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CHAPTER I  
 FUTURE LAND USE ELEMENT

**A. GOALS, OBJECTIVES AND POLICIES**

**GOAL 1: *Quality of Life.*** To ensure that the character, magnitude, and location of all land uses provides a system for orderly growth and development (as defined in sections 163.3221 and 380.04, Florida Statutes) that achieves a balanced, natural, energy efficient, and economic environment, and enhances the quality of life of all residents throughout and beyond the 2030 planning horizon.

**Objective 1.1: *Land Use Categories and Future Land Use Map - 2030.*** The City shall maintain regulations for land use categories and a Future Land Use Map - 2030 (Map I-1) to ensure the coordination of future land uses with existing and adjacent land uses. (Ord. 2012-05)

**Policy 1.1.1:** *Land Use Categories.* Identify appropriate locations for the following land use categories:

| <b>Land Use Categories</b>    | <b>Maximum Density/Intensity</b>  |
|-------------------------------|---|
| Rural Residential             | 1.0 dwelling unit/gross acre  |
| Low Density Residential       | 1.1 - 3.5 dwelling units/gross acre   |
| Medium Density Residential    | 3.6 - 9.0 dwelling units/gross acre   |
| High Density Residential      | 9.1 - 21.0 dwelling units/gross acre  |
| Commercial                    | 0.5 floor area ratio  |
| Mixed Use                     | Up to 12.0 dwelling units per gross acre or 1.0 floor area ratio  |
| Town Center District          | Subject to the Town Center District Code  |
| Greenway Interchange District | Up to 21.0 dwelling units per gross acre or 1.0 floor area ratio<br>(The 1.0 FAR can be exceeded through the use of development bonuses, but the total FAR shall not exceed 2.0.) |
| Industrial                    | 0.5 floor area ratio  |
| Public/Semi-Public            | 0.5 floor area ratio  |
| Recreation and Open Space     | 0.25 floor area ratio   |
| Conservation                  | Development not Permitted   |
| Conservation Overlay          | Not Applicable  |

**Policy 1.1.2:** *Density/Intensity.* Adopt maximum densities and intensities for each land use category based on gross acreage, which encourage economic development while protecting the natural environment as indicated in the above table. Gross acreage is defined as, the total acreage within a parcel of land.

- Policy 1.1.3:** *Zoning Districts.* Adopt a zoning matrix which establishes zoning districts that correspond to specific land use categories and defines allowable densities and intensities in each zoning district.
- Policy 1.1.4:** *Innovative Design.* Encourage energy-efficient and innovative land use patterns (such as, multimodal horizontally and vertically integrated mixed use development, cluster development, low impact development, LEED, Green Globes, Florida Green Building Coalition standards, and other such environmentally- friendly development practices).
- Policy 1.1.5:** *Housing Diversity.* Identify on the Future Land Use Map - 2030, locations for a variety of residential land uses to accommodate a mix of housing unit types.
- Policy 1.1.6:** *Accessory Dwelling Units.* Allow on a case by case basis, as a conditional use in single family dwelling zoning districts, Accessory Dwelling Units which adhere to strict design guidelines. (Cross Reference: See Housing Element, Policy 1.4.6 and 2.4.7)
- Policy 1.1.7:** *Recreation and Open Space.* Restrict impervious area on lands designated as Recreation and Open Space to a maximum of 25%, to ensure their protection, proper development and future public use and benefit.
- Policy 1.1.8:** *Conservation Overlay.* Consider land that is designated with a Conservation Overlay as potentially containing wildlife habitat areas, hydric soils/wetlands, special vegetative communities, public water well radii of 500-feet, 100-year flood plain areas, and other areas subject to environmental or topographic constraints. Condition approval of Conservation Overlay areas on the following:
- Determine the suitability of development prior to issuance of any development approval.
  - Do not consider the Conservation Overlay area as the exact boundary of the conservation area, but rather, an indicator of a potential conservation area. Require the exact boundary to be determined by a qualified professional at the expense of the developer.
  - Do not consider the Conservation Overlay area as all inclusive. Consider other areas that meet the definition of conservation areas but that do not fall within the Conservation Overlay boundary, as being subject to the same scrutiny.
  - Subject development approval to the findings of an Environmental Impact Study. Protect natural resources discovered as a result of the required Environmental Impact Study. Require the Environmental Impact Study to be prepared by a qualified professional, who will analyze the natural

functions of eco-systems and connectivity of resource corridors. Require a conservation easement and subsequent Conservation land use designation to protect the functions of natural resources. Allow mitigation on a case by case basis through the appropriate reviewing agencies.

- Consider an area within the Conservation Overlay area as developable if all mitigation requirements have been met, and apply the underlying land use identified on the Future Land Use Map - 2030.
- Allow a change from Conservation Overlay to a Conservation land use designation without State approval if the area is already shown as Conservation Overlay on the Future Land Use Map - 2030.
- Encourage any property in a Conservation Overlay area to undergo the planned unit development procedure which includes site specific plan approval and the clustering of density to protect these areas.

**Objective 1.2: *Natural Resource Protection.*** The City shall maintain land development regulations that protect natural resources (such as, groundwater, surface water, flood plain, wildlife habitat, wetlands and other vegetative communities) from the impact of development. Additionally, the City will limit development in areas that have inadequate soils, topography or other constraints, to protect public health and welfare.

**Policy 1.2.1:** *Resource Protection.* Explore the feasibility of a resource protection ordinance, which would provide incentives for developers to minimize impervious surfaces. (Cross Reference: See Infrastructure Element, Policy 5.1.2 and Conservation Element, Policy 1.2.3)

**Policy 1.2.2:** *Potable Water.* Do not issue development orders unless it can be determined that adequate potable water supplies and facilities are available. (Cross Reference: See Infrastructure Element, Policy 2.3.3)

**Policy 1.2.3:** *Septic Tanks.* Discourage the use of septic tanks within the City, to prevent potential soil and groundwater contamination and coordinate with the County to limit septic tank permits. Do not permit septic tanks within 75-feet of water bodies, within the 100-year flood plain, or within jurisdictional wetlands.

**Policy 1.2.4:** *Sewer.* Require by ordinance that all previously developed properties connect to central sewer when it becomes available and their system has been determined to be detrimental to the health, safety, and welfare of the general public. Require residential and commercial development and redevelopment, to connect to or extend the central sewer system to provide service to their development, except for single family residential that includes only one or two lots. (Cross Reference: See Infrastructure Element, Policy 1.4.1)

- Policy 1.2.5:** *Septic/Soils.* Complete a study by 2012 that identifies all existing development that is utilizing septic systems on unsuitable soils. If available, pursue grant funding to retrofit these developments and connect them to the central system. (Cross Reference: See Infrastructure Element, Policy 1.4.2)
- Policy 1.2.6:** *Wellheads.* Prohibit new development within 500-feet of a wellhead, consistent with the Florida Department of Environmental Protection (FDEP) Standards.
- Policy 1.2.7:** *Flood Plain.* Maintain a flood plain management ordinance which includes the development standards required for participation in the National Flood Insurance Program and require that new construction or substantial improvement of any structure have the lowest floor elevated to eighteen (18) inches above the established 100-year flood elevation. (Cross Reference: See Infrastructure Element, Policy 4.3.2)
- Policy 1.2.8:** *Stormwater.* Maintain stormwater management requirements in the Code of Ordinances which provide specific standards for the design of on site stormwater systems, as well as strategies and measures to minimize untreated runoff into Lake Jesup and other natural water bodies.
- Policy 1.2.9:** *Stormwater Master Plan.* Do not issue development orders unless the proposed development is determined to be in compliance with the City's Stormwater Master Plan.
- Policy 1.2.10:** *Environmental Study.* Utilize the Conservation Overlay map, as well as, the natural vegetative map, FEMA, USGS Soil Conservation Service and the *Hydric Soils of Florida Handbook* to identify properties which have potential development constraints based upon hydric soils, wetland vegetation, flood hazard potential or other topographic constraints, and, if necessary, require an Environmental Impact Study.
- Policy 1.2.11:** *Conservation Easements.* Place areas determined to need protection through the Environmental Impact Study process into a permanent conservation easement prior to final development order approval.
- Policy 1.2.12:** *Lake Buffers/Fill.* Require a minimum upland lake buffer of fifty (50) feet. Do not allow land disturbing activities within the buffer except for the nonmechanized removal of exotic invasive plant species. Prohibit permanent structures within the lake buffer, except for limited piers and decks. Retain existing trees and native vegetation to the greatest extent possible. Prohibit fill from being placed in lakes, except as permitted by applicable state, regional and federal agencies.
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**Policy 1.2.13:** *Wetlands.* Delineate wetlands on the site plan according to FDEP, SJRWMD, or USACOE definitions, whichever standard is more restrictive. Wetlands shall mean those areas established as jurisdiction by the above agencies.

**Policy 1.2.14:** *Wetland Buffers.* Require wetland buffers as stipulated in the Conservation Element of the City's Comprehensive Plan.

**Objective 1.3: Concurrency.** The City shall ensure that future development is provided essential services and facilities at acceptable standards by incorporating the following policies into the site plan review process and the City's concurrency management system.

**Policy 1.3.1:** *Level of Service (LOS) and Mobility Standards.* Review all development and redevelopment proposals to determine their specific impacts on current LOS and mobility standards. (Ord. 2010-18; 10-25-10)

**Policy 1.3.2:** *Determination.* Deny a development order if a proposed development will result in a degradation of the adopted LOS, unless it can be demonstrated that sufficient improvements will be in place concurrent with the impacts of such development to maintain the adopted minimum LOS standard. Transportation QLOS, however, as a result of the citywide Transportation Concurrency Exception Area (TCEA) designation shall be used for monitoring purposes, in order to identify where multimodal improvements are needed, and not for development approvals based on capacity. (Cross Reference: See Future Land Use Element, Goal 6 et seq. and Multimodal Transportation Element, Policy 1.11.1) (Ord. 2010-18; 10-25-10)

**Policy 1.3.3:** *Improvements.* Continue to seek fiscal resources to make improvements necessary to accommodate growth and infill development while maintaining services and facilities at adopted standards and mobility strategies. (Ord. 2010-18; 10-25-10)

**Policy 1.3.4:** *Future Land Use Map Amendments.* Support proposed future land use map amendments with data and analysis demonstrating that adequate water supplies and associated public facilities will be available to meet the projected growth demands. (Cross Reference: See Capital Improvement Element, Policies 1.7.4 and 1.7.5)

**Objective 1.4: Discourage Urban Sprawl and Encourage Redevelopment.** The City will limit the proliferation of urban sprawl and encourage redevelopment and revitalization of blighted areas.

**Policy 1.4.1:** *Redevelopment Plans.* Create redevelopment or small area plans to identify and establish redevelopment opportunities. (Cross Reference: See Housing Element, Policy 2.4.4)

**Policy 1.4.2:** *Higher Density Infill.* Encourage the efficient use of land with compatible infill and higher density and intensity development within

the Town Center and the U.S. 17-92 CRA Corridor. Higher density development shall be directed to the CRA to promote revitalization of underutilized property through redevelopment and reinvestment with access to the existing fixed transit route, which provides critical connection with SunRail. Minimize adverse impacts to adjacent established residential neighborhoods through site layout, orientation of buildings, and a transition of densities. (Cross Reference: See Housing Element, Policy 1.1.8) (Ord. 2010-18; 10-25-10)

- Policy 1.4.3:** *Public Services and Facilities.* Work to ensure the availability of public services and facilities to accommodate development in the Town Center and Greenway Interchange District.
- Policy 1.4.4:** *Redevelopment Visioning Workshop(s).* Hold visioning workshop(s) to discuss specific issues that may impede infill and redevelopment activities consistent with the land uses and densities indicated in this plan, in situations that will not jeopardize public health, safety or welfare.
- Policy 1.4.5:** *S.R. 434 Overlay.* Implement the S.R. 434 overlay corridor design standards to encourage infill development that is appropriate for the character of the neighborhoods adjacent to this corridor. Allow a vertical mix of uses to promote a live-work environment.
- Policy 1.4.6:** *S.R. 434 Crosstown Bus Route.* Implement as feasible, bicycle and pedestrian connections to the new S.R. 434 Crosstown bus route. (Cross Reference: See Multimodal Transportation Element, Policy 1.5.17 and 1.6.7)
- Policy 1.4.7:** *Partnerships for Housing Rehabilitation.* Continue to partner with agencies which work to rehabilitate existing deteriorated housing and neighborhoods.
- Policy 1.4.8:** *Deteriorated Areas.* Target areas of blight or otherwise deteriorated areas for special consideration through a redevelopment plan and pursue available federal, state, county and local funds for redevelopment. (Cross Reference: See Housing Element, Policy 2.4.1)
- Policy 1.4.9:** *Seminole Economic Enhancement District (SEED) areas.* Continue to maintain, support, and implement the Seminole Economic Enhancement District (SEED) areas adopted by Resolution 2008-36, Resolution 2008-37, and Resolution 2008-38, as may be amended from time to time.
- Policy 1.4.10:** *U.S. 17-92 CRA.* Continue to support the efforts of the Community Redevelopment Agency and the implementation of the US 17-92 Corridor Redevelopment Master Plan recommendations, as amended from time to time. (Ord. 2010-18; 10-25-10)

**Objective 1.5: *Land Use Compatibility.*** Future development must be consistent with the adopted Future Land Use Map - 2030. Encourage the elimination of nonconforming structures and uses through the adoption of appropriate land development regulations.

- Policy 1.5.1:** *Inconsistencies.* Do not approve proposed land use amendments which are inconsistent with the character of the community or inconsistent with adjacent future land uses.
- Policy 1.5.2:** *Nonconforming Structures.* Continue to prohibit the repair or rehabilitation of nonconforming structures that are abandoned, damaged (even if by natural causes), or decayed, based on requirements established in the City's land development regulations. Nonconforming structures satisfying said requirements shall be demolished.
- Policy 1.5.3:** *Redevelopment/Infill Development.* Identify acceptable locations, priorities and implementation strategies for potential and compatible infill development and redevelopment. Address residential, commercial and live-work or mixed use opportunities. Follow-up these efforts with any needed amendments to the Comprehensive Plan, Future Land Use Map - 2030, and/or Code of Ordinances as well as enhancements to the vacant parcel map and database illustrating infill development and redevelopment opportunities. Consider providing incentives for infill development and redevelopment that support the City's targeted program priorities.
- Policy 1.5.4:** *Conversions.* Support the transition or conversion of older residential homes fronting onto arterial roadways, to a live-work or commercial use, by reducing the required development standards when appropriate, while maintaining compatibility and protecting adjacent neighborhood uses. (Cross Reference: See Housing Element, Policy 2.4.9)
- Policy 1.5.5:** *Buffers.* Buffer residential areas from intensive commercial and industrial land uses. Locate less intensive transitional uses in between, or buffer with berms, trees, or other methods, as deemed appropriate by the City.
- Policy 1.5.6:** *Landscape Buffers.* Establish a landscape ordinance that further defines requirements for adequate buffering between incompatible uses.
- Policy 1.5.7:** *Compatibility.* Maintain site design requirements and subdivision regulations in the Code of Ordinances which adequately address the impacts of new development on adjacent properties in all land use categories and zoning districts and which encourage property owners to make property upgrades which enhance and increase property values. (Cross Reference: See Housing Element, Policy 2.2.11)
-

**Policy 1.5.8:** *Adverse Uses.* Implement through the adoption of the City’s land development regulations, lands designated “Industrial” on the Future Land Use Map - 2030 to also serve as an area to locate authorized land uses and activities which could have adverse secondary effects (e.g. increased crime; neighborhood deterioration and blight; property devaluation; economic deterioration; health risks; and other adverse effects) on residential areas, religious institutions, schools, parks, day care centers, and other public institutions located within the City.

**Policy 1.5.9:** *Adult Entertainment.* Adult entertainment establishments and sexually oriented businesses shall be strictly limited to lands designated “Industrial” on the Future Land Use Map - 2030. The City Commission may adopt joint planning agreements with Seminole County and other neighboring cities to jointly coordinate the location of adult entertainment establishments and sexually oriented businesses.

**Objective 1.6: Transportation/Land Use Compatibility.** The City will ensure that population densities, housing types, employment patterns, and land uses are consistent with the transportation modes and services proposed to serve these areas. In support of the establishment of a citywide Transportation Concurrency Exception Area (TCEA), the City adopts mobility strategies to enhance transportation options and to enable a reduction of vehicle miles traveled. (Cross Reference: See Future Land Use Element, Goal 6 et seq.) (Ord. 2010-18; 10-25-10)

**Policy 1.6.1:** *Cross Access Easements.* Require shared driveways and cross access easements between adjacent properties where feasible to support efficiency in travel and to reduce demand on arterial and collector streets. Development projects over ten (10) acres shall have more than one point of access unless determined infeasible. (Cross Reference: See Multimodal Transportation Element, Policy 1.2.2) (Ord. 2010-18; 10-25-10)

**Policy 1.6.2:** *Improvements.* Propose multimodal transportation improvements consistent with the land use patterns on the Future Land Use Map - 2030. (Ord. 2010-20; 10-25-2010)

**Policy 1.6.3:** *Development Requirements.* Require development to contribute to the City’s multimodal system through the implementation of identified mobility standards. If the multimodal improvements needed require roadway improvements, emphasis shall be upon intersection improvements to improve safety and reduce conflicts between modes; signalization/Transportation Demand Management improvements (especially those providing transit and pedestrian priority signalization). (Cross Reference: See Future Land Use Element, Goal 6 et seq. and Multimodal Transportation Element, Policy 1.11.1) (Ord. 2010-18; 10-25-10)

**Policy 1.6.4:** *High Traffic Count Uses.* Encourage land uses that generate high traffic counts to locate adjacent to arterial roads and mass transit systems.

**Policy 1.6.5:** *On Site Traffic Flow.* Require development to provide safe and convenient on site motorized and nonmotorized traffic flow, adequate pedestrian facilities and connections, and sufficient parking for both motorized and nonmotorized vehicles.

**Policy 1.6.6:** *Connectivity.* Encourage travel between uses and access to transit without requiring the use of arterial roads by ensuring that existing, new, and future development is connected by roadways, bikeways, and sidewalks, (Cross Reference: See Multimodal Transportation Element, Policy 1.3.3 and Recreation and Open Space Element, Policy 1.6.4) (Ord. 2010-18; 10-25-10)

**Objective 1.7: *Adjacent Jurisdictions.*** The City shall promote compatibility of adjacent land uses with Seminole County and the neighboring cities of Casselberry, Longwood and Oviedo.

**Policy 1.7.1:** *Adjacent Land Uses.* Consider existing and proposed land uses in adjacent jurisdictions when reviewing proposed land use amendments.

**Policy 1.7.2:** *Intergovernmental Coordination.* Continue intergovernmental coordination through associated technical committees with neighboring jurisdictions, such as METROPLAN ORLANDO, the Council of Local Governments (CALNO), Seminole Way initiative and the Planning Technical Advisory Committee (PTAC).

**Objective 1.8: *Annexation.*** The City shall pursue a policy of annexation which will provide for the most efficient use of public facilities and services, eliminate areas of jurisdictional problems, and provide for sound growth and development of the City and surrounding area.

**Policy 1.8.1:** *Procedures for Joint Action.* Identify and establish procedures for joint action regarding future joint planning areas, future annexations and compatible County and City land uses.

**Policy 1.8.2:** *Enclaves.* Annex all enclaves, where feasible, in order to reduce land use conflicts and provide efficient public service.

**Policy 1.8.3:** *Condition for Connection to City Utilities.* Require new development within the County in areas that are contiguous to the City, to be annexed into the City and to be developed to City standards as a condition for connection to City utilities, unless that development is the subject of a mutually accepted utility agreement.

**Policy 1.8.4:** *Annexation Boundary East of Deleon Street.* Do not process any voluntary annexation petitions received from property owners, nor initiate any involuntary annexation procedure, involving any real property that is located east of an imaginary straight line which commences on the southern boundary of the shores of Lake Jesup and runs southward along the easternmost boundary of the Deleon Street

right-of-way and which terminates on the northernmost boundary of the City of Oviedo.

**Objective 1.9: *Historic and Archeological Sites.*** The City shall identify, designate and protect historically significant housing and significant archeological sites.

- Policy 1.9.1:** *Protection of Historic Sites.* Protect and preserve the City's historic sites and properties, buildings, artifacts, and objects of antiquity which have scientific or historic value, or are of interest to the public.
- Policy 1.9.2:** *Development Restrictions.* Prohibit development which damages any site or building determined to be either historically or archaeologically significant, as designated on the National Register of Historic Places.
- Policy 1.9.3:** *Historic and Archeological Study.* Prepare a study of historic and archeological sites. Maintain an electronic database that identifies the location of potential archeological and historic sites.
- Policy 1.9.4:** *Restrictive Standards.* Establish restrictive standards for historic preservation in the Code of Ordinances to ensure the protection of historically significant cultural sites and historic structures.
- Policy 1.9.5:** *City Owned Property.* Do not allow any loss of significant archaeological, paleontological, and historic resources on City-owned property.

**Objective 1.10: *Public Utilities.*** The City will maintain regulations and procedures in the Code of Ordinances which will require provision of land for utility facilities necessary to support development and will limit land development activities when such land for utility facilities is not available, as specified in the following policies:

- Policy 1.10.1:** *Public Utility System Land Requirements.* Review proposed development in relation to existing and projected utility systems and any land needs of these systems, such as water and sewer plants, stormwater management, transmission corridors for electric and other utilities, easements for maintenance, and, other requirements.
- Policy 1.10.2:** *Preservation of Public Utility System Lands.* Do not issue development orders unless it can be demonstrated that the land required by utility systems serving the City will be preserved.

**Objective 1.11: *Public Schools.*** The City shall implement standards for the siting of public schools to increase the quality of life and local educational opportunities for its citizens.

