

Analysis of Comprehensive Plan/Future Land Use Request (**Ordinance Number 25-35**)

In Accordance with Florida Statutes Chapter 163.3177.9.:

*Discourage Urban Sprawl: Primary Indicators of Sprawl:*

The future land use element and any amendment to the future land use element shall discourage the proliferation of urban sprawl. The primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality in order to determine whether the plan or plan amendment:

Review of Indicators

1. Low Intensity Development:

Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.

***The subject property is located within the Joint Planning Area. Urban services with adequate capacity are available to serve future development, consistent with the requested MCI future land use designation.***

2. Urban Development in Rural Areas:

Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.

***This indicator does not apply. The subject property is located in a corridor with a mixture of uses, including MCI designations and residential and commercial uses to the west.***

3. Strip or Isolated Development:

Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.

***This indicator does not apply. The site is bordered by residential development to the north and west, mixed commercial/industrial designations to the east, and a conservation area to the south.***

4. Natural Resources Protection:

Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

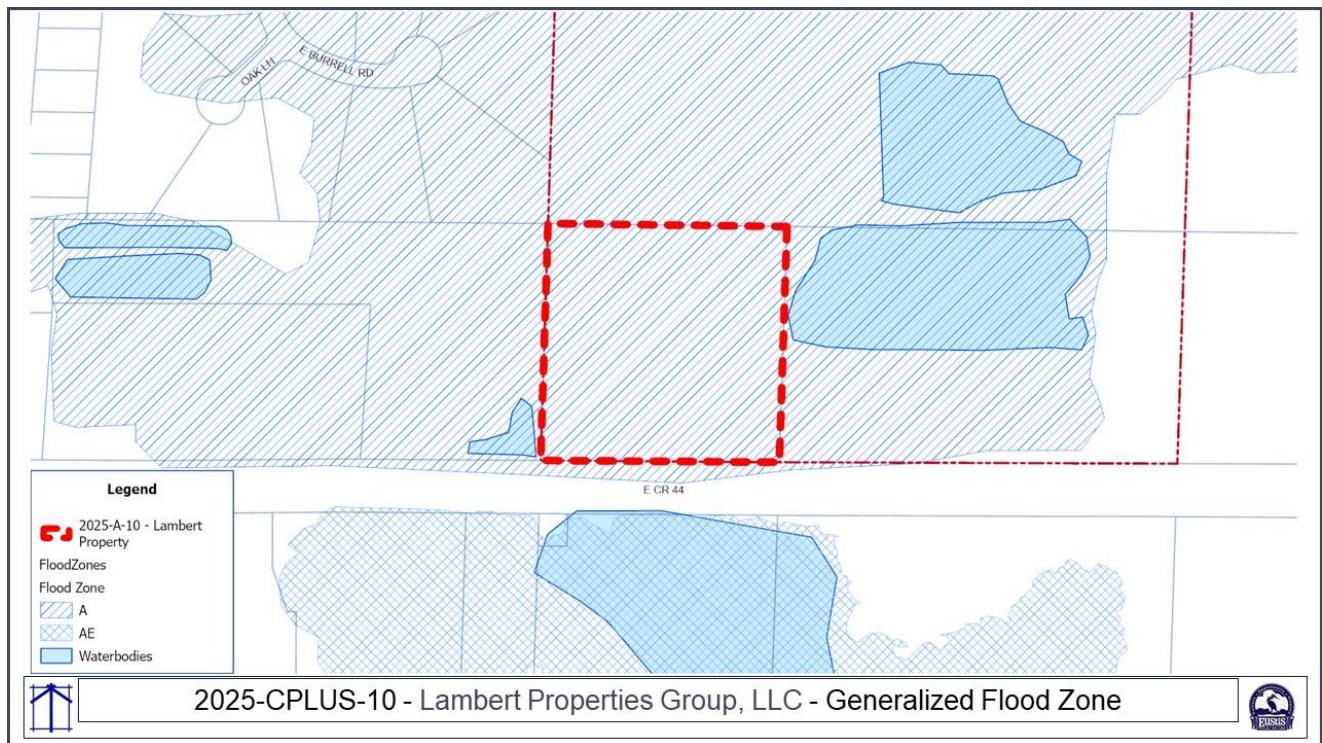
***The subject property is in a floodplain and does contain wetland areas.***

