INFRASTRUCTURE
CONSULTING & ENGINEERING

Levy County 2050 Plan Update
Workshop #2 - Future Land Use

Community-Driven Planning for a Resilient, Thriving Future

December 2, 2025

LEVY COUNTY
FLORIDA

Welcome & Overview

Purpose of today's Workshop

- Update and refine the County's Future Land Use
- SWOT Analysis
- Discuss growth boundaries or centers
- Discuss protecting natural and agricultural lands
- Environmental constraints and available infrastructure
- Joint Planning Areas (JPA's) vs Municipal Service Areas (MSA's)

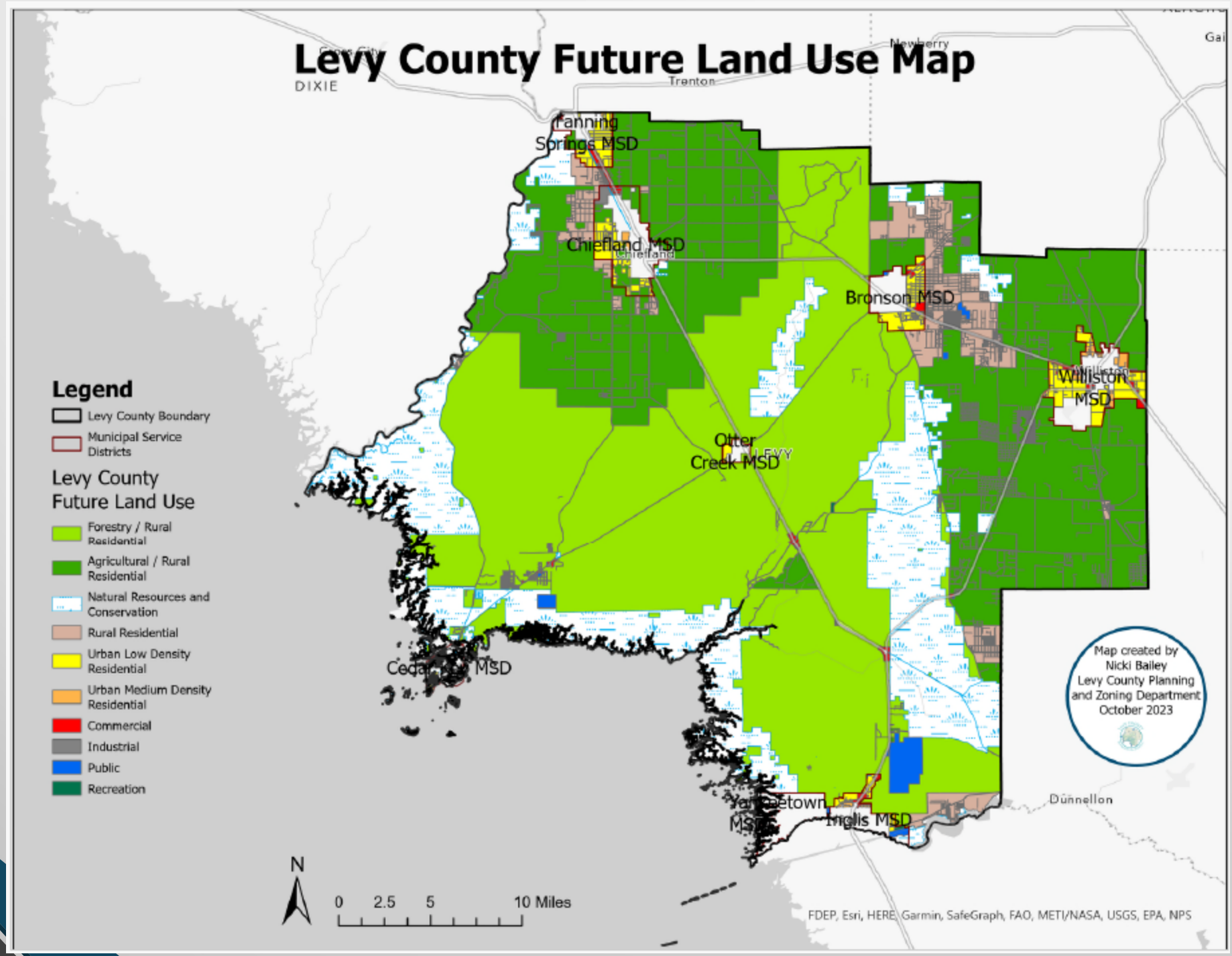
The Planning Challenge

Population shifts, rural pressures, and infrastructure needs

Economic resilience and conservation balance

How should Levy grow without losing what makes it special?

