed northward in roadside ditches. The central outfall collects and conveys runoff through the New York Street ditch and a field ditch to the east from Orange Boulevard through East Ohio Avenue to Michigan Avenue. The eastern outfall collects and conveys runoff through a field ditch to the west of North Oregon Avenue from Orange Boulevard to the intersection of Nebraska and Michigan Avenues. Surface flows can be detained south of Michigan Avenue. This temporary storage results in flooding of the roadway and adjacent fields. To the east of North Oregon Avenue runoff drains to the Northern Lockhart Smith canal outside the Study Area.

The Monroe Drainage Basin Study identified a number of improvements needed in the Study Area to correct current deficiencies. Urbanization of the Orange Boulevard area will advance the timing of when expenditures are necessary to correct deficiencies. Table 5 displays a list of improvements needed to correct existing deficiencies.

Table 5
Monroe Basin Engineering Study and Drainage Needs Inventory
Estimated Capital Improvement Costs

Description	Estimated Cost
Main channel northeast of Ohio Ave.	\$772,000
Ohio, New York & Michigan Ave. area	\$6,871,000
Oregon St. & Michigan Ave. area	\$606,000
Orange Boulevard	\$2,744,000
North Oregon Ave.	\$51,000
Misc. costs	\$500,000
TOTAL	\$11,544,000

Recreation and Open Space Impacts

In the Recreation and Open Space Element of Vision 2020, Seminole County's Comprehensive Plan, there are adopted levels of service (LOS) standards for the provision of recreation and open space facilities. These LOS standards are broken into two categories as stated in Recreation Policy 4.1:

- A. Total Park Acreage: Seminole County shall ensure that sufficient park acres are available to meet future growth demands by maintaining the current level of service of 3.6 acres per 1000 residents Countywide within urban community park sites.
- B. Developed Acreage: To ensure that adequate park facilities are provided to accommodate growth demands, Seminole County shall continue to maintain the current level of service of 1.8 developed park acres per 1000 residents for total park acreage needs. This standard includes both active and passive recreational facilities.

The Recreation and Open Space Element indicates "the County will have sufficient total park acres and developed park acres to serve existing and future demands through 2010". Therefore, current planned development in the Orange Boulevard Study Area is accounted for in the provision of parks and open space. The new growth demands reflecting the addition of 1,313 units would require consideration of additional total park acreage and developed acreage. Assuming 2.65 people per household, there would be an addition of 3,479 residents from the 1,313 additional units in the Study Area. In order to meet the adopted levels of service standard, there is a need for an increase of 12 acres Countywide within urban community park sites and 6 acres of developed park acres for total park acreage, either active or passive recreational facilities.

Mass Transit

The area at this time is not served by buses from LYNX, the region's transit agency. There are no plans at this time to service the area.

Solid Waste

Given the current large amount of remaining capacity at the landfill, the increase in demand would not have a significant impact.

Library

No significant impact on the level of service provided is anticipated. Impact fees collected from residential development will serve to offset additional service costs.

Public Schools

The Seminole County School Board operates the public school system in Seminole County. School age students living in the Orange Boulevard Study Area may attend elementary schools located in the "northwest cluster of schools". These elementary schools include Bentley, Idyllwilde, Wilson and Wicklow. Two middle schools serve the northwest area; these are Sanford Middle School and Millennium Middle School. The area is zoned for attendance to Seminole High School for high school students. Table 6 displays the estimated number of new students, enrolled over time, based on the two development scenarios. Table 7 displays the capacity, the projected enrollment for school year 2003-04 and the available capacity of each school serving the Study Area.

**Table 6
Estimated Number of Students**

Schools	1.0 du/acre	4.0 du/acre
Elementary - 0.249 students per single family unit	65 new students	327 new students
Middle School – 0.114 students per single family unit	30 new students	150 new students
High School – 0.124 students per single family unit	33 new students	163 new students

**Table 7
Current Capacity/Enrollment for Schools
Serving the Orange Blvd. Study Area**

Schools	Capacity	Projected 2003-04 Enrollment	Available Capacity
Elementary – NW Cluster			
Bentley	689	806	-117
Idyllwilde	690	866	-176
Wilson	667	875	-208
Wicklows	676	851	-175
TOTAL	2722	3398	-676
Middle Schools			
Sanford	1361	1304	57
Millennium	1553	1951	-398
TOTAL	2914	3255	-341
High School			
Seminole	2461	2921	-460