- Policy 1.11.1:** *Future Land Use and Zoning Categories.* Allow public schools in all future land use categories except Conservation and Industrial. List public schools in the Code of Ordinances Zoning Chapter as uses
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allowed in all zoning districts except the R-T Mobile Home Park and the I-1 Light Industrial Zoning Districts. (Cross Reference: See Public School Facilities Element, Policy 1.6.1)

- Policy 1.11.2:** *Adjacency Requirements.* Do not locate new school sites adjacent to any noxious industrial uses or other property from which noise, vibration, odors, dust, toxic materials, traffic conditions or other disturbances that would have a negative impact. (Cross Reference: See Public School Facilities Element, Policy 1.6.1)
- Policy 1.11.3:** *Protection of Adjoining Uses.* Minimize detrimental impacts from new schools on residential neighborhoods, nursing homes and similar uses through proper site location, configuration, design layout, access, parking, traffic controls and buffers.
- Policy 1.11.4:** *Facility Size Requirements.* Satisfy the minimum standards established by the Seminole County School Board for size of new school facilities and land area, whenever possible. (Cross Reference: See Public School Facilities Element, Policy 1.3.2)
- Policy 1.11.5:** *Proximity to Residential Development.* Locate schools in proximity to existing or anticipated concentrations of residential development with the exception for high schools and specialized schools, which are suitable for other locations due to their special characteristics. (Cross Reference: See Public School Facilities Element, Policy 1.6.1)
- Policy 1.11.6:** *Sensitive Lands.* Require new school buildings to be located away from flood plain, wetlands, and other environmentally sensitive lands. Protect historic or archaeological resources from adverse impact by education facilities.
- Policy 1.11.7:** *Concurrent Implementation.* Require public utilities, as well as police and fire protection, to be available concurrently with the construction of new school sites.
- Policy 1.11.8:** *Collector/Arterial Road Access.* Require new school sites to have frontage on or direct access to a collector or arterial road and to have suitable ingress and egress for pedestrians, bicycles, cars, buses, service vehicles, and emergency vehicles.
- Policy 1.11.9:** *Pre-Development Coordination.* Coordinate during pre-development program planning and school site selection activities with the School Board, to collocate public facilities, such as parks, libraries, and community centers, with schools.
- Policy 1.11.10:** *Emergency Shelters.* Encourage the School Board to construct portions of new schools to serve as emergency shelters in case of natural disasters.
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**Policy 1.11.11:** *Consistency with Code and Interlocal Agreements.* Require public schools to develop consistent with the *2007 Interlocal Agreement for Public School Facility Planning and School Concurrency As Amended January 2008*, the City's Comprehensive Plan, and the City's Code of Ordinances.

**GOAL 2: Town Center.** The City seeks to create a Town Center based upon traditional design standards for development that will become the identifying focus of the City's downtown and contribute to an increased and diversified tax base for the City. The primary purpose of the Town Center shall be to create an economically successful, vibrant, aesthetic, compact, multimodal, diverse, mixed use (including horizontal and vertical integration of uses) neo-traditional urban environment, designed on a pedestrian scale and with a pedestrian orientation. The Town Center is to be a place where people can reside in a mix of single and multiple family dwellings, work, gather to shop, relax, recreate, be entertained, attend community events, and enjoy the natural beauty of lands located in the Town Center. The Town Center should be created through public and private investment and development.

**Objective 2.1: Location.** The Town Center should be generally centered around the intersection of S.R. 434 and Tuskawilla Road, as depicted on the City's Future Land Use Map - 2030. Existing public facilities such as the City Hall, Winter Springs High School, Central Winds Community Park, and the U. S. Post Office are included within the Town Center designation.

**Policy 2.1.1:** *Future Land Use Map Designation.* Revise the Future Land Use Map - 2030, as needed from time to time, to designate land "Town Center" consistent with the Objective.

**Policy 2.1.2:** *Design Charette.* Host design charettes to create small area plans consistent with the Town Center Master Plan, involving property owners and stakeholders for the following areas, prior to their development:

- Between Orange Avenue and Lake Jesup
- North of and adjacent to Tuskawilla PUD

**Policy 2.1.3:** *Promote and Protect.* Maintain a leadership position to protect the economic and planning integrity of the Town Center and promote public and private investment and growth therein.

**Policy 2.1.4:** *Future Roads and Mobility Patterns.* Periodically update transportation maps to identify future roads and mobility patterns related to the Town Center that facilitate multimodal transportation routes through the Town Center, and safe and convenient access to the Town Center, while attempting to maximize development potential and opportunities consistent with the Town Center Goal. Determine the final location of future Town Center roads and mobility patterns during the development process in accordance with the Multimodal Transportation Element. (Ord. 2010-18; 10-25-10)



- Policy 2.1.5:** *Public/Private Partnerships.* Enter into public/private partnerships, as needed from time to time, with property owners or developers to develop the Town Center consistent with the Town Center Goal.
- Policy 2.1.6:** *Public Money as a Catalyst.* Encourage private investment within the Town Center by spending public money as a catalyst to the extent financial resources are available. Coordinate as appropriate, with private development to undertake capital improvements for public infrastructure (e.g. sewer, water, roads, parks, stormwater) to enhance or assist private development to achieve the Town Center Goal.
- Policy 2.1.7:** *Private Investment and Economic Incentives.* Encourage private investment in the Town Center by enacting policies to provide economic incentives to private developers building within the Town Center, provided such development is consistent with the Town Center Goal. Consider to the extent allowed by law, incentives such as providing impact fees credits, subsidizing loans, reserving infrastructure capacity, improving rights-of-way, providing public infrastructure, and/or streamlining permit processing.
- Policy 2.1.8:** *Development Review Committee.* Require all proposed developments within the Town Center to be subject to review by the Development Review Committee (DRC) as established by the City Commission. The DRC shall have the authority, granted by the City Commission, to approve all aspects of site planning and exterior architecture implications, traffic impacts, and any other site-specific matters related to development.

**Objective 2.2: Neo-traditional.** Promote and enhance the development of the Town Center by allowing a mixed use higher density/intensity neo-traditional urban pattern.

- Policy 2.2.1:** *Neo-Traditional Characteristics.* Encourage a mixed use higher density/intensity neo-traditional Town Center, utilizing, to the extent practical, the fundamentals and urban design concepts in the Town Center Master Plan:
- Urban and high density
  - Walkable community
  - Predictability in design/flexibility in land uses.
  - Visibly different section of S.R. 434
  - Important sites for special public places
  - “Green network” of parks and preserved open spaces
  - Connected network of streets and blocks
  - Special public spaces of defined character
  - Special sites for civic buildings
  - Pedestrian sized blocks
  - Nongated developments

- Policy 2.2.2:** *Variety of Places.* Promote and permit a variety of places to gather, shop, relax, recreate and enjoy the natural beauty of the Town Center. Choose sites for public spaces because of their uniqueness or existing physical features.
- Policy 2.2.3:** *Network of Public Green Spaces.* Promote and develop a network of public green spaces such as parks, squares, preserves, and open spaces that form the framework for the Town Center, and in doing so, promote and develop connectivity of natural features for habitat, continuity and sustainability, scenic vistas, and trail systems. [Open space is defined as “undeveloped lands suitable for passive recreation or conservation”. (Cross Reference: See Recreation and Open Space Element, Policy 1.1.1)] Designate lands for both passive and active parks.
- Policy 2.2.4:** *Mixed Uses.* Permit a variety of mixed uses consistent, compatible, and in harmony with the Town Center Goal and the Town Center District Code, including single family residential, multiple family residential, commercial retail and services, public services and buildings, parks, and schools, through the enactment of creative and flexible land development regulations. (Ord. 2012-05)
- Policy 2.2.5:** *Wetlands.* Utilize wetlands as conservation preserve and open space areas. Connect these to the extent feasible, to promote the natural drainage and ecological viability of the Town Center and to further uphold the City’s designation as a “Tree City U.S.A.” Designate jurisdictional wetlands located within the Town Center as Conservation on the Future Land Use Map - 2030 and require that these lands be subject to the Goals, Objectives and Policies of the Conservation Element.
- Policy 2.2.6:** *Residential Density.* Support the desired commercial activity and urban character desired for the Town Center by encouraging high density residential development consistent with the Town Center Goal and Town Center District Code and encourage a minimum average residential density of seven (7) units per acre, unless the type of unit would warrant a lesser density while still meeting the intent of the Town Center District Code. (Ord. 2012-05)
- Policy 2.2.7:** *Accessory Dwelling Units.* Encourage developers of single family detached units in the Town Center, to include residential units with accessory dwelling units (such as garage apartments). (Cross Reference: See Housing Element, Policy 1.3.9)
- Policy 2.2.8:** *Intensity.* Encourage higher intensity development in the Town Center subject to the Town Center District Code. (Ord. 2012-05)
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**Objective 2.3: Economic Development.** Plan and promote sufficient economic growth and development that provides for an appropriate balance of high-quality land uses, development and activities that will provide a sound financial future for the City.

**Policy 2.3.1:** *Central Economic Development Core.* Recognize the Town Center as the centrally located economic development core of the City with the potential for high-quality new development and revitalization that provides needed services, employment opportunities, and high-quality residential living opportunities, while becoming a community activity center for the City.

**Policy 2.3.2:** *Studies.* Conduct periodic economic development studies, as development activity, trends or patterns warrant, of the Town Center that are designed to compile relevant economic data and analysis that will: (1) educate and inform the City about trends affecting the economic performance of the Town Center; (2) assist the City in developing and implementing economic development strategies for the Town Center; and (3) serve as a significant factor in making development and other decisions related to the Town Center. (Ord. 2012-05)

**Policy 2.3.3:** *Fiscal Impacts of Development.* Ensure that City policies, regulations, and decision making processes not only consider Town Center design planning impacts, but also consider whether proposed new development will have a positive and acceptable economic and fiscal impact on the City. In furtherance of this policy, the City Commission shall require (unless otherwise exempted by land development regulation), as a condition of considering the approval or denial of a development project, that developers provide a written economic and fiscal impact report, prepared by a duly qualified expert, that details the associated economic and fiscal impacts of any proposed new development project on the City and the School District. Although the City recognizes that some projects will have a regional economic and fiscal impact as well, said report shall predominantly address the economic and fiscal impacts on the Town Center and the City of Winter Springs as its own economic system. The economic impact analysis portion of the report shall address the impacts of the proposed project on jobs, economic output, and wages. The fiscal impact analysis portion shall pertain to the net fiscal impact of the project over a period of years which is the sum of those revenues (such as ad valorem taxes, public service taxes, sales taxes, and charges for service) directly received by the City minus the sum of expenditures incurred by the City (such as general government expenses, law enforcement, roads, and parks and recreation). (Ord. 2012-05)

**Policy 2.3.4:** *Compatibility and Optimization of Tax Base.* For purpose of determining whether a project has a positive and acceptable economic and fiscal impact on the City pursuant to Policy 2.3.3, the developer

shall be required to demonstrate through its written economic and fiscal impact report that the project is in compliance with the following objective criteria:

- (1) The proposed project and associated land use is not only a permitted use within the applicable zoning transect, but is also compatible under existing conditions (existing, permitted, or master-planned development) at the proposed location with other adjacent or nearby land uses within the Town Center and any established surrounding neighborhoods.
- (2) The market demand for the proposed project is at least minimally feasible based on current market data including, but not limited to, data set forth in any economic development study conducted by the City.
- (3) Provided said project is first deemed compatible from a land use perspective under criteria (1) and market demand is deemed minimally feasible under criteria (2), the proposed project optimally increases and diversifies the City's tax base and economic well-being. With respect to the phrase "optimally increases," the proposed project's economic and fiscal impact shall be required to be the best result obtainable for the City under current economic and land use conditions. In furtherance of determining consistency with this provision, the developer's written economic and fiscal impact report shall analyze and compare the proposed project to either the City's preferred project or projects for the subject location as may be expressly set forth in the City's Town Center Master Plan or economic development study conducted pursuant to Policy 2.3.2, or if the plan or study does not so expressly provide, to a reasonable array of other potential alternative compatible projects authorized in the applicable zoning transect for the subject project location. Furthermore, the term "diversifies" means the extent that the proposed project reduces the City's reliance upon a residential tax base to fund the City's fiscal budget. Additionally, if the proposed project is a commercial project, the extent that the proposed project also provides different and needed services and jobs to the Town Center and the City.
- (4) Such other criteria set forth in the City's land development regulations. (Ord. 2012-05)

**Policy 2.3.5:** *Targeted Development Program.* Develop and implement a targeted development program in cooperation with residents, local businesses and the development community to attract, expand and retain businesses and residential units appropriate to create and maintain an economically successful Town Center.

**Policy 2.3.6:** *High Quality Development.* Ensure high-quality building and development that enhances the image and economic well-being of the City and the Town Center.

**Policy 2.3.7:** *Quality of Life.* Strive to improve the quality of life of Winter Springs' residents by encouraging an increased number and variety of thriving commercial businesses that are supported and complimented by high-end residential projects located in the Town Center.

**GOAL 3: Greenway Interchange District.** The City hereby creates a Greenway Interchange District (GID) land use category to target industries with high quality, higher income jobs and an increased tax base for the City.

**Objective 3.1: Location.** The GID shall be located in proximity to S.R. 417 and the interchange area on S.R. 434, as depicted on the City's Future Land Use Map - 2030. The GID is located within the "target area" identified by Seminole County in 2007 as "Seminole Way", which runs north from S.R. 426 in the City of Oviedo to Interstate 4 in the City of Sanford, following the S.R. 417 corridor.

**Policy 3.1.1:** *Future Land Use Map - 2030 Designation.* Revise the Future Land Use Map - 2030, as appropriate from time to time, to designate land "Greenway Interchange District" (GID) consistent with this Objective.

**Policy 3.1.2:** *Future Roads and Mobility Patterns.* Periodically update transportation maps to identify future roads and mobility patterns related to the GID that facilitate multimodal transportation routes that provide safe and convenient access to the GID, while attempting to maximize development potential and opportunities consistent with GID Goal. Determine the final location of future roads and mobility patterns within the GID and adjacent area during the development process in accordance with the Multimodal Transportation Element. (Ord. 2010-18; 10-25-10) (Ord. 2012-05)

**Policy 3.1.3:** *Multimodal Access.* Plan for transit and multimodal service on transportation thoroughfares accessing the GID, including a future Seminole Way intermodal transit facility for light rail or bus rapid transit (BRT) service along SR 417. Coordinate the location of transit-related facilities with Seminole County, LYNX, and the Florida Turnpike Enterprise. Ensure pedestrian and bicycle connection to the future intermodal facility. Supportive facilities and amenities should include clustered and compact mix of uses with intensities that support transit, park and ride parking garage with bicycle lockers and facilities, and covered shelters. (Cross Reference: See Intergovernmental Coordination Element, Policy 1.3.7) (Ord. 2010-18; 10-25-10)

**Policy 3.1.4:** *Multimodal Transportation.* Plan for and facilitate the integration of future multimodal transportation within the GID, including BRT or similar transit circulator service by the inclusion of supportive facilities and

amenities in the master plan. (Cross Reference: See Future Land Use Element, Policy 3.3.4) (Ord. 2010-18; 10-25-10)

**Policy 3.1.5:** *Connectivity.* Promote pedestrian, bicycle and vehicular connectivity both internally and externally to adjoining developable properties (including public trail linkages). (Cross Reference: See Recreation and Open Space Element, Policy 1.6.4) (previously Policy 3.1.3; Ord. 2010-18; 10-25-10) (Ord. 2012-05)

**Objective 3.2: Land Uses.** The intent and purpose of the GID is to attract target industries which provide higher paying jobs and which, in concert with the Town Center District, will increase and enhance the City's tax base. (Ord. 2012-05)

**Policy 3.2.1:** *Target Industries.* Limit land uses within the GID to target industry uses including: corporate business parks, office complexes, technical and research services, financial information services, life sciences, digital media, international trade, sports associated industries, hotels and lodging, conference centers, long stay tourism. Allow other "basic" businesses and industries with high annual average wages provided the use complies with this Objective. Allow incidental uses supportive of these industries to be incorporated into these target industry buildings, but not as a separate facility. (Ord. 2012-05)

**Policy 3.2.2:** *Residential Use Limitations.* Residential uses shall not occupy more than twenty five percent (25%) of the total floor area of a proposed development in any approved phase of the Greenway Interchange District (GID) Master Plan and must be developed concurrently with non-residential use (parking garages excluded in the calculation). The City Commission may permit residential uses by conditional use pursuant to the standards set forth in the City's land development regulations. (Ord. 2010-20; 10-25-2010) (Ord. 2012-05)

**Policy 3.2.3:** *Sensitive Lands.* Promote preservation of ecologically sensitive open spaces in the GID and promote connectivity of these natural features for habitat continuity and sustainability. Encourage a network of public plazas with interconnected sidewalks to promote an urban pedestrian environment. Calculate FAR based on total gross acreage, including both ecologically sensitive areas and developable acreage. (Cross Reference: See Recreation and Open Space Element, Policy 1.1.9) (Ord. 2012-05)

**Policy 3.2.4:** *Intensity and Building Height.* Encourage higher intensity development in the GID by requiring buildings to include at least two (2) stories of occupiable space (as defined in Florida Building Code, Chapter 2). The City Commission may permit principal buildings less than two (2) stories in height by conditional use pursuant to the standards set forth in the City's land development regulations. Ancillary buildings may be excluded from the two story minimum, by action of the City Commission. (Ord. 2010-20; 10-25-2010)

The City shall permit a Floor Area Ratio (FAR) up to 1.0 in the Greenway Interchange District. Development bonuses which allow a higher FAR (up to a maximum FAR of 2.0), may be granted for projects within the Greenway Interchange District which create compact mixed use development through one or more of the following non-exclusive list of principles:

- Environmentally-sensitive site planning; (Cross Reference: See Conservation Element Policy 1.8.2)
- Utilize traditional design standards to create compact, multimodal mixed use (including horizontal and vertical integration of uses) neo traditional urban development;
- Green building design and energy efficient buildings as determined by USGBC LEED Certification or equivalent;
- Incorporation of Low Impact Development (LID) practices, such as shared parking concepts, green roofs capture and use of stormwater for irrigation and/or other grey water type uses, and rain gardens; (Cross Reference: See Conservation Element, Policy 1.3.4)
- Energy efficient land use which minimizes impervious surfaces, such as inclusion of one or more parking garages; (Cross Reference: See Conservation Element, Policy 1.8.1)
- Restoration or enhancement of degraded wetlands, native ecosystems, or preservation of extra upland buffers around critical habitat; (Cross Reference: See Conservation Element, Policy 1.7.2)

And

- Waterwise practices including sustainable site design through natural landscaping with Florida native plants. (Cross Reference: See Conservation Element, Policy 1.2.6) (previously Policy 3.2.5; Ord. 2010-18; 10-25-10) (Ord. 2012-05)

**Policy 3.2.5:** *Urban Form.* Define the urban form through clustering of uses with intensities that support multimodal transportation and provide efficient land use, thereby reducing vehicle miles traveled and greenhouse gas emissions. (Ord. 2010-18; 10-25-10)

**Policy 3.2.6:** *Trail Linkages.* Promote public trail linkages through the GID and require bicycle facilities (such as bike racks and lockers) to support multimodal access as included in the adopted Master Plan. (previously Policy 3.2.6; Ord. 2010-18; 10-25-10); (Ord. 2012-05)

**Policy 3.2.7:** *Diversity in Detailing and Style.* Encourage development to include diversity in detailing and style while maintaining aesthetic harmony. (Ord. 2010-18; 10-25-10); (Ord. 2012-05)

**Objective 3.3: *Private/Public Investment.*** The City shall encourage and promote target industries to invest and locate on land designated GID.

**Policy 3.3.1:** *Public Money as a Catalyst.* Spend public money as a catalyst to encourage private investment within the GID, to the extent financial resources are available. Undertake capital improvements for public infrastructure in conjunction with private development (e.g. sewer, water, roads, parks, stormwater) to enhance or assist private development in achieving the GID Goal.

**Policy 3.3.2:** *Seminole Way Collaboration.* Pursue opportunities to collaborate on the regional Seminole Way initiative between Seminole County, the cities of Oviedo, Sanford, and Winter Springs, the Florida Turnpike Enterprise, and the Orlando Sanford International Airport, for purposes of economic development and job growth initiative. (Cross Reference: See Intergovernmental Coordination Element, Policy 1.2.4)

**Policy 3.3.3:** *Private Investment and Economic Incentives.* Encourage private investment in the GID by enacting policies, to the extent allowed by law, to provide economic or streamline processing incentives to private developers utilizing green technology standards (such as LEED) within the GID, provided such development is consistent with the GID Goals, Objectives and Policies.

**Policy 3.3.4:** *Town Center Linkages.* Support public/private investment in transportation linkages between the GID and the Town Center (including a local transit circulator, water taxi, trail connection, and/or other innovative transportation solution). (Cross Reference: See Future Land Use Element, Policy 3.1.4) (Ord. 2010-18; 10-25-10)

**Objective 3.4: *Compatibility of Uses.*** Through the adoption of land development regulations and the development review process, the City shall require that the land uses within the GID be compatible.

**Policy 3.4.1:** *Master Development Plan.* Require a Master Development Plan which considers the entire GID and surrounding area, to ensure compatibility of land uses and compliance with the GID Goal. Future development within the Greenway Interchange District (GID) shall be in accordance with an approved phase of the Greenway Interchange Master Plan. (Ord. 2012-05)

**Policy 3.4.2:** *Development.* Encourage tracts of land to be developed as a whole, to provide continuity among the various land uses and to create a compact and walkable workplace. (Ord. 2012-05)



**Policy 3.4.3:** *Transition to Adjacent Uses.* Consider transitional uses and stepped down building heights to maximize views of Lake Jesup and to protect adjacent, existing lower density uses.

**Objective 3.5: Economic Development.** Plan and promote sufficient economic growth and development that provides for an appropriate balance of target industries, development and activities that will provide a sound financial future for the City.

**Policy 3.5.1:** *Economic Catalyst.* Recognize the GID as a major economic development catalyst of the City with the potential for attracting target industries that create high paying jobs and provide needed services and employment opportunities, as well as associated high-quality residential living opportunities under limited circumstances.

**Policy 3.5.2:** *Studies.* Conduct periodic economic development studies, as development activity, trends or patterns warrant, of the GID that are designed to compile relevant economic data and analysis that will: (1) educate and inform the City about trends affecting the economic performance of the GID; (2) assist the City in developing and implementing economic development strategies for the GID; and (3) serve as a significant factor in making development and other decisions related to the GID. (Ord. 2012-05)

**Policy 3.5.3:** *Fiscal Impacts of Development.* Ensure that City policies, regulations, and decision making processes not only consider GID design planning impacts, but also consider whether proposed new development will have a positive and acceptable economic and fiscal impact on the City. In furtherance of this policy, the City Commission shall require (unless otherwise exempted by land development regulation), as a condition of considering the approval or denial of a development project, that developers provide a written economic and fiscal impact report, prepared by a duly qualified expert that details the associated economic and fiscal impacts of any proposed new development project on the City and the School District. Although the City recognizes that some projects will have a regional economic and fiscal impact as well, said report shall predominantly address the economic and fiscal impacts on the City of Winter Springs as its own economic system. The economic impact analysis portion of the report shall address the impacts of the proposed project on jobs, economic output, and wages. The fiscal impact analysis portion shall pertain to the net fiscal impact of the project over a period of years which is the sum of those revenues (such as ad valorem taxes, public service taxes, sales taxes, and charges for service) directly received by the City minus the sum of expenditures incurred by the City (such as general government expenses, law enforcement, roads, and parks and recreation). (Ord. 2012-05)

**Policy 3.5.4:** Land Use and Optimization of Tax Base. For purposes of determining whether a project has a positive and acceptable economic and fiscal impact on the City pursuant to Policy 3.5.3, the developer shall be required to demonstrate through its written economic and fiscal report that the project is in compliance with the following criteria:

- (1) The proposed project and associated land use is a permitted use within the applicable zoning district.
- (2) The market demand for the proposed project is at least minimally feasible based on current market data including, but not limited to, data set forth in any economic development study conducted by the City.
- (3) Provided said project is first deemed permitted from a land use perspective under criteria (1) and market demand is deemed minimally feasible under criteria (2), the proposed project optimally increases and diversifies the City's tax base and economic well-being. With respect to the phrase "optimally increases", the proposed project's economic and fiscal impact shall be required to be the best result obtainable for the City under current economic and land use conditions. In furtherance of determining consistency with this provision, the developer's written economic and fiscal impact report shall analyze and compare the proposed project to either the City's preferred project or projects for the subject location as may be expressly set forth in the City's GID Master Plan or economic development study conducted pursuant to Policy 3.5.2, or if the plan or study does not so expressly provide, to a reasonable array of other potential alternative compatible projects authorized in the applicable zoning district for the subject location. Furthermore, the term "diversifies" means the extent that the proposed project reduces the City's reliance upon a residential tax base to fund the City's fiscal budget. Additionally, if the proposed project is a commercial project, the extent that the proposed project also provides different and needed services and jobs to the GID and the City.
- (4) Such other criteria set forth in the City's land development regulations. (Ord. 2012-05)

**Policy 3.5.5:** *High Quality Development.* Ensure high-quality building and development that enhances the image and economic well-being of the City, GID, and Seminole Way.