Levy County Future Land Use Map



Unincorporated Land Use Distribution

Future Land Use Category	Acreage	Percentage	Density (Units/Acre)
Natural Resources and Conservation (NR-CON)	123,767	18.0%	0
Forestry/Rural Residential (F/RR)	291,888	42.4%	1U/20 acres
Agricultural/Rural Residential (A/RR)	223,130	32.4%	1U/10 acres
Rural Residential (RR)	27,127	4.0%	1U/3 acres
Urban Low-Density Residential (LDR)	12,920	1.9%	1U/1 acre
Urban Medium Density Residential (MDR)	1,281	0.2%	5U/1 acre
Commercial (C)	2,226	0.32%	N/A
Industrial (I)	629.66	0.09%	N/A
Recreation (REC)	160	0.02%	0
Public & Institutional Facilities (PF)	4,364	0.64%	0

Unincorporated Land Use Distribution

Future Land Use + vacant land

- Unincorporated acreage is dominated by:
  - **Forestry/Rural Residential - F/RR – 42.4% (1 du/20 acres)**
  - **Agricultural/Rural Residential A/RR – 32.4% (1 du/10 acres)**
  - **Natural Resource/Conservation NNR-CON – 18% (0 du/acre)**

These districts collectively cover ~93% of unincorporated acreage

Vacant Acreage by Future Land Use Category

Future Land Use Category	Vacant Acreage	Percent Vacant
Natural Resource and Conservation (NR-CON)	122,664.21	99.11%
Forestry/Rural Residential (F/RR)	263,758.02	90.36%
Agricultural/Rural Residential (A/RR)	147,249.98	65.99%
Rural Residential (RR)	13,615.24	50.19%
Urban Low-Density Residential (LDR)	6094.87	47.17%
Urban Medium Density Residential (MDR)	624.87	48.80%
Urban High-Density Residential (HDR)	0	0
Commercial (C)	1286.48	57.81%
Industrial (I)	476.74	76.10%
Recreation (REC)	159.97	100.00%
Public & Institutional Facilities (PF)	4300.94	98.55%

Criteria for Amending the FLU Map (Policy 11.1)

Growth Demand & Smart Land Use

- **Match growth to demand** – Use population and housing trends to justify changes
- **Support jobs & services** – Target FLU changes where they strengthen the local economy
- **Avoid scattered sprawl** – Direct growth to appropriate nodes and corridors, not isolated parcels

Criteria for Amending the FLU Map (Policy 11.1)

Protecting Rural Lands & Natural Systems

- **Preserve agriculture and rural character –** Keep working lands and open spaces intact.
- **Respect environmental constraints –** Avoid flood-prone, storm surge, and highly sensitive areas.
- **Balance growth with conservation –** Allow development where infrastructure and the landscape can support it.

Expanding a Municipal Service District (Policy 11.2)

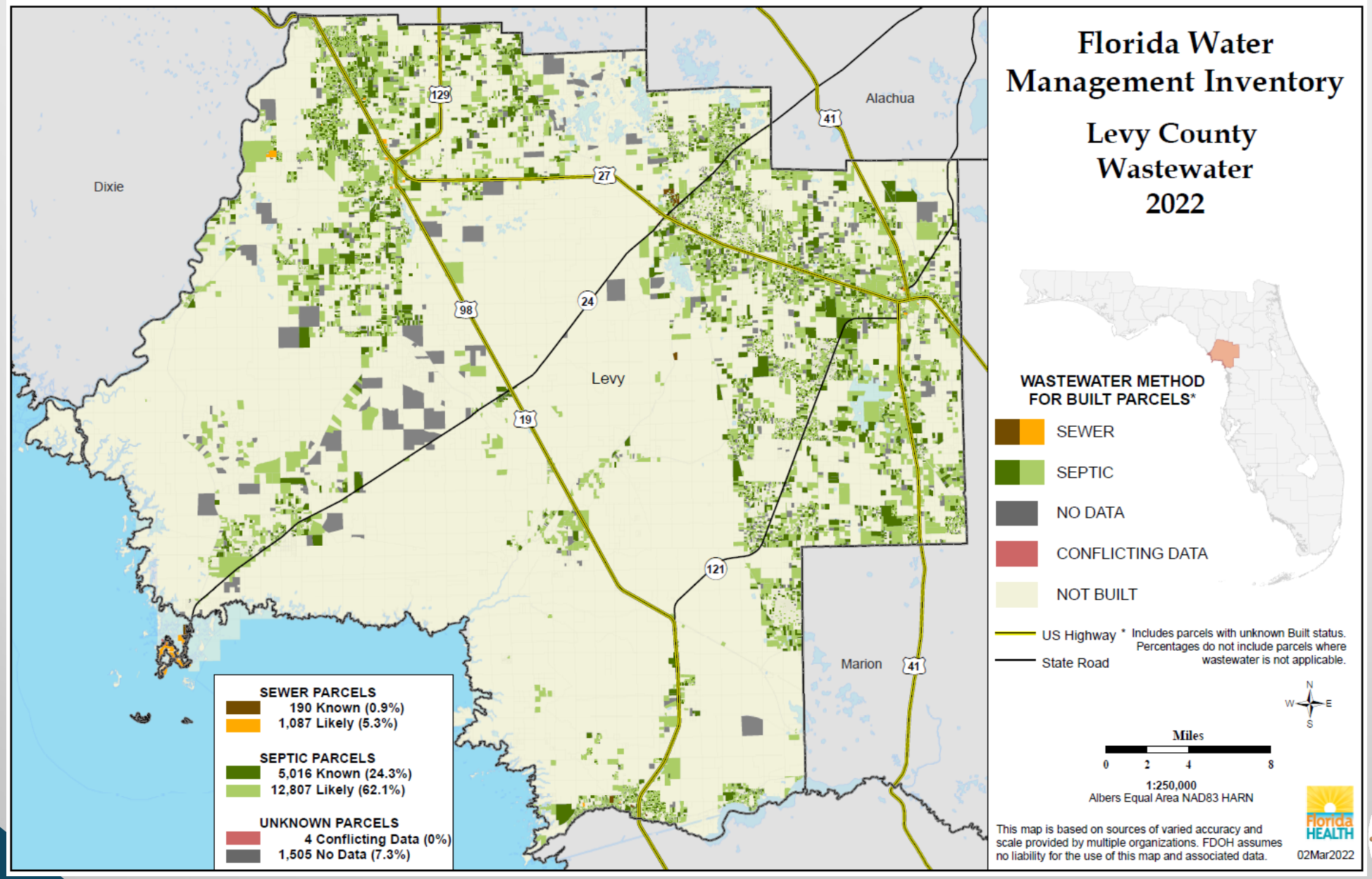
When Does It Make Sense to Expand an MSD?