The schools serving the area except for Sanford Middle School are over capacity. Although the residential units will be introduced over time, growth from either development scenario will further affect capacity levels and should be planned for accordingly. Seminole County collects impact fees on new residential construction and

passes it on to the School Board to assist in capital funding. In addition, Seminole County voters passed a referendum in November of 2002 to levy a one cent sales tax in which a quarter of the revenues go to the School Board for capital expenditures. For the ten year period of the sales tax, the School Board anticipates to receive \$134 million of revenue for capital expenses. Representatives of the School Board have indicated that to meet capacity concerns, additions are planned for both Wilson and Bentley Elementary Schools; a new middle school will open in August of 2006 adjacent to the Heathrow Elementary School; and that a capacity addition to accommodate 300 students is currently under construction at Seminole High School. A new high school for Seminole County in the Oviedo area will open in August of 2005 and attendance zones will be adjusted to assist in adjusting capacity concerns.

REVIEW COMMENTS

The Study was distributed to area residents. Residents are concerned about the potential of additional non-residential land uses near Missouri Ave. and Orange Blvd. Other issues include code enforcement issues, the cost of retrofitting reclaimed water to the area and the need to improve the safety of Orange Blvd. Residents met with the District Commissioner on June 3, 2004 to discuss concerns over current proposals in the area.

On June 2, 2004, the Planning and Zoning (P&Z) Commission was briefed about the Study. Concerns were raised about the handling of non-conforming uses, Code Enforcement issues in the area and traffic safety on Orange Blvd. Residents spoke briefly and reiterated the same concerns.

This Study was distributed to the Development Advisory Board and the Sustainable Communities Advisory Council. In response to concerns regarding the inclusion of a small amount of land within the Seminole Estates Overlay District and Conservation land just north of Astor Farms, 20 units were deducted from the total of potential additional dwelling units. The Study Boundary line was adjusted accordingly outside the Seminole Estates development. In a letter dated June 9, 2004, a representative of the Sierra Club recommends maintaining the Suburban Estates land use north of Orange Blvd. citing the flexibility of clustering development on sensitive lands and expressed concerns about the additional demands on potable water with an increase in the intensity of development.

CONCLUSIONS

The Study Area represents one of several areas in the unincorporated County which was originally a productive agricultural area. However, over time due to proximity to roadways, such as I-4, rapid residential development south of SR 46, the placement of a major regional shopping mall and other commercial uses in the vicinity of the I-4/SR 46 interchange and the industrial uses associated with the Sanford Port, the character of the Study Area is changing and non-agricultural development is occurring. The use of planned unit developments has been a means to help assimilate and make more compatible, the placement of low or medium density projects in an area of traditionally large scattered home sites and remaining agricultural uses. What is primarily lacking in the area to support additional residential or non-residential development are adequate roadways and drainage facilities. Water and sewer lines currently exist through out the Study Area and upgrading them to meet the needs of additional development would be a function of the costs attributed to the developers; however the northwest area is the area of the County with the most restrictive Consumptive Use Permit (CUP). Any increased intensity of development would need to be approved in compliance with efforts by the

Environmental Services Department to supplement water needs by alternative sources, such as, reclaimed water. Improvements, such as alleviating drainage problems, lack of adequate right of way and pavement width and paved shoulders, are current deficiencies to the roadways. In spite of the fact that impact fees are being "sunsetting" in the County, impact fees are not an available funding source for eliminating current deficiencies as the ones on Orange Boulevard or Oregon Avenue. In regard to schools, all schools serving the area except for one is operating over capacity at this time. Any additional growth will further impact school capacities.

If the future land use category is changed on vacant or underutilized Suburban Estates parcels and these parcels are allowed to develop at up to 4 dwelling units per acre and 5 dwelling units per acre from Retreat at Wekiva to Missouri Avenue, a funding scheme would need to be set up to fund needed roadway and drainage improvements. In addition, negotiations would need to occur with developers to fund the needed potable water, reclaimed and sewer lines for the area.

Staff recommends that the corner of Missouri Avenue and Orange Boulevard be the demarcation between residential and non-residential uses along Orange Boulevard and the depth of non-residential uses should be as deep as the Fossit Business Park/property on the northeast corner of Missouri Avenue and Orange Boulevard. The non-conforming uses along Orange Boulevard should not be allowed to expand and code enforcement measures should be taken, to the extent possible, to help clean up the existing violations.

