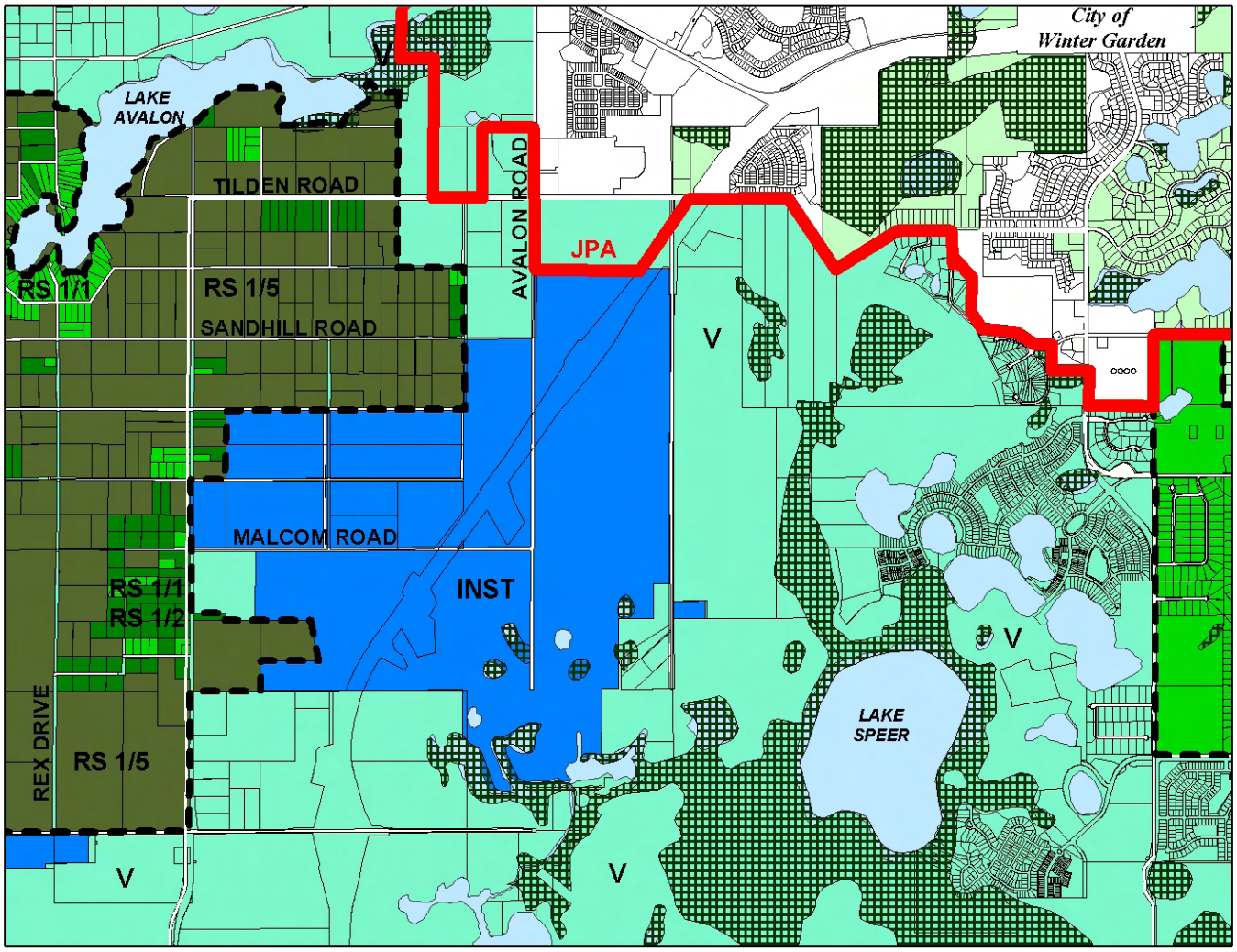
Amendment # 2004-1-B-1-2
Future Land Use - As Adopted



FROM: Village

TO: Rural Settlement (1/1), (1/2), (1/5)