- **Support Compact, Efficient Growth**
  Extend water/sewer where it can serve logical expansions of the city
  Prioritize areas with realistic development pressure and city support

- **Use Infrastructure Wisely**
  Build on existing lines and treatment capacity
  Focus on corridors and nodes that can be served cost-effectively

- **Align with County & City Vision**
  Reinforce shared goals for economic development and housing
  Avoid extending utilities into areas intended to remain rural or conserved

Wastewater Inventory



LEVY COUNTY FLORIDA

Water/Wastewater Demand

Water

Year	2023	2025	2030	2035	2040	2045	2050
Population	45,129	46,091	47,287	48,641	50,170	51,994	54,238
Daily Flow (gpd)	70,833.75	72,343.69	74,220.91	76,346.13	78,746.02	81,608.94	85,131.09

Source: Florida Geographic Data Library – University of Florida Geoplan Center (2024); Florida Department of Environmental Protection (Oculus Portal) 2024; Florida Department of Revenue.

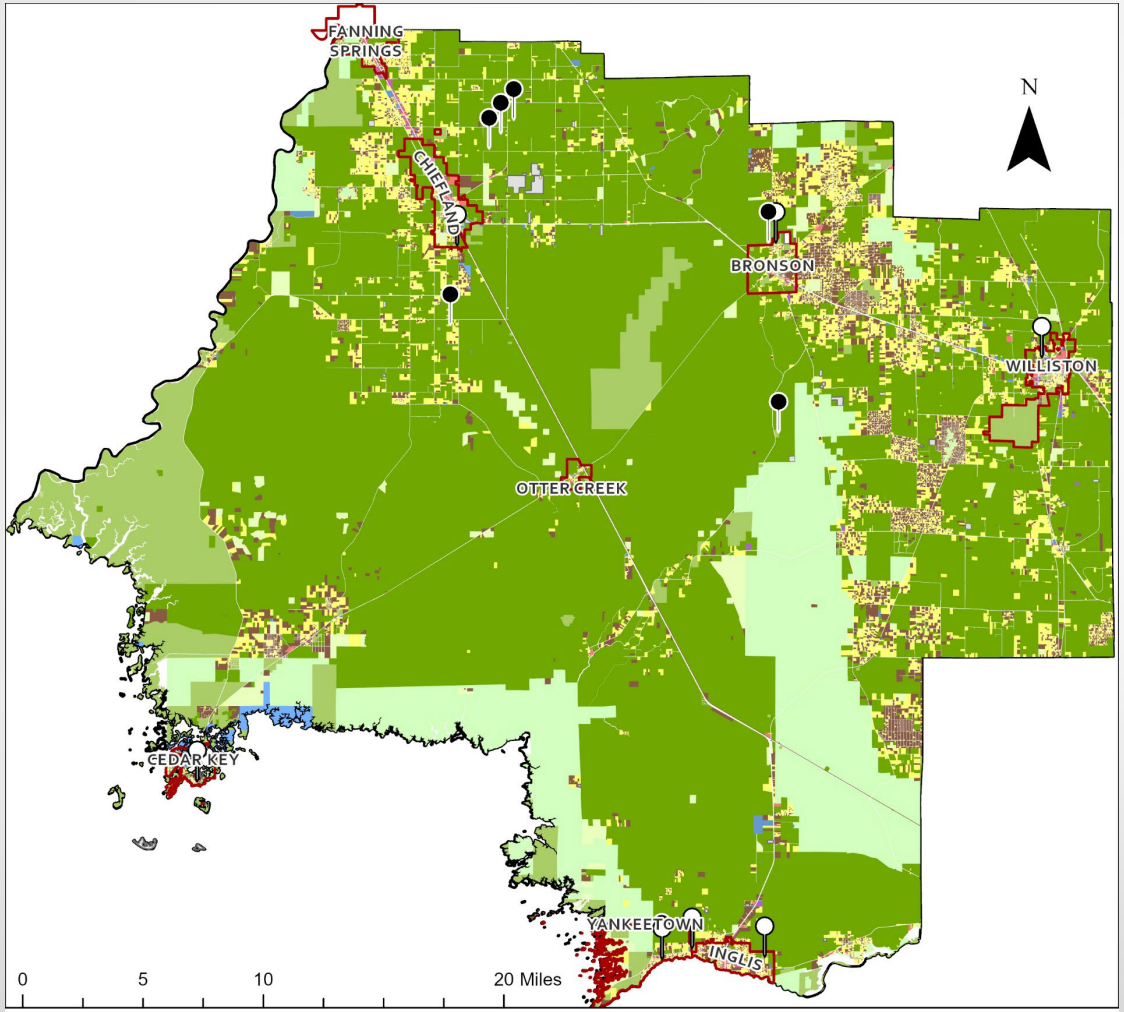
Wastewater

Year	2023	2025	2030	2035	2040	2045	2050
Population	45,129	46,091	47,287	48,641	50,170	51,994	54,238
Daily Flow (MGD)	0.93	0.95	0.98	1.01	1.04	1.08	1.12
Daily Flow (GPD)	934,940.20	954,870	979,647.60	1,007,698	1,039,375	1,077,163	1,123,652
Yearly Flow (MGY)	341.25	348.53	357.57	367.81	379.37	393.16	410.13

Source: Florida Geographic Data Library – University of Florida Geoplan Center (2024); Florida Department of Environmental Protection (Oculus Portal) 2024; Florida Department of Revenue.

Most of the unincorporated County lacks central sewer

Wastewater Treatment Facilities



Legend

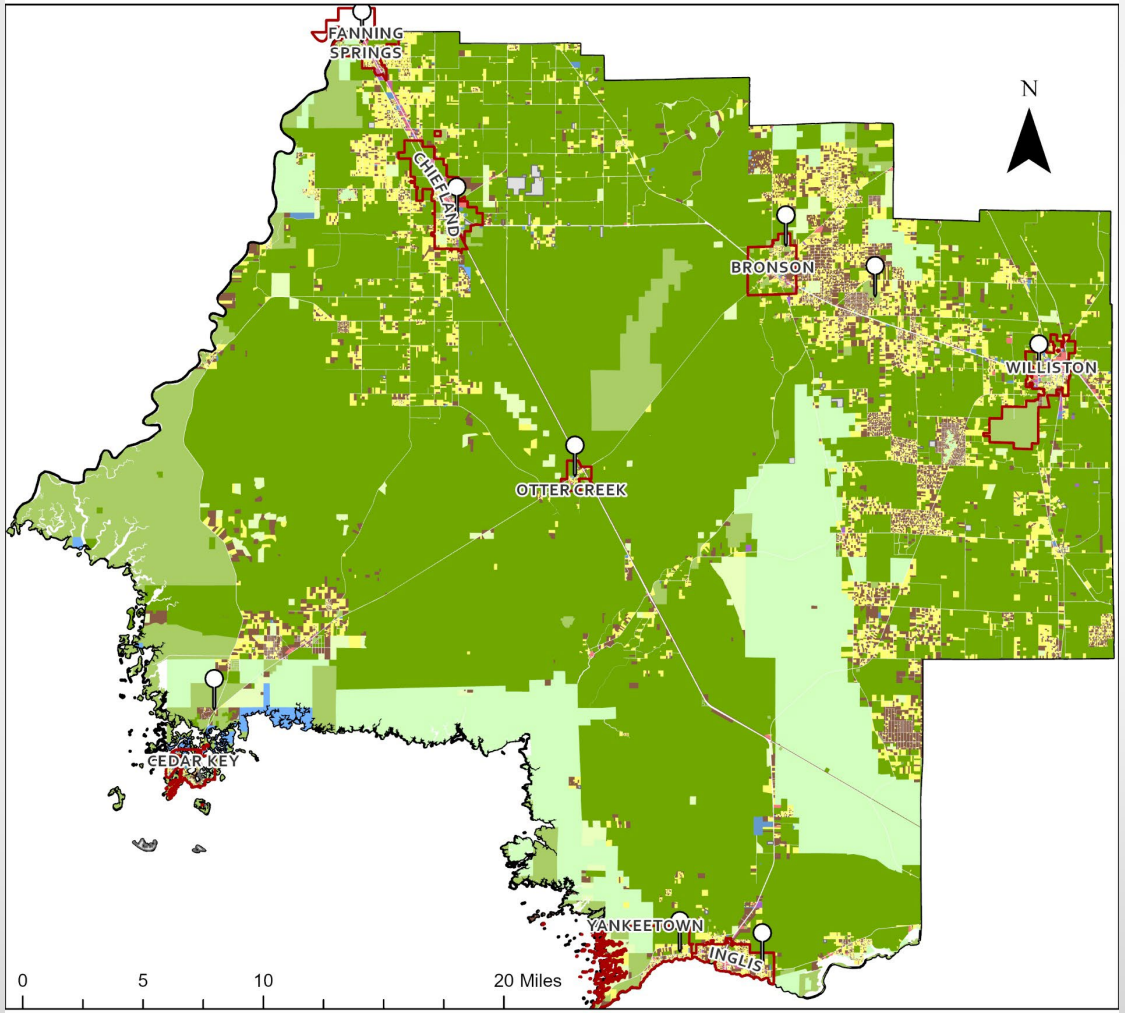
- Municipality
- Levy County
- Wastewater Treatment Facility
  - County Facility
  - Municipal Facility