The remaining vacant commercial parcels at the southwest corner of SR 46 and Orange Boulevard need to be scrutinized to ensure that potential development is in keeping with the regulations pertaining to the Wekiva River Protection Area and the SR 46 Overlay District.

APPENDIX

Orange Boulevard
Special Area Study
Committed Land Use
(Updated June 11, 2004)

Project Name	Mapkey	TZ	Acres	SFR/MFR	Residential Approved (DU)	Residential Built (DU)	Commercial Approved (SF)	Commercial Built (SF)	Industrial Approved (SF)	Industrial Built (SF)	Office Approved (SF)	Office Built (SF)	Date Approved
Astor Farms	35	1	131.63	S	275	44	0	0	0	0	0	0	28-Apr-00
Bill Heard Chevrolet	50	2	31.38	N/A	0	0	13,520	0	0	0	0	0	2000
KBC Warehouse	478	1	10.19	N/A	0	0	36,000	36,000	36,000	0	0	0	28-Nov-00
Lake Forest DRI	214	2	543.87	S	1,016	466	200,000	89,976	0	0	0	0	1998
Northwest Oregon PUD	280	2	75.37	M	300	0	243,000	2,961	0	0	0	0	9-Sep-99
Oregon Trace PUD	283	2	13.72	S	54	54	0	0	0	0	0	0	10-Aug-00
Retreat at Wekiva PUD	320	1	94.39	S	257	76	0	0	0	0	0	0	1-May-00
Seminole County Port Authority*	344	1	83.26	N/A	0	0	0	0	325,942	325,942	0	0	NA
Seminole Tech Business Incubator Center	340	1	6.15	N/A	0	0	0	0	0	0	10,500	0	21-Feb-02
Vantare By Featherlite	429	2	5.55	N/A	0	0	0	0	0	0	73,400	39,112	11-Jan-99
West Lake Estates	443	2	14.98	S	35	25	0	0	0	0	0	0	1-Aug-99
Woodsong Subdivision PUD	464	2	13.55	S	54	39	0	0	0	0	0	0	31-Oct-01
Total			1024.04		1,991	704	492,520	128,937	361,942	325,942	83,900	39,112	
*Historical Data													

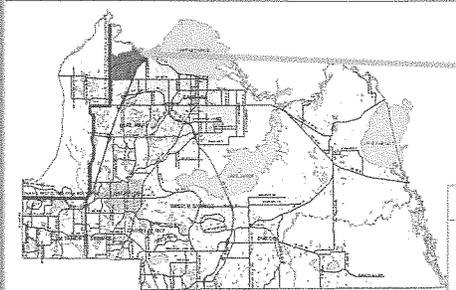
Note: "Built" means a Certificate of Occupancy has been issued.

Orange Boulevard Special Area Study

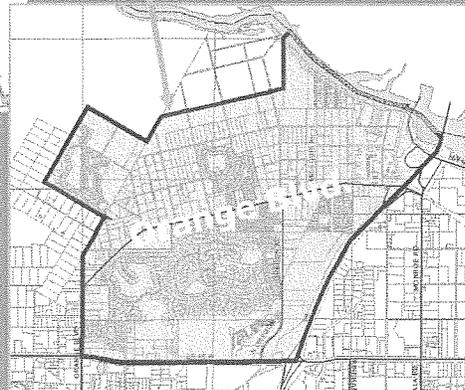
Briefing to the
Board of County Commissioners
July 27, 2004
7:00 pm