**Policy 3.5.6:** *Quality of Life.* Strive to improve the quality of life of Winter Springs' residents by encouraging an increased number and variety of thriving

target industries that serve as significant employment opportunities for Winter Springs' residents.

**GOAL 4: *Mixed Use.*** The City seeks to promote a Mixed Use category, which provides for a variety of land uses and intensities within a development site to preserve conservation areas, reduce public investment in service provision, encourage flexible and creative site design, and provide public amenities with area-wide benefits.

**Objective 4.1: *Location.*** The Mixed Use category shall be located proximate to major transportation corridors as depicted on the City's Future Land Use Map -2030.

**Policy 4.1.1:** *Future Land Use Map - 2030 Designation.* Revise the Future Land Use Map - 2030, from time to time, to designate land "Mixed Use" consistent with this Objective.

**Objective 4.2: *General Uses and Intensities.*** Through the enactment of creative and flexible land development regulations and master planning design standards, permit a variety of mixed uses consistent, compatible and in harmony with the Mixed Use Goal, including low, medium and high density residential; commercial (retail and office); light industrial; educational facilities; recreational facilities; and compatible public facilities.

**Policy 4.2.1:** *Percentage of Various Uses.* Require as part of the master planning process, an appropriate set of uses and distribution of uses to be established unique to each development that will allow no more than seventy-five percent (75%) of any one type of land use to dominate the Mixed Use category.

**Policy 4.2.2:** *Minimum Acreage.* Require a minimum of ten (10) acres for development in the Mixed Use category.

**Policy 4.2.3:** *Vertical Integration.* Promote vertical integration of uses, as appropriate.

**Policy 4.2.4:** *Master Plan and Development Agreement.* Require a Master Plan, Development Agreement, and Planned Unit Development Zoning unique to each development, to ensure that tracts of land are developed as a whole throughout the Mixed Use category, to provide continuity among the various land uses, and to create a compact and walkable environment.

**Policy 4.2.5:** *Transition to Adjacent Uses.* Require transitional uses and stepped down building heights to protect adjacent lower intensity and density uses.

**Policy 4.2.6:** *Connectivity.* Ensure that existing, new, and future development is connected by roadways, bikeways, and/or pedestrianways that encourage travel between uses and access to transit without requiring the use of the arterial road. (Ord. 2010-18; 10-25-10)

**GOAL 5: *Urban Central Business District.*** The City shall create an Urban Central Business District (UCBD) in order to promote high intensity, high density development in its urban core.

**Objective 5.1: *Urban Central Business District designated as an appropriate area for intensive growth and development.*** The UCBD is intended for high intensity, high density multi-use development which may include any of the following: retail, financial, office (also including professional and governmental offices), cultural, recreational and entertainment facilities, high density residential, or hotels and should be located in close proximity to public facilities.

**Policy 5.1.1:** *Purpose of Urban Central Business District.* Establish the UCBD to:

- Plan appropriate and balanced land uses on a scale and at an intensity, consistent with the availability of public facilities and services;
- Facilitate mixed use development;
- Encourage mass transit;
- Reduce dependency on the automobile and vehicle miles traveled; (Ord. 2010-18; 10-25-10)
- Encourage quality development; and
- Give definition to the urban form through a vertical and horizontal mix of uses rather than strip-type development.

**Policy 5.1.2:** *Characteristics of Urban Central Business District.* Establish the UCBD as a multi-use area appropriate for intensive growth and having the following characteristics:

- Compact mix of uses which are pedestrian-friendly and are accessible without the use of the automobile (Ord.2010-18; 10-25-10);
- Flexible, versatile building design that will outlast initial uses and create long-term value;
- Densities and intensities which support transit (Ord.2010-18; 10-25-10);
- Proximate and accessible to major arterial roadways; and
- Adequate public facilities including roads, water, wastewater, solid waste disposal, stormwater drainage, and recreation.

**Policy 5.1.3:** *Location Requirement.* Locate the UCBD in an area suitable for increased development of regional impact guidelines and standards.

**Policy 5.1.4:** *Boundaries.* Define the UCBD as a geographical area having boundaries coinciding with and overlaying the boundaries of the Town Center District, as delineated on the Future Land Use Map - 2030.

**Policy 5.1.5:** *Expansion of an Urban Central Business District.* Expand or reduce the boundaries of the UCBD, as needed from time to time, by an amendment to the Comprehensive Plan text or an amendment to the Future Land Use Map - 2030 of the Comprehensive Plan.

**Objective 5.2:** *Design Criteria for UCBD.*

**Policy 5.2.1:** *Intensity.* Consider pursuant to the guidelines and standards for Developments of Region Impact (“DRI”) (28-24.014(10)(a)(2)FAC), the DRI threshold for development within the UCBD as: 800,000 square feet of commercial retail, 600,000 square feet of office and 700 hotel units, with not less than 700 residential dwelling units, nor more than 4,000 residential dwelling units.

**Policy 5.2.2:** *Future Land Use Designation.* Require the future land use designation of all development within the UCBD to be “Town Center”.

**Policy 5.2.3:** *Public Areas within the Town Center.* Incorporate pedestrian nodes, such as plazas, parks, squares, gardens, courtyards, or other public green space areas.

**Policy 5.2.4:** *Coordination with Transit.* Incorporate transit-friendly features pursuant to the City’s Comprehensive Plan Multimodal Transportation Element, Policy 1.6.2.

**Policy 5.2.5:** *Block Size and Interconnectivity.* Require developments to have an interconnected network of walkable streets and pedestrian-sized blocks.

**Policy 5.2.6:** *Pedestrian-Friendly Site Design.* Promote pedestrian gathering and circulation by requiring all of the following:

- Safe and convenient pedestrian connection to commercial shop fronts from rear parking areas. Connection might be by public sidewalk or through plazas, courtyards, vias, or corridors;
- Transit stops which are well connected to pedestrian circulation systems and include shelter from the elements and sitting areas;
- Sidewalk standards shall be as described in the Town Center District Code;
- Provisions for immediate shade along streets by inclusion of larger caliper shade trees, expanded awnings or colonnades for commercial shop fronts, and/or other means;

- Pedestrian lighting and subdued night lighting of display windows and building interiors along street frontages;
- Room-sized areas of occupiable space (as defined in Florida Building Code, Chapter 2) along street frontages in commercial shop fronts with entrances at the same grade as the sidewalk; and
- Streetscape design as set forth in the Town Center District Code.

(Ord. 2012-05)

**Policy 5.2.7:** *General Design of Individual Developments within the Urban Central Business District.* Require all development within the UCBD to comply with the Town Center Goal and Town Center District Code. Require development to include diversity in detailing and style while maintaining aesthetic harmony as defined within the Town Center District Code. (Ord. 2012-05)

**Policy 5.2.8:** *Service Areas.* Prohibit service areas from being located in front yards and require that they not be visible from public rights-of-way or squares, parks, or primary space. Design service areas to the standards set forth in the Town Center District Code.

**Policy 5.2.9:** *Signage.* Require commercial shop front signage to include a variety of creative signage types (including projecting signage and fin signs) and encourage the use of exposed neon for building façade signage as set forth in the Town Center District Code. Utilize directional (way finding) signage to direct pedestrians to businesses and streets.

**GOAL 6: *Transportation Concurrency Exception Area (TCEA).*** Pursuant to subsection 163.3164 (34) of the Florida Statutes (FS) the City of Winter Springs qualifies as a dense urban land area as determined by the Office of Economic and Demographic Research. As such, pursuant to subsection 163.3180 (5)(b)1.a., FS the City is designated a Transportation Concurrency Exception Area. The City shall utilize this designation to responsibly encourage growth in specific areas within the City. (Ord. 2010-18; 10-25-10)

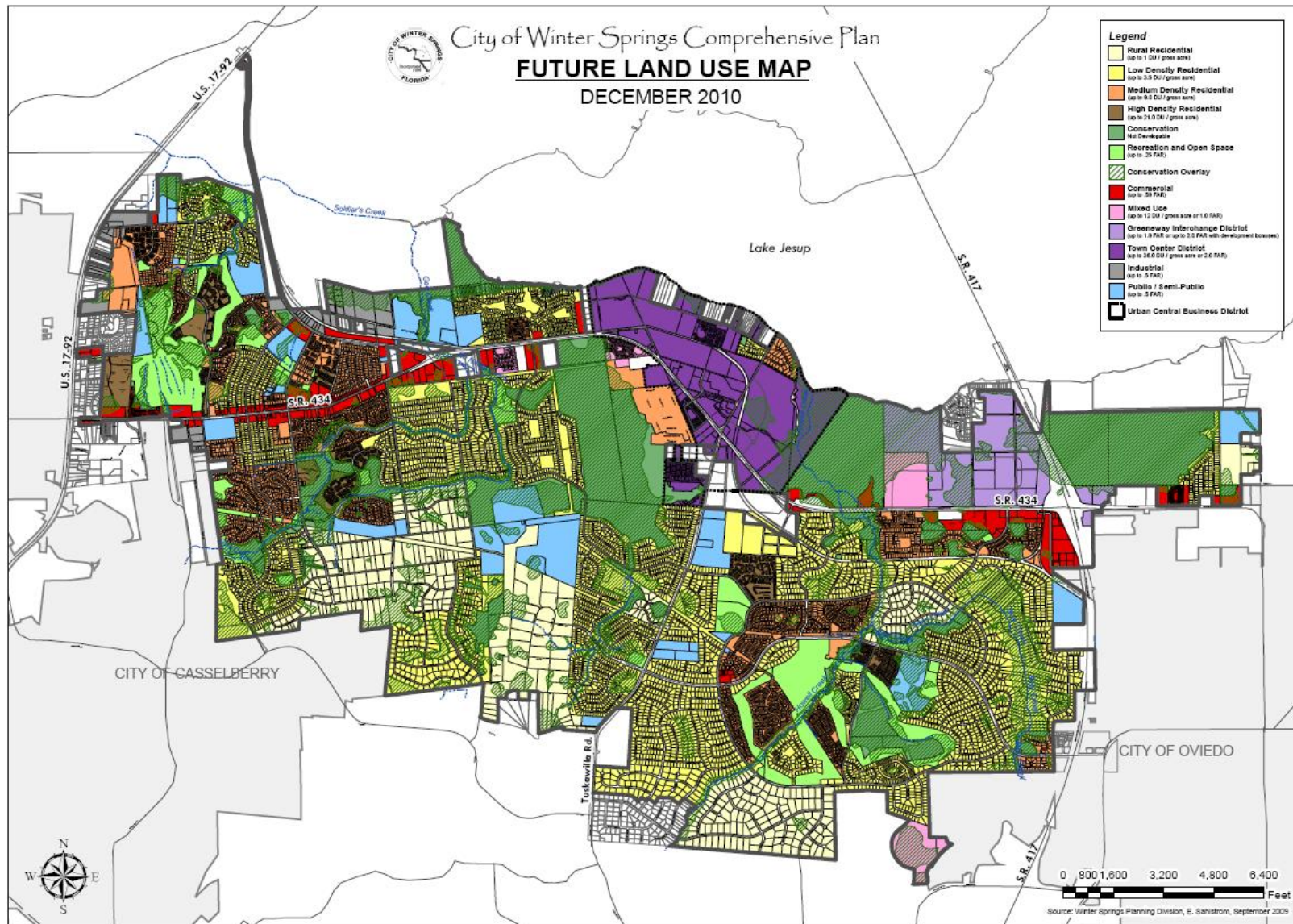
**Objective 6.1: *TCEA Creation.*** The TCEA designation provides an exemption to transportation level of service requirements in an effort to support urban infill, development, redevelopment and the achievement of the City's redevelopment goals by addressing mobility, urban design, land use mix, network connectivity and reduction in the reliance of the single occupant automobile and reduction in vehicle miles traveled. Transportation concurrency requirements are modified within the citywide TCEA to include integration and coordination among the various modes of transportation as outlined in policies for mobility found in the Multimodal Transportation Element and through complementary policies in other elements. LOS shall be used for monitoring purposes, in order to identify where multimodal improvements are needed, and not for development approvals based on capacity. (Cross Reference: See Future Land Use Element, Objective 1.6; Multimodal Transportation Element, Policy 1.11.1) (Ord. 2010-18; 10-25-10)

- Policy 6.1.1:** *TCEA Mobility Strategies.* Maintain mobility within the City by the implementation of the following strategies and programs in the Multimodal Transportation Element and through complementary policies in other elements of the comprehensive plan. TCEA mobility strategies may include, but are not limited to: (Cross Reference: Multimodal Transportation Element, Policy 1.11.3) (Ord. 2010-18; 10-25-10)
- (1) Transportation demand management program;
  - (2) Transportation system management program;
  - (3) Revised parking standards and regulations;
  - (4) Local and regional transit service;
  - (5) Enhanced pedestrian and bicycle facilities;
  - (6) Transit facility improvements;
  - (7) Complete streets policy implementation;
  - (8) Neighborhood traffic management programs; and
  - (9) Transit and pedestrian oriented site design standards.
- Policy 6.1.2:** *TCEA Zones.* Implement the Winter Springs' TCEA as five (5) distinct Zones, designated as A, B, C, D & E, based on geographic location in relation to the City's existing transportation network, land use, transit readiness, and future mobility needs and as further described in Multimodal Transportation Element, Policy 1.11.2. (Ord. 2010-18; 10-25-10)
- Policy 6.1.3:** *Interim Standards.* Further define and establish mobility standards, projects and funding mechanisms by July 2011, consistent with Section 163.3180(5)(b)4., F.S. (Ord. 2010-18; 10-25-10)
- Policy 6.1.4:** *Procedures for Inclusion of Annexed Properties into the City's TCEA.* Place properties that involve a large-scale land use amendment into a City TCEA Zone as part of the large-scale amendment process and amend simultaneously the appropriate TCEA map(s). Place properties that involve a small-scale land use amendment into a City TCEA Zone as part of the next large-scale amendment cycle, and amend simultaneously the appropriate TCEA map(s). During the interim period, after obtaining a City land use category, but prior to placement in a City TCEA Zone, development on property may proceed by the development providing and funding mobility standards and requirements of the most physically proximate Zone. If the property is adjacent to two Zones, the City shall assign the Zone after making a determination as to which is most appropriate. (Ord. 2010-18; 10-25-10)
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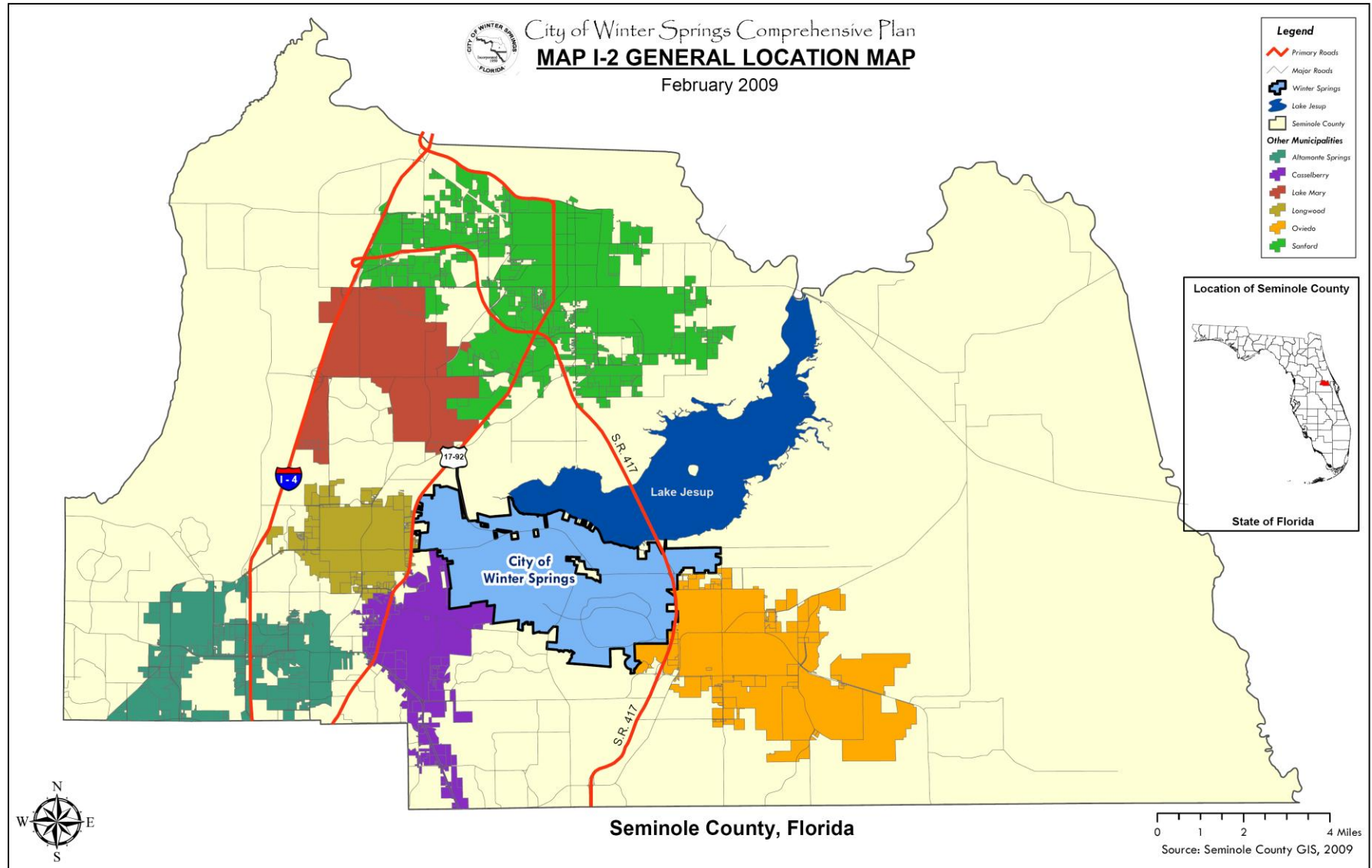
- Policy 6.1.5:** *TCEA Monitoring.* Monitor development activity and the implementation of mobility standards within the TCEA to ensure that the exception area is achieving increased mobility. Review mobility achievement against baseline condition inventory and respective targets each fiscal year, in conjunction with the annual identification of capital projects and update to the Five-Year Schedule of Capital Improvements, included within the Capital Improvements Element. The monitoring will include analysis, data collection and information as outlined in the Multimodal Transportation Element. (Cross Reference: See Multimodal Transportation Element, Policy 1.11.9) (Ord. 2010-18; 10-25-10)



Map I - 1: Future Land Use Map – 2030



**Map I - 2: General Location Map**



## **B. INTRODUCTION**

This is the year of the City's 50<sup>th</sup> anniversary. It is an important milestone and represents a new era for the City, as it transitions toward greater sustainability.

Located in the heart of central Florida, Winter Springs has a growing economy, a professional workforce, and offers an excellent living environment. The City is a sought after location for families and young professionals with exceptional schools, nationally recognized parks, low crime rates, and beautifully landscaped streets. It has easy vehicular access to the S.R. 417 (Seminole Expressway/Central Florida Greenway) and linkage to area airports and the greater Orlando metro area. In 2007, the City was honored by Money Magazine, with the designation of "2nd Best City in Florida" and the "31st Best City in the U.S. to live". In 2006, the City was designated "#1 Best City in the United States in which to purchase a home" by MSN Advisory Services.

Emphasis on the integration of land use with transportation systems will occur and by 2030, the City will likely reach build-out of its vacant lands. During this transition period, the City will experience the completion of its two strategically located districts- the Town Center District and the Greenway Interchange District. The Town Center is planned to develop into a blend of business and employment, entertainment, retail, and residential uses and the Greenway Interchange District is planned to develop with target industry based employment in conjunction with the regional Seminole Way initiative.

The Future Land Use Element designates future land use patterns, densities, and intensities of land use to accommodate balanced and sustainable growth for the City's projected population. The element is dependent upon the goals, objectives and policies of all of the other elements in the Comprehensive Plan to minimize adverse impacts on natural resources and maintain essential facilities and services at desired levels to maintain the quality of life within the City.

The element begins with a narrative describing the historical context of the City, followed by a description of its current character. An inventory and analysis of existing land use data and patterns as of February 2009 is included. The Existing Land Use Map, (Map I-3) illustrates the location and distribution of these land uses. As required by Rule 9-J5, F.A.C., the Map also displays existing land uses within County enclaves and in unincorporated parcels at the City's fringe. A tabulation of the acreage of each land use within the City's boundaries is included in Table I-1.

A description of the physical features found in the City, such as wetlands, soils and other natural resources that impact the character of the City follows. Knowledge of these features is especially useful in analyzing the development potential of the City's remaining vacant lands. Population projections are presented, and issues related to growth management are discussed. The appropriate location for future uses are described, and densities and intensities are established for each. The Future Land Use Map - 2030, (Map I-1) indicates the proposed location and distribution of land uses within the City's current boundaries, through the year 2030. The Future Land Use Map - 2030 and associated policies and definitions will guide the review and permitting of new development.

### **1. General History**

Since WWII, the United States has experienced great wealth building. This prosperity has lead to the proliferation of automobiles and expanded housing opportunities on the fringe of cities. The "American Dream" of owning your own home in the suburbs has been

realized by many. The suburbs were idealized as a safe haven for raising a family. All across America, people choose the suburban lifestyle, believing that it provided the highest quality of life available. While the breadwinner of the family was relegated to a short commute into Orlando during the week, the suburban lifestyle was considered a respite to return to and a place where the family could enjoy all the amenities associated with “country” living, such as open space, clean air, and low crime. Additionally, and most importantly, the suburban model offered an attractive *alternative* to city living. All across America, people choose the suburban lifestyle, believing that it provided the highest quality of life available. And perhaps it did- because this was also a time when the automobile was still considered a luxury item.