Levy County Current Land Use

- ACREAGE NOT ZONED FOR AGRICULTURE
- PARCELS WITH NO VALUES
- AGRICULTURAL
- INDUSTRIAL
- INSTITUTIONAL
- PUBLIC/SEMI-PUBLIC (CON)
- RECREATION
- RESIDENTIAL
- RETAIL/OFFICE
- ROW
- VACANT NONRESIDENTIAL
- VACANT RESIDENTIAL
- WATER

Florida Department of Transportation (FDOT) Generalized Land Use, 2023 (via GeoPlan/FGDL, June 2024)

Municipal Potable Water Facilities



Legend

- Municipality
- Levy County
- Municipal Potable Water Facilities

Levy County Current Land Use

- ACREAGE NOT ZONED FOR AGRICULTURE
- PARCELS WITH NO VALUES
- AGRICULTURAL
- INDUSTRIAL
- INSTITUTIONAL
- PUBLIC/SEMI-PUBLIC (CON)
- RECREATION
- RESIDENTIAL
- RETAIL/OFFICE
- ROW
- VACANT NONRESIDENTIAL
- VACANT RESIDENTIAL
- WATER

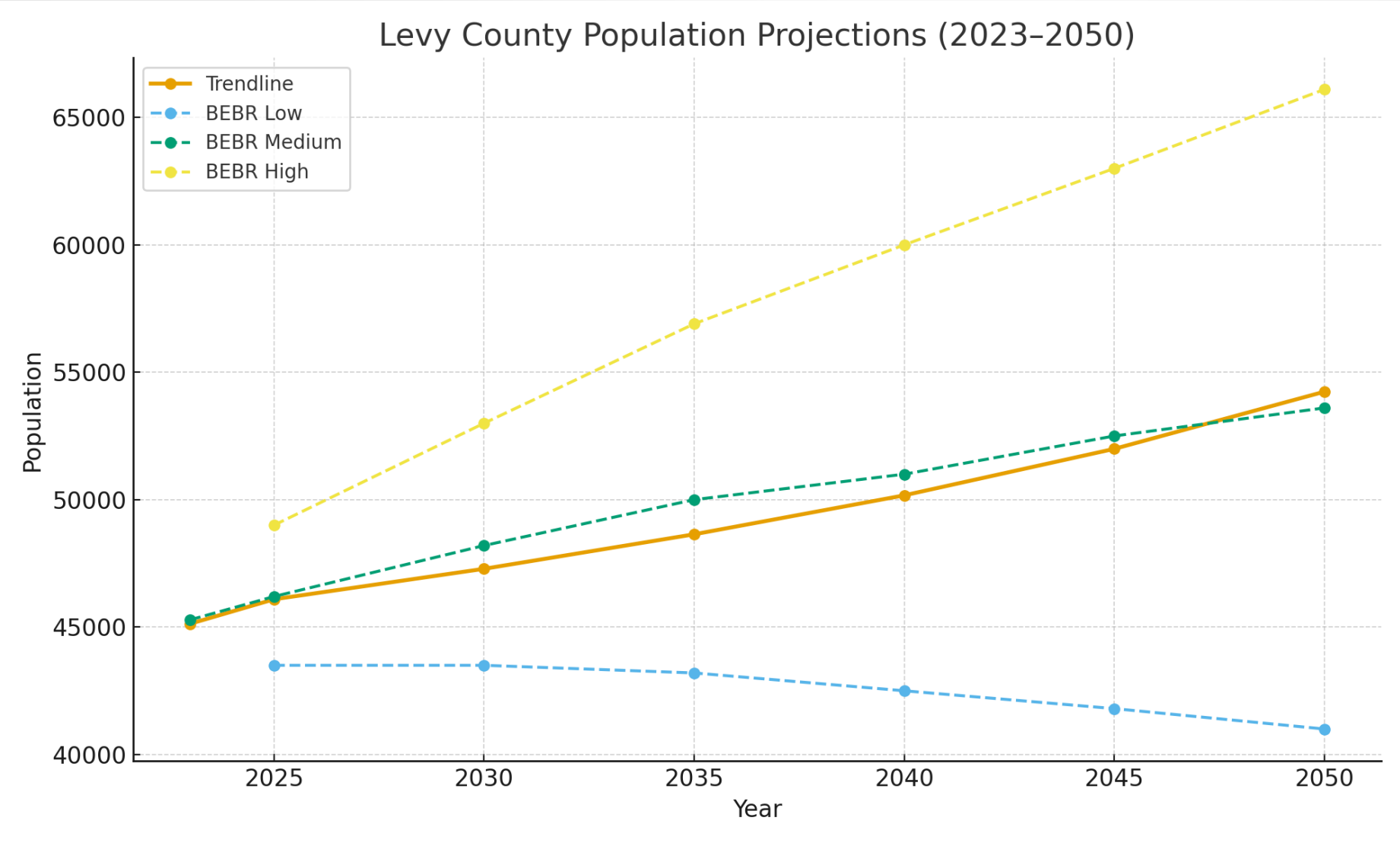
Big Picture From the Data & Analysis

Sewer/wastewater

- County-owned WWTPs only serve the Public Safety Complex and Jail/EOC; **no residential connections**.
- One small private system in unincorporated Levy (Springside MHP) plus a few private systems in Inglis.
- Municipal plants are in **Williston, Chiefland, Cedar Key, Fanning Springs (in Gilchrist but collects into Levy), and Bronson.**
- **Only Williston** currently extends sewer outside its limits (≈81 parcels, 54 developed, on the east side). All other unincorporated parcels are on onsite systems; no other city collection system crosses into the County.