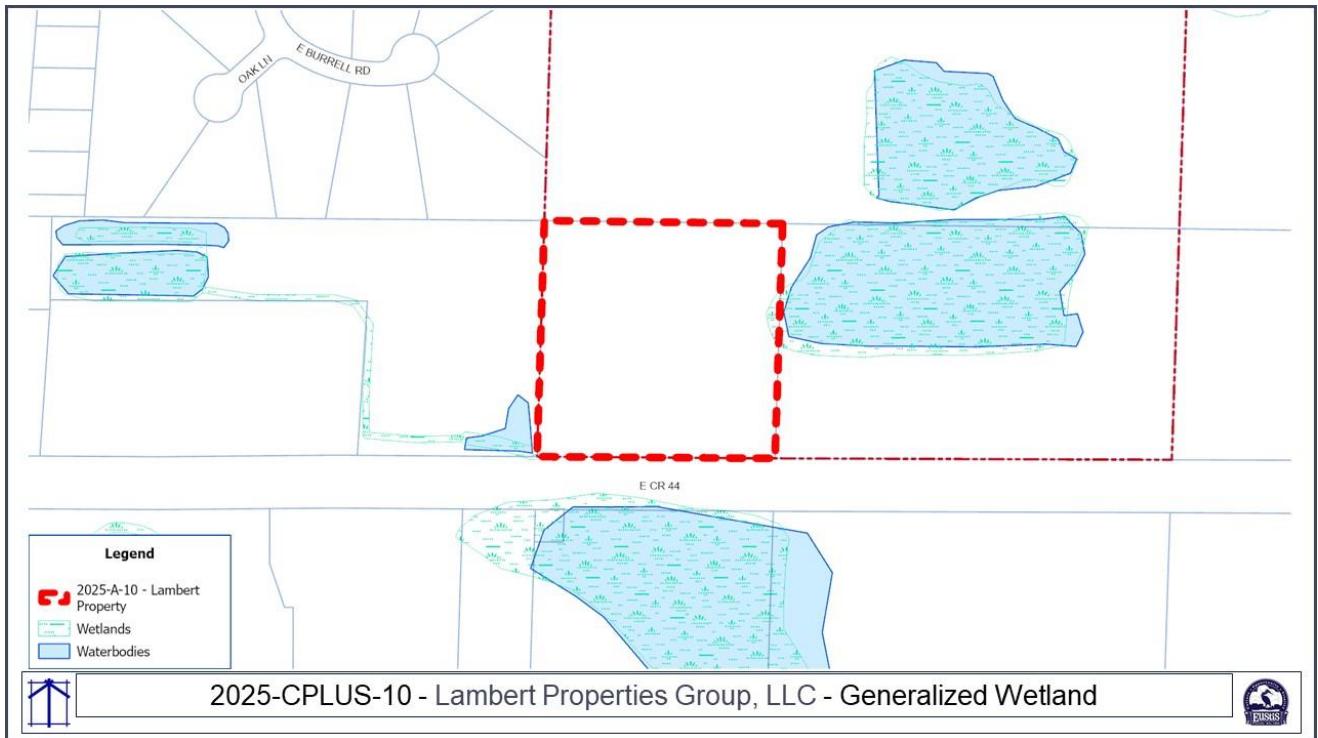
***Comprehensive Plan Policy CON 1.4 states that land development shall not be permitted in the 100-year floodplain unless the following criteria are met:***

- a. Public wastewater service is provided. Alternatively on-site waste disposal may be used only where is permissible by state and local agencies having***

*jurisdiction and where public sewer is unavailable and is not included in the current 5-year Capital Improvements Plan;*

- b. Gross residential development is less than 2 units per acre;*
- c. Public water service is provided;*
- d. Wetlands and other designated environmentally sensitive resources are not displaced;*
- e. Impervious surfaces in a development, including road pavement, are limited to 25%; and*
- f. There is no net loss of flood storage capacity.*