AGENT: Orange County Planning Division

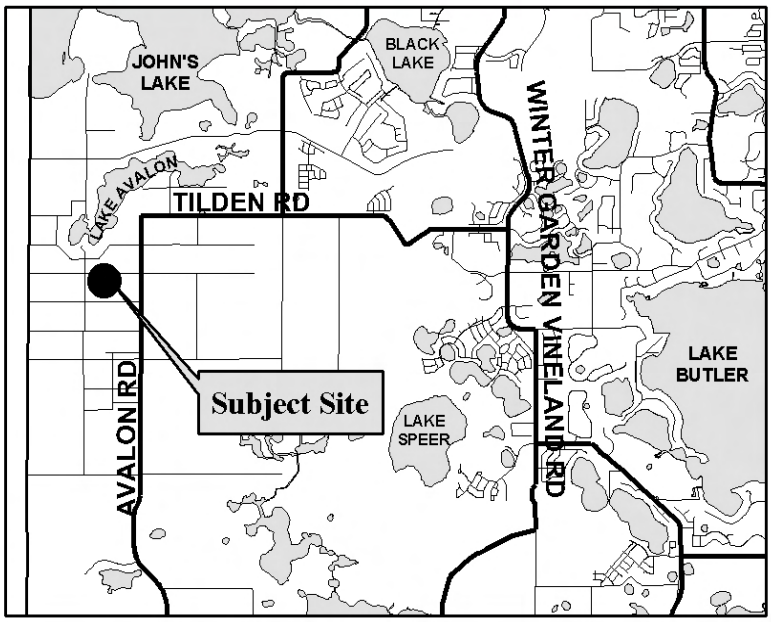
OWNER: Various Owners

AMENDMENT REQUEST AREA

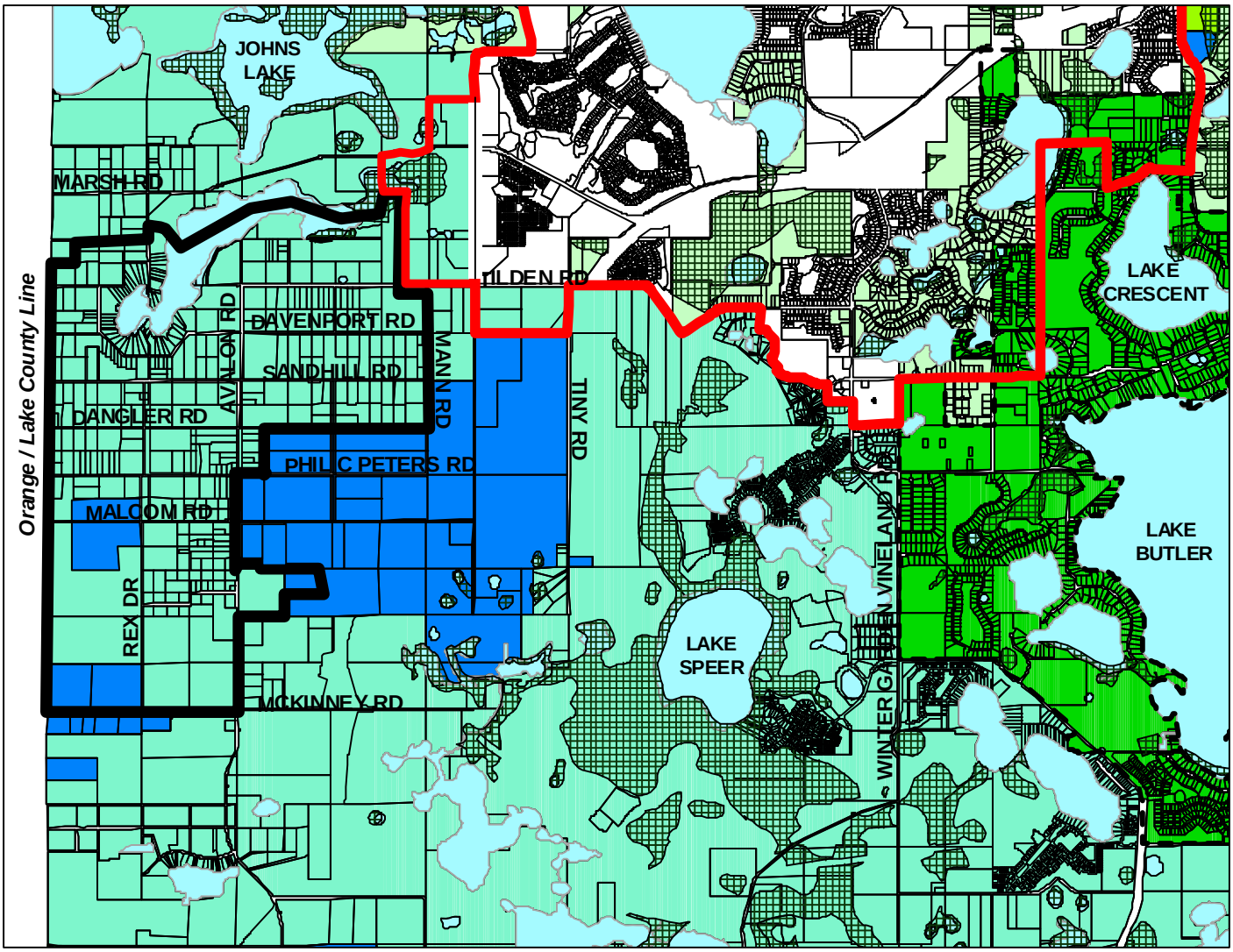
BOUNDARY ———

PROPERTY LOCATION ●

N



Amendment # 2004-1-B-1-2
District 1 - Future Land Use



FROM: Village

TO: Rural Settlement (1/1), (1/2), (1/5)

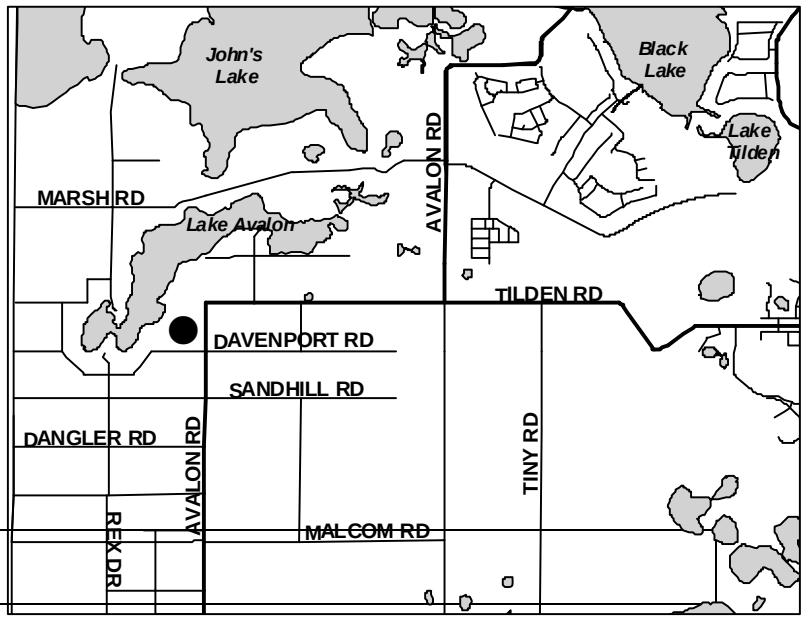
AGENT: Orange County Planning Division

OWNER: Various Owners

AMENDMENT REQUEST AREA

Boundary

Property Location



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Amendment #2004-1-B-1-2

Amendment Data

Type of Amendment:	Staff Initiated Comprehensive Policy Plan and Text Amendments
Creation or Revision:	Creation
Description:	Amendment to the Future Land Use Map and Element that creates the Lake Avalon Rural Settlement and Policies 2.4.5 – 2.4.12
Project Planner:	Judy Stewart

Proposed Future Land Use Element Policies 2.4.5-2.4.12

2.4.5 Orange County shall establish the Lake Avalon Rural Settlement. The permitted densities and intensities of land use within the Rural Settlement shall maintain the rural character of Lake Avalon area as designated on the Future Land Use Map. The predominate designation shall be 1/5 to reflect the existing development pattern. Densities shall range from 1/1, 1/2 to 1/5. All other residential densities of the Lake Avalon Rural Settlement shall be as provided for in Future Land Use Policy 2.1.10.

2.4.6 Limited neighborhood commercial and office uses shall be allowed in the Lake Avalon Rural Settlement consistent with Future Land Use Element Policy 2.1.14. The scale, intensity and types of commercial and office uses must be compatible with the existing rural development pattern of the Lake Avalon area. Commercial and Office uses shall be processed as comprehensive policy amendments.