Population Projections

Levy's growth is steady, but pressures are increasing around the County



SWOT Exercise

- Strengths
- Weaknesses
- Opportunities
- Threats

Issues related to growth, development patterns, infrastructure, natural resources, and community character

Breakout Session 1: SWOT Analysis

- Review the SWOT categories provided. These are starting points for discussion.
- Select 1–2 priorities per category, or add priorities that you feel need to be considered.
- Add stickers or checkmarks for top concerns.

The facilitator will collect your top takeaways.

Strengths

- Abundant undeveloped land with large parcels suitable for future planning
- Strong agricultural base and rural character that resident's value
- Existing Future Land Use Map framework with Conservation and Agricultural designations
- Low-density lifestyle appeals to families, retirees, and remote workers
- Regional connectivity to Gainesville, Ocala, I-75, and US 19 for freight and workforce access

Weaknesses

- Scattered development patterns in rural subdivisions, difficult and costly to serve
- Limited central water/sewer infrastructure outside municipalities
- Inconsistencies between FLU and zoning in older plats (e.g., vesting issues, outdated entitlements)
- Weak land use controls for design quality, especially in rural residential areas

Opportunities

- Designate growth nodes along US 27, SR 24, and US 19 to guide development and preserve rural lands
- Use Transfer of Development Rights (TDR) or conservation easements to protect agriculture/springsheds
- Enable small-town expansion areas (e.g., Chiefland, Bronson, Williston) for housing and services
- Encourage infill and redevelopment in towns using zoning overlays and incentive policies
- Expand rural economic zones for farm-to-market, agritourism, light industrial, and home-based businesses

Threats

- Uncontrolled sprawl converting agricultural lands to low-density subdivisions without public services
- Environmental degradation: Springshed nitrogen loading, floodplain encroachment, wetland impacts
- Infrastructure deficits (central sewer, broadband, etc.) are limiting viable growth in rural areas
- Pressure from outside development proposing uses inconsistent with the community vision
- State preemption or loss of local control over land use decisions

Part Two

Where should the County consider directing future growth?

Growth Opportunity Area Map

Purpose and Role of the Growth Opportunity Map

Levy County's **Growth Opportunity Map** helps to identify general areas where the community feels future development and reinvestment should be encouraged over the next 20–25 years, consistent with:

- Availability or planned extension of central sewer and other urban services;
- The adopted Future Land Use Map (FLUM);
- Known environmental constraints, including wetlands, conservation lands, springsheds, and coastal surge/flood risk; and
- The County's desire to maintain a predominantly rural landscape while strengthening its existing communities and agricultural economic base.