##### 5. Agricultural Area Protection:

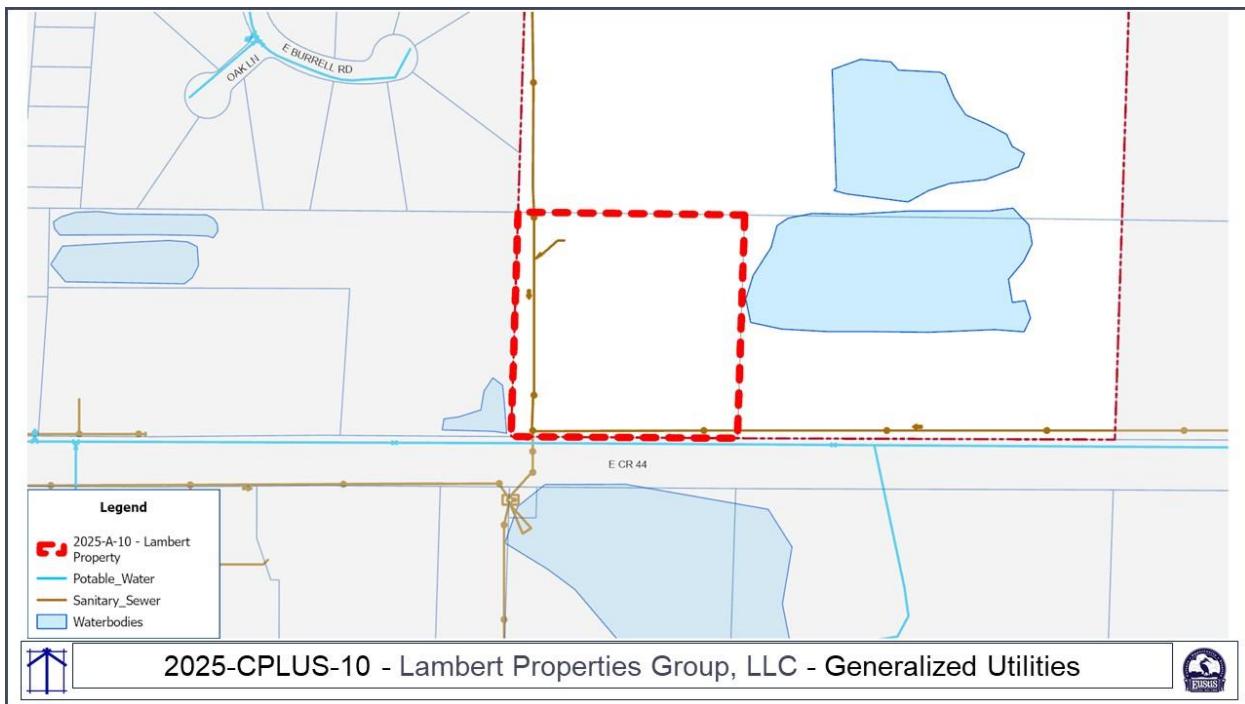
Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.

***This indicator does not apply. The site and surrounding areas do not include active agricultural or silviculture operations. The location lies within a developed area that is continuing to undergo further development.***

##### 6. Public Facilities:

Fails to maximize use of existing public facilities and services.

***This indicator is not applicable as city water is available to the property. Development of this parcel will maximize the use and efficiency of City water service. City sewer is available to the property and will be addressed via the site development process.***



## 7. Cost Effectiveness and Efficiency of Public Facilities:

Allows for land use patterns or timing that disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

***This indicator does not apply as there is adequate capacity to accommodate both existing and future development aligned with the requested MCI future land designation. The city already provides these services to other properties within the area, which will further efficiency.***

## 8. Separation of Urban and Rural:

Fails to provide a clear separation between rural and urban uses.

***This indicator does not apply. No nearby properties contain active agricultural activities or uses. The surrounding area is either developed or has development entitlements, featuring a mix of suburban and rural densities and intensities. The mixed-use nature of the MCI land use designation and the Suburban Corridor Design District align well with the established development pattern. Environmental constraints on the site may pose challenges to meeting Comprehensive Plan policies for natural resource protection, but these will be addressed during the site plan review process.***

## 9. Infill and Redevelopment:

Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

***This indicator does not apply.***

Functional Mix of Uses:

Fails to encourage a functional mix of uses.

***This indicator does not apply. This property is surrounded by a mix of residential and non-residential uses, with MCI designations located immediately adjacent to the property to the east.***

10. Accessibility among Uses:

Results in poor accessibility among linked or related land uses.

***The site constraints and environmental factors on the property may make it difficult to ensure any linkages between related uses. However, these will be reviewed during the review of future proposed development of the property.***

11. Open Space:

Results in the loss of significant amounts of functional open space.

***This indicator does not apply. The site lacks functional open space and is not linked to regionally significant open space.***

12. Urban Sprawl:

The future land use element or plan amendment shall be determined to discourage the proliferation of urban sprawl if it incorporates a development pattern or urban form that achieves four or more of the following:

a. Direction of Growth:

Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

***The site is adjacent to established urban, suburban, and rural development areas. While environmental constraints may present difficulty in meeting Comprehensive Plan policies for natural resource protection, these challenges will be addressed during the site plan review process.***

b. Efficient and Cost-Effective Services:

Promotes the efficient and cost-effective provision or extension of public infrastructure and services.

***Water and sewer service is available.***

c. Walkable and Connected Communities:

Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

***During development, the site must comply with the City's Land Development Regulations concerning connectivity and sidewalks. However, County Road 44, which is not part of the City's infrastructure, currently lacks a sidewalk system, making interconnectivity with existing and future uses a challenge.***

d. Water and Energy Conservation:

Promotes the conservation of water and energy.

***At time of site development, the property must adhere to City development standards and Florida Building Code requirements, ensuring the use of energy and water-efficient appliances.***

e. Agricultural Preservation:

Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.

***Not applicable; this site and adjacent areas do not support active agricultural or silvicultural activities. The site is within an existing developed residential and non-residential area.***

f. Open Space:

Preserves open space and natural lands and provides for public open space and recreation needs.