2.4.7 In addition to the existing criteria (Future Land Use Element Policy 2.1.7), non-residential development will be subject to the Lake Avalon Rural Settlement Commercial Design Guidelines. All non-residential development will be required to be zoned PD (Planned development) or granted a Special Exception. These guidelines will be implemented on a case-by-case basis during the rezoning or special exception process. The guidelines shall include, but not limited to the following:

a) Uses
b) Access Management
c) Site Requirements
d) Signage

e) Fencing

2.4.8 Orange County shall support the Lake Avalon Rural Settlement in an effort to promote the development of multi-purpose trails, including equestrian, pedestrian and bicycling trails.

2.4.9 The County will establish a community identification signage program for the Lake Avalon Rural Settlement that will recognize the physical boundaries of the area and will be utilized for identification of community facilities.

2.4.10 In the interest of maintaining adequate potable water quality for the Lake Avalon Rural Settlement, amendments to the Lake Avalon Rural Settlement shall be approved by the BCC on a case by case basis consistent with the Comprehensive Policy Plan. Any existing facilities serving the Rural Settlement shall not be used as reason to increase allowable densities in the Rural Settlement.

2.4.11 Development within the Lake Avalon Rural Settlement shall be consistent with existing Orange County Future Land Use Policies 2.1.1 – 2.1.18.

2.4.12 Pursuant to Future Land Use Element Policy 2.1.18 adjacent development shall consider appropriate buffering and compatibility standards for development that is adjacent to the Lake Avalon Rural Settlement.

Recommendations

Staff:	ADOPT
Local Planning Agency:	ADOPT
Board of County Commissioners:	ADOPT

Staff recommends **ADOPTION** of the proposed Future Land Use Element and Map amendment for the following reasons:

A. The propose Lake Avalon Rural Settlement is consistent with Future Land Use Element Objective 2.1 which establishes the policies for designating Rural Settlements.

B. The proposed Lake Avalon Rural Settlement is consistent with Future Land Use Element Policy 2.1.5, which establishes the criteria for designating Rural Settlements.

Analysis

Orange County has made a number of efforts to preserve and protect rural communities in recognition of their historical nature, existing development patterns, and community cohesiveness. Such efforts include the designation of a Rural Service Area to preserve agricultural and rural uses, and an Urban Service Area to accommodate growth pressures. The County's Comprehensive Plan does not allow urban development or urban uses within the Rural Service Area, which has been a relatively effective tool to manage growth. However, due to annexations and encroaching urban development from adjacent jurisdictions there have been situations where the character of rural areas can be drastically altered by encroaching development that may be more appropriately suited for other locations in the County, which have adequate infrastructure and public facilities to accommodate the growth. To this end, Orange County has established Rural Settlements on the Future Land Use Map of the Orange County 2000-2020 Comprehensive Policy Plan; the development of related future land use policies; protection of some Rural Settlements included in the Joint Planning Area Agreements with Municipalities; and creation of Preservation Districts.

The purpose for this study is to evaluate the appropriateness of designating a portion of the Lake Avalon Study Area as a Rural Settlement on the Future Land Use Map of the Orange County 2000-2020 Comprehensive Policy Plan.

According to Policy 2.1.5 of the Future Land Use Element, to be considered for designation as a Rural Settlement, several criteria must be examined. Those criteria are as follows:

a. Geographic features (e.g., Butler Chain of Lakes in West Windermere, and wetland);
b. Existing roads;
c. Lot/parcel configuration reflecting existing ownership and settlement patterns not consistent with a Rural/Agricultural Future Land Use designation;
d. Vacant parcels that would be logical infill;
e. Urban type zoning (e.g., R-!-AA);
f. Existence of governmental service structures such as a post office, school, or community center (Gotha, Zellwood, Tangerine, Otter Lake, and Christmas);
g. Long standing civic organizations comprised of long term residents that represent the Rural Settlement (Tangerine, Clarcona);
h. Historical significance (Clarcona, Zellwood and Gotha);
i. Impact of planned or programmed improvements;
j. Balance of land use availability by quadrant of the County;
k. A minimum Rural Settlement size of 100 acres;
l. The opportunity to provide for a mixture of rural residential land uses; and
m. Avoidance of a development pattern of scattered, very low density residential land uses in the Rural Service Area.

STUDY AREA

Southwest Orange County has experienced a rapid development rate in recent years due to population growth and in-migration of new residents from other counties and states. The land supply available to accommodate this growth is quickly diminishing. As a result the County's rural lands in southwest Orange County are in jeopardy of rapidly disappearing.