Where Growth Should *Not* Go: Environmental & Hazard Constraints

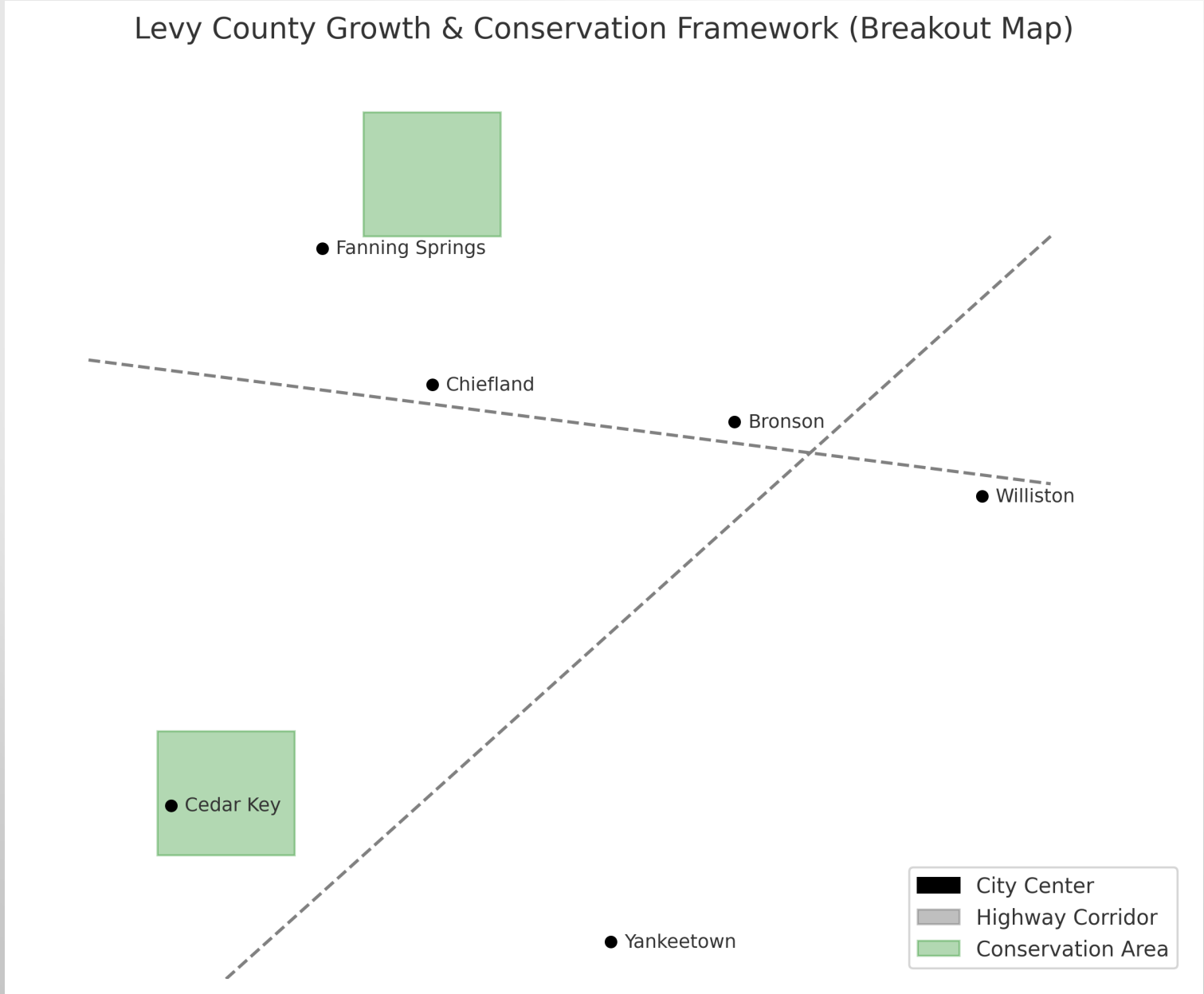
- 🛑 NR-CON Lands – Conservation easements, national wildlife refuges, wetlands, floodplains; 99% vacant by intent.
- 🌊 Coastal Fringe – Cedar Key, Yankeetown, and Withlacoochee River corridor face extreme storm surge risk.
- 🌀 Storm Surge & Flood Risk Zones – Overlap with Category 1–3 evacuation zones; high hazard areas.
- 📉 Planning Recommendations – Avoid new urban FLU or major development in these areas. Prioritize resilience and conservation.

Potential Growth Opportunity Areas

Here are five possible **Growth Opportunity Areas (GOAs)** where Levy County could anticipate new urban-scale development and employment growth to occur:

- GOA-1: Williston Urban Service Area
- GOA-2: Chiefland US-19/US-98 Employment & Mixed-Use Corridor
- GOA-3: Bronson Central County Government & Residential Node
- GOA-4: Fanning Springs Gateway Node
- GOA-5: Inland Corridor Ag-Industrial Clusters

Growth Opportunity Areas



Breakout Session 2: Mapping Growth Opportunities

Thinking about those five potential growth areas

- Use the maps provided to discuss where you think Levy should grow or conserve.
- Mark key areas using stickers or symbols.
- Label areas: growth, no-growth, infrastructure, or economic opportunity.

The facilitator will gather input.

Part Three

Coordinating for Smart Growth

Directing future growth, conserving natural resources, and delivering infrastructure efficiently through collaborative planning between the County and its municipalities.

Joint Planning Areas vs Municipal Service Areas

Joint Planning Areas (JPAs):

- County-City coordination on annexation and land use
- Shared vision for growth and infrastructure
- Governed by interlocal agreement – comp plan & zoning

Municipal Service Areas (MSAs):

- A delineated area (often unincorporated) that a municipality plans to serve with public infrastructure (water, sewer, etc.) without necessarily annexing.
- Guide capital improvements and grant targeting

Should Levy pursue JPAs, MSAs, or both?

JPA vs MSA: Levy County Planning Framework

Criteria	Joint Planning Area (JPA)	Municipal Service Area (MSA)
Primary Purpose	Coordinate land use, annexation, and infrastructure	Define utility service areas without annexation
Legal Basis	F.S. §163.3177(6)(h) with interlocal agreement	Optional, often via utility master plan
Best Use in Levy	Chiefland, Williston, Bronson	Chiefland (sewer areas only)
Planning Focus	Growth, land use, annexation	Utility infrastructure only
Mapping Requirement	FLU overlay + interlocal map	Infrastructure overlay map
Flexibility	Planning-led, supports rural protection	Utility-led, less influence on land use
Admin Demand	Moderate (needs interlocal agreements)	Low (can follow utility study)
Implementation	GOPs, interlocal agreements	Utility plans or plan appendices
Coordination Strength	High – joint planning decisions	Medium – clarifies service areas
Recommendation	✅ Use as primary tool	✅ Use as supplemental overlay

MSA vs MSD: What's the Difference?