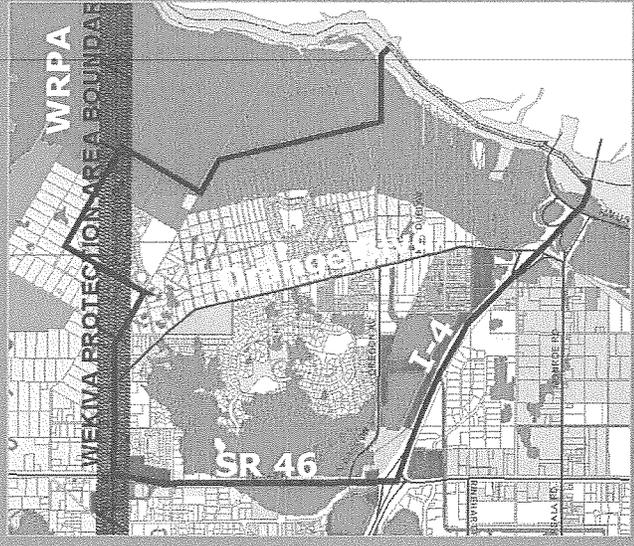
Orange Boulevard Special Area Study



Study Area

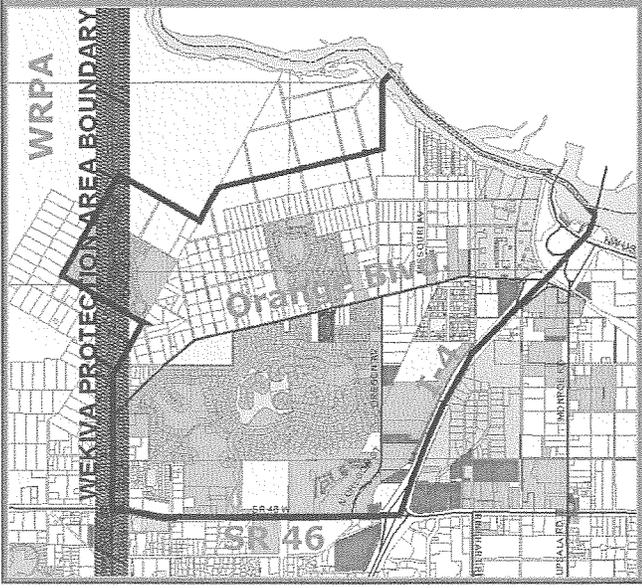


Orange Boulevard Special Area Study



**Adopted
Future
Land Uses
in the
Study
Area from
the Vision
2020 Plan**

Orange Boulevard Special Area Study



**Zoning
in the
Study
Area**

Orange Boulevard Special Area Study

Purpose of Study

- Evaluate land use patterns
- Evaluate urban services
- Assess development potential of vacant or underutilized parcels and
- Assess impacts of growth

2 Scenarios



Orange Boulevard Special Area Study

Scenario 1

Current land use – Suburban Estates
1 dwelling unit per acre

Scenario 2

Proposed land use – Low Density Residential
4 dwelling units per acre and
5 dwelling units per acre*

(*between Retreat at Wekiva and Missouri St.)



Orange Boulevard Special Area Study

Potential Results

Scenario 1

Development at Suburban Estates (1 du/ac.)

263 units

Scenario 2

Development at Low Density Residential (4 & 5 du/ac.)

1313 units



Orange Boulevard Special Area Study

Cost of Improvements

	Scenario 1 (1 du/ac)	Scenario 2 (4-5 du/ac)
Roadway	\$8.3 mil. - 2 lane County Standard	\$8.3 mil. - 2 lane County Standard
Public Safety	\$2.9 mil.	\$2.9 mil.
Water/Sewer/Reclaim	\$490,835	\$1.1 mil.
Drainage	\$11.5 mil.	\$11.5 mil. earlier
Open Space/Recreation	meets requirements	18 acres needed



Orange Boulevard Special Area Study

Consumptive Use Permit

	Scenario 1 (1 du/ac)	Scenario 2 (4-5 du/ac)
Potable Water Demands	1.19 million gallons/day	2.94 million gallons/day

- County must comply with Northwest Service Area Consumptive Use Permit
- Currently implementing aggressive reclaim retrofit to meet CUP
- Increase in development intensity must provide for alternative water sources



Orange Boulevard Special Area Study

Potential Impact to Schools

	Scenario 1 1.0 du/acre	Scenario 2 4.0 du/acre
Elementary	65 new students	327 new students
Middle	30 new students	150 new students
High	33 new students	163 new students
Total	128	640

The School Board raises concerns about the potential of additional students in the Study Area.



Orange Boulevard Special Area Study

Recommendations

1. Non-residential uses stop at Missouri Ave.
2. No expansion of non-conforming uses along Orange Blvd.
3. More aggressive Code Enforcement activities.
4. Research a funding scheme for needed infrastructure improvements.
5. Vacant commercial parcels shall adhere to all applicable overlay standards.