***Open space will be finalized during the site plan review process to ensure the preservation of natural resource features and functions. This assessment will prioritize the protection of wildlife habitats, substantial buffering for natural wetlands and water bodies, and the establishment of greenway corridors.***

g. Balance of Land Uses:

Creates a balance of land uses based upon the demands of the residential population for the nonresidential needs of an area.

***The proposed land use allows for both commercial and industrial type uses like those to the east.***

h. Urban Form Densities and Intensities:

Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl, or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.

**Not applicable.**

## **In Accordance with the Comprehensive Plan Future Land Use Element Appendix:**

All applications for a Plan amendment relating to the development patterns described and supported within the Plan including, but not limited to, site specific applications for changes in land use designations, are presumed to involve a legislative function of local government which, if approved, would be by legislative act of the City and shall, therefore, be evaluated based upon the numerous generally acceptable planning, timing, compatibility, and public facility considerations detailed or inferred in the policies of the Plan. Each application for an amendment to the Map #1: 2035 Future Land Use Map by changing the land use designation assigned to a parcel of property shall also be reviewed to determine and assess any significant impacts to the policy structure on the Comprehensive Plan of the proposed amendment including, but not limited to, the effect of the land use change on either the internal consistency or fiscal structure of the Plan.

### *Major Categories of Plan Policies:*

This Plan amendment application review and evaluation process will be prepared and presented in a format consistent with the major categories of Plan policies as follows:

#### 1. General Public Facilities/Services:

Since the Plan policies address the continuance, expansion and initiation of new government service and facility programs, including, but not limited to, capital facility construction, each application for a land use designation amendment shall include a description and evaluation of any Plan programs (such as the effect on the timing/financing of these programs) that will be affected by the amendment if approved. This analysis shall include the availability of, and actual and anticipated demand on, facilities and services serving or proposed to serve the subject property. The facilities and services required for analysis include emergency services, parks and recreation, potable water, public transportation if and when available, sanitary sewer, schools, solid waste, stormwater, and the transportation network.

##### a. Emergency Services Analysis:

***Eustis emergency services already provide emergency response to other properties in the area. Development in line with the MCI Future land use designation is not anticipated to significantly affect the operational efficiency of Eustis emergency services.***

##### b. Parks & Recreation:

***Not applicable. The proposed MCI land use is non-residential.***

c. Potable Water & Sanitary Sewer:

***Water and sewer are available to the subject property. Both water and sewer systems have adequate capacity to serve the site.***

d. Schools:

***The proposed MCI request is non-residential in nature, therefore the change should not negatively impact schools.***

e. Solid Waste:

***The City collaborates with Waste Management for solid waste collection, and the company already services the properties in the vicinity of the site. Providing service to this property will promote service delivery efficiency.***

f. Stormwater:

***The Comprehensive Plan and Land Development Regulations include the level of service (LOS) standards to which new development must adhere. Projects designed to meet these standards will not negatively affect the existing facilities and services.***

g. Transportation Network Analysis:

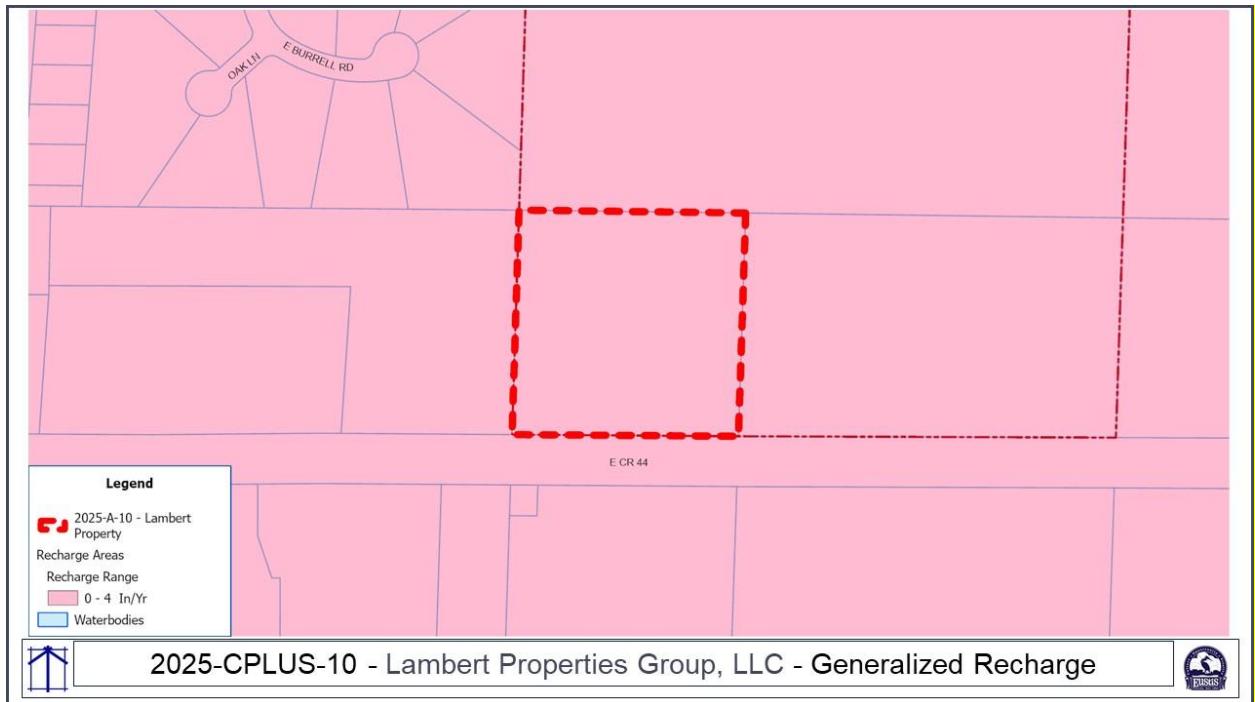
***The proposed non-residential development is expected to have no adverse effects on the existing transportation system. Currently, the adjacent transportation network has sufficient capacity to accommodate the proposed MCI property, even at full development standards.***