It was during this time that the Village of North Orlando (now known as the City of Winter Springs) was founded 20 miles north of Orlando in south-central Seminole County, by a New York development company. Homes were marketed as “country estates” and could be purchased for as low as \$20 down and \$20 per month. The first residents numbered only 200 people. House Bill 2474, created the municipality of the Village of North Orlando on June 20, 1959. North Orlando was the sixth municipality in Seminole County and the smallest, consisting of only 160-acres and was located on the west side of present day Winter Springs. The chief reason for the incorporation was to enable the developers to have control over the building and evolution of the village and to allow them to establish their own ordinances and regulations. The North Orlando Company also provided their own water and sewer utilities. North Orlando grew to 3,500 acres during the 1960’s by additions primarily comprised of lands owned by a single developer. The first business to open was the North Orlando Super Market, in 1965 and in 1970, the population was only 1,161.

In 1972, North Orlando almost doubled its size with the annexation of a large 3,200 acre tract known as Tuscawilla. This expansion created the largest incorporated area in Seminole County. In March 1972, a new city charter was drawn up and adopted in a city-wide election. New city officials were elected and on April 20, 1972, House Bill No. 3390 abolished the municipal government of the Village of North Orlando and established the municipality of the City of Winter Springs. The City of Winter Springs was incorporated on June 13, 1972.

During the period of 1998 to 2007, the City’s boundaries continued to expand with the annexation of 602 acres, moving eastward past S.R. 417. This expansion was met with great opposition from Seminole County, the rural area (Black Hammock) residents, and the City of Oviedo. In 2006, due to a change in the City’s political will, the City amended its code of ordinances to prohibit annexation of property located east of Deleon Street, effectively curbing the possibility for future sprawl. Additionally, the Future Land Use Element was amended to include a policy stating the same. This annexation boundary to the east along with the natural boundary of Lake Jesup to the north and the adjacent cities of Oviedo, Casselberry and Longwood, along its borders, limit the available land that can be annexed into the City in the future. The City currently includes 9,478 acres, or 14.8 square miles of area with an estimated population (2008) of 34,490 [source BEBR, 2008]. It is expected that even with annexation of county enclaves, the City will still remain at approximately 15 square miles. Map I-2 identifies the general location of the City within Seminole County.

## 2. General Character

Like many post WWII suburban landscapes, Winter Springs developed predominantly as a residential community, dependent upon the automobile for access to retail services and employment. Although strip commercial centers emerged along S.R. 434, the City lacked a center- a place that established an identity for the community and a place to come together. This desire for something more is evident in the following excerpt from the City's 1990-2010 Comprehensive Plan:

- Strengthen and diversify the City's tax base and provide employment opportunities for residents through the use of mixed use developments to include residential, commercial and recreational areas, coordinated in form and function, while retaining the family-oriented community environment.
- Integrate the east and west sections of Winter Springs through land use changes and transportation improvements. "To integrate the two sides of town, the Winter Springs Loop Road has been planned to route resident to the new commercial and mixed use areas on the north part of town. By attracting employment centers and related commercial concerns, residents will have incentives to shorten their travel times by remaining in the city limits and supporting local enterprises."

Subsequently, in 1998, under the creative direction of Dover, Kohl & Partners town planning, Gibbs Planning Group, and Michael Design Associates and under the skillful leadership of a new city manager, Ron McLemore, the vision began to unfold through a series of charettes. These charettes were a collaborative effort which included City policy makers, land owners, homeowner association representatives, developers, Seminole County staff, the Tourist Development Council, the Economic Development Council, and the Florida Department of Transportation.

The development of the Town Center was desired to create a vibrant "downtown" heart to the suburban city. However, the Town Center is not just for those who live within it. As described by the consultant team, "the Town Center is to be a place where people can reside in a mix of single and multiple family dwellings, and also gather to shop, relax, recreate, be entertained, attend community events, and enjoy the natural beauty of lands located in the Town Center." The Town Center Master Plan is depicted on Map I-3.

In the Town Center, the public realm is reclaimed as an amenity- for the public. Emphasis is given to the form and relationship of traditional streets, squares, and neighborhoods. Buildings are placed close to the street, framing the space as an outdoor room and parks and green spaces are provided as neighborhood gathering spaces. Rather than maintaining private property and fostering exclusivity, the Town Center invites the public in. "Cities are incomplete (and they do not feel or function like healthy cities) without centers... A traditional Town Center is the physical place where many basic needs of citizens are conveniently and tightly focused: shopping, working, governance, being entertained, dwelling, and the arts all happened together in a Town Center because it is pragmatic to do so" (Dover, Kohl & Partners, 1998).

Although the City has made great strides in establishing its Town Center, the economic downturn has halted its growth temporarily. However, over the next two decades, as the City approaches build-out, it will see the fruition of the Town Center and the Greenway Interchange District. Of the City's total land area, only 8.8% remains vacant and

developable. Areas with the largest consolidation of vacant developable parcels are the Greenway Interchange District and the Town Center District. These two districts will provide the diversity and economic heart that the City is currently lacking. Pressures to redevelop older commercial areas of the City will also increase as vacant land becomes scarce.

**Map I - 3: Town Center Master Plan**



Source: Dover Kohl & Partners

### **C. EXISTING LAND USE DATA AND INVENTORY**

The development of a detailed Existing Land Use Map can reveal the City's success in implementing its Future Land Use Map - 2030 and answer the question, "How are we doing?" A direct correlation exists between the detail included in the Existing Land Use Map and the opportunity for analysis.

The Existing Land Use Map (Map I-4) illustrates existing land uses as categorized by use, density, and intensity. This illustrative inventory can be further evaluated in tabular form by acreage, as included in Table I-1. Examination of both map and tabular data will reveal land use inconsistencies and highlight areas needing further attention and improvement. The Existing Land Use Map included herein is a snapshot in time. It depicts those uses occurring in February 2009, as verified through the property appraiser's data, aerial photography, building permit records, and field verification. Because land use is not stagnant, it is important that the City's Planning Division continue to track these changes and continue to keep its data base current.

**1. Existing Land Use Categories**

The land use categories shown on the Existing Land Use Map are in accordance with the requirements set forth in Rule 9J-5.006 (1)(a), F.A.C. However, additional detail is included beyond the minimum requirements for the purpose of analysis. The Existing Land Use Map also includes more detail and different categories than included in the Future Land Use Map - 2030. As a result, there is no direct correlation between the categories in each map. For example, the Existing Land Use Map does not include a “Town Center” category, because the Town Center designation allows for a wide variety of land uses. Therefore, the specific type of land use is identified on the Existing Land Use Map. Having the specific land use identified, allows the city to better analyze, “How are we doing in achieving our objectives?” Table I-1 lists each existing land use category and its corresponding acreage in March 2009.

**Table I - 1: Existing Land Use Table (2012)**

| Existing Land Use Categories       | Density/Intensity                        | Acreage      | Percent of Total   |
|------------------------------------|--|--------------|--------------------|
| Residential- HOA Common Areas      | included in residential acreage          |              |                    |
| Residential- Rural Density         | up to 1 du/gross acre                    | 1,161        | 14 percent         |
| Residential- Low Density           | 1.1 to 3.5 du/gross acre                 | 2,303        | 27 percent         |
| Residential- Medium Density        | 3.6 to 9 du/gross acre                   | 618          | 7 percent          |
| Residential- Mobile Homes          | up to 9 du/gross acre                    | 137          | 2 percent          |
| Residential- High Density          | 9.1 to 21 du/gross acre                  | 203          | 2 percent          |
| Town Center Density                | Subject to the Town Center District Code | 579          | 7 percent          |
| Mixed Use                          | Up to 12 du/gross acre; 1.0 FAR          | 141          | 2 percent          |
| Commercial- GID                    | .50 to 1.0 FAR                           | 0            | 0 percent          |
| Commercial- Neighborhood / General | up to 0.50 FAR                           | 123          | 1 percent          |
| Industrial                         | up to 0.50 FAR                           | 84           | 1 percent          |
| Public/Semi-Public                 | up to 0.50 FAR                           | 637          | 8 percent          |
| Recreation- Private & Public       | up to 0.25 FAR                           | 682          | 8 percent          |
| Open Space                         | included in recreation acreage           | N/A          | N/A                |
| Resource Protection- Drainage      | included in residential acreage          | N/A          | N/A                |
| Conservation                       | not developable                          | 1,434        | 17 percent         |
| Vacant Constrained                 | likely not developable                   | 343          | 4 percent          |
| Vacant Developable                 | varies based on FLUM                     | 768          | 9 percent          |
| <b>TOTAL</b>                       |  | <b>8,494</b> | <b>100 percent</b> |

NOTES: Existing Land Use Categories Common Area/HOA and Resource Protection/Drainage were integrated into the appropriate corresponding residential land use for this analysis.  
 SOURCE: City of Winter Springs and Planning Communities LLC, March 2009 (Ord. 2012-05)

As illustrated, several of these categories have little to no acreage associated with them. They are included to illustrate that the intensities and densities allowed (especially within the Town Center) have not been realized, to date. In order to achieve the vision of sustainable economic vitality within the Town Center, the City should require a minimum residential density, as well as higher intensity development. A definition of each existing land use category follows, as well as a brief description of existing conditions.

*Density* is the total number of dwelling units (du) divided by the total project area, expressed as dwelling units per gross acre. Density is associated with residential land uses because it also is a tool for calculating impacts to population growth.

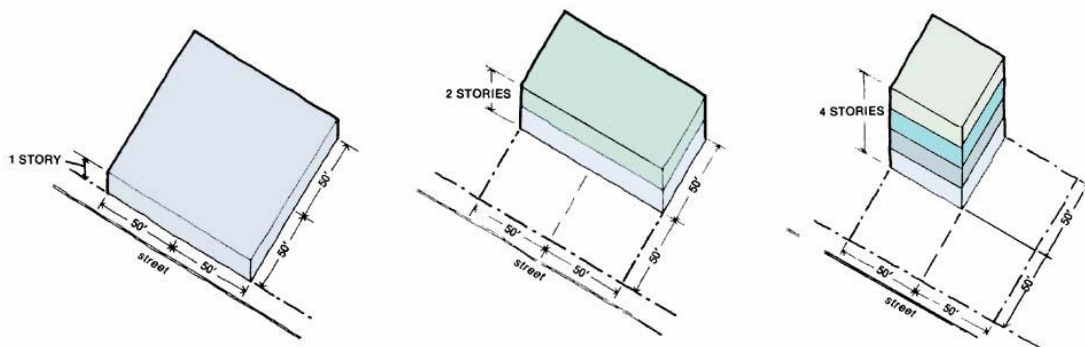
*Intensity* is the concentration of development activity on a parcel as measured by floor area ratio.

*Floor Area Ratio (FAR)* is the gross floor area of a building divided by the total area of the site on which the building is located, expressed as a decimal number. FAR can be used to describe any land use with buildings, whereas density describes only residential land uses.

The diagram which follows, illustrates three simple ways that a 1.0 FAR might be reached: one story covering the entire lot, 2 stories covering half the lot, or 4 stories covering a quarter of the lot. All result in the same FAR.

Calculation of the FAR does not consider a maximum height for the structure. Buildings of equal FAR, can have significant differences in appearance depending upon the site, landscaping and architecture.

*Gross Floor Area* is the total square footage of all levels within the surrounding walls of a building.



The following are to be included in gross floor area for the purpose of computing floor area ratio:

- Exterior walls (that is, thickness included);
- Stairways (internal and external), elevators, escalators, and similar features;
- Storage and mechanical rooms (internal or external);
- Laundry rooms, closets, storage rooms, built-in cabinets and media niches;
- Mezzanines and lofts;
- Porches, patios, and breezeways with a “solid” cover and enclosed by “solid” walls on more than two sides;



- In single family and duplex residential uses, attached or detached garages and carports; and
- Accessory buildings that are deemed habitable space, including, but not limited to guest houses and second units.
- For vertical mixed use developments, the residential square footage is added to the commercial development to derive the total FAR.

The following areas are to be excluded from gross floor area ratio for the purpose of computing floor area ratio:

- Basement, underground parking, and attic spaces;
- Porches, balconies, patios, breezeways, and decks (as well as overhangs, eaves, cantilevers, awnings and similar features) with a “solid” cover but not enclosed by “solid” walls on more than two sides;
- Porches, balconies, patios, breezeways, decks and gardens which do not have a “solid” cover;
- Parking structures and garages; or
- Other uninhabitable space.

a. Existing Residential

Winter Springs was originally founded as a residential community and residential land use continues to dominate the developed acreage of the City. Winter Springs has a healthy diversity of residential housing options available that appeal to a wide range of age groups, income levels, and family sizes. Housing choices include everything from zero lot line single family detached homes to grand estates on five-acre parcels. Additionally, there are patio homes, duplexes, townhomes, condominiums, manufactured homes, mobile homes, apartments, and a few adult congregate living facilities, and a few garage apartments. There are no RV or recreational campgrounds, no transient housing, no time-sharing facilities, no seasonal units and no farm residences. Also, there are no assisted living facilities, adult family care homes, or adult day care centers within the city limits of Winter Springs and no motel or hotels. However, these uses would be classified as commercial uses rather than residential.

Approximately 54% of the City’s current housing stock was constructed during the period from 1970 to 1990. A majority of that housing is included in planned unit developments with active homeowner associations. As of the 2000 Census, the average single family home was built in 1987. The majority of the City’s housing stock is in good condition. The Housing Element includes more detailed information on this topic. It should be the objective of the City to protect existing housing values and develop policies that result in the appreciation of existing neighborhoods. In addition, the objective of new development should be to contribute to favorable quality of life conditions within the community, as well as to accommodate projected population growth. Growth for Winter Springs from 2000 to 2010 was anticipated to occur at a slower rate than from 1990 to 2000, even prior to the recent decline in housing values and sales.

The Existing Land Use Map illustrates seven categories of residential uses, based on density and use. These are: Town Center Density (Subject to the Town Center District Code), High Density (9.1 to 21 du/gross acres), Medium Density (3.6 to 9 du/gross acres), Mobile Homes (up to 9 du/gross acres), Low Density (1.1 to 3.5 du/gross acres), Rural Residential (under 1 du/gross acre) and Home Owner Association (HOA) Common Areas (undeveloped). Acreage for each is identified, except for HOA Common Areas, which are included in the acreage of the corresponding land use associated with the development. Together, these uses make up 52% of the City's total acreage. Single family is the most predominant housing type.

A proper mix of different housing types and housing that accommodates different life styles helps to encourage the development of a well-balanced community. In 2000, more than 74% of the housing units were single family detached homes, nearly 6% percent were single family attached, .5% were duplexes, nearly 15% percent were multifamily units, and 4.5% were mobile homes.

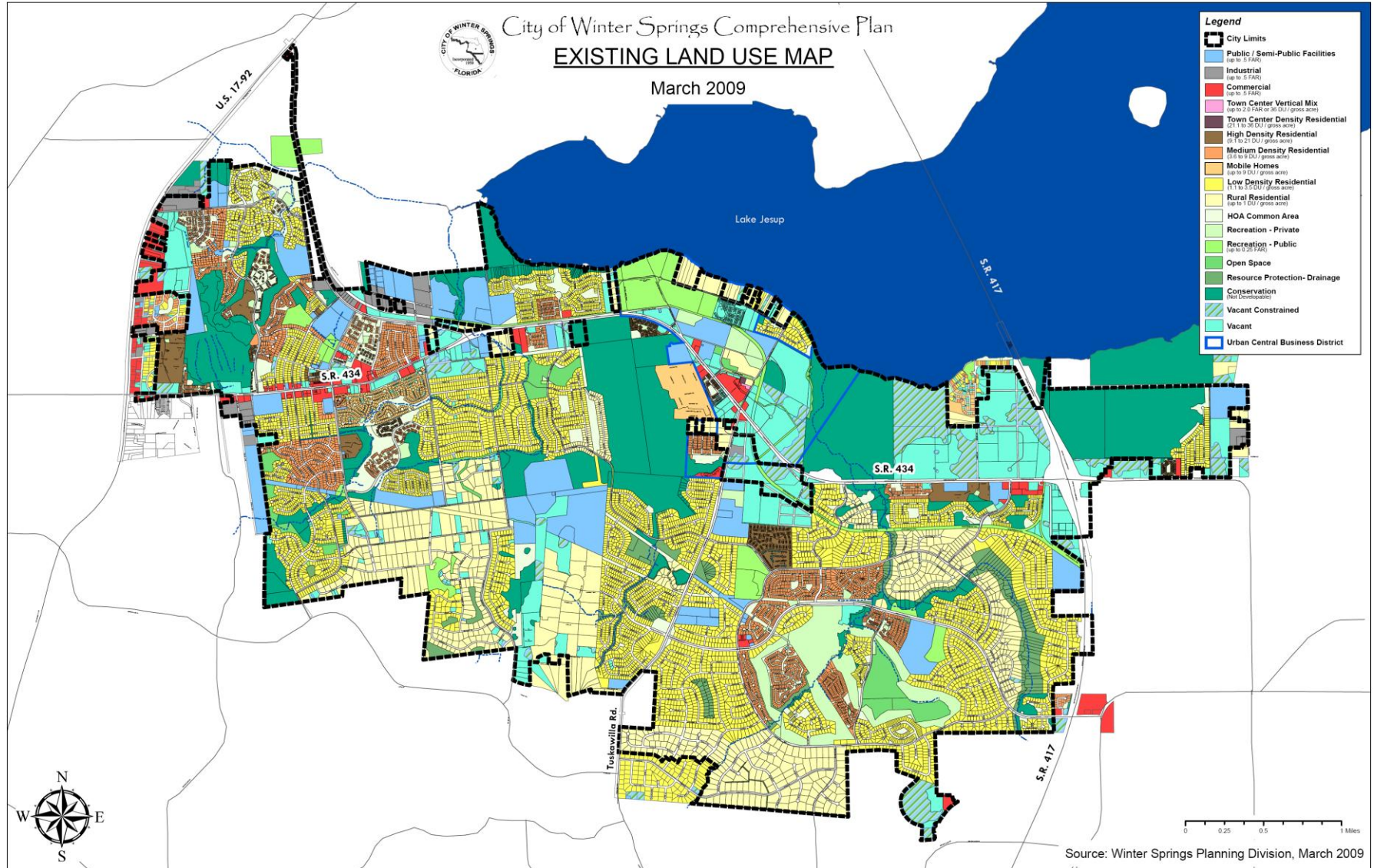
During the period of 1998-2003, single family detached units dominated the residential market in Winter Springs. However, after 2004, (except for a few custom homes) the market was dominated by townhouse and condominium construction. This was primarily the result of reduced land availability, increased housing prices, and support for higher density housing in the Town Center. It is anticipated that the City will continue to see a decrease in construction of single family detached units as the City nears build-out.

In 2009, there were 4,423 developed residential acres within the City. Residential lands are primarily scattered throughout the City, with two exceptions. To the northwest, in the vicinity of U.S. 17-92, are 47.3 acres of Medium Density Residential. Additionally, there is one significant swath of Rural Residential land in the south central area of the City, adjacent to Dunmar Estates. This area is noted as having a rural character and is envisioned to remain as large equestrian parcels, even as infill occurs. The lower the density, the greater the acreage required to accommodate the residential use. Development of extremely low density residential uses within incorporated areas is considered a major contributor to urban sprawl and such inefficient land use patterns are now discouraged by the State of Florida.

Vacant land or lots for single family homes within the City is available, but is minimal. As vacant land becomes increasingly scarce, the City will see more demand for higher density housing and for splitting larger lots. Current studies also indicate a trend among persons of the Generation X and Generation Y to locate in higher density housing located in activity centers.

The Town Center District allows greater diversity in housing types than other areas of the City. Accessory dwelling units, such as garage apartments are allowed by right and the Town Center has been identified as the area where the City's highest density of housing is appropriate. (Ord. 2012-05)

Map I - 4: Existing Land Use Map



b. Existing Town Center Vertical Mix

In 1998, a master plan (Map I-3) was created for the Town Center, as collaborative effort which included City policy makers, land owners, homeowner association representatives, developers, Seminole County staff, the Tourist Development Council, the Economic Development Council, and the Florida Department of Transportation.

The Town Center is based upon traditional neighborhood development (TND) standards. The designation allows and encourages higher densities and intensities, as well as mixed use development, built on a pedestrian scale interconnected grid of streets and blocks. The types of uses permitted within the Town Center include a variety of residential and nonresidential uses to encourage a mix of uses that is necessary for the economic viability of a city center.

The Town Center is the only area within Winter Springs which allows a vertical mix of uses by right. To date, one building has been built which includes a vertical mix of uses.

The Town Center is focused on the intersection of S.R. 434 and Tuskawilla Road.

c. Existing Commercial

Most commercial development in Winter Springs can be characterized as strip commercial including one-story buildings with corresponding low floor area ratios and surface parking fronting onto the major roadways. The majority of businesses in Winter Springs provide services and products to residents of the City and the immediate area. The typical commercial uses include retail stores, convenience stores, gas stations, professional offices, banks, personal services, and restaurants. Most commercial activity is located on or near S.R. 434, U.S. 17-92, S.R. 419 or the Oviedo Marketplace Mall, but there is also a small concentration of businesses grouped on Winter Springs Blvd in the Tuscawilla PUD. Additionally, there are a substantial number of home-based businesses. Major employers include Seminole County Public Schools, the City of Winter Springs, Publix Supermarket, Inwood Consulting Engineers and EZYield.com. Commercial areas are allowed to build up to a maximum floor area ratio (FAR) of 0.50.

With the development of the Town Center at S.R. 434 and Tuskawilla Rd., the City is seeing increased diversification of its economy. The Town Center is intended for the most intensive commercial development in the City. Commercial areas in the Urban Central Business District (UCBD/Town Center) can build up to a maximum of 2.0 FAR. However, less than one-acre of the Town Center has developed with a FAR over .50.

Analysis of development data indicates that to date, the Town Center is being under-developed. Although concessions were required initially to get development started, it will be necessary for higher intensity development to occur in the future, for the Town Center to succeed economically and to be the vibrant place envisioned.

Just east of the Town Center, is the Greenway Interchange District (GID) located at the juncture of S.R. Road 417 and S.R. 434. The GID is expected to become a

premier employment center with professional office buildings, conference facility and hotel. The GID is located within the “Seminole Way”, which is being planned as a regional collaborative effort with Seminole County and other affected entities as a high tech extension of the Orange County “Innovation Way”. Commercial areas in the GID can build up to a maximum of 1.0 FAR. Under certain conditions, one or more development bonuses may be granted which may allow a higher FAR. To date, no development has occurred within the GID. Like the Town Center, under-development can easily occur if higher intensities are not required.

