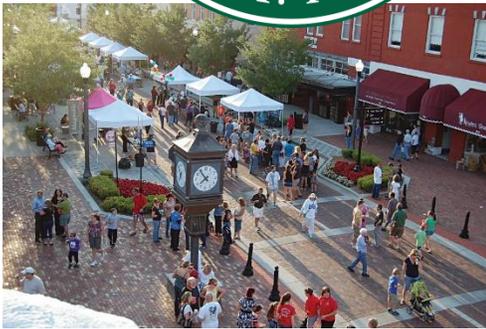


CITY OF SANFORD FLORIDA



COMPREHENSIVE PLAN

2018-2030

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CITY OF
SANFORD
FLORIDA

COMPREHENSIVE PLAN 2018-2030

VOLUME I GOALS, OBJECTIVES & POLICIES



COMPREHENSIVE PLAN 2018-2030

STAKEHOLDERS AND CREDITS

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District 2: Dr. Velma H. Williams
District 3: Patrick Austin
District 4: Patty Mahany

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Lindsay Oyewale
Linda Barker

CITY STAFF

Norton N. Bonaparte, Jr., City Manager
Russell L. Gibson, AICP, Planning and Development Services Director
Jordan Smith, AICP, PP, Senior Planner
Eileen Hinson, AICP, Development Services Manager

STAKEHOLDERS

City of Sanford Chamber of Commerce
Asheville Group
Goldsboro Choice Neighborhood Initiative
City of Sanford Residents
City of Sanford Business Owners
Mayor's Youth Council
Visitors to the City of Sanford
Orlando/Sanford International Airport

PROJECT TEAM

Lucie Ghioto, AICP, Poulos & Bennett, LLC
Marc Stehli, PE, Poulos & Bennett, LLC
Laura Turner, AICP, Laura Turner Planning Services
April Fisher, AICP, Fisher Planning & Development Services

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Section I

INTRODUCTION

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CHAPTER 1. CITY HISTORY

Sanford sits on the south shore of Lake Monroe at the head of the navigation on the St. Johns River. During the Seminole Wars of the 1830's, the area was the site of an U.S. Army post name Fort Mellon. As settlers moved into the area, the town of Mellonville was established. With the advent of commercial steamboat service, the town became a distribution point for goods essential for the growth of Central Florida. When Orange County was created in 1845, Mellonville became the county seat.

In 1870, Henry Shelton Sanford purchased the land west of Mellonville. He planned a new city "the Gate City of South Florida," which he believed would become the transportation hub for all of southern Florida. In 1877, the city of Sanford was incorporated and Mellonville was annexed six years later. In 1880, Henry S. Sanford formed a land company in London to encourage investments in the new city. That same year construction began on the South Florida Railroad with a terminus in Sanford. By 1884, Sanford was a prosperous town with wharves, a railroad station and a large hotel.

Mr. Sanford's greatest interest in Florida was the development of Belair, a citrus grove and experimental garden near Sanford. More than 140 varieties of citrus, including the Valencia orange, were tested for adaptability to the Florida climate.

In September 1887, a bakery on First Street caught fire. The blaze spread rapidly through the wooden buildings on the east side of town until stopped by the volunteer fire department. When the town was rebuilt, the new structures were made of brick.

During the winter of 1894-95, the citrus industry received a serious blow when freezing temperatures destroyed the year's entire crop. Many citizens faced economic ruin and left the area. Those who stayed harnessed artesian wells and developed a subirrigation system that permitted commercial agriculture. By the first decade of the 20th century, Sanford was one of the largest vegetable shipping centers in the United States, and received the nickname "Celery City" for the most successful crop.

On April 25, 1913, Seminole County was officially established with Sanford as the county seat. In the boom and bust years that followed, Sanford shared in the growth of Central Florida.

Due to the increasing costs of Vietnam War and federal domestic spending related to President Lyndon Johnson's Great Society social programs the Naval Air Station Sanford was one of several military installations to be closed by the Department of Defense in 1967. Flight operations were scaled down in 1968 as the squadrons transferred to a Naval Air Station in Georgia. As a result, this had a significant economic downturn for the City of Sanford and Seminole County due to the departure of all military personnel and their families. In 1969, the airfield was quitclaimed to the City of Sanford by the General Service Administration and renamed Sanford Airport and redevelop as a general aviation facility. The airport commenced commercial airline service in 1995 and was renamed Orlando Sanford International Airport.

The opening of Walt Disney World in October 1971 shifted the economy of Central Florida from agriculture, military installations, defense/aerospace industries, and the NASA manned and unmanned space programs, and further towards tourism, service industries and residential development, the center of which is Orlando. Through all of this, the City of Sanford retained a significant collection of older commercial and residential architecture, on streets shaded by live oaks hung with Spanish moss. Sanford's location on Lake Monroe and access to the navigable

waterway of the St. Johns River has made it Central Florida's additional center for numerous marinas which has allowed access for boating and commercial vessels.

Sanford's historic downtown has become a hot spot combining retail and galleries, office and commercial with a growing theatre and restaurant/entertainment centers and now a hot spot for craft beer.

The booming retail activity just west of downtown includes one of the largest malls in Central Florida, The Seminole Towne Center, as well as the Southgate development which a mixed-use development community with commercial business and 360 residential, multi-family units.

Sanford offers a superior mix of economic development opportunities to new and existing businesses, either in the retail or in the industrial sectors.

CHAPTER 2. CITY VISION

In October 2014, the City of Sanford concluded an extensive visioning exercise called the **Imagine Sanford Initiative**. This exercise was intended to identify a long-term vision for the growth and success of the City and establish a strategic plan for achieving this ultimate vision for Sanford:

Sanford is a significant cultural and business hub for the Central Florida Region. With its showcase waterfront, extensive transportation network, distinctive cultural corridor and historic downtown, Sanford is a vibrant and safe City in which people choose to LIVE, WORK, RAISE A FAMILY, ATTEND SCHOOL, SHOP, PLAY AND RETIRE.