**2. Natural Resources/Natural Features:**

The policies of the Plan also contain general regulatory guidelines and requirements for managing growth and protecting the environment. These guidelines will be used to evaluate the overall consistency of the land use amendment with the Comprehensive Plan. Specifically, each amendment will be evaluated to 1) determine the existence of groundwater recharge areas; 2) the existence of any historical or archaeological sites; 3) the location of flood zones and the demonstration that the land uses proposed in flood-prone areas are suitable to the continued natural functioning of flood plains; and 4) the suitability of the soil and topography to the development proposed.

a. Groundwater recharge areas:

***The site may be within a recharge area; a site-specific geotechnical and hydrological study will be needed to determine the site-specific impact at the time of development. Source: Lake County Comprehensive Plan 2030 Floridian Aquifer Recharge Map.***



b. Historical or archaeological sites:

***The City does not have any record of Florida Master Site Files related to this property and no known historical or cultural resources exist.***

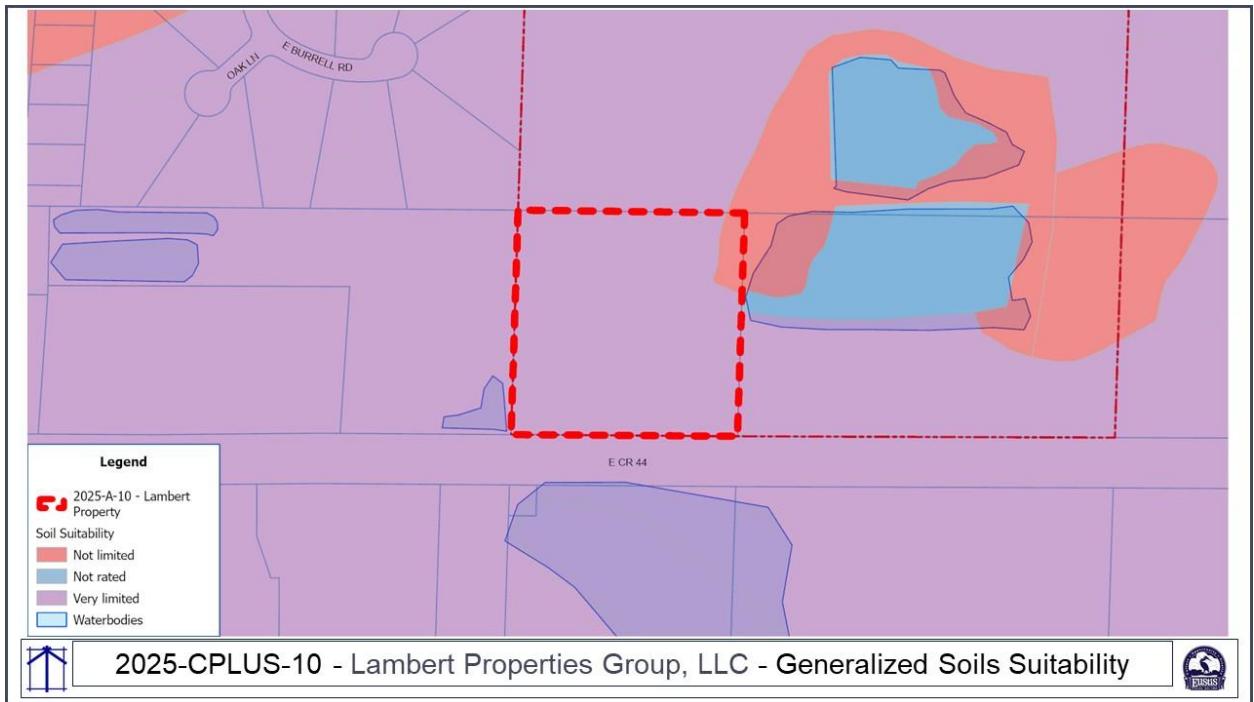
c. Flood zones:

***The subject property is impacted by a 100-year flood zone area. Source - Lake County GIS - 2012 Flood Zones.***

d. Soil and topography:

***Soils appear to be suitable for development. At the development application stage, soils and geotechnical reports will be required as part of the application packages, as well as for permitting for development with the applicable state agencies.***

***As building permit approval must be obtained before development can begin, the Comprehensive Plan and the Land Development Regulations include standards for the protection of environmentally sensitive lands that would apply should conditions at the time of development warrant such protection.***



### 3. Comprehensive Plan Review:

Additional criteria and standards are also included in the Plan that describe when, where and how development is to occur. Plan development policies will be used to evaluate the appropriateness of the compatibility of the use, intensity, location, and timing of the proposed amendment.

#### ***Existing Land Use According to the Lake County Comprehensive Plan:***

##### ***Policy I-1.3.2 Urban Low Density Future Land Use Category***

*The Urban Low Density Future Land Use Category provides for a range of residential development at a maximum density of four (4) dwelling units per net buildable acre in addition to civic, commercial, and office uses at an appropriate scale and intensity to serve this category. Limited light industrial uses may only be allowed as a conditional use, unless permitted as an Economic Development Overlay District use.*

*This category shall be located on or in proximity to collector or arterial roadways to minimize traffic on local streets and provide convenient access to transit facilities.*

*Within this category any residential development in excess of 10 dwelling units shall be required to provide a minimum 25% of the net buildable area of the entire site as common open space. The maximum intensity in this category shall*

be 0.25, except for civic uses and Economic Development Overlay District uses, which shall be 0.35. The maximum Impervious Surface Ratio shall be 0.60.

**TYPICAL USES INCLUDE:**

- *Residential;*
- *Nursing and personal care facilities;*
- *Civic uses;*
- *Residential professional offices;*
- *Passive parks;*
- *Religious organizations;*
- *Day care services;*
- *Schools;*
- *Commerce uses, including: services, retail trade, finance, insurance and real estate as allowed pursuant to Policy I-1.3.10 Commercial Activities within the Urban Future Land Use Series; and*
- *Public order and safety; and*
- *Economic Development Overlay District Uses for properties included within the Economic Development Overlay District (Map 20, Future Land Use Map Series), and subject to Objective I-6.5.*

**TYPICAL USES REQUIRING A CONDITIONAL USE PERMIT:**

- *Active parks and recreation facilities;*
- *Light industrial such as manufacturing, wholesale trade, transportation, communications, electric, gas and sanitary services shall require a conditional use permit, unless the proposed use is permitted as an Economic Development Overlay District use. Light industrial conditional use activities are limited to those without off-site impacts and takes place primarily within an enclosed building;*
- *Animal specialty services;*
- *Mining and resource extraction;*
- *Hospitals; and*

## Analysis of Design District Request (Ordinance Number 25-36):

### Form-Based Code:

The City's Land Development Regulations are a form-based code. Design districts are unique to form-based codes. Lake County still uses traditional Euclidean zoning, so there are no design districts for parcels in unincorporated Lake County. When a parcel annexes into the City of Eustis, the City must assign a consistent design district that follows the urban, suburban and rural transect

#### 1. Standards for Review:

The Land Development Regulations include the following standards for review of an amendment to the Design District Map. In approving a change in the designation, the City Commission shall consider: Whether the amendment is in conflict with any applicable provisions of the Code.

##### a. Section 102-17(a) "...Section 109-3 Design Districts:

identifies the definition, structure, and form of each design district. The assignment of design district must follow the district pattern and intent."

***The requested amendment assigns a newly annexed parcel a designation that meets the district pattern and intent (Suburban Corridor). The Suburban development pattern and intent, and the Suburban Corridor definition, structure, and form description are stated below. The assignment of a Suburban Corridor design district designation is appropriate due to the established and proposed development patterns in the area.***

##### b. Sec. 109-5.5. Suburban development pattern intent statements:

*Intent. Suburban development pattern...relies primarily on a pattern of residential development that provides the majority of property owners with substantial yards on their own property. The street layout, comprised of streets with fewer vehicular connections, helps to reduce cut-through traffic and establishes distinct boundaries for residential communities/subdivisions. Each land use provides for pedestrian and bicycle connections.*

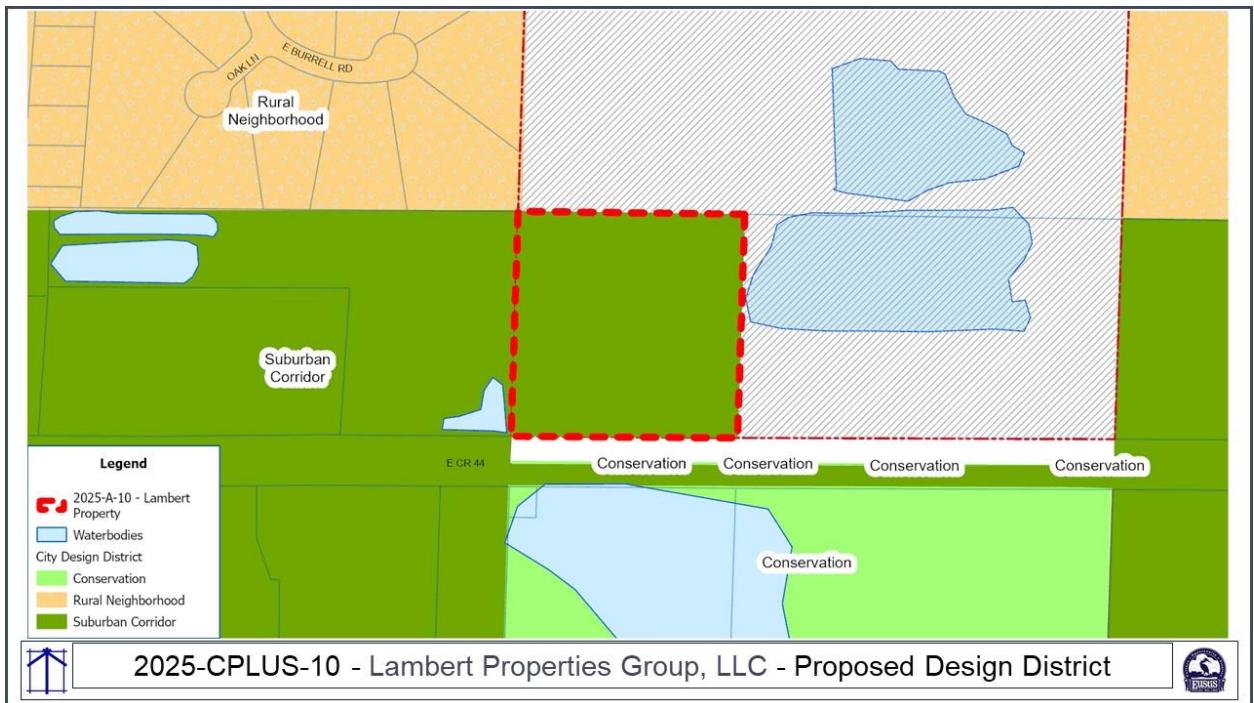
##### *Design districts – Suburban Corridor*

*a. Definition. Linear concentrations of typically commercial uses, predominately auto-oriented uses. The parcel size ranges from large areas of depth to shallow in nature, compatible with the adjacent neighborhoods.*

*b. Structure. The street system is designed to accommodate the density, intensity, and form of suburban development and provides functional connections that link neighborhoods to shopping areas.*

c. Form. Predominately single-use areas that may include a mix of uses, retail, and residential.

**The Suburban development patterns statement above indicates that residential uses are primarily located on streets with fewer vehicle connections. A Suburban Corridor designation follows the district pattern and intent outlined in the Land Development Regulations and is consistent with the existing transect in the area.**



**c. Section 102-17(a)**

The following guidelines must be followed when proposing the reassignment of a design district:

Compatible intensities should face across streets. Changes in design districts should occur along rear alleys or lanes or along conservation edges.

**Reassignment is not being proposed; a Eustis design district designation must be assigned to annexed property; the proposed design district is compatible with the surrounding design districts.**

**d. Consistent with Comprehensive Plan:**

Whether the proposed amendment is consistent with all elements of the comprehensive plan.

**The requested amendment is consistent with the Future Land Use element (including Policy FLU 1.2.4, Development Patterns, and FLU 1.3.2. Maintain Residential Compatibility), as well as all other elements of the Comprehensive Plan.**

*e. Consistent with Surrounding Uses:*

Whether, and the extent to which, the proposed design district is consistent with existing and proposed land uses.

***The Suburban Corridor definition, structure, and form are compatible with the existing uses and any proposed uses permitted under the MCI future land use designation.***

*f. Changed Conditions:*

Whether there have been changed conditions that justify amending the design district.

***The subject property is proposed for annexation, and a design district assignment is necessary. The conditions have changed from land located in unincorporated Lake County without central services to a site within the City of Eustis with municipal services.***

*g. Public Facilities.*

Whether, and the extent to which, the proposed redistricting would result in demands on public facilities, and whether, or to the extent to which, the proposed change would exceed the capacity of such public facilities, including, but not limited to police, roads, sewage facilities, water supply, drainage, solid waste, parks and recreation, schools, and fire and emergency medical facilities.