An area identified as the Lake Avalon settlement has existed in southwest Orange County as a rural residential area for sometime. Settlement of the area began in the 1920s, with a land purchase program established for and by citrus growers. Through this program, individuals could purchase five (5) acre lots for citrus growth. In the 1960s, land was subdivided and platted into rural residential tracts. In 1990, the Lake Avalon Community was considered for Rural Settlement Designation as one of the Rural Settlements in Orange County; however, it was never designated at the time. The adoption of the Horizon West Sector Plan, which provides for the creation of mixed-use, urban villages in the vicinity of the Lake Avalon settlement, has prompted area residents to request that the County re-examine the appropriateness of designating the Lake Avalon area as a Rural Settlement. Careful consideration of the growth patterns and design of future development in this area must be considered to provide a transition between rural and urban areas, and to create a cohesive community that contributes to the rural agricultural character and equestrian nature of the area.

FUTURE LAND USE

The Future Land Use designation on the Orange County 2020 Future Land Use Map for the area is almost entirely Village, with the exception of a couple of parcels that are institutional in the southern most area; the Birch property that is Rural; and, few conservation overlay areas adjacent to the lakes.

The predominant land uses in the proposed Lake Avalon Rural Settlement are low-density residential, agriculture, and vacant lands, with areas of conservation existing around Johns Lake and Lake Avalon. There are a few scattered mobile homes throughout the area.

Consistent with the rural nature of the area, there are numerous citrus groves and nurseries located throughout the area, operating on relatively small sites. Agricultural uses in this area also include lands that provide habitat for a variety of livestock including cows, horses, goats, turkeys, and peacocks. North of the area, on CR 545, there is a traditional settlement of farmer's housing.

There are a few large institutional sites located in the southern portion of the area. These sites are predominantly landfills and sprayfields for Orange County. They are used for clay mining operations in the area along Sandhill Road.

There are currently no areas of commercial use with the proposed rural settlement. Residents of the Lake Avalon area drive several miles to go to grocery stores, banks, cleaners, and other similar services.

ZONING
Almost the entire area is zoned as an agricultural district, more specifically it is the A-1, Citrus Rural District. There are two small pockets of R-CE, Rural Country Estate District; one around the western tip of Lake Avalon and the other just south of Tilden Road. The only other zoning district in the area is A-R, Agricultural-Residential District, in the southeast corner.

PROPERTY OWNERSHIP
Property ownership patterns were analyzed to determine where concentrations of large land holdings were located and the typical size of lots are within the study area.

There are several concentrations of large land holdings in the study area. The McKinnon Corporations owns the majority of the land along Hartwood Marsh Road and between John's Lake and Lake Avalon. Orange County owns a large acreage of land in the southern portion of the study area. There are also several large agricultural and nursery operations located with the study area.

The majority of the center of the study area along Sandhill Road is comprised of parcels that are five to ten acres in size. Larger parcels occur north of Lake Avalon and South of Johns Lake, where some land holdings exceed one hundred acres. The majority of the parcels south of Phil C. Peters Road range from 40 to 160 acres in size. Ownership of land surrounding the now disconnected western feeder of Lake Avalon tends toward small (approximately one acre) parcels. There are few parcels on the south side of Tilden Road that are approximately two and one-half (2 ½) acres in size (they are narrow and long lots) and the north side is predominantly comprised of ten acre tracts. There is a concentration of one (1) and two and one-half (2 1/2/) acre lots on the north side of Phil C. Peters Road that are also long and narrow lots. The only other concentration of smaller lots is between Old Country Land Road and Cork Street; these lots are predominantly two and one-half (2 ½) acres and are typically square. The table below identifies the distribution of property ownership in the study area between Lake Avalon and McKinney Road.

Parcel Size Distribution Between Lake Avalon and McKinney Road	
Parcel Size	Percentage of Land Area
1 to 2 acres	30%
2 to 5 acres	40%
Over 5 acres	30%
Parcels over 5 acres total over 75% of the total land area	

Note: The Table does not include the parcels north of Lake Avalon

The area north and east of Lake Avalon where the larger land ownership patterns exist, is likely to be more suitable for development, as larger properties often provide better opportunities to incorporate continuity into development design.