The City of Winter Springs also participates in the activities of the U.S. 17-92 Community Redevelopment Agency (CRA) through its membership on the U.S. 17-92 Redevelopment Planning Agency (RPA). The CRA was established in 1997 and its mission is “to realize the full economic and functional potential of the U.S. 17-92 corridor through strategic and timely investments that enhance the competitiveness and desirability of the corridor for the business community and the public at large.” In 2008, the CRA was designated a Brownfield/SEED [Seminole Economic Enhancement District] area for the purpose of environmental remediation, rehabilitation and economic redevelopment, as allowed under Sections 376.77-376.85, Florida Statutes.

Estimates in 2009 indicate that City-wide, there were 807 business establishments, employing 6232 employees [source- SCR, LLC., 2009]. Total existing Commercial acreage equals 123 acres, or 1 percent of the land designated on the Existing Land Use Map.

d. Existing Industrial

Existing Industrial uses include very light, light and heavy industrial. Some of the Industrial uses in the City include light manufacturing (including wholesale cabinet and shed manufacturing), assembly, processing, storage of product, automobile detailing and painting, and scrap metal recycling. The maximum floor area ratio for all Industrial uses is 0.5 FAR. Industrial lands are located predominantly on the edges of the City- on the north side of the City, along State Road 419 and the CSX railroad line, along the east side of U.S. 17-92, on Belle Avenue, and on the east side of the City at Cress Run and Deleon Street. The uses at Cress Run and Deleon are all nonconforming Industrial uses and existed in this area prior to the City annexing the land from Seminole County. All of these parcels were designated with a Rural Residential future land use designation with the intent that over time, the existing nonconforming structures and uses would transition into residential use. Of these nonconforming uses, only Eagle Bay Woodworking has a formalized arrangement with the City to be allowed to continue the nonconforming use for a period of time (not to exceed fifteen years). There are currently 84 acres with Industrial uses within the City.

e. Existing Public/Semi-Public

Existing Public/Semi-Public uses include public facilities and private nonprofit facilities. This category includes all public structures or lands that are owned, leased, or operated by a government entity, such as civic and community centers, public schools, police and fire stations, post office, and government administration

buildings. The nonprofit and semi-public uses include churches, private schools, vocational and technical schools, institutions, group homes, emergency shelters and other similar uses. There are currently 637 acres with Public/Semi-Public uses within the City.

f. Existing Recreation and Open Space

The quality of life for Winter Springs' residents is linked closely to the development and management of a well-maintained, accessible system of public parks, trails and open space. Existing Recreation and Open Space uses include park and recreation facilities owned by the City, County and State; open space owned by the City; private parks and golf courses; as well as, recreation facilities located at area schools. The City of Winter Springs is well known for its award-winning Central Winds Park and the quality of recreational programs and events offered there. Such facilities play a key role in shaping both the landscape and the quality of life of Winter Springs' residents through the conservation of natural resources and provision of recreational facilities.

There are currently 682 acres of recreational and open space lands within the City. Open space is defined as "undeveloped lands suitable for passive recreation or conservation."

The Recreation and Open Space Element provides a complete inventory of sites and facilities provided for recreation uses.

g. Existing Resource Protection/Drainage

This category is identified on the Existing Land Use Map as a separate category, because these areas are designated on residential plats as areas of resource protection and occur along creek beds. However, the designation is not as restrictive or as protective as "Conservation"; Therefore, acreage in this category has been integrated into the appropriate corresponding residential land use for analysis.

h. Existing Conservation

Existing Conservation lands include public lands that have been acquired and private land areas that have been reserved by mutual agreement with the property owner for the preservation and protection of Winter Springs' natural resources. There are currently 1,434 acres designated as Conservation on the Existing Land Use Map.

i. Vacant and Vacant Constrained

This category includes vacant and undeveloped acreage, as well as lands which currently have no active uses. There are 1,111 Vacant acres within the City. Much of this acreage is located between S.R. 434 and Lake Jesup. In total, roughly 13 percent of the City can be considered Vacant. Of this total, only 768 acres (9 percent of the City) is considered developable. The remaining land is considered Vacant Constrained.

Vacant Constrained are lands identified by the Conservation Overlay (see Future Land Use Map - 2030 categories). These are Vacant lands located within the Conservation Overlay. However, the Conservation Overlay is derived from generalized mapping data. Once site specific study and analysis is completed, some of these Vacant Constrained lands could be determined to be developable. Lands identified as Conservation are not included within the Vacant/Vacant Constrained land use acreage.

j. Historic Resources

As one travels around Winter Springs today, there is little evidence of the peoples and the history that have shaped the City. According to the Florida Master Site File, maintained by the State Division of Historical Resources, there are no historical standing structures or archaeological sites within the City. No references to remaining historical structures or sites are indicated on the Existing Land Use Map. Even though the City's history only goes back to 1959, the area was occupied by an assortment of people long before that. According to John Baker, City Historian (June 1994, 35th anniversary celebration) the area has been occupied for some 4500 years. The primary Native American tribe was the Timacuan, a large, robust people whose leaders were often women. Historical reconnaissance studies have found evidence of Indian middens on the south bank of Lake Jesup and a sloth jawbone was reported to have been found just north of Winter Springs High School.

On many old deeds and other documents pertaining to the area, the name of Moses Levy appears. Moses Elias Levy (1782–1854) was a New York merchant who made a fortune in lumbering and trade with the Spanish and amassed hundreds of thousands of acres prior to the U.S. acquisition of Florida from Spain in 1821. All of what is now Winter Springs was once owned by Levy. Plats revised in 1852 recognized Spanish land grants to Moses Levy, Philip K. Yonge, and others, as the federal government opened the area to settlers.

Lake Jesup was named on May 22, 1837, by Lt. Richard Peyton for Gen. Thomas S. Jessup, a prominent figure in the Seminole Wars. The "discovery" of the lake required 52 hours of rowing a barge 90 miles to get to it. At least one old map from that time refers to it as "Lake Peyton". [In 1981, the U.S. Board of Geographic Names settled on "Jesup" as the correct spelling of the lake.] A wharf and store was located at the shore of Lake Jesup at the end of what is now Tuskawilla Road (previously known as Brantley Road). Partners George C. Brantley and Col. Daniel Randolph Mitchell made their wharf and store (c. 1865) here the area's center of commerce. There are no historical remains of these. Brantley's Wharf and nearby Clifton Springs (off Spring Avenue) were as far south as steamboats could land freight for wagons to haul to Maitland and Orlando. Vincent Lee was an early homesteader.

In 1874, Brantley bought and named a nearby site "Tuskawilla" after an Indian village of the same name in Alachua County (now known as Micanopy). A post office was established there by Liver Prince. In the early days of the settlement, Tuskawilla Road was a rugged wagon trail blazed for the construction of a railroad line from Lake Jesup to Orlando. The 1873 effort of Brantley and

Mitchell failed when both died while the roadbed grading was half completed. Steamboats and rail were important aspects of the economic development of the area at the time.

In the early 1900s, the cities of Sanford and Oviedo were connected by a dirt road, which passed through what is now Winter Springs. This road was paved with brick around 1920 and was known as the Sanford-Oviedo Road. Most remnants of the old brick road have long since been removed. However, a small portion of the road may still exist at Layer Elementary School adjacent to the row of old oak trees.

The area lay dormant until 1957 when Ray Moss and William Edgemon purchased land under the name of the "North Orlando Company," a subsidiary of the Silver Creek Precision Co., Silver Creek, New York [later known as the Commercial Corporation of Allentown, PA.]. The first residents, equaling approximately 200 people, moved into homes on the north side of S.R. 434. A "country estate" could be purchased for as low as \$20 down and \$20 per month (The Sanford Herald, Feb. 18, 1959). An applicable quote, from the North Orlando Country Estates advertisement states, "cities grow because of people and industry; more industry means more people; more people means more homes; more homes increase land demand, up values- grand for those who bought early."

House Bill 2474, created the municipality of the Village of North Orlando on June 20, 1959. The Village was the sixth municipality in Seminole County and the smallest, consisting of only 160-acres. The Village was located on the west side of present day Winter Springs. The chief reason for the incorporation was to enable the developers to have control over the building and evolution of the village and to allow them to establish their own ordinances and regulations. The North Orlando Company also provided their own water and sewer utilities.

The Village was a 'company town' and all the Village Council were employees of the North Orlando Company, who were appointed to serve. It wasn't until 1962 that residents had an opportunity to select members of a council who would represent their needs. Selection of the mayor, however, was by secret ballot from the five council members until 1966 when a referendum charter change determined that the mayor was to also be elected by the people.

In 1960, the community had one public building, which housed the Water Company's office, offices for the Florida Land Company employees, and an office used by the Village as City Hall. Although there have been no designated, historically significant structures to date, this building may potentially be eligible for listing in the National Register of Historic Places as it approaches 50-years old. The building is located at Fairfax and S.R. 434 and was purchased by a private citizen in 1995. The first streets were N. Fairfax and N. Devon. In 1965, the first store opened, aptly named, the North Orlando Super Market.



## **2. S.R. 434 Corridor Vision Plan**

In 1997, the City established and adopted a vision plan for the S.R. 434 corridor. It was a collaborative planning process with meaningful public participation in the development of the concept and design guidelines for the corridor.

The S.R. 434 corridor was divided into two overlay areas, as shown on the City's Official Zoning Map, due to the different characteristics on the east and west sides of the City. The dividing boundary was determined to be Hayes Road. The following section defines the two overlay areas.

### **a. Redevelopment Area Overlay District**

The Redevelopment Area Overlay District is defined as, "All properties (involving the entire parcel) lying within the corporate limits of the City adjacent to the S.R. 434 right-of-way from U.S. 17-92 eastward to Hayes Road."

It is the intent of this district to encourage enhanced property development that is consistent with the character of the surrounding neighborhoods and development. The buildings will not be encouraged to go higher than thirty five feet and should be located closer to the street to encourage pedestrian activity. Design guidelines will be maintained in the City's Code of Ordinances to promote orderly development and redevelopment of the corridor.

### **b. New Development Area Overlay District**

The New Development Area Overlay District is defined as, "All properties (involving the entire parcel) lying within the corporate limits of the City adjacent to the S.R. 434 right-of-way from Hayes Road eastward to the easternmost boundary of the City." However, should any conflicts arise between the New Development Overlay District and the Town Center District the provisions of the Town Center District shall apply. To the extent that the Town Center District are silent, then the New Development Overlay District shall apply. It is the intent of this district to control the physical appearance of new development along the corridor to produce economic benefits for the City and serve the needs of the region. Development will be encouraged to have a campus style building layout that encourages larger buffers and landscaping. Design guidelines will be maintained in the City's Code of Ordinances to promote orderly development within the New Development Overlay Area.

## **3. Natural Resources**

The presence of natural resources within the City will affect the future land use pattern. The ability of land to support development, better known as the carrying capacity, is a major determinant in land use patterns. The major natural constraints to development are Lake Jesup, wetlands, and the 100-year flood plain. Environmental permitting requirements have become much stricter in recent years which should suffice to restrict development in pristine natural areas and preserve wildlife habitats. Additionally, the City has adopted a Conservation Overlay designation on the Future Land Use Map - 2030 to identify potential sensitive habitat areas that may be worthy of preservation.

The following narrative briefly discusses the natural environment within the City. Much of this information is discussed in greater detail within the Conservation Element.

a. Climate

The City enjoys a sub-tropical climate, characterized by warm, humid summers and mild, dry winters. Daily maximum temperatures average 90°F in the summer and 50°F in the winter. Temperature extremes of over 100°F or under 20°F are rare. The average annual precipitation in the City is 50 inches per year, most of which occurs during the rainy season from June through October.

b. Water Bodies

The City of Winter Springs lies on the southwest shore of Lake Jesup. Lake Jesup was named in 1837 for Gen. Thomas S. Jessup, a prominent figure in the Seminole Wars. In 1981, the U.S. Board of Geographic Names settled on "Jesup" as the correct spelling of the lake. Lake Jesup is over 16,000 acres (including flood plains) and has an estimated alligator population of over 10,000 making it the densest concentration of alligators in the world.

Prominent creeks feeding into Lake Jesup include Soldier's Creek, Gee Creek, and Howell Creek. These major features are depicted on Map I-5. In addition to the north portion of Little Lake Howell, there are also many smaller water bodies scattered throughout the City.

c. Wetlands

There are wetlands scattered throughout the City. Most of the wetland habitat is found along the shores of Lake Jessup with a significant portion extending into the center of the City. Map I-6 shows the location of wetlands throughout the City. The wetlands in Winter Springs are predominantly classified as palustrine which consist of hydric hammocks and hardwood swamps, with small areas of cypress, bayhead, and wet prairie. Map I-7 illustrates the wetland vegetative classifications located in the City.

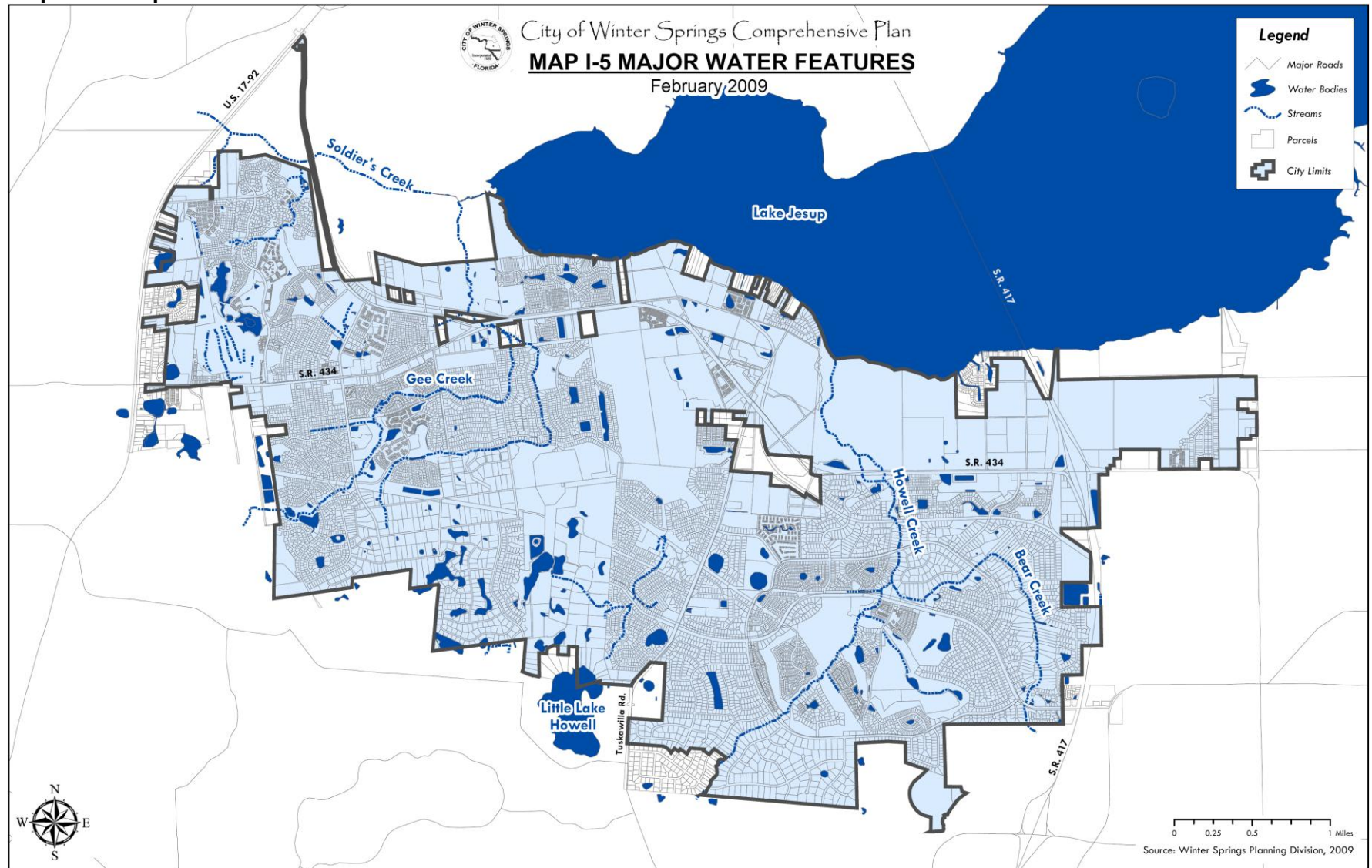
d. Flood Zones

There are 1,671 acres within the City within the 100-year flood plain (see Map I-10) These areas are predominantly limited to the shorelines adjacent to Lake Jesup, Little Lake Howell, Lake Talmo, and the riverine flood plains of Soldier's Creek, Gee Creek, Bear Creek, and Howell Creek. These areas are depicted on Map I-8.

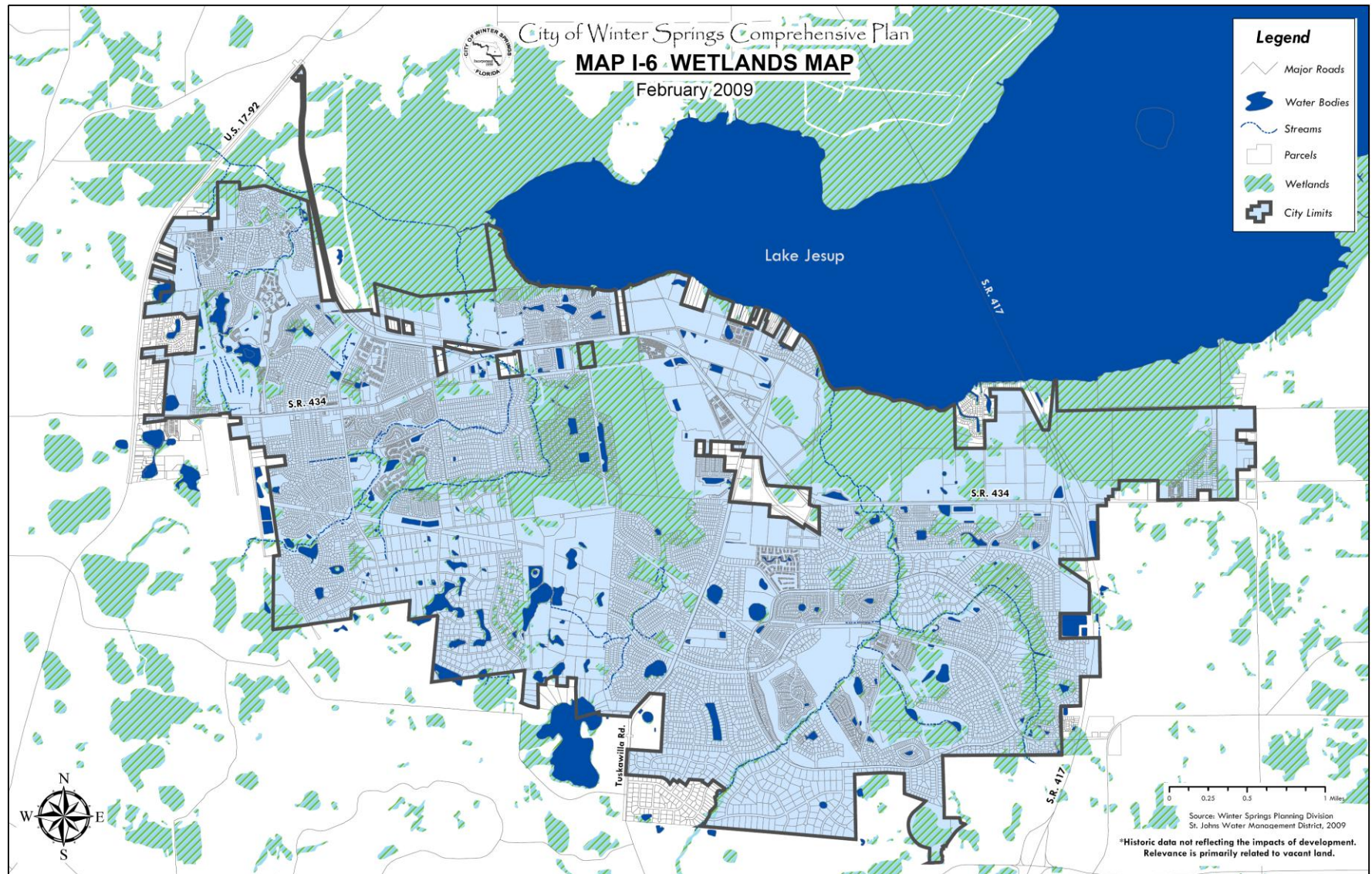
e. Topography

The physiographic features in the City consist of relatively flat lands with some gently rolling hills. The lower elevations are found sloping down to the shoreline of Lake Jesup and adjacent to the creek beds. The higher elevations are found in the western portions of the City. Overall ground elevations in the City range from less than 3 feet to over 78 feet mean sea level. The City's topography is illustrated on Infrastructure Element, Map IV-E-1.