***A redistricting is not proposed. Assigning a design district to an annexation property will not change the demand impact on public facilities. The Future Land Use designation controls the density and intensity permitted on the site, so the Design District map amendment would not result in impacts beyond that already anticipated. Also, see the analysis of public facilities in the above sections of this report.***

*h. Impact on Environment:*

Whether, and the extent to which, the redistricting would result in significant impacts on the natural environment.

***The proposed Design District designation for this property does not change the development potential of the parcel. Design Districts control the form and function of any development that does occur. The Future Land Use designation controls the density, intensity, and minimum open space permitted on the site, so the Design District amendment would not result in additional impacts on the natural environment. As building permit approval must be obtained before development can begin, the Comprehensive Plan and the Land Development Regulations include standards for the protection of environmentally sensitive lands that would apply should conditions at the time of development warrant such protection.***

*i. Property Values:*

Whether, and the extent to which, the proposed redistricting would affect the property values in the area.

***Redistricting is not being proposed; a City of Eustis design district designation must be assigned to the annexed property. This request should not affect property values because the proposed Design District designation is consistent with the surrounding development patterns and design districts.***

*j. Orderly Development Pattern:*

Whether, and the extent to which, the proposed redistricting would result in an orderly and logical development pattern.

***The request is the assignment of a design district to an annexation parcel, not redistricting. However, the proposed Design District designation is consistent with the suburban development pattern identified in Section 109-5.5 of the Land Development Regulations. Assignment of the requested designation will result in a more orderly and logical development pattern, making the designation consistent with the surrounding area designations and established development patterns.***

*k. Public Interest and Intent of Regulations:*

Whether the proposed redistricting would be in conflict with the public interest, and in harmony with the purpose and intent of these regulations.

***The request is the assignment of a design district to an annexation parcel, not redistricting. The proposed Design District is not in conflict with the public interest and reflects the purpose and intent of the regulations.***

*l. Other Matters:*

Any other matters that may be deemed appropriate by the city commission, in review and consideration of the proposed redistricting.

***The request is the assignment of a design district to an annexation parcel, not redistricting. The City's Land Development Regulations are a form-based code. The Design District designations define the development form, but not the types of land use, densities, intensities, or required open space. The districts, therefore, must be consistent and follow the urban, suburban, and rural transects. This request assigns a Suburban Corridor design district designation to an annexation parcel, which is consistent with the existing transect.***

## Applicable Policies and Codes

1. Resolution Number 87-34

Joint Planning Area Agreement with Lake County: "The City and the County agree that the unincorporated areas adjacent to the City might be appropriately served by urban services provided by the City, and might therefore be annexed into the City in accordance with State law..... The City agrees to annex property in accordance with State law and provide adequate urban services and facilities to serve those areas within the Joint Planning Area."

2. Florida Statues Chapter 171.044: Voluntary Annexation:

- a. "The owner or owners of real property in an unincorporated area of a county which is contiguous to a municipality and reasonably compact may petition the governing body of said municipality that said property be annexed to the municipality."
- b. "Land shall not be annexed through voluntary annexation when such annexation results in the creation of enclaves."

**Comprehensive Plan – *Mixed Commercial Industrial (MCI)***

*This land use designation is intended to provide for development of light manufacturing, distribution, corporate office & related commercial and industrial facilities in select high profile locations and in well planned environments.*

*General Range of Uses: This category accommodates a mix of commercial and light industrial, including but not limited to commercial parking, fast lube/oil change, major vehicle service, commercial neighborhood, retail sales and services, self service storage, vehicle parts and accessories (sales), and sports complexes. Vocational schools and government buildings are also permitted uses.*

*Maximum Density: Not applicable.*

*Intensity Range: up to 2.5 FAR subject to restrictions in Section 109-3 of the Land Development Regulations.*

*Mix Requirements: There are proportional requirements and limitations regarding the amount of residential and non-residential uses allowable in an area designated MCI. For the mixed land use category MCI, the city establishes, and shall monitor on a citywide basis, a mix of uses as follows:*

*Commercial: Not more than 20% of total MCI acreage*

*Commercial/Office: Not more than 80% of total MCI acreage*

*The composition of mix for each proposed development will be determined on a case-by-case basis during the development review process. Specific uses permitted will be monitored by the city to ensure continuity and compatibility with adjacent land uses. Individual properties may develop residentially or commercially, provided that all applicable criteria set forth herein are met.*

*Special Provisions:*

*(1) Future amendments to designate areas as MCI may be permitted in undeveloped areas oriented to major highways & other transportation facilities as determined by market demand, and provided that:*

- a. Mixed Commercial Industrial areas and developments therein will be held to a higher level of community design relative to signage, lighting, landscape materials, and building quality than General Commercial areas; and*
- b. signage and lighting are limited to maintain the generally semi-rural or high-profile image character of these designated areas.*