ROADWAYS

The capacity of the roadway network to handle rural versus urban development traffic is a significant factor for determining the future densities for any area. There are several major roadways throughout the study area that can have a significant impact on development depending upon future improvement plans. Hartwood Marsh Road is the major East-West collector for the study area. Currently two lanes, it is highly utilized by trucks, especially trucks hauling sand and trucks carrying refuse to area landfills. Orange County will construct two additional lanes, which will most likely be divided. In Lake County, Hartwood Marsh Road will be widened and realigned from U.S. 27 to the Orange County line. Rex Road is a north/south, 2-lane roadway that parallels Avalon Road, and serves as a major thoroughfare for the study area. Avalon Road, which serves as the eastern boundary for the study area also serves as a major thoroughfare.

COMMUNITY FACILITIES, LIBRARIES, AND PARKS ANDRECREATIONAL FACILITIES

There are currently no community facilities in the study area. The closest community facility is a church in Oakland, where the Avalon Home and Property Owner's Association typically holds their bi-annual meetings. The Orange County branch libraries located nearest the study area are the West Orange Library in Winter Garden and the West Oaks Library in Ocoee.

Although there are no Orange County parks or recreational facilities within the study area, the Avalon Home and Property Owner's Association maintains two (2) small acres of parkland off of Marsh Road. Within the Study Area, the Association is trying to develop two (2) parks on the Lake Avalon shore, north of Avant Drive. Several residents would also like to see the old Fire Tower restored and the site that it is located on (just outside of the southern boundary of the study area along McKinney Road) turned into a community park. However, there was a lot of consensus during the community workshop that any future parks should have only passive recreation uses, without lighted fields, and should be closed at sundown to have minimal impact on the rural character of the area.