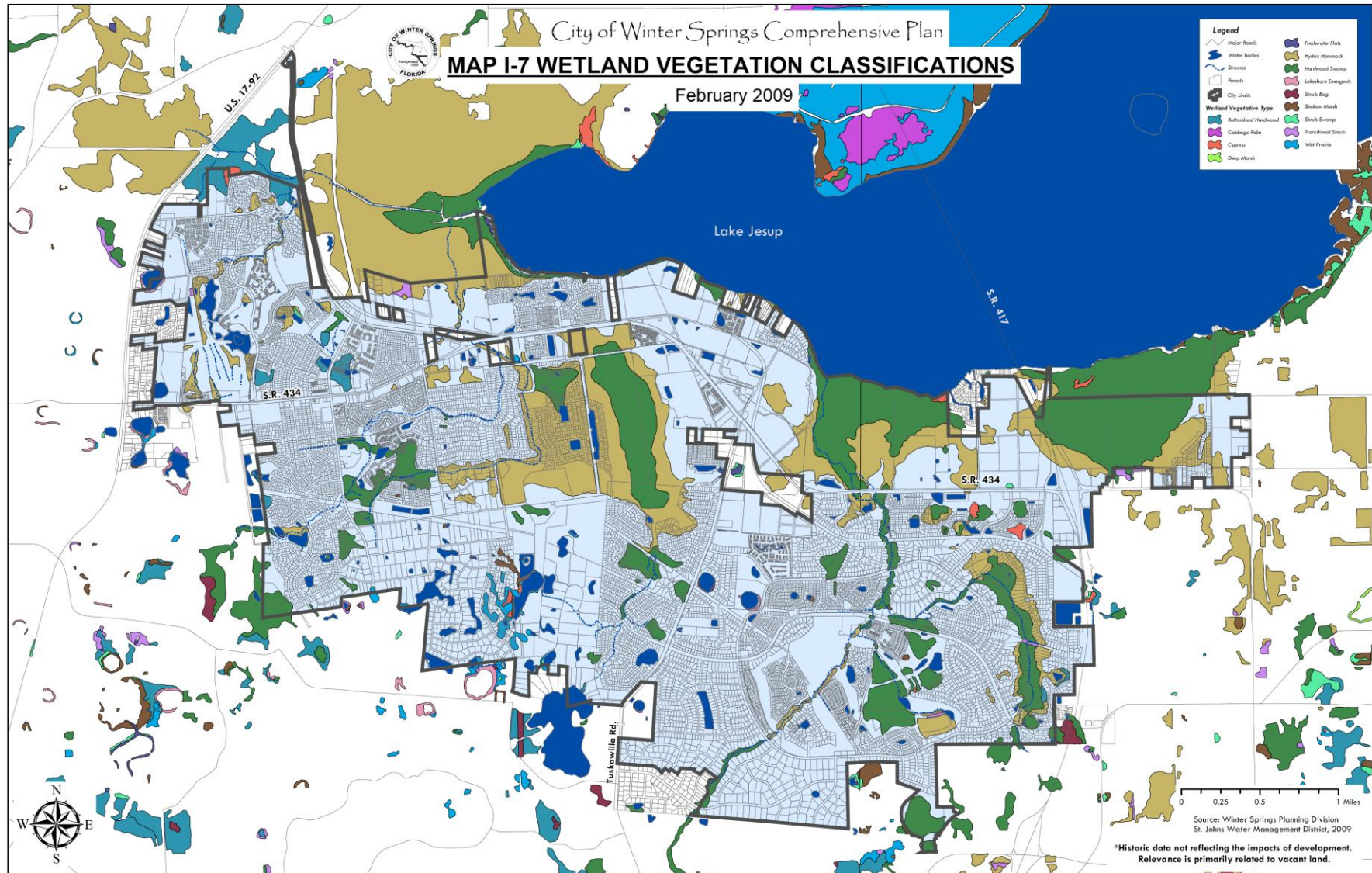
Map I - 5: Major Water Features



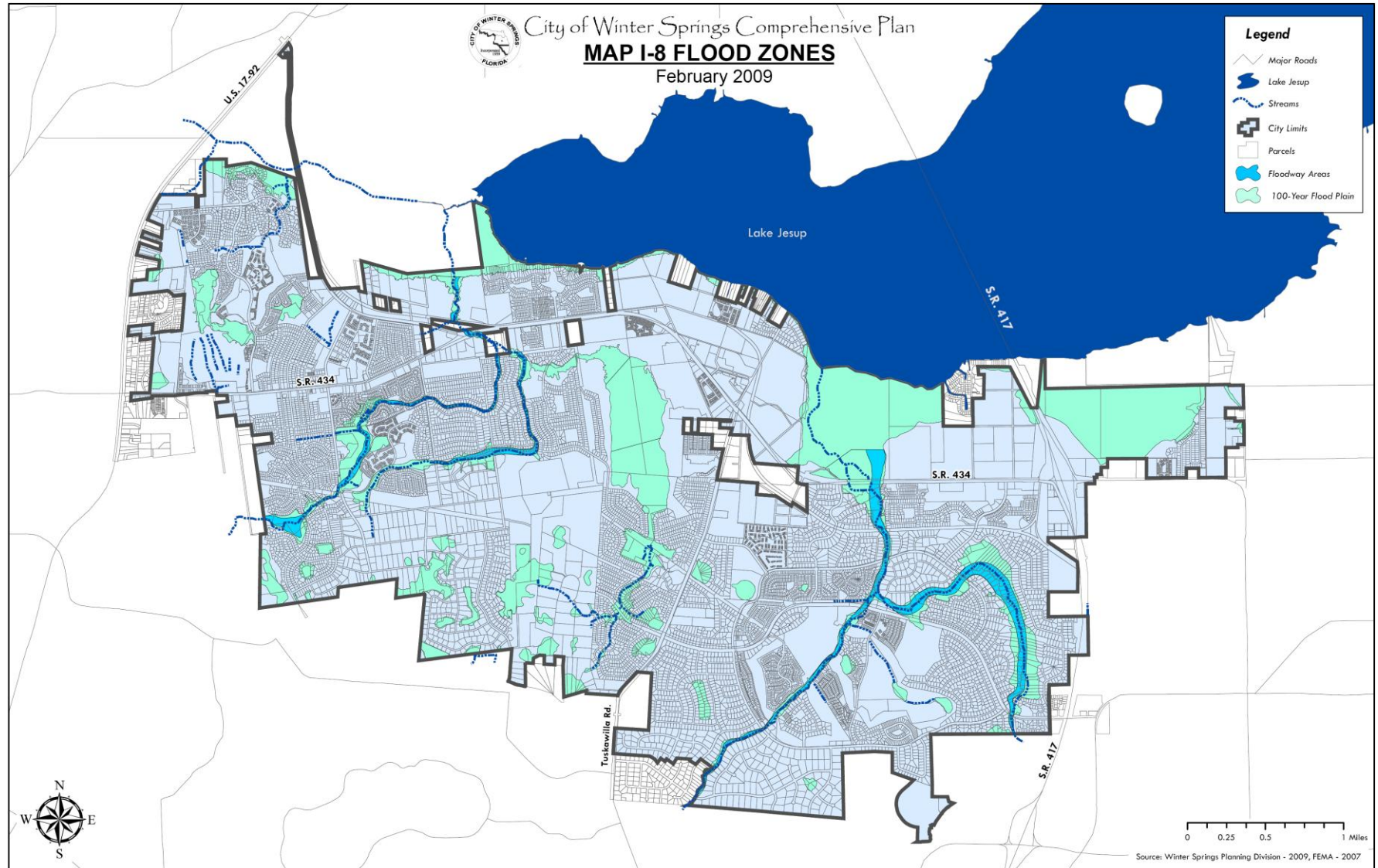
Map I - 6: Wetlands



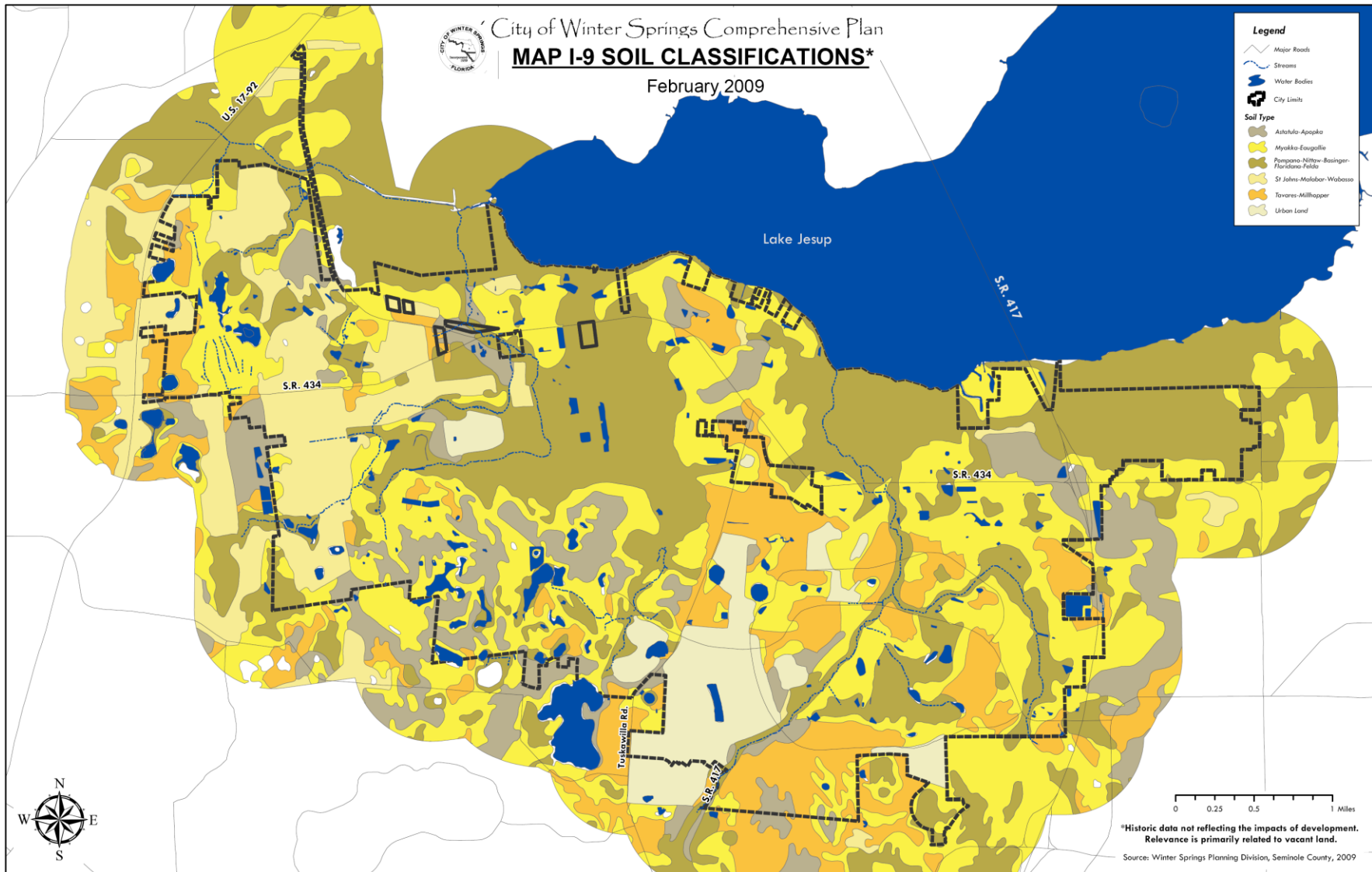
**Map I - 7: Wetland Vegetation Classifications**



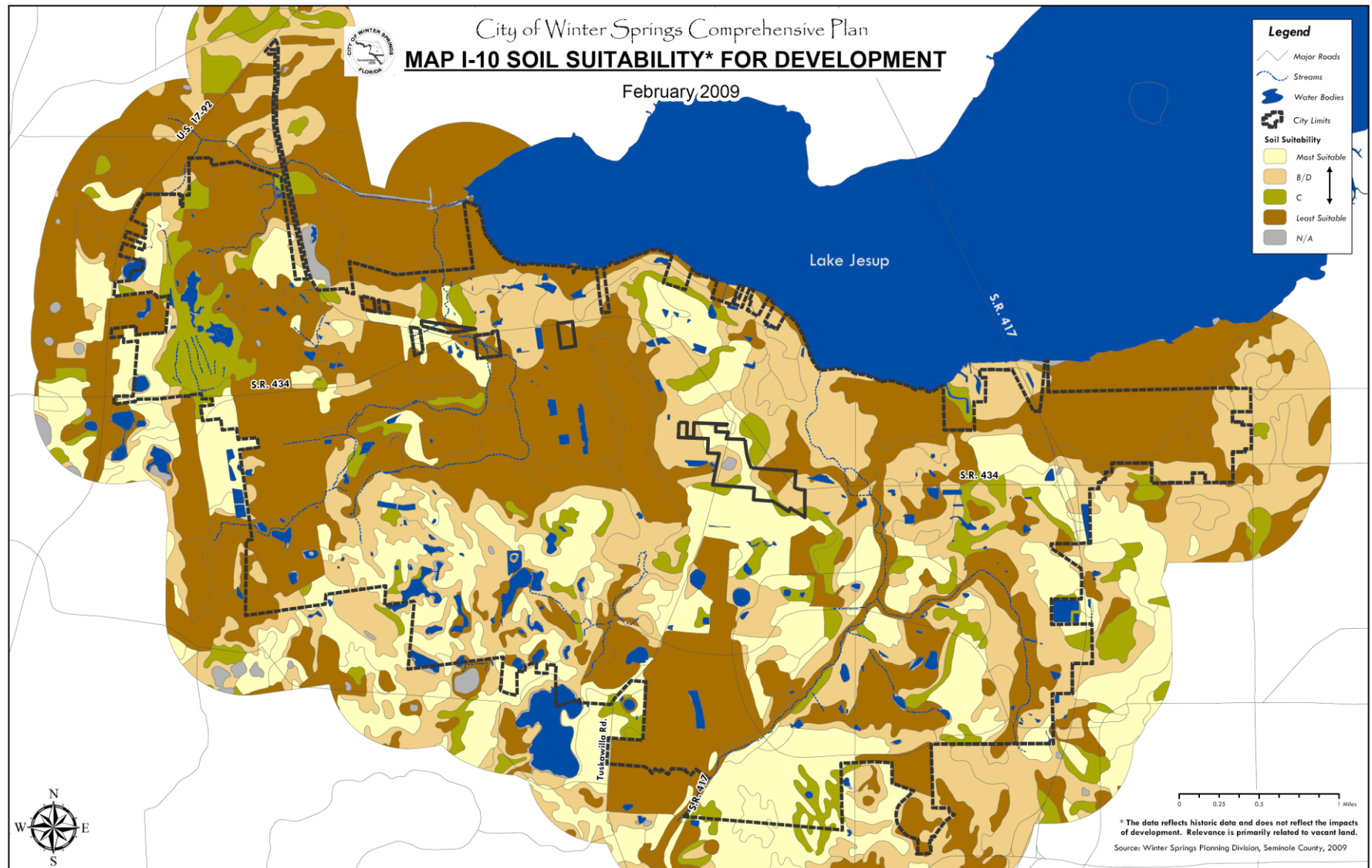
**Map I - 8: Flood Zones**



**Map I - 9: Soil Classifications**



**Map I - 10: Soil Suitability for Development**





f. Soils

The development potential of land is affected by the types of soils present. Soils that have poor load bearing features or drain poorly will be more difficult and costly to develop. Other soils may not be suitable for certain types of development and septic tanks.

Soil classifications have been determined for the City by the Soil Conservation Service (SCS) of the U.S. Department of Agriculture. Map I-9 presents the soil types within the City. Map I-10 depicts soils that are suitable for development. The Conservation Element presents a more detailed discussion on this subject.

The dominant soils in Winter Springs consist of Urban Land-Tavares-Millhopper and Urban Land-Astatula-Apopka soils which are characterized as being well-drained soils that are sandy throughout and contain a loamy sub-soil at a depth of 40 inches or more and are generally found in upland areas.

g. Minerals

The City's most prevalent mineral resource is sand. There are also phosphatic sediments within the City, but their depth and quality are currently unknown. Currently, there are no mining operations within the City limits.

## **D. LAND USE ANALYSIS**

This section of the Future Land Use Element summarizes existing conditions and potential development trends and problems. Included in the analysis will be the availability of urban services such as sewer, solid waste, roadways and the availability of potable water. In addition, there is an analysis of potential limitations imposed by natural resources and man-made constraints.

### **1. Unincorporated Enclaves/Future Annexations**

In January 2007, the City adopted Future Land Use Element, Policy 1.8.4 establishing an eastern annexation boundary for the City, at DeLeon Street. The intention of this policy was to protect the rural and environmentally sensitive Black Hammock area from future urbanization.

Areas which are islands of unincorporated Seminole County that are completely surrounded by the City are considered "enclaves". Enclaves total 264 acres. The City is now more dependent upon infill development and the annexation of these enclaves to provide growth opportunities.

Most of these enclaves are vacant lands with the exception of developed lands along Lake Jesup off of Orange Avenue and Spring Avenue, which are generally developed as low density residential housing. Generally, these parcels are less than ten acres.

An interlocal agreement with Seminole County in 1987 provides that the City will supply essential governmental services (fire protection, public safety, emergency law enforcement, and road maintenance) to County citizens residing in defined "areas of concern." The Agreement states that the County will encourage property owners to seek

annexation and that annexation of any parcels within this area is subject to this agreement.

The City expects that vacant enclaves adjacent to the existing Town Center boundary will be annexed and designated as part of the Town Center, sometime prior to 2030. Future annexations of existing enclaves will help supply land to satisfy the housing, and commercial needs of the 2030 population of the City.

## **2. Population Projections**

Projecting the City's future population is critical in planning for its future facility needs. Projected population must be taken into consideration, along with available land, in preparing the Future Land Use Map - 2030 and the spatial requirements necessary to meet the City's future growth. Population estimates and projections were prepared by Planning Communities, LLC, Inc. as part of background information for the Comprehensive Plan. These projections and associated methodologies can be found in the section entitled "Population Projections" of this Comprehensive Plan. The estimated 2008 population for the City was 34,390 total residents. By the year 2010, this population is expected to reach 35,857, 40,319 by 2020, and 44,538 by 2030.

## **3. Analysis of Public Facilities Affecting Development**

It is important to ensure that public facilities and services that are necessary to support development are available current with the impact of development.

### **a. Potable Water**

The City currently owns, operates and maintains a central potable water distribution system, which consists of three water treatment plants and eight potable water wells, and four above ground storage tanks. The City's potable water system provides water for both residential and nonresidential purposes, including fire-fighting demands. The City has historically been able to provide adequate potable water service to meet the demand within the City's boundaries, with the exception of a few parcels at the City's perimeter. These are served by the City of Longwood, the City of Casselberry, or by Seminole County Environmental Services (SCES) and represent an insignificant portion of each utility's service capability. The City does not provide service to unincorporated areas of Seminole County, with the exception of one commercial property along U.S. 17-92 that had groundwater contamination from an adjacent property, and there was no other supplier available. The City also administers a reclaimed water system and conservation programs, to help manage water demand and meet potable water supply needs.

### **b. Wellheads**

The City's central potable water distribution system is connected to eight (8) potable water wells. The City adheres to the standards adopted for wellhead protection by the SJRWMD and the FDEP, including restricting the type of development allowed in the vicinity of a wellhead and requiring a 500-foot protection zone around each wellhead as well as a five hundred (500) foot

minimum spacing between wells. Land use surrounding a water supply site is a major consideration in the selection and protection of well sites to avoid contamination. The direction of groundwater flow is to the northeast toward Lake Jesup. The wellhead protection areas are depicted on Map I-11.

c. Sanitary Sewer

The City currently owns, operates and maintains a central sanitary sewer system, which consists of two “zero discharge” wastewater treatment plants, 41 lift stations, several miles of sewer force main, gravity main, and reclaimed water distribution mains. The City’s collection and treatment system provides service to both residential and nonresidential users. The City has historically been able to provide adequate sanitary sewer service to meet the demand within the City’s boundaries. There are 22 residential connections and 24 general service connections. Three properties outside the City limits are served by the City’s wastewater utility. These properties, all within the City of Oviedo, include the medical center at S.R. 426 and Winter Springs Boulevard, the Tuscawilla Bend Shopping Center and the Seneca Bend Subdivision. The City provides service to these properties as required by an old PUD agreement. There are no County enclaves that are served by the City’s wastewater system.

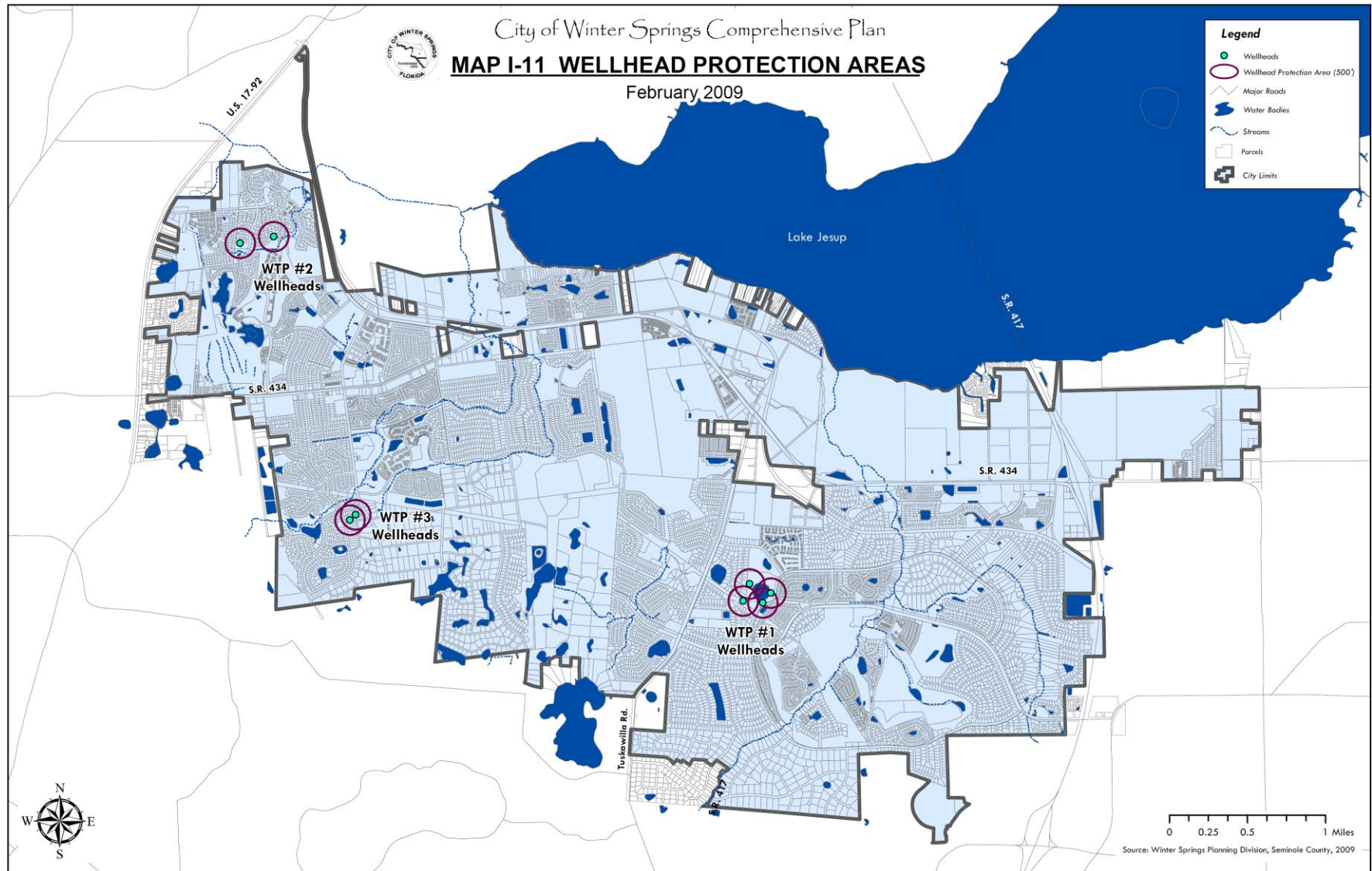
d. Stormwater/Drainage

The City is committed to maintaining the quality of its surface waters and natural ecosystems. The City maintains a current Stormwater Master Plan, adopted in October 1993, which models the City’s contributing drainage basins and storm sewer systems, as well as, identifying the existing improvements, deficiencies in the overall system, and recommendations and prioritization of drainage improvements. An update to this document, Supplement 1 (Supplement) was prepared in 2005 to identify and describe new projects that require attention for the future. The Plan and Supplement are an example of responsible commitment to progressive City planning and resource management. Additionally, the City’s stormwater system protects the safety and welfare of the City’s residents by maintaining adequate drainage facilities to minimize local flooding of streets and property. The City allows for development within the flood plain, if feasible, but requires the construction of compensating storage areas to offset any impacts to the flood plain.

e. Solid Waste

Seminole County operates two solid waste facilities- Osceola Road Solid Waste Management Facility (OLF) and the Central Transfer Station (CTS). The City contracts garbage and refuse collection service for residential, commercial, and industrial customers. Waste Pro currently provides the City with solid waste collection and recycling services. Household hazardous waste is accepted at the County facilities.

Map I - 11: Wellhead Protection Areas



f. Transportation

Current deficiencies were identified in 2008 on U.S. 17-92 from Shepard Road to S.R. 419, where U.S. 17-92 is a four-lane section. Seminole County is planning to widen this segment of U.S. 17-92 between Shepard Road and Airport Boulevard to 6 lanes however, the construction phase of the project is not funded and the schedule for construction is uncertain. Deficiencies were also identified on S.R. 434 from S.R. 419 to Winding Hollow Blvd., and S.R. 434 from S.R. 417 to Deleon Street.

Deficiencies were identified in the 2013 forecast for S.R. 419 from U.S. 17-92 to S.R. 434, S.R. 434 from S.R. 417 to Deleon Street and S.R. 434 from S.R. 419 to Tuskawilla Road. However, the forecast did not account for additional collector roads added within the Town Center, which will help to alleviate the projected deficiency. Improvements to U.S. 17-92, S.R. 419, S.R. 434, and S.R. 417 are dependent upon State funding based on regional priorities, as determined by METROPLAN ORLANDO. The City continues to work with FDOT and METROPLAN ORLANDO to identify and implement improvements to the network.

In addition to the planned widening of U.S. 17-92, METROPLAN ORLANDO's 2025 Long Range Transportation Plan (LRTP) includes widening of S.R. 426 to 4 lanes from Pine Street to S.R. 434 in 2010 and widening of Seminola Boulevard to 6 lanes from U.S. 17-92 to Lake Drive (a widening to 4 lanes was completed in 2008). The improvements within Winter Springs and the surrounding roadway network may alleviate or delay deficiencies identified in the 2013 forecast.

**4. Analysis of Natural Conditions Affecting Development**

The ability of land to support development, better known as the carrying capacity, is a major determinant in land use patterns. Winter Springs is impacted by natural constraints, such as Lake Jesup, its creek systems, isolated wetlands, and 100-year flood plain areas. Environmental permitting requirements for impact to wetlands, require mitigation within the Lake Jesup Basin through the SJRWMD. Wetland banking can offer mitigation credits for purchase. Currently there are no mitigation credits available for purchase within the Lake Jesup basin. Although permitting requirements also have become stricter in recent years, which may suffice to restrict development in pristine natural areas and to preserve wildlife habitats, the City should nevertheless identify areas of significance and seek to ensure their preservation.

a. Natural Groundwater Aquifer Recharge

As detailed in the Aquifer Recharge Element, areas of groundwater recharge are extremely well drained and often subject to alteration since these areas are typically prime lands for development. However, development can compromise water quality and great care should be taken to protect areas of groundwater recharge. Natural groundwater recharge to the upper Floridan aquifer is depicted in Infrastructure Element, Map IV-F-2. The map illustrates that the majority of the City is located in a discharge area and there are no areas of significant recharge in the City.

In order to conserve the City's potable water supply, Winter Springs has established a program that utilizes reclaimed water for irrigation purposes, which, in turn, reduces the draw down of groundwater supplies. The City's reclaimed water system has reduced the use of irrigation wells within the City and the system will continue to be expanded to serve new development.

b. Flood Prone Areas

Approximately 18% of the total land area of the City is within the 100-year flood plain. These areas are depicted on Map I-8. The main flood hazard zones in the City include the shoreline along Lake Jesup and the creeks running through the City. In addition, there are a few smaller scattered areas within the City typically associated with small lakes. Where possible, development is not recommended within these flood prone areas. The Code of Ordinances limits development in undeveloped flood plain areas. The Future Land Use Map – 2030 Conservation Overlay is to be used as a tool to identify areas where more scrutiny is required during the development review process, in order to limit development in flood plain areas. For these areas, new development is required to meet the standards set by the HUD Flood Insurance Program. Additional regulations for development within the flood plains will be maintained in the City's Code of Ordinances to prevent flooding and require that there is no new net encroachment in the flood plain without compensating storage.

## **5. Vacant Land Analysis**

Vacant land data was initially derived from parcel data provided by the Seminole County Property Appraiser's Office. This data was then reviewed with aerial photography imaging and combined with the City's Geographic Systems Information (GIS) data, to be included on the City's Existing Land Use Map. The Existing Land Use Map (Map I-4) includes categories for both Vacant and Vacant Constrained lands. Map I-12 illustrates these areas.

Vacant is defined as any land which is "not developed" and "not currently being used under its comprehensive plan future land use map designation." Lands with a Conservation FLUM designation are excluded from the analysis. These lands do not meet the City's definition of vacant as their use is preservation and protection of Winter Springs' natural resources and they are prohibited from being developed. The resulting vacant lands data was then combined to include the Conservation Overlay from the Future Land Use Map - 2030 to illustrate Vacant Constrained lands. Vacant Constrained land is defined as "vacant lands included within the Conservation Overlay area". The Conservation Overlay includes properties that may potentially contain wildlife habitat areas, hydric soils/wetlands special vegetative communities, areas within a public water well radius of 500-feet, 100-year floodplain areas, and other areas subject to environmental or topographic constraints (see Future Land Use Element Policy 1.1.7). Although the Conservation Overlay area on the Future Land Use Map - 2030 is not to be considered the exact boundary, it is a likely indicator of constrained lands. A final determination of the suitability for development is determined during development review and requires that all mitigation requirements have been met.

Many of the parcels that remain undeveloped as of March 2009, are vacant due in part to environmental constraints. The most frequent constraint is the presence of wetlands. During the period, 1998-2007, many of the lands that were developed, were accomplished by purchasing mitigation lands to compensate for the on site wetland impacts. Impacts to wetlands within the Lake Jesup Basin as managed by the St. Johns Water Management District (SJRWMD), require mitigation lands that are also located within the Lake Jesup Basin. During the last few years however, there are no longer any mitigation lands available for purchase. As a result, development proposals are preserving on site wetlands.

In analyzing the carrying capacity of vacant land for development, soil maps and various natural resource maps were overlaid with the Existing Land Use Map. Two issues facing the City with regard to these factors include the flood hazard zones, which were discussed above, and soil conditions. Map I-10 shows the results of soil suitability analysis for building construction.

In total, roughly 13 percent of the City can be considered vacant. Of this total, only 768 acres (9 percent of the City) is considered developable. Most of the City's vacant lands are located between S.R. 434 and Lake Jesup. Total acreages of vacant land by Future Land Use Category are shown in Table I-2.

## **6. Future Land Use and Projected Land Use Needs**

Each future land use category and its corresponding acreage is listed in Table I-2. Vacant acreage under each land use category is also summarized.

### **a. Residential Future Land Use Categories**

There are a total of 4,719 acres of residential land shown on the Future Land Use Map - 2030 included within four residential categories: *Rural Residential*, *Low Density Residential*, *Medium Density Residential*, and *High Density Residential*. Residential future land uses represent approximately 55 percent of the total land area in the City. As of 2009, roughly 4,422 acres had been developed with approximately 297 vacant acres remaining. Although only 39 acres are constrained, a large portion of the vacant developable acreage is classified as Rural Residential (129 acres) and is unlikely to densify except through an occasional lot split. Any lot splits that do occur must be compatible with the overall neighborhood character and surrounding density. Therefore, it is unlikely that this category of future land use will absorb very much of the future population growth. Some infill growth can occur within the other existing residential categories, but generally platted developments have very few remaining vacant lots, unless the lot is environmentally constrained.

The Housing Element presents an analysis of the vacant residential land uses within the City. The element identifies a projection of anticipated dwelling units that might be accommodated within the various land use categories. Maximum allowable densities within the City's vacant residential land range between one dwelling unit per gross acre for Rural Residential single-family up to 21 dwelling units per gross acre for High Density Residential. However, the area most able to accommodate the greatest residential growth in the City is the Town Center.

Development within the Town Center shall be in accordance with the Town Center District Code. The Mixed Use category can accommodate a significant number of future residential units as well, with a density up to 12 dwelling units per gross acre. Housing Element projections include a certain percentage of residential uses within each category. Map I- 12: Vacant and Vacant Constrained Properties Map. (Ord. 2012-05)

As of 2008, there were 13,898 dwelling units in the City. Based on the figures provided by the Shimberg Center for Affordable Housing, a total of 20,008 dwelling units will be needed to serve the household population of the City by the year 2030, an increase of 6,110 units over the 2008 estimate. The Shimberg projections do not consider vacant land availability and are primarily projections based on historical growth trends. Housing Element, Table III-14 describes more realistic projections for the City and considers the City's vacant developable land.

Realistic projections based on vacant developable acreage indicate that the City may accommodate approximately 3,400 more units within the City's current boundaries. Annexation of additional land (enclaves) into the Town Center may realize an additional 1200 units. The density factor included in these projections and in the Housing Element is less than the *maximum density allowed* in each category.

Examination of recent building permit activity for the years 2000 through 2008 indicated a strong preference for single family housing. However, single family can include both attached and detached units, and during this period, most of the single family permitted were townhomes, rather than single family detached units. The City will continue to see a decrease in construction of single family detached units as the City nears build-out.

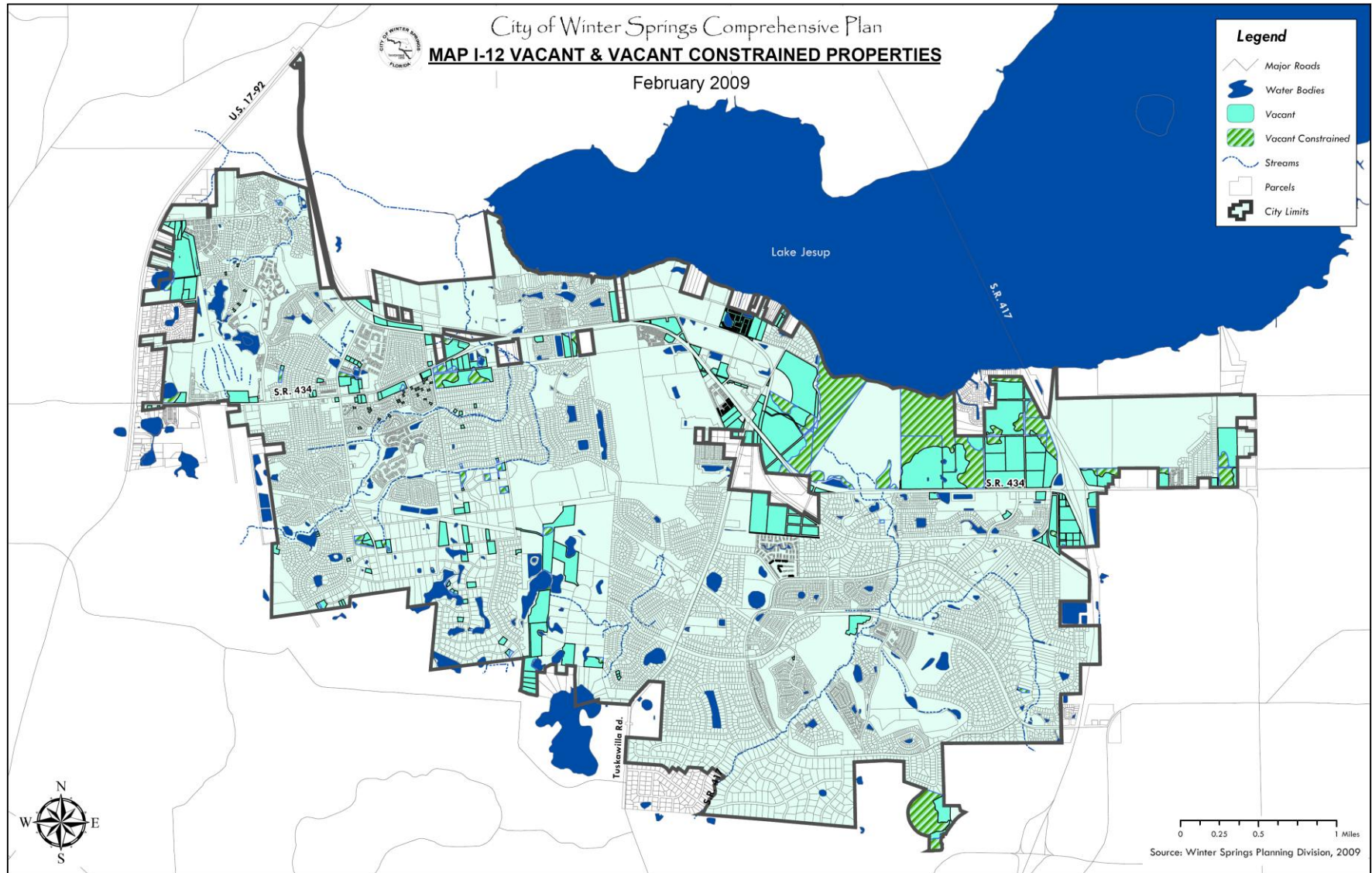
Examination of recent building permit activity for the years 2000 through 2008 indicated a strong preference for single family housing. However, single family can include both attached and detached units, and during this period, most of the single family permitted were townhomes, rather than single family detached units. The City will continue to see a decrease in construction of single family detached units as the City nears build-out.

*Rural Residential* - (up to 1 unit per gross acre). This future land use category includes large lot single-family residences not exceeding one unit per acre. Accessory structures and primary agricultural uses may be permitted based upon the appropriate surrounding land uses. In recent years, the City implemented a lot split provision to allow a simplified process for splitting large parcels in cases where the resulting lot size would not be incompatible with the adjacent properties and existing neighborhood.

*Low Density Residential* - (up to 3.5 units per gross acre). This residential category is typically a suburban area dominated by detached single-family homes on one-quarter acre lots. This land use category is intended to be applied as a transitional use to infill areas where higher density residential would conflict with adjacent neighborhoods.



**Map I - 12: Vacant and Vacant Constrained Properties Map**



*Medium Density Residential* - (up to 9 units per gross acre). This urban scale medium density residential category is intended for both single-family and multi-family subdivisions. Typical uses may include duplexes, villas, cluster housing, townhouses, mobile homes, manufactured homes and apartments at densities up to nine units per acre.

*High Density Residential* - (up to 21 units per gross acre). This urban scale residential category typically includes attached multi-family housing at densities up to twenty-one units per gross acre. Typical uses would be apartments and condominiums. This is the maximum density permitted in the City (except for the Town Center).

Housing impacts the economic strength of a community and provides a basis for directing the manner and type of economic development within an area. Since housing helps determine the economic strength of a community, it will be important to require residential densities in the Town Center that support the economic goals of the Town Center.

With limited land available to accommodate single family homes, future housing construction is anticipated to be predominantly multiple family. Less acreage is required to support higher density housing patterns. New multiple family developments will be located close to commercial retail and employment areas and transportation corridors. Many communities allow residential density bonuses in exchange for some attribute identified by the City as desirable. By providing a density incentive, the developer can recoup the costs he incurs by providing the desirable attribute. However, within the Town Center a greater density allowance is already included by right, but largely ignored by the development community to date.

b. Commercial Future Land Use

As part of the creation of the Town Center, a Retail/Economic Analysis was undertaken by Gibbs Planning Group in 1998. This study indicated that the area's residents shop outside of Winter Springs and as such there is significant leakage of retail service restaurant, and entertainment expenditures to other retail areas. The study also indicated that based on the potential retail/service spending patterns of residents, the Winter Springs Town Center has the ability to support the recommended level of additional retail development, justifying its emergence as a distinct Town Center development within central Florida.

In 2009, there were 123 developed commercial acres within the City. The Future Land Use Map – 2030 illustrates 301 acres within the Commercial future land use category. Some of the City's future land use acreage has been developed as multiple family housing, under the City's conditional use permitting process. However, there are still 150 acres that are vacant and approximately 113 acres that are developable. Within this total acreage there are 37 acres proposed as a future County park (Jetta Point Park). Once Seminole County submits for the land use amendment, vacant developable commercial lands will drop to 76 acres. The City is pursuing redevelopment opportunities and encouraging economic

growth. As a result of this effort, the City will allow a vertical mix of uses within the S.R. 434 Overlay District to promote a live-work environment.

The majority of available land for development in commercial uses is included in the future land use categories of Greenway Interchange District (GID), Town Center, and Mixed Use. These areas support innovative design and an energy-efficient land use pattern of infill development. Additionally, the GID and Town Center allow a greater commercial intensity of use than areas designated with a Commercial future land use. Together these areas are offering opportunities for increased diversification of the City's tax base and will allow more Winter Springs residents to find employment opportunities close to home. As a result, Winter Springs is well positioned to continue its current pace of strong economic growth.

c. Mixed Use Future Land Use

The purpose for the Mixed Use land use category is to provide for a variety of land uses and intensities within a development site to preserve conservation areas, to reduce public investment in provision of services, to encourage flexible and creative site design and to provide public amenities that provide an area-wide benefit to the community.

The Mixed Use land use category permits low, medium and high density residential; commercial uses (retail and office); light industrial; educational facilities; recreation facilities and compatible public facilities. According to the Planned Unit Development process, the intensity of the development within the Mixed Use category will vary depending upon location and surrounding uses.

To ensure a variety of land use types, no more than 75 percent of any one type of land use will be permitted to dominate the site and to ensure that the Mixed Use area is of a sufficient size to function as an integrated unit, this designation requires a minimum of ten acres.

The Mixed Use category may comprise several parcels under different ownership, as long as the parcels are approved as a unified master plan with legal documents recorded prior to development or redevelopment that tie the parcels together. The master plan must be submitted for approval at the time of rezoning and may include multiple phases of development. The requirements for the master plan are identified in the Planned Unit Development section of the zoning chapter of the City's Code of Ordinances.

Alternative modes of transportation are required in the Mixed Use category to encourage pedestrian circulation. Tracts of land must be developed as a whole throughout the property to provide continuity among the various land uses and to create a compact and walkable, living environment and workplace. Transitional uses are required to protect adjacent lower intensity and density uses from higher uses. Building heights must be stepped down adjacent to lower intensity and density uses.

The Future Land Use Map - 2030 illustrates 141 acres within the Mixed Use Future Land Use category, with 105 acres vacant. The majority of lands having a Mixed Use future land use designation are located at the southeastern edge of the City

at the Oviedo Marketplace (on Dovera Drive) and 40 acres of vacant land on the north side of S.R. 434, immediately west of the GID. Other properties having a Mixed Use designation include several small commercial parcels on the south side of S.R. 434- one at Heritage Park and one at Stone Gable. In both cases, the residential portions of the Mixed Use development have been developed. Approximately 53 acres of the remaining Mixed Use parcels are vacant constrained, with only 52 acres anticipated to be developable.

d. Town Center Future Land Use

The intent of the Town Center future land use category is to establish a vibrant “downtown” area in the heart of the City, based upon traditional neighborhood development (TND) standards which include mixed use development built on a pedestrian scale interconnected grid of streets and blocks. The Town Center is to be a mixed use area where people can live, work, and play.

Rather than regulate uses in the traditional reactive Euclidean method, the Town Center future land use is based on a pro-active form-based code which regulates certain design conventions for streets, blocks, parks, and the way buildings and other structures relate to them and to one another for the long-term. Built along interconnected pedestrian scale street and block networks, buildings are constructed for an adaptive progression of potential uses over their long-term life cycle. Typical uses that are encouraged include shops, personal and business services, grocery stores, restaurants, cinemas, hotels, offices, civic facilities, day care, and residential.

The Town Center District allows greater diversity in housing types than other areas of the City. Accessory dwelling units, such as garage apartments are allowed by right and the Town Center has been identified as the area where the City’s highest density of housing is appropriate. Initially, no minimum density was established, however a policy is now included, which encourages a minimum average residential density of seven (7) units per acre, to support the economic goals of the Town Center. (Ord. 2012-05)

e. Urban Central Business District

In 2005, the City designated an Urban Central Business District (UCBD) in 2005 to promote pedestrian-oriented high intensity and high density in its urban core. The boundaries of the UCBD coincide with the boundaries of the Town Center. One of the purposes behind establishing the UCBD was the opportunity to adopt the State’s Development of Regional Impact (DRI) threshold for development, as allowed under the Florida Administrative Code:

- 800,000 square feet of commercial retail;
- 600,000 square feet of office;
- 700 hotel units; and
- At least 700, but not more than 4,000 residential dwelling units.

f. Greenway Interchange District (GID) Future Land Use

The purpose for the GID land use category is to set aside an area of the City, with proximity to S.R. 417 and the interchange area on S.R. 434, to provide employment centers for target industries and limited residential opportunities to create an increased tax base for the City. The GID category was first defined in conjunction with the City's 2001 Comprehensive Plan adoption. The intent of the GID designation is to:

- Provide an economic benefit in terms of employment opportunities and increased tax base;
- Locate higher intensity uses where roadway capacity can accommodate increased traffic due to short trip distances to major roadways and increased lane capacity at major intersections;
- Locate higher intensity uses along major roadways and intersections to reduce development pressures in other areas, thereby minimizing the road congestion and community compatibility impacts.

Alternative modes of transportation are required in the GID land use category to encourage pedestrian circulation. Tracts of land must be developed as a whole throughout the property to provide continuity among the various land uses and to create a compact, walkable environment.

The GID is located within the "target area" identified by Seminole County in 2007 as the Seminole Way. The identified area runs north from S.R. 426 in the City of Oviedo to Interstate 4 in the City of Sanford, following the S.R. 417 corridor. The intent of this target area is to connect to the similar "Innovation Way" in Orange County and to attract high quality, higher income jobs to Seminole County. A variation of Seminole County's High Intensity Planned (HIP) Development land use is being considered by the County as the model for potential land use changes at interchanges serving this corridor. (Ord. 2012-05)

As of February 2012, no acres had been developed in the GID. The Future Land Use Map - 2030 illustrates 296 acres within the GID Future Land Use category, of which all is vacant, but only 169 acres is anticipated to be developable. (Ord. 2012-05)

g. Industrial Future Land Use

The Industrial future land use category includes all industrial uses permitted under the City's Code of Ordinances. Currently, permitted industrial uses include only light and very light industrial uses typically connected with light manufacturing, assembly, processing or storage of products. Additionally, the Industrial future land use category serves as an area to locate authorized land uses and activities which could have adverse secondary effects (e.g. increased crime; neighborhood deterioration and blight; property devaluation; economic deterioration; health risks; and other adverse effects) on residential areas, religious institutions, schools, parks, day care centers, and other public institutions located within the City. Adult

entertainment establishments and sexually oriented businesses are strictly limited to lands designated "Industrial" on the Future Land Use Map - 2030.

Light industrial uses may be located adjacent to urban scale residential land use categories when appropriate transitioning and buffers are provided. Nonconforming uses although not allowed to expand should be allowed to provide appropriate transitioning and buffers to adjacent properties, especially those with incompatible land uses.

The maximum floor area ratio for industrial uses is 0.5 FAR. Industrial Planned Unit Developments are also permitted to have a 0.5 FAR.

Industrial lands are located predominantly on the north side of the City, along S.R. 419 and along the north side of the CSX railroad, as well as along the east side of U.S. 17-92.

There are currently 84 acres of land developed in Industrial uses within the City. The Future Land Use Map - 2030 illustrates 126 acres with an Industrial future land use classification. Approximately 1/3 of this acreage is utilized in Public/Semi-Public uses and Commercial uses. Only seven acres of land designated as Industrial on the Future Land Use Map - 2030 are vacant and developable. Public/Semi-Public Future Land Use

The Public/Semi-Public category consists of public and private, nonprofit facilities. This category includes all public structures or lands that are owned, leased, or operated by a government entity, such as civic and community centers, public schools, police and fire stations, and government administration buildings, except for those located in the Town Center. These uses (such as City Hall, Winter Springs High School, and the Post Office) have the Town Center designation. The nonprofit and semi-public uses include churches, institutions, private schools, group homes, emergency shelters and other similar uses, except for those located in the Town Center and a few facilities located within strip commercial centers. Additional uses that could be included in this category are: libraries, hospitals, nursing homes, and cemeteries.

Although the Existing Land Use table indicates 637 acres in Public/Semi-Public uses, there are only 508 acres with a Public/Semi-Public future land use designation, due to some facilities being located within the Town Center designation.

h. Recreation and Open Space Future Land Use

It is the intent of the City to provide an appropriate balance of both active and passive recreation for the community. The quality of life for residents of Winter Springs is not only linked to the availability of a well-maintained system of public park and recreation facilities, but also to the quality of the natural resources they contain. Privately managed parks, open space and facilities provide additional components of the open space and recreational system serving City residents. As additional parks are developed, consideration for the balance between conservation issues and the provision of active recreation becomes an important ingredient in the park development process.

The Recreation and Open Space Element analyzes in detail, the current and future public park and open space needs of the City population. The Element concluded (Recreation and Open Space Element, Table IV-1) that the City has adequate land to meet its overall parkland adopted Level of Service (LOS) of 8 acres/1000 population through 2030. The LOS includes State and County park lands and trails that are located within the City's jurisdictional boundaries and includes both passive and active lands. Therefore the Cross Seminole Trail is included and Jetta Point County Park will be included, once developed.

In addition, the City will have adequate land to meet its overall open space LOS of 4 acres/1000 population standard through 2030, with the conveyance to the City of the 40-acre area in the Town Center, known "wetland park".

The Existing Land Use table indicates 682 acres in Recreation and Open Space uses and includes private facilities (such as golf courses) and school facilities. However, the Future Land Use table includes only public facilities and does not include recreation and open space facilities located within the Town Center, such as Central Winds Park. In addition, some of the lands identified as Open Space on the Existing Land Use Map have a Conservation future land use designation. As a result, the Future Land Use Map – 2030 illustrates 560 acres within the Recreation and Open Space future land use designation.

i. Conservation Future Land Use

The Conservation future land use category includes those lands which contain valuable and threatened natural resources, such as flood plain, estuarine properties, and unique ecological communities. There are several very noteworthy areas to be considered for possible Conservation designations on the Future Land Use Map - 2030. The majority of these areas are shown as Conservation Overlay.

Another area that may be suitable for Conservation use is along the Lake Jesup shoreline. This area needs to be considered for Conservation use because of its unique ecological value, for the protection of shoreline vegetation and because it is within the 100-year flood plain.

The City should pursue grants that would enable the purchase those areas that are desirable for permanent designation as Conservation on the Future Land Use Map - 2030, or pursue agreements with property owners to preserve these resources.

Table I-4 indicates that 1,264 acres are within the Conservation future land use category.

j. Conservation Overlay

The Conservation Overlay area shown on the Future Land Use Map - 2030 (FLUM) is intended to identify lands that may potentially contain protected wildlife habitat areas, hydric soils/wetlands, and special vegetative communities. Included within the Conservation Overlay definition are areas within a public water well radius of 500 feet, within the 100-year floodplain, and other areas subject to environmental or topographic constraints. The area designated as Conservation Overlay on the FLUM is not intended to prevent development, but rather identify sensitive areas

that need to be reviewed carefully during the review process to determine whether development should be permitted or if some form of mitigation may be necessary. If the areas are determined not to be sensitive, then the underlying land use development density and/or intensity will be applicable. The Conservation Overlay includes approximately 343 acres of existing vacant land. Vacant lands within the Conservation Overlay are designated as Vacant Constrained on the Existing Land Use Map.

## **7. Redevelopment**

Redevelopment can be described as the dedicated return of local property tax dollars for reinvestment in a project area under local control and under a locally developed and managed plan.

### **a. Seminole Economic Enhancement District (SEED)/Brownfield Areas**

Sections 376.77 through 376.85, Florida Statutes, authorizes the designation by resolution of certain lands as “Brownfield Areas”, for the corresponding provision of environmental remediation, rehabilitation, and economic redevelopment.

During 2008, Winter Springs designated three areas within the City as Seminole Economic Enhancement District (SEED)/Brownfield areas. These areas are illustrated on Map I-13.

The SEED/Brownfield is a state economic development incentive to accomplish two purposes:

1. To provide general economic development opportunities in SEED/Brownfield designated zones on a project by project basis;
2. To promote special economic development opportunities in SEED/Brownfield designated zones for properties that require the clean-up of environmental contamination on project by project basis.

Currently, no brownfield clean-up sites have been identified within Winter Springs. The designation was primarily an endeavor to facilitate job creation, and support community revitalization. The program offers tax credits for site rehabilitation and the provision of affordable housing. Other financial incentives available under the SEED designation include:

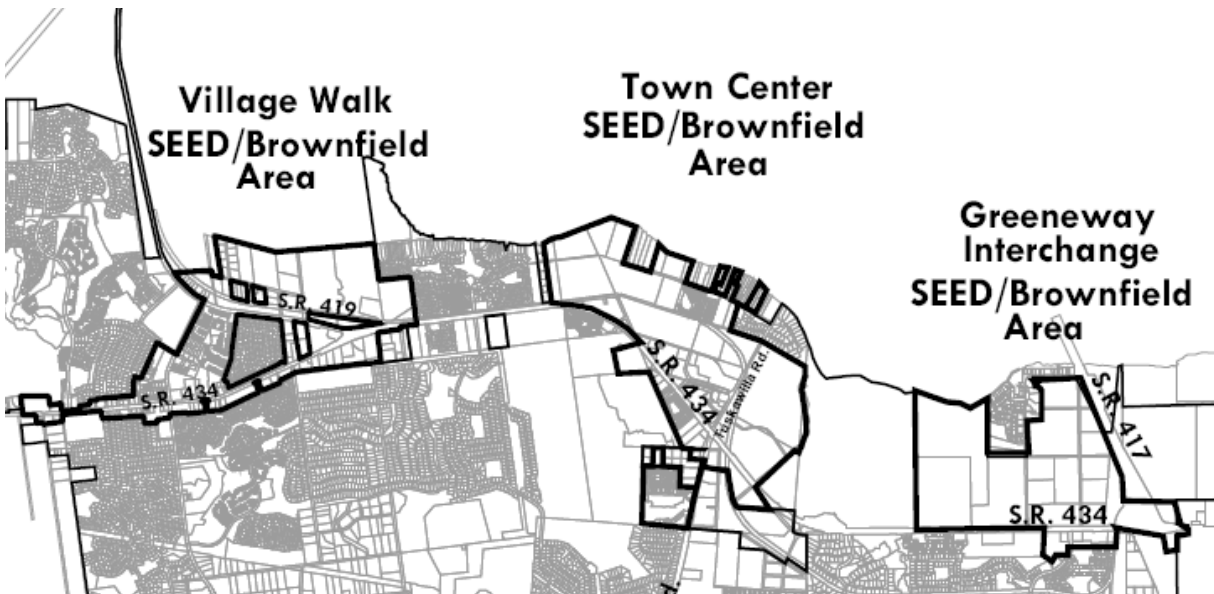


|  | <u>General Economic Development Projects</u>   | <u>Environmental Clean-up Economic Development Projects</u> |
|--|--|---|
| Building Materials Sales Tax Rebate on residential projects containing 20% or more workforce housing units.      | 100%   | 100%  |
| Cash Rebates on projects generating \$2 million in capital investment outlays and at least 5 new full-time jobs. | Non QTI* jobs - \$2,000<br>QTI* jobs - \$5,000 | Non QTI* jobs - \$2,000<br>QTI* jobs - \$5,000              |
| Tax abatements and cash outlays for clean-up expenses  | n/a  | up to \$2 million   |
| Sale of Tax Abatements to a Third Party  | n/a  | up to \$2 million   |
| Limits on lender liability for clean-up requirements   | n/a  | Yes   |
| Limits on liability for clean-up on adjacent properties  | n/a  | Yes   |
| Limits Federal enforcement intervention.   | n/a  | Yes   |

\*Q.T.I. = Qualified Target Industry

Source: George Houston, Central District Brownfield Coordinator for the Florida Department of Environmental Protection.

**Map I - 13: Seminole Economic Enhancement District (SEED) Map**



b. U.S. 17-92 Community Redevelopment Agency (CRA)

Winter Springs also participates in the U.S. 17-92 Community Redevelopment Agency (CRA). The CRA was established in 1997 and its mission is “to realize the full economic and functional potential of the U.S. 17-92 corridor through strategic and timely investments that enhance the competitiveness and desirability of the corridor for the business community and the public at large.” The U.S. 17-92 CRA program is implemented under the direction of the Seminole County Board of County Commissioners, who serve as the members of the US 17-92 Community Redevelopment Agency (CRA). Winter Springs along with the cities of Casselberry,

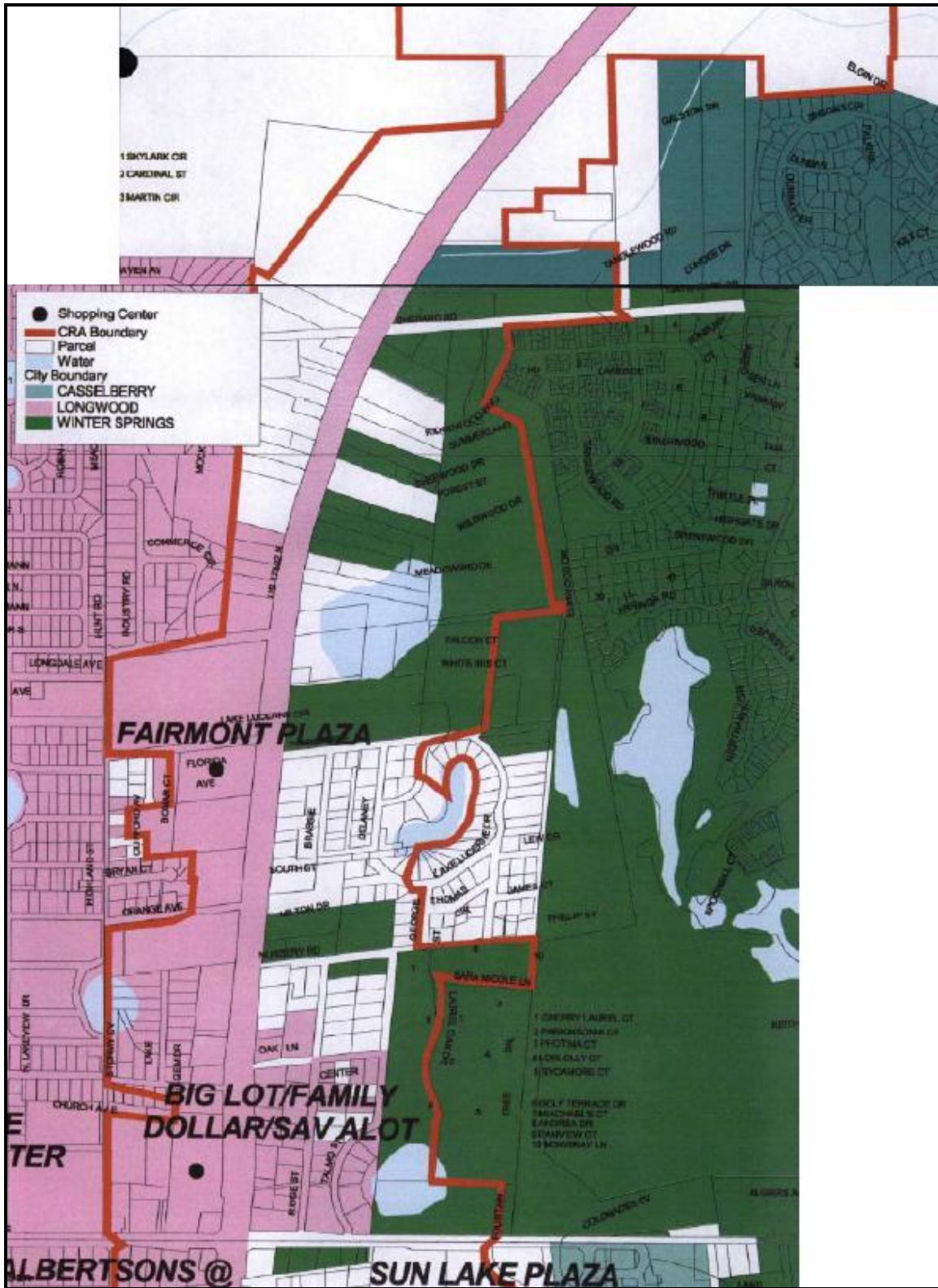
Lake Mary, and Sanford participate by serving on the US 17-92 Redevelopment Planning Agency (RPA). The U.S. 17-92 RPA was created in 1998 and serves as the primary advisory committee to the U.S. 17-92 CRA. Map I-14 illustrates the properties within Winter Springs that are included in the U.S. 17-92 CRA.

The US 17-92 Corridor Redevelopment Plan, adopted by the County and the participating cities in 1997, contains goals and objectives related to land use planning, infrastructure and services, land development regulations, economic development, housing and aesthetic design. Each year, an annual activity plan containing a list of projects consistent with the goals and objectives of the US 17 - 92 Corridor Redevelopment Plan, is prepared by the US 17-92 RPA and forwarded to the US 17-92 CRA for final approval and funding authorization.

The U.S. 17-92 CRA program is funded through the U.S. 17-92 Redevelopment Trust Fund. The Trust Fund utilizes tax increment financing to fund the implementation of the Redevelopment Plan. Tax increment financing relies on annual tax revenues generated from the appreciation of property values within the CRA above an established base level (1997). Consequently, as the property values increase within the redevelopment area, the tax increment revenues dedicated to the CRA also increase. The participating cities and the County each make an annual tax increment contribution to the U.S. 17-92 Redevelopment Trust Fund. The CRA program uses public funds leveraged with private funds to create new projects or rehabilitate existing ones without creating additional taxes or fees. Some of the services offered under the CRA include:

- Development Liaison and Expedited Permitting – Provides express servicing/processing of development permits to encourage the location, expansion or redevelopment of properties within the US 17-92 Redevelopment Area.
- Facility Location Program – Provides a mechanism for assisting in the recruitment of businesses to the 17-92 CRA and includes GIS maps and information, a list of market-ready sites, link to other programs (federal, state and local) associated with economic development, and a liaison with the area's real estate professionals and local chambers of commerce.
- Public Spaces and Streetscape Improvement Program – Provides financial support and assistance to redevelopment projects that enhance the public spaces and lands within the US 17-92 Redevelopment Area through improvements including pedestrian amenities, mast arm signal conversions, street amenities such as lighting and benches, intersection improvements, public parks and open spaces enhancements.

Map I - 14: U.S. 17-92 Community Redevelopment Agency (CRA) Map



- Redevelopment Partnership Program – Provides partnership opportunities with private development interests to transform under-performing properties within the CRA into successful, value added business locations through improvements including but not limited to property aggregation and assimilation, design and construction of common/shared infrastructure, enhanced site design, expedited review and permitting, and development and/or impact fee reductions and deferrals.
- Existing Small Business Support Program – Provides the small business community with technical business assistance, financing assistance, and training support through the Small Business Development Center in partnership with Seminole Community College and serves as a bridge to other economic development programs offered at the state and federal levels.
- Small Business Property Improvement Program – Provides opportunities for fiscal assistance with redevelopment projects within the redevelopment area. Targeted improvements include building and façade enhancements, signage enhancements, landscaping and green space improvements and other site improvements that result in enhanced property values. Through the US 17-92 mini grant, the Community Redevelopment Area will provide a dollar for dollar matching grant up to \$5000 for eligible facade and landscape improvements.
- Seminole Economic Enhancement District – An economic development incentive through the State DEP for environmental remediation, rehabilitation, and economic redevelopment.

c. Residential Redevelopment

Most housing units in the City are less than thirty years old. The older homes that were part of the original town are in most part still occupied. As a result, few properties have been left unattended or allowed to degrade below standard conditions.

In 2000, the City entered into a partnership arrangement with the Wyman Fields Foundation to acquire and rehabilitate over a seven-year period, 232 apartments/townhouses around the Moss Road area. Phase I consisted of the acquisition of 52 quadro-plex rental units in April 2000 and the rehabilitation of those 52 units for conversion into home ownership within a two-year period. The 52 units located on Rhoden Lane and Kristi Ann Court were completed and sold. However, before additional phases of the project on Lori Ann Lane and Cory Lane could be completed, the foundation became financially insolvent.

The City initially utilized \$909,655 of the “Improvement Revenue Refunding Bonds, Series 1999” as start-up funds with the intent that the loan would be paid back to the 306 Revolving Rehabilitation Fund, as the units were sold. The intent was to recover at least 101% of the initial investment. With the sale of these units, the City actually recovered 104% of its investment. Currently, the 306 Revolving Rehabilitation Fund has a balance of over \$1 million available for any improvement project that the City deems appropriate, as long as the City complies with the terms of the Bond. The City should continue pursuing the rehabilitation of

deteriorating structures in the City and should continue to partner with agencies which work to rehabilitate deteriorated housing and neighborhoods.

Additionally, the City may wish to hold one or more visioning workshops to discuss specific issues that may impede infill and redevelopment activities and identify locations, priorities and implementation strategies for potential infill development and redevelopment. The first workshop could include City and County Staff with familiarity of the pertinent issues and concerns with a second workshop including property owners and tenants. Following such an effort, the City would process any needed amendments to the Comprehensive Plan, Future Land Use Map - 2030, and/or Code of Ordinances and post the vacant parcel map and database illustrating infill development and redevelopment opportunities on the City's website. As part of this effort, the City may also wish to consider providing incentives for infill development and redevelopment that support the City's targeted program priorities.

## **8. Inconsistent Land Uses**

Those uses, or areas which will be made nonconforming by adoption of the Comprehensive Plan, will be precluded from either increasing the degree of nonconformity or from development of new nonconforming uses.

The intent is to allow the continuation of those lots, structures, uses, characteristics of use, or some combinations of these, which were lawful before adoption of the Comprehensive Plan, until they are removed through discontinuance, abandonment, amortization, or demolition. The terms "nonconforming" or "nonconformity" mean any lot, structure, use of land or structure, or characteristic of any use or structure which was lawful at the time of subdivision, site plan approval, construction, commencement, certificate of occupancy, or certificate of use, which over time no longer complies with the Comprehensive Plan, other applicable law, or City Code, due to a subsequent change in the Comprehensive Plan, other applicable law, or the City Code. The City recognizes that there may be limited and special circumstances in which nonconformities may be inconsistent with the City Code, but not inconsistent with the Comprehensive Plan or other applicable law. In these limited and special circumstances, where the overall community and public policy objectives of the City are served by the continuance of a nonconformity, the City may, hold a public hearing and provide a special permit for the nonconformity. Such a special permit may include the imposition of conditions or safeguards as a condition of approval.

In considering FLUM amendments, such amendments should comply with all applicable provisions of the City's Comprehensive Plan and should not be "balanced" among differing portions of the plan.

**Table I - 2: Future Land Use Table**

| Future Land Use Categories    | Maximum Density/Intensity  | FLUM Acreage | Percent of FLUM Acreage | Vacant Constrained Acreage* | Vacant Developable | Percent of Developable Acreage |
|-------------------------------|--|--------------|-------------------------|-----------------------------|--------------------|--------------------------------|
| Residential                   | N/A  |              |                         |                             |                    |                                |
| Rural                         | 1.0 du/developable acre  | 984          | 11 percent              | 20                          | 129                | 17 percent                     |
| Low Density                   | 1.1 - 3.5 du/developable acre  | 2,556        | 30 percent              | 16                          | 68                 | 9 percent                      |
| Medium Density                | 3.6 - 9.0 du/developable acre  | 962          | 11 percent              | 3                           | 61                 | 8 percent                      |
| High Density                  | 9.1 - 21.0 du/developable acre   | 217          | 3 percent               | 0                           | 1                  | <1 percent                     |
| Commercial                    | 0.50 FAR   | 301          | 4 percent               | 37                          | 113                | 14 percent                     |
| Mixed Use                     | Up to 12 dwelling units/gross acre; 1.0 FAR  | 141          | 2 percent               | 53                          | 52                 | 7 percent                      |
| Town Center                   | Subject to the Town Center District Code   | 579          | 7 percent               | 87                          | 168                | 22 percent                     |
| Greenway Interchange District | Up to 21.0 dwelling units/gross acre; 1.0 FAR (The 1.0 FAR can be exceeded through the use of development bonuses, but the total FAR shall not exceed 2.0)** | 296          | 3 percent               | 127                         | 169                | 22 percent                     |
| Industrial                    | 0.50 FAR   | 126          | 1 percent               | 0                           | 7                  | 1 percent                      |
| Public/Semi-Public            | 0.50 FAR   | 508          | 6 percent               | 0                           | 0                  | -                              |
| Recreation & Open Space       | 0.25 FAR   | 560          | 7 percent               | N/A                         | N/A                | -                              |
| Conservation                  | Not Developable  | 1,264        | 15 percent              | N/A                         | N/A                | -                              |
| <b>TOTAL</b>                  |  | <b>8,494</b> | <b>100 percent</b>      | <b>343</b>                  | <b>768</b>         | <b>100 percent</b>             |

NOTES: \*Vacant Constrained is derived from the City of Winter Springs Conservation Overlay.

\*\*Under certain conditions, the 1.0 FAR can be exceeded through the use of development bonuses, not to exceed 2.0.

SOURCE: City of Winter Springs and Planning Communities LLC, 2009. \*\* Development bonuses which allow a higher FAR (up to a maximum FAR of 2.0), may be granted for projects within the Greenway Interchange District which demonstrate environmental stewardship and or creates compact, mixed use development. (Ord. 2012-05)