This exercise also resulted in the establishment of the “Four C’s” or pillars that embody the qualities that make Sanford unique and a place of value:

Character	Sanford as a “hard-working community that preserves its history”;
Culture	Sanford as a “hard-working community that preserves its history”;
Connections	Sanford as a “well connected Regional hub that offers opportunity through accessibility and a collaborative spirit of problem solving”; and
Commerce	Sanford as a hub for “Regional access, a thriving downtown, opportunities for personal growth and promotion of our cultural and economic assets.”

Since the adoption of the Strategic Plan, these pillars have served as guidance for all matters in which the City engages, in order to ensure the implementation of its Vision. As such, it is appropriate to include Goals, Objectives and Policies (GOPs) that will ensure the successful implementation of these four Pillars and, ultimately the Sanford’s Vision.

CHAPTER 3. CITY GROWTH

The City of Sanford has seen rapid growth since 2000, increasing in population by nearly 20,000 people, as illustrated by Table I-1 below, and increasing in area, annexing more than 2,400 acres in the same time, resulting in a total land area of 14,889.26 acres, or 23.26 square miles. As the City continues this growth, it also comprises an increasing percentage of the total population of Seminole County. These growth trends, combined with the City's Strategic Vision will place Sanford in a position to be recognized as a place of significance in the larger Central Florida region. In order to realize this vision, it is crucial that the City successfully implement the Goals, Objectives and Policies contained in this Volume.

**Table I-1
Historical and Projected Population Growth
City of Sanford vs. Seminole County**

Year	Seminole County Population	City of Sanford Population	Sanford (Percent of County Total)
2000	365,196	38,291	10.49%
2010	422,718	53,570	12.67%
2017	454,656	57,839	12.72%
2020	474,537	62,534	13.18%
2025	503,833	68,681	13.63%
2030	528,239	74,053	14.02%
2035	550,537	78,883	14.33%

Source: US Bureau of the Census 2000, 2010; University of Florida Bureau of Economic and Business Research, 2017 Population Projections;

CHAPTER 4. DOCUMENT ORGANIZATION

Volume I of the Sanford Comprehensive Plan serves to document the Goals, Objectives and Policies of the City that reflect compliance with current statutory requirements, as well as the evolving vision and priorities of the City of Sanford. Instead of being organized into traditional elements, Volume I has been organized into cohesive themes, in order to avoid duplicative information and to more successfully link concepts that might otherwise be separated into distinct elements.

As such, this Volume has been organized into six Sections:

Section I:	Introduction
Section II:	Community Growth
Section III:	Public Facilities and Community Resources
Section IV:	Natural Resources
Section V:	Implementation
Section VI:	Supporting Maps

Each Section offers one or more Chapters covering a specific topic that represents the typical Elements found in a Comprehensive Plan. Each chapter includes an introduction that provides the regulatory and local intent of the Chapter and a set of GOPs that will serve as a regulatory and procedural framework that will be implemented by the City's Land Development Regulations (LDRs) and other regulatory documents. Furthermore, the GOPs contained herein also serve as commitment by the City Commission, Planning & Zoning Commission and City Staff to implement the strategies and planning initiatives covered by this document. The City understands that these GOPs are an essential tool to achieving the City's Vision, as listed in Chapter IB above.

Finally, Section VI serves as the official Comprehensive Plan Map Series, which includes maps related to future land use, natural resources, mobility, infrastructure, recreation and schools.

GLOSSARY OF ABBREVIATIONS

ALP	Airport Layout Plan	FTE	Full-Time Equivalent
ASR	Aquifer Storage and Recovery	GOPs	Goals, Objectives and Policies
CAPP	Citizen Awareness Participation Plan	GPCD	Gallons per Capita per Day
CBD	Central Business District	GPM	Gallons per Minute
CDBG	Community Development Block Grant	ILA	Interlocal Agreement
CHAS	Comprehensive Housing Affordability Strategy	JPA	Joint Planning Agreement or Joint Planning Area
CIE	Capital Improvement Element	LDR	Land Development Regulations
CIP	Capital Improvement Plan	LEED	Leadership in Energy and Environmental Design
CMS	Concurrency Management System	LIHEAP	Low Income Housing Energy Assistance Program
CO	Certificate of Occupancy	LOS	Level of Service
CPTED	Crime Prevention through Environmental Design	LPA	Local Planning Agency
CSA	Concurrency Service Area	L RTP	Long Range Transportation Plan
DNL	Day-Night Noise Level	NPDES	National Pollutant Discharge Elimination System
DRI	Development of Regional Impact	OSIA	Orlando Sanford International Airport
EAR	Evaluation and Appraisal Report	PSFPC	Public School Facilities Planning Committee
ECFRPC	East Central Florida Regional Planning Council	PTAC	Planning Technical Advisory Committee
EPA	Environmental Protection Agency	RPZ	Runway Protection Zones
ERC	Equivalent Residential Connection	SCALD	School Capacity Availability Letter Determination
FAA	Federal Aviation Authority	SD&A	Supporting Data & Analysis
F.A.C.	Florida Administrative Code	SJRWMD	St. John's River Water Management District
FAR	Floor Area Ratio	SR	State Road
FDEO	Florida Department of Economic Opportunity	TCEA	Transportation Concurrency Exception Area
FDEP	Florida Department of Environmental Protection	TIP	Transportation Improvement Plan
FDOT	Florida Department of Transportation	TSM	Transportation System Management
FFWCC	Florida Fish and Wildlife Conservation Commission	UIR	Urban Infill Redevelopment
FISH	Florida Inventory of School Houses	USFWS	United States Fish and Wildlife Service
FLU	Future Land Use	WSFWP	Water Supply Facilities Work Plan
FLUM	Future Land Use Map	WSP	Water Supply Plan
FS	Florida Statute		

Note: Please see Tables FLU-1 and FLU-2 for Future Land Use abbreviations.