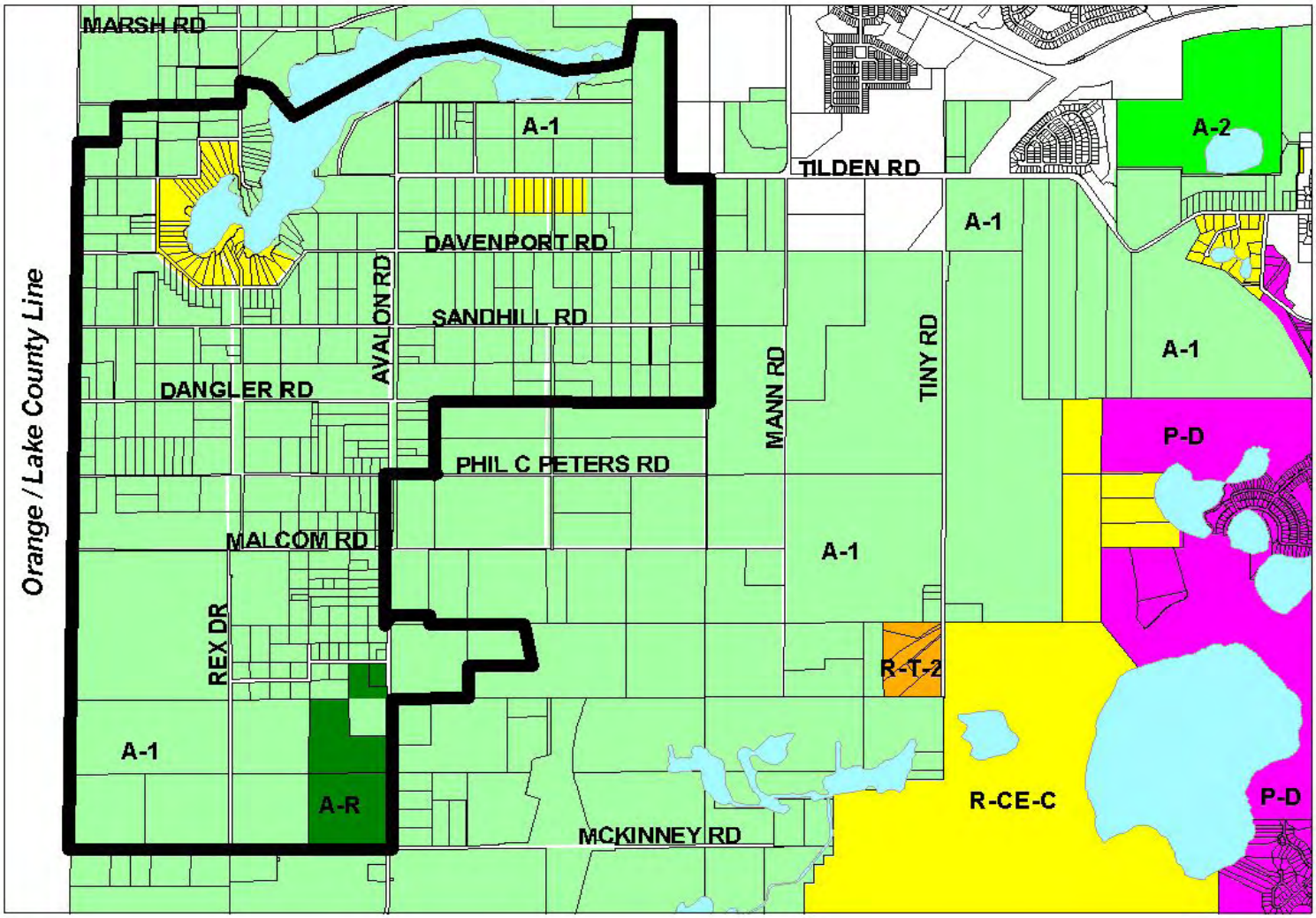
SCHOOLS

There are currently no schools within the study area. Schools within a close proximity are the Foundation Academy, the West Orange 9th Grade Center, and the West Orange High School in Winter Garden. The Foundation Academy is located just east of the study area on Tilden Road.

NATURAL FEATURES

Much of the Lake Avalon Study Area is nestled in the gently rolling hills characteristic of adjacent Lake County, and consists of uplands including in long leaf or sand pine. The area's topography and upland sandy soils are ideal for citrus growth. For the majority of the twentieth century, the Lake Avalon Study Area was dominated by thriving citrus groves until the trees were destroyed by a series of fatal freezes in 1983, 1985, and 1989.

Amendment # 2004-1-B-1-2
District 1- Zoning Map



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DEVELOPMENT PROGRAM
While Orange County desires to preserve its agricultural lands and historic heritage, it is not the intent of the County to creak a development pattern in scattered, very low-density residential land uses in the Rural Service Area that would promote urban sprawl. Urban sprawl development patterns are cumbersome on infrastructure and public services. Careful consideration was made to establish the limits of the Rural Settlement so the surrounding lands are permitted to develop at more intense, yet compatible, densities while accommodating projected growth.

SUPPLEMENTAL INFORMATION
Staff has received four (4) requests from property owners at the northwest corner (refer to boundary map) of the rural settlement to be included within the boundary of the proposed rural settlement. Staff concurs with this request.

Objections, Recommendations and Comments (ORC) Report

The Florida Department of Community Affairs' (DCA) ORC report dated February 24, 2004, noted no objections to the proposed amendment.