Municipal Service Areas (MSAs):

- Planning tool used in Comp Plans or Interlocal Agreements
- Identifies where services like sewer are expected to expand
- Guides growth boundaries and infrastructure coordination

Municipal Service District (MSD) From Levy County Comp Plan:

- Legal special taxing district under Florida Statutes §125.01(1)(q)
- Funds specific services (e.g., fire, EMS, garbage) in unincorporated areas
- Can Levy non-ad valorem assessments or taxes

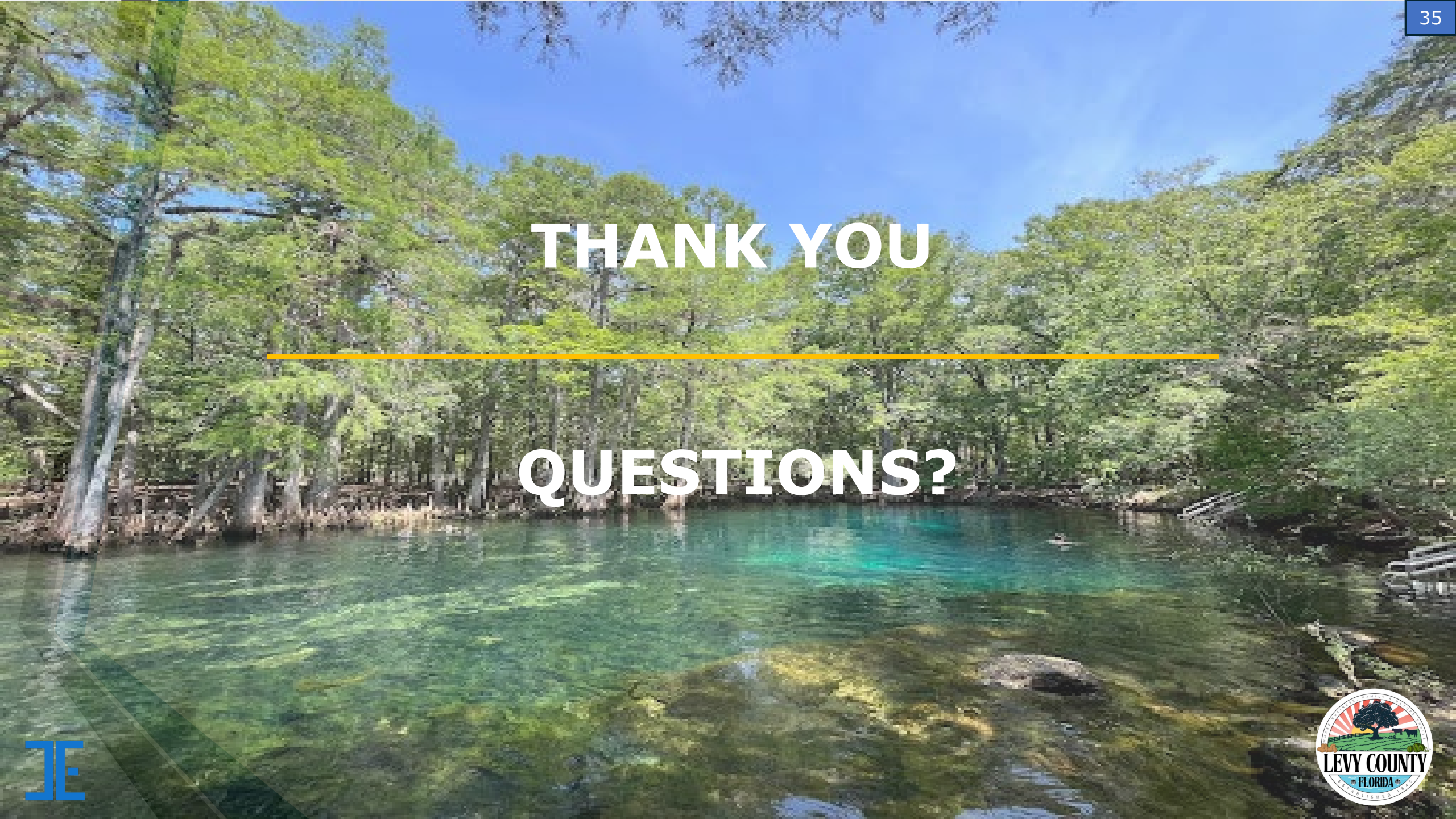
How Other Florida Counties Coordinate Growth

- **City of Ocoee / Orange County -** Joint planning agreements to manage annexation and future land use around the city limits. ocoee.org
- **Hillsborough County -** Urban service areas and interlocal coordination to guide where city services and higher-intensity uses go and include uniform Level of Service (LOS) standards. Plan Hillsborough
- **Seminole County -** JPAs around cities to clarify who plans, who serves, and how to handle edge-area development and water/sewer service coordination. Seminole County Intergovernmental Coordination Element PDF
- **Volusia County** - City–County agreements to align transportation, utilities, and land use along major corridors.. Volusia County
- **Bay County** - the County explicitly identifies "joint planning areas" and municipal overlays for annexation and infrastructure service areas. Bay County Chapter 10 – Intergovernmental Coordination PDF

Levy can adapt these tools in a way that fits its rural character, agricultural base, and small-town communities.

Key Takeaways

- Top SWOT priorities discussed
- Mapping insights: Where to grow or conserve
- Major concerns
- Does the Future Land Use in Levy County need recalibrating?
- Whether JPAs or MSAs are a good fit for Levy County’s intergovernmental coordination
- How this input will shape the draft Future Land Use policies and maps



THANK YOU

QUESTIONS?