Section II
COMMUNITY
GROWTH

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Chapter 1. FUTURE LAND USE

INTRODUCTION

Statutory Basis

Chapter 1 shall serve as the Future Land Use Element, as required by State Law. Per [Florida Statutes, Section 163.3177 \(6\) \(a\)](#), local governments are required to provide a Future Land Use element within their Comprehensive Plan that provides for the future general distribution, location, and extent of the uses of land for residential uses, commercial uses, industry, agriculture, recreation, conservation, education, public facilities, and other categories of the public and private uses of land. This element is intended to ensure that future land use is capable of accommodating anticipated growth, while ensuring the appropriate provision of public services and infrastructure, protection of existing natural and historic resources, and discouraging urban sprawl.

Furthermore, this element shall “provide a balance of uses that foster vibrant, viable communities and economic development opportunities and address outdated development patterns, such as antiquated subdivisions.”

Sustainable Vision

Land use policy plays a significant role in the City of Sanford’s Vision and the implementation of the Four Pillars, discussed in the Introduction of this Volume. Policies have been included in Chapter 1 that implement recommendations derived from the Four Pillars analysis conducted at the end of the Community Background section of Volume II, as well as the public input initiative that played an important role in the 2017-18 Comprehensive Plan update. These policies focus on Economic Development, Neighborhood Planning, Public Safety and Mobility and have been crafted to coordinate closely with the other Sections and Chapters of this Volume.

Supporting Documents

The Future Land use Element is supported by the Community Background section in Volume II of the Sanford Comprehensive Plan, which provides for the inventory of existing land uses and analysis of future needs, based on projected population and growth for the ten year planning period, which accommodates projections through 2030, as well as the City’s desired growth strategy, as discussed in the adopted 2014 [Imagine Sanford Initiative](#).

The [Future Land Use Map series](#) is also included in [Section VI](#) of this document for reference.

Other supporting documents not included in these Volumes, but playing a significant role in this Chapter are:

- [The Orlando Sanford International Airport Master Plan](#), last updated 2012
- [2007 Interlocal Agreement for Public School Facility Planning and School Concurrency, Amended January 2008](#).
- [2015 Seminole County/City of Sanford Joint Planning Agreement](#)

GOALS, OBJECTIVES & POLICIES

GOAL FLU 1:

MANAGE LAND USE DISTRIBUTION AND PROVISION OF SERVICES AND FACILITIES. THE CITY SHALL PROMOTE AN ORDERLY DISTRIBUTION OF LAND USES IN AN ECONOMICALLY, SOCIALLY, AND ENVIRONMENTALLY ACCEPTABLE MANNER WHILE ENSURING THE ADEQUATE AND TIMELY PROVISION OF SERVICES AND FACILITIES TO MEET THE NEEDS OF THE CURRENT AND PROJECTED POPULATIONS.

Future Land Use

OBJECTIVE FLU 1.1: Implement the Future Land Use Map Series. The City shall adopt and implement the **Future Land Use Map (FLUM) series** in the Future Land Use Element goals of the Comprehensive Plan. The Future Land Use Map series reflects the City policy for managing the allocation of future land use. The Future Land Use Map Series (Base Year 2009) is supported by the Comprehensive Plan - Data, Inventory, and Analysis (2009). The Future Land Use Map includes the land use categories with corresponding densities and intensities and which are further implemented through the City’s **Land Development Regulations (LDR)**. The City shall not approve land use amendments, zoning changes, or development in conflict with these densities and intensities. The LDRs shall encourage the use of innovative development techniques to achieve a mix of uses, where appropriate. The following future land use categories are contained on the City’s FLUM:

Table FLU-1: Future Land Use Densities/Intensities

LAND USE DESIGNATIONS		MAP SYMBOL	DENSITY/INTENSITY (MAXIMUM) ⁽⁵⁾
Residential	Low Density Residential - Single Family	LDR-SF	6 du/acre
	Low Density Residential - Mobile Home	LDR-MH	6 du/acre
	Medium Density Residential	MDR	10 du/acre
	Medium Density Residential	MDR	15 du/acre
	High Density Residential	HDR	20 du/acre
	Suburban Estates	SE	1 du/acre
Commercial	Neighborhood Commercial, Office	NC	0.35 FAR
	General Commercial ⁽⁴⁾ , Office	GC	0.50 FAR
Industrial		I	0.50 FAR

LAND USE DESIGNATIONS		MAP SYMBOL	DENSITY/INTENSITY (MAXIMUM) ⁽⁵⁾
Public/semi-public	Includes: Education, Public Facilities Transportation, Private Recreation, and other Institutional	PSP	0.35 FAR
Parks, Recreation and Open Space	Includes Municipal Recreation and Open Space	PRO	0.25 FAR
Resource protection	Wetlands and Aquatic Habitats ⁽¹⁾ ; Floodways and Drainageways ⁽¹⁾ ; Aquifer Recharge Area ⁽²⁾ ; Wellfield Protection Areas ⁽²⁾ ; Upland Wildlife Habitats ⁽²⁾ ; Floodplains ⁽²⁾	RP	See Notes Below

Notes:

- (1) Within wetlands, aquatic habitats, floodways and drainageways no development is permitted pursuant to this plan. However, in certain cases, in order to avoid a taking of property without just compensation, the City shall negotiate a minimal development right necessary to provide "reasonable" use of the land. In such cases, development shall be shifted to the upland portion of the site. However, where no upland exists, development rights within the wetland, floodways or drainageways shall be negotiated in order to protect private property rights and preserve "reasonable" use of the land while preserving the physical and biological functions of the wetlands, floodways and/or drainageways through mitigation techniques identified in the policies cited herein.
- (2) The Floor Area Ratio (FAR) for these areas shall be restricted pursuant to this plan performance, (See [Conservation Element Policy 5-1.2.6](#)). In no case shall the FAR exceed the FAR for the underlying Comprehensive Plan Future Land Use designation. However, the building footprint and total impermeable surface shall be restricted to maximize permeable surface while preserving a "reasonable" development right pursuant to the policies identified herein.
- (3) Where a Federal, State, or Regional agency has jurisdiction over a resource protection area, the City shall not grant a development right which exceeds the development right provided by such agencies having jurisdiction.
- (4) Where compatible with adjacent uses, Multifamily residential no greater than 20 units per acre is permitted as a secondary use to the general commercial uses provided the residential use is not more than 40 percent of the square footage of the general commercial use on the site. The provision of residential must result in a no net increase in demand for public facilities (not including schools) greater than that which would be required for general commercial uses.
- (5) Densities/intensities are subject to compliance with the City's Concurrency Management System (CMS) (See Policies [FLU1.1.9](#) and [M1.1.6](#)). Where located within designated Transportation Concurrency Exception Areas (TCEA), developments shall meet the criteria outlined therein in order to achieve desired densities/intensities (Objective [FLU2.3](#) and [M1.2](#)).

The distribution range of uses in the mixed-use designations below represents an area wide composite land use mix.

Table FLU-2: Mixed Use Future Land Use Densities/Intensities

LAND USE DESIGNATIONS		MAP SYMBOL	DENSITY/INTENSITY (MIN/MAX)*		
			PERCENTAGE DISTRIBUTION (MIN/MAX)		
			COMMERCIAL	INDUSTRIAL	RESIDENTIAL
Mixed Use Districts	I-4 High Intensity	HI	1.0 FAR 50% / 85%	0.50 FAR 0% / 10%	50 du/acre 0% / 40%
	Waterfront/ Downtown Business District	WDBD	0.35 / 2.0 FAR ** 30% / 70%	0.5 FAR 0% / 10%	50 du/acre 30% / 40%
	Westside Industry & Commerce	WIC	0.50 FAR 15% / 50%	0.50 FAR 30% / 75%	10 / 20 du/acre 10% / 40%
	Residential/ Office/ Institutional	ROI	0.35 FAR 75% / 100%	n/a	20 du/acre 0% / 40%
	Airport Industry & Commerce	AIC	1.0 FAR 25% / 75%	1.0 FAR 50% / 75%	10/50 du/acre (MF) 1 du/acre (SF) 0% / 10%

Notes:

Du/acre = dwelling units per acre as defined in Policy FLU1.2.1; FAR = Floor Area Ratio; MF = Multifamily; SF = Single Family The percent distribution represents minimum and maximum percentage mix for each use. The percentage distribution of uses is measured for the total area of the land use designation. Uses must be consistent with adjacent land uses.

* Where no density range is provided, it may be assumed that there is no minimum density requirement, where compatible with adjacent uses.

** The maximum intensity of nonresidential development, other than industrial, measured as a floor area ratio is 2.0 for the areas east of French Avenue, and 0.35 for the areas west of French Avenue, where compatible with adjacent uses. See policy [FLU1.8.1](#) for more information.

Policy FLU 1.1.1: Maintain Consistency of Future Land Use Map and Related Policies. The Future Land Use Map and related policies, definitions of land use designations and qualitative standards shall be applied in allocating future land uses. All developments are subject to the City's Concurrency Management System (CMS). In addition to the evaluation criteria, which pertain to capital improvements, the City shall evaluate amendments to the Future Land Use Map for consistency with the following criteria:

- The amendment shall be consistent with the [Growth Policy Act \(Chapter 163 F.S.\)](#);
- The amendment shall be consistent with all elements of the City Comprehensive Plan;
- Public facilities and services shall be available concurrent with development of the site;
- There have been changes in population, land use or economic development trends and/or projections that warrant a change in the future land use designation;
- There have been sufficient changes in the character of the area or adjacent lands to warrant a different land use designation;
- The proposed future land use designation and its allowable uses are compatible with surrounding land use designations and with the preferred growth and development pattern of the City as evidenced by land use policies in the Comprehensive Plan. The amendment will not significantly alter acceptable existing land use patterns or adversely affect the livability of the area or the health and safety of the residents;
- The land shall be capable of supporting development allowed under the proposed future land use designation as evidenced by the presence or absence on the site of soil types suitable for development, vegetative habitats, wetlands, wetland protection zones or flood-prone areas, well field protection zones, wildlife habitats, archaeological, historical or cultural resources;
- The proposed amendment will create a demonstrated benefit to the City and enhance the character of the community; and
- If the amendment increases the density or intensity of use, the applicant shall demonstrate that there is a need for the increase in the near planning future (10 years).

Policy FLU 1.1.2: Manage Future Land Use. The Future Land Use Map and performance criteria in this plan shall be applied as a planning and management tool in order to prevent development of land uses which do not conform to the City's character as reflected in the City's adopted [Future Land Use Map](#).

Policy FLU 1.1.3: Manage and Coordinate Future Land Use Decisions. The City shall maintain Land Development Regulations, including performance standards which ensure that land development activities, resource conservation, and infrastructure issues are managed in a manner that includes timely coordination with County, Regional, and State agencies having jurisdictional authority. Management of land and physical improvements identified on the [Future Land Use Map](#) will be coordinated in order to protect and/or conserve natural systems, including topography, soil conditions, vegetation, natural habitat, potable water wellfields, and other environmentally sensitive land and water resources. Land use shall also be predicated on availability of man-made infrastructure and service systems required to support respective land use activities.

Policy FLU 1.1.4: Promote Orderly Land Use Transition. Where it is infeasible or undesirable to physically separate residential from non-residential land uses, buffering shall be required to promote a smooth land use transition. Buffering may take the form of:

- physical separation such as distance (building setbacks), vegetative berms, hedges or other landscape cover; walls or fences aesthetically designed for screening purposes; and open space systems with dense native vegetation and tree canopy; and/or
- the development of a transitional use between the incompatible uses (such as low intensity office development between general retail commercial centers and residential areas).

Policy FLU 1.1.5: Encourage Separation of Urban and Rural Land Uses through Support of the Seminole County’s Rural Boundary. The City will support the County’s designated rural boundary and its intent to protect the integrity of its rural lands and to preserve and reinforce the rural character and lifestyle of east Seminole County. The City will comply with the County’s provisions regarding land use changes and annexations within the rural boundary (Future Land Use Map Series) and legally described in [Seminole County Ordinance 2004-36](#), and as amended.

Regulatory

Policy FLU 1.1.6: Implement Land Development Regulations. The City’s LDRs governing zoning; subdivision; signage; landscaping and tree protection; and surface water management shall be revised as needed in order to: 1) effectively regulate future land use activities and natural resources identified on the [Future Land Use Map](#); 2) adequately protect property rights; and 3) implement the goals, objectives, and policies stipulated in the Comprehensive Plan. The LDRs shall continue to be applied to:

- a. Regulate the subdivision of land;
- b. Regulate the use of land and water consistent with this Element, ensure the compatibility of adjacent land uses, and provide for open space;
- c. Protect the environmentally sensitive lands designated in the Comprehensive Plan and those historically/culturally significant resources as designated by the City;
- d. Regulate areas subject to seasonal and periodic flooding and provide for drainage and stormwater management;
- e. Protect potable water wellfields and aquifer recharge areas and ensure consistency with the City’s water conservation regulations;
- f. Regulate signage;
- g. Ensure safe and convenient on-site and off-site traffic flow and vehicle parking needs and prohibit development within existing and future rights-of-way; and
- h. Enforce the Concurrency Management System (CMS) to maintain levels of services (LOS) for public facilities in accordance with [Policy CIE1.5.1](#).

Policy FLU 1.1.7: Establish Performance Criteria for New Development. New development must comply with performance criteria established in the Comprehensive Plan. The performance criteria shall be enforced through a site plan review process. The performance criteria within the plan include, but are not limited to, the following:

- a. Land use compatibility;
- b. Wetlands and aquatic habitat protection;

- c. Open space requirements;
- d. Potable water wellfields protection;
- e. Water quality, drainage and stormwater management;
- f. Off-street parking and internal traffic circulation as well as access to and egress from the street system;
- g. Availability of requisite services and infrastructure, (LOS) criteria, adequate water supply, and concurrency;
- h. Perimeter screening and buffering of land uses and facilities which may otherwise adversely impact development of adjacent land use activities or natural resources such as wetlands and recharge areas;
- i. Erosion and sedimentation control;
- j. Protection of historically significant properties;
- k. Wastewater discharge;
- l. Floodplain and floodway protection;
- m. Aquifer recharge protection;
- n. Potable water conservation;
- o. Vegetative communities protection;
- p. Wildlife and wildlife and aquatic habitats;
- q. Nuisance abatement standards regulating adverse impacts such as noise, vibration, glare, odor, fire and explosion; and
- r. Community appearance.

Policy FLU 1.1.8: Apply Residential and Non-Residential Development Criteria. LDRs addressing the location and extent of residential and non-residential land uses shall be applied in a manner consistent with the Future Land Use Map and the policies and descriptions of types, sizes, and densities/intensities of land uses contained in this Element.

Policy FLU 1.1.9: Implement Concurrency Management System. The CMS shall be an integral part of the Future Land Use Element and shall be binding performance criteria to which all new development shall comply.

Policy FLU 1.1.10: Provide On-Site and Off-Site Improvements. Prior to receiving a building permit, plans for all new development shall be evaluated by the City. Similarly, prior to receiving a building permit, the applicant's plans must incorporate necessary on and off-site improvements or equitable contributions required as part of a development application pursuant to the CMS or pursuant to other policies of the Comprehensive Plan or any other requirement of the Code of Ordinances, as exists or as may hereinafter be amended. Institutional facilities and services shall be required to comply with all criteria cited in objectives and policies of the Comprehensive Plan.

Supportive facilities, services, or other improvements as required by ordinance shall be agreed to by the applicant prior to City approval of a development order and facilities shall be constructed as agreed upon concurrent with the impact of development. The intent of this policy is that all development applications include a satisfactory plan providing for the development of required on-site and off-site improvements, or equitable contribution in order to assure that the City does not assume unanticipated fiscal liabilities for supportive facilities and services which may be expressly attributed to new development.

Policy FLU 1.1.11 Coordinate Public and Private Investments in Land Improvements. The location, scale, timing, and design of necessary public services and semi-public uses shall be closely coordinated with development activities in order to promote improvements in delivery of requisite services. The site plan review process shall be used by the City as a technique for achieving a

comprehensive review of all issues underlying a proposed development. The site plan review process shall occur prior to the release of a building permit and shall involve not only review by City staff, but also review by County, Regional, State, and Federal agencies having jurisdiction over a resource potentially impacted by a proposed development.

Community Appearance

Policy FLU 1.1.12: Promote Community Appearance, Natural Amenities and Urban Design Principles. The City shall maintain LDRs which contain performance criteria promoting community appearance, natural amenities and urban design principles.

Policy FLU 1.1.13: Reinforce and Enhance the City's Community Appearance. The City shall reinforce and enhance the City's community appearance requiring new development and redevelopment to incorporate the following principles into site plans and be required as a condition of development approval:

- Landscaping.
- Visual Screening and Buffers.
- Open Space Preservation.
- Signage.
- Screening.
- Scenic Views.
- Structure Appearance.
- Historic Compatibility.

Policy FLU 1.1.14: Reserved.

Policy FLU 1.1.15: Limit Expansion of Existing Non-Complying Structures and Non-Conforming Uses. Lawful existing land uses which do not comply with the [Future Land Use Map](#) and/or other provisions of the Comprehensive Plan may continue as lawful nonconforming uses; however, such uses shall not be expanded. Minor alterations to such lawful nonconforming uses for purposes of maintaining public safety and structural integrity shall be permitted so long as the square footage and intensity of uses not be extended.

Policy FLU 1.1.16: Provide Access to Goods and Services and Protect Residential Areas from the Adverse Impacts of Transition in Land Use. Residential land uses shall be protected from encroachment by incompatible nonresidential development. This policy does not preclude necessary community facilities from locating within residential areas when such activities satisfy established criteria of this plan and the City's LDRs. Any potential adverse impacts caused by non-residential land uses shall be minimized by landscaping, including vegetated berms with tree canopy, and other appropriate screening and buffering techniques. These landscaping techniques shall be incorporated into the design of new or redeveloping non-residential projects located adjacent to existing or planned residential development. Similarly, perimeter landscaping techniques shall be applied in multiple family residential developments in order to appropriately screen and buffer existing and planned single family home sites from residential development having differing structure types and density.

Residential Land

OBJECTIVE FLU 1.2: Allocate Residential Land Use. The [Future Land Use Map](#) shall allocate residential density based on the following considerations:

- past and projected population, housing trends, and characteristics;
- provision and maintenance of quality residential environments;
- protection of environmentally fragile natural systems;
- the need to plan for smooth transition in residential densities; and
- provision and maintenance of traffic circulation and multiple-family improvements.

Policy FLU 1.2.1: Define Residential Density. For planning purposes, density is defined as the number of residential units permitted per land area and is determined by dividing the number of units by the total area of land within the boundaries of a lot or parcel. Land area means the total area of land contained within the lot, tract or project boundary lines not including dedicated rights-of-way, wetlands and undevelopable areas such as flood plains.

For any given lot or parcel, one residential unit may be transferred from within the 100 year flood zone to an area of the lot or parcel not within the 100 year flood zone provided that the area within the 100 year flood zone is at least one acre in size. In determining the number of residential dwelling units to be permitted on a specific parcel of land, a fractional unit shall not entitle the applicant to an additional unit.

Density is expressed in terms of a range up to a specified maximum. Where so stated as a range, the maximum density is not guaranteed by right. Specific density assigned to new development shall be compatible and consistent with established residential development patterns and shall provide reasonable use of the land. Criteria to be considered in allocating density shall include, but not be limited to, the following:

- Protect the integrity and stability of established residential areas;
- Ensure smooth transition in residential densities;
- Require application of sound landscaping and urban design principles and practices;
- Protect environmentally sensitive areas;
- Minimize the impact of flood hazards;
- Ensure compatibility with Seminole County land use policies together with Federal, State and Regional agencies having jurisdiction or managing authority over land and water resources; Provide reasonable use of the land;
- Match housing supply and demand; and
- Performance standards outlined under [Policy FLU1.1.7](#).

Policy FLU 1.2.2: Designate Low Density Residential – Single Family (LDR-SF) Districts. The areas delineated for LDR-SF development shall include existing stable single family areas, as well as those areas identified for future low density residential single family development in order to provide sufficient land area to meet projected single family housing needs. Areas delineated as LDR-SF shall allow residential development with a maximum density of up to six dwelling units per acre comprised of single family detached homes on individual lots. Supportive community facilities and accessory land uses as defined in the LDRs may be located within areas designated LDR-SF.

Development within the LDR-SF designation shall be required to meet the following general criteria together with the performance criteria established in [Policy FLU 1.1.7](#) in this Element:

- Compatible with the quality and character of existing low density single family neighborhoods;
- Compatible with existing and anticipated future developments;
- Compatible with natural features of the land and other policies within the Comprehensive Plan impacting natural resources.

The City will coordinate with the School Board regarding residential development within this district as required in the [Public School Facilities Element](#) to ensure the availability of adequate school facilities.

Policy FLU 1.2.3: Designate Mobile Home Low Density – Residential (LDR-MH) Districts. The Future Land Use Map designates existing and committed mobile home development as LDR-MH. The density of the mobile home parks or subdivisions shall be permitted up to a maximum of six units per acre; however, specific site densities must be consistent with the policy, map and standards of the Comprehensive Plan and the City's LDRs. Replacement of existing mobile homes in existing mobile home parks and sites of record located outside of the LDR-MH future land use designation, as of the effective date of this Plan, shall be permitted and shall not be deemed inconsistent with the Comprehensive Plan, except where prohibited in the LDRs. The City shall ensure that new mobile home development shall be consistent with performance criteria established in [Policy FLU 1.1.7](#) of this Element.

The City will coordinate with the School Board regarding residential development within this district as required in the [Public School Facilities Element](#) to ensure the availability of adequate school facilities.

Policy FLU 1.2.4: Designate Medium Density Residential (MDR) Districts. Areas identified MDR shall include existing and committed medium density residential neighborhoods as well as those areas which have been selected in order to meet projected housing needs. The latter areas were selected based on their proximity to existing or planned multiple family housing development and based on the availability of public facilities to service the projected residential development demands. MDR districts shall be developed, redeveloped and/or maintained as stable medium density residential neighborhoods. MDR shall permit up to a maximum of 15 units per acre. Supportive community facilities and accessory land uses may be located within areas designated MDR. Review of specific densities of developments shall be directed toward preserving stability of established residential areas. Sites for medium density residential developments should be located so that they provide a smooth transition between lower density residential areas and areas developed and/or designated for other more intense uses. All new development within the MDR designated areas shall comply with performance criteria established in [Policy FLU1.1.7](#).

The City will coordinate with the School Board regarding residential development within this district as required in the [Public School Facilities Element](#) to ensure the availability of adequate school facilities.

Transit service must be available on roads adjacent to the site; or, if not currently available, the site must occur within one-half mile walking distance to an existing transit route and a continuous pedestrian pathway must connect the property to the nearest transit route;

Policy FLU 1.2.5: Designate High Density Residential (HDR) Districts. High density residential development ranges up to a maximum 20 units per acre. The specific areas designated HDR shall be accessible to existing or anticipated future major thoroughfares and requisite utilities. Specific density of future development proposals within these areas shall provide for smooth transition in residential density, preserve stability of established residential areas, and shall include sufficient open space, parking and landscaping to reinforce goals and objectives for quality living areas. All new development designated HDR shall comply with performance criteria established in [Policy FLU 1.1.7](#).

The City will coordinate with the School Board regarding residential development within this district as required in the [Public School Facilities Element](#) to ensure the availability of adequate school facilities.

Transit service must be available on roads adjacent to the site; or, if not currently available, the site must occur within one-half mile walking distance to an existing transit route and a continuous pedestrian pathway must connect the property to the nearest transit route;

Policy FLU 1.2.6: Designate Suburban Estates as Transitional Agricultural Land. The Future Land Use Map shall identify any lands anticipated to remain rural or agricultural use for the foreseeable future as "Suburban Estates" (SE). The Suburban Estates designation shall be considered identical to "Agricultural" designation as defined to mean activities within land areas which are predominantly used for the cultivation of crops and livestock including: cropland; pastureland; orchards; vineyards; nurseries; ornamental horticulture areas; groves; confined feeding operations; specialty farms; and silviculture areas. Suburban Estates development allows a maximum density of up to 1 unit per acre.

The City will coordinate with the School Board regarding residential development within this district as required in the [Public School Facilities Element](#) to ensure the availability of adequate school facilities.

Commercial Land

OBJECTIVE FLU 1.3: Allocate Commercial Land Uses. The Future Land Use Map shall identify commercial land for: 1) neighborhood commercial development; and 2) general commercial development. The allocation of land for commercial development shall be compatible with goals and objectives identified in the Comprehensive Plan, consistent with supportive research and analysis and in compliance with those performance criteria established in [Policy FLU1.1.7](#). The policies Stated below provide an explanation of the purpose, intent and character of the commercial land use designations. This objective shall be measured through the implementation of the following policies:

Policy FLU 1.3.1: Consider Factors for Locating Commercial Development. The location and distribution of specific types of commercial activities shall be determined based on the following considerations:

- a. Trip generation characteristics, impact on existing and planned transportation facilities and ability to achieve a functional internal circulation and off-street parking system, with appropriate buffering, as required by the LDRs;
- b. Location and site requirements based on specific needs of respective commercial activities, their market area, and anticipated employment generation and floor area requirements;
- c. Compatibility with and impact on other surrounding commercial activities;

- d. Relationship to surrounding land uses and natural systems; and
- e. Impact on existing and planned community services and utilities.

Policy FLU 1.3.2: Concentrate Pattern of Commercial Land Use. In order to promote efficient flow of traffic along major thoroughfares cited in the Transportation Element, achieve orderly development, and minimize adverse impact on residential quality, commercial development shall be concentrated in strategically located areas having location characteristics which best accommodate specific land, site, public facilities and market location requirements of the respective commercial uses.

Policy FLU 1.3.3: Reserved

Policy FLU 1.3.4: Designate Various Types of Commercial Nodes to Accommodate Diverse Commercial Uses. A variety of commercial development designations shall be provided in order to adequately assure availability of sites that accommodate the varied site and spatial requirements for such activities as: professional and business offices, neighborhood commercial activities, and general retail sales and services. The allocation of commercial uses shall recognize that respective commercial activities frequently have different site, spatial, and market area characteristics and generate significantly different impacts. Similarly, the commercial development designations on the Future Land Use Map shall be complemented by zoning, performance standards, and site plan review requirements which shall regulate development on such land. These regulations shall assure that the proposed development of commercially designated sites is appropriate and can be adapted to the proposed site. The LDRs shall address issues surrounding:

- Intensity of use;
- Floor Area Ratios;
- Natural constraints to development;
- Perimeter and internal landscape requirements;
- Availability of public facilities at adequate levels of service;
- Concurrency management;
- Controlled ingress and egress;
- Off-street parking with safe and convenient internal vehicular and pedestrian circulation;
- Open space preservation;
- Adequate building setbacks; and
- Urban design and required amenities, including, but not limited to, signage controls, pedestrian amenities, building height and orientation, and other similar design features.

Policy FLU 1.3.5: Allocate Neighborhood Commercial Development (NC). Neighborhood Commercial (NC) development is allocated to commercial sites accessible to major thoroughfares near residential neighborhoods. The maximum intensity of neighborhood commercial development measured as a floor area ratio is 0.35. Sites within this designation are intended to accommodate shops with limited inventory or goods meeting performance criteria of the Comprehensive Plan. The "NC" designation is not intended to accommodate residential development except on a limited, conditional basis. However, duly approved residential uses existing at the effective date of the Comprehensive Plan shall be deemed permitted uses. Neighborhood Commercial activities shall include shops catering to the following markets:

- Neighborhood residential markets within the immediate vicinity as opposed to community-wide or Regional markets; or
- Specialized markets with customized market demands.

Areas designated for neighborhood commercial development shall generally include areas where individual properties and uses are located on sites of less than three acres. Such areas are not intended to accommodate large scale retail sales, service, and trade activities, generally serving a community-wide or Regional market. Residential development within areas designated for neighborhood commercial development shall be permitted on a conditional basis. Uses which are not intended to be accommodated within the neighborhood commercial area include the following: large scale discount stores, full service department stores or hardware stores; large wholesale and warehousing activities; sales, service or repair of motor vehicles, machine equipment or accessory parts, including tire and battery shops; automotive service centers; commercial amusements; fast food establishments primarily serving in disposable containers and/or providing drive-in facilities, and other similar services to be expressly defined in the LDRs.

Policy FLU 1.3.6: Designate General Commercial Development (GC). The General Commercial (GC) areas are designated on the Future Land Use Map for purposes of accommodating community-oriented retail sales and services; highway-oriented sales and services; and other general commercial activities. Multifamily residential is encouraged as a secondary use to foster sustainable, mixed-use developments that reduce vehicle miles traveled and support a walkable community.

The General Commercial designation generally shall be located in highly accessible areas adjacent to major thoroughfares which possess necessary location, site, and market requirements. The maximum intensity of General Commercial development measured as a floor area ratio is 0.50. All new development within General Commercial designated areas shall be required to comply with performance criteria.

The General Commercial area is not generally intended to accommodate manufacturing, processing, or assembly of goods, sales and service of heavy commercial vehicle and equipment, or related services or maintenance activities; warehousing; uses requiring extensive outside storage; or other activities which may generate nuisance impacts, including glare, smoke or other air pollutants, noise, vibration or major fire hazards, or other impacts generally associated with more intensive industrial uses.

Multifamily residential is permitted within this designation at a density of 20 dwelling units per acre. The residential mix may not exceed more than 40 percent of the total square footage of the general commercial uses. The provision of residential must result in a no net increase in demand for public facilities (not including schools) greater than that which would be required for general commercial uses. The City will coordinate with the School Board regarding residential development within this district as required in the [Public School Facilities Element](#) to ensure the availability of adequate school facilities.

Industrial Land

OBJECTIVE FLU 1.4: Allocate Industrial Development. The Future Land Use Map shall allocate land resources for existing and anticipated future industrial needs and requisite support services. This objective shall be measured through the implementation of the following policy:

Policy FLU 1.4.1: Industrial Land Use Designation. The allocation of Industrial land use designations should provide a high priority to industry's frequent need for strategically located lands which are accessible to air, rail and highway transport facilities, as well as labor markets and necessary urban services. The City shall work with industrial interest groups to pursue a selective

industrial expansion. The maximum intensity of industrial development measured as a floor area ratio is 0.50. Industrially designated areas are not adaptive to residential use and as such residential activities shall not be located in areas designated for industrial development. This provision shall not prohibit residences for exclusive use by night watchmen or custodians whose presence on industrial sites is necessary for security purposes.

The Industrial land use designation shall be allocated to industrial sites accessible to rail facilities, and/or major thoroughfares. The sites shall be buffered from residential neighborhoods. Industrial uses include: manufacturing, assembling and distribution activities; warehousing and storage activities; and other similar land uses which shall be regulated through appropriate zoning procedures. Heavy commercial and office uses, including medical clinics and offices, may locate in proximity to residential areas if properly designed for compatibility. Heavy metal fabrication, batch plants, salvage yards, chemical or petroleum manufacturing or refining, rubber or plastics manufacturing, or other use generating potentially harmful environmental or nuisance impacts shall be carefully located in industrial areas in conformity with performance criteria cited, as these uses typically generate heavy truck traffic, require significant acreage, are difficult to screen and buffer from residential areas .

Based on the extensive impacts which industrial development frequently generates, if a proposed industrial development meeting or exceeding five acres of land area or 5,000 square feet of gross floor area requires either a Comprehensive Plan Future Land Use Map amendment or rezoning, the proposed industrial development shall be developed under provisions of a planned unit development petition in order to allow maximum flexibility in design to the applicant and to avoid any major adverse impacts which may not be anticipated during a less in-depth plan review.

Policy FLU 1.4.2: Apply General Considerations for Locating Industrial Development. The allocation of land resources for industrial development shall be responsive to the location and space requirements of industrial activities and potential fiscal and environmental impacts. The location and distribution of specific types of industrial activities shall be determined based on the following considerations:

- a. Trip generation characteristics and impact on existing and planned transportation systems, including dependency on rail, air, or trucking for distribution of material and goods;
- b. Anticipated employment generation, floor area requirements, and market area;
- c. Ability to meet established performance standards for preventing or minimizing nuisance impacts, such as emission of air pollutants, glare, noise or odor, or generation of hazardous by-products;
- d. Impact on established as well as anticipated future development and natural systems; and
- e. Impact on existing and planned public services, utilities, water resources, and energy resources.

Policy FLU 1.4.3: Maintain General Pattern of Industrial Land Use. Within the City the evolving centers of major industrial activity are the 1) airport and airport environs; 2) the Silver Lake Drive industrial area; 3) the warehousing and industrial trades along Airport Boulevard generally west of the Amtrak/CSX Terminal; and 4) the Westside industrial area along the SR 46 corridor west to Upsala Road. A high priority shall be directed toward full utilization and development of lands designed for industrial development within the airport property and in the Silver Lake Drive area. The existing and proposed future transportation facilities including SR 417 and improvements to Airport Boulevard shall enhance the accessibility of the industrial centers to Regional markets. Furthermore, the airport industrial complex provides a spacious area for industrial activities which contribute to a

diversified economic base within the City and the region.

Policy FLU 1.4.4: Pursue Selective Industrial Expansion Policy. The City shall pursue a strategy of selective expansion of its Industrial base. The City shall encourage industries that contribute optimally to the City's economy and that of the Greater Sanford Urban Area. Highest priority shall be directed toward recruiting industries which:

- a. Generate high levels of employment together with higher than average wage and salaries;
- b. Promote an industrial mix to counterbalance the impact of cyclical economic changes;
- c. Produce services and/or products which complement the needs and resources of existing industry within the City and the region;
- d. Provide industry and service activities required to support and attract prime industrial land uses which are compatible with the City's growth management and resource conservation GOPs;
- e. Contribute a net revenue to the City and enhance the fiscal capacity of the City; and
- f. Do not adversely impact the City's natural resources including groundwater quality; infrastructure; and public facility improvement needs. The City shall seek to work in partnership with industrial development interest groups to achieve competitive amenity packages including:
 - Requisite transportation system improvements and other on- or off-site improvements;
 - Access to public potable water and wastewater services;
 - Efficient stormwater management systems; and
 - Maintenance of adopted levels of services for infrastructure systems.

Policy FLU 1