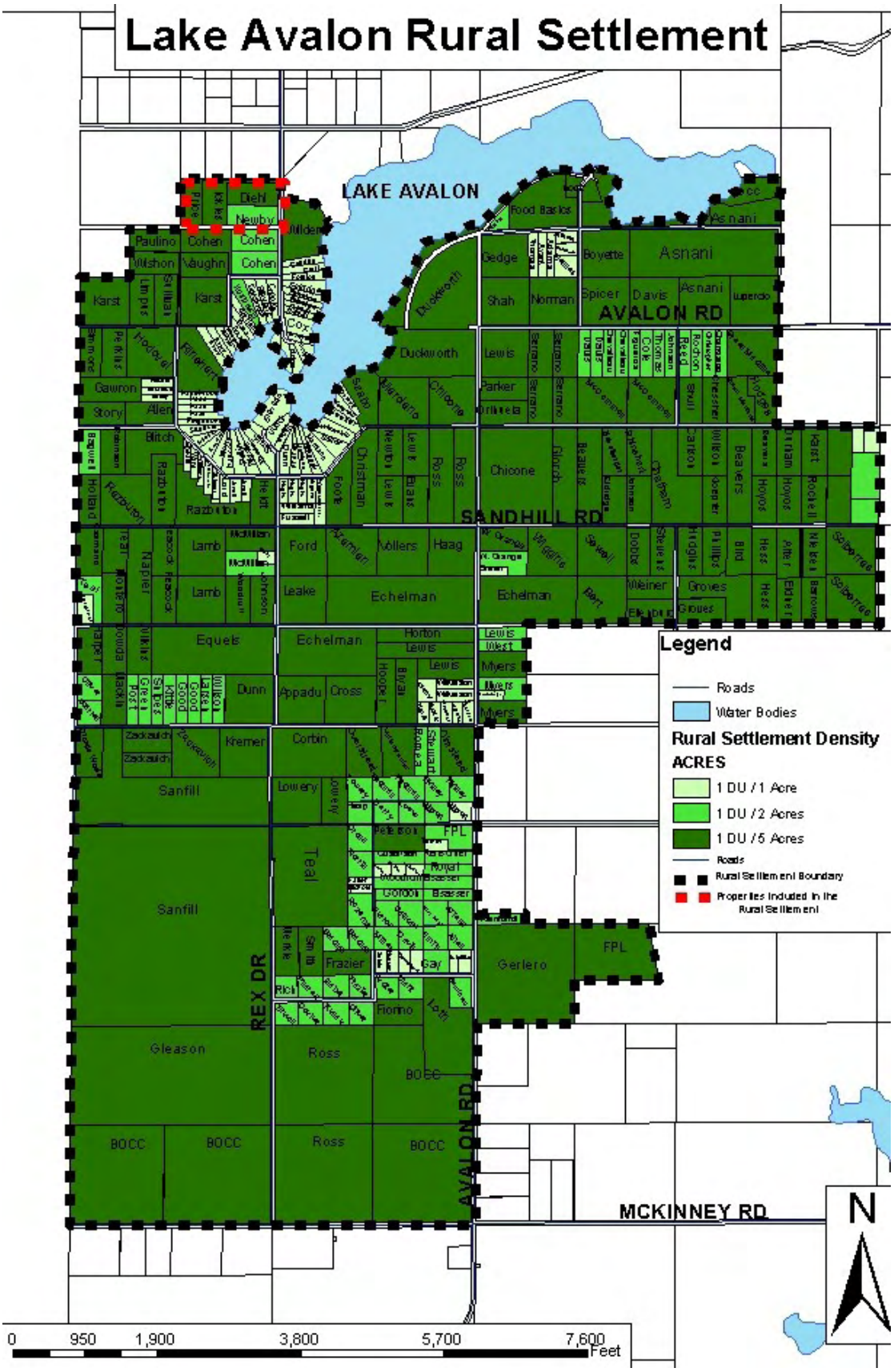
Staff Conclusion

As demonstrated in the *Analysis* section of this report, the proposed rural settlement area meets all of the criteria for a rural settlement as defined in the Comprehensive Plan.

Meeting Summaries

Community Meeting: *October 27, 2003*	*Approximately 50 residents, BCC Commissioner Jacobs, LPA Commissioner D'uva and members of the planning staff were in attendance. The majority of the attendees expressed their support for the establishment of the rural settlement.*
Local Planning Agency: *Transmittal Hearing* *November 20, 2003*	*Mrs. Carol Johnson, representing approximately 750 residents spoke in favor of the rural settlement. The staff recommended the removal of 2 parcels (Cantero/Assaf) from the rural settlement boundary. The Local Planning Agency voted 5 to 1 to* ***TRANSMIT*** *the proposed Lake Avalon Rural Settlement.*
Board of County Commissioners: *Transmittal Hearing* *December 9, 2003*	*Consistent with the staff and Local Planning Agency recommendations, the Board of County Commissioners voted to* ***TRANSMIT***

	the map and policy revisions associated with the proposed amendment to the Department of Community Affairs, with slight changes. The changes include removing the Cantero and Aassof properties from the amendment area, and revising the language of Future Land Use Element Policies 2.4.7 and 2.4.12 as reflected in the staff report.
Local Planning Agency: Adoption Public Hearing *April 15, 2004*	*Consistent with the staff recommendation, the Local Planning Agency unanimously voted to recommend* ***ADOPTION*** *of the proposed amendment.*
Board of County Commissioners: Adoption Public Hearing *May 18, 2004*	*Consistent with the staff and Local Planning Agency recommendations, the Board of County Commissioners unanimously voted to* ***ADOPT*** *the proposed Future Land Use Map and Policy amendments.*


Lake Avalon Rural Settlement
LAKE AVALON
AVALON RD
SANDHILL RD
REX DR
MCKINNEY RD
Legend
Roads
Water Bodies
Rural Settlement Density
ACRES
1 DU / 1 Acre
1 DU / 2 Acres
1 DU / 5 Acres
Roads
Rural Settlement Boundary
Properties Included in the Rural Settlement
N
0
950
1,900
3,800
5,700
7,600
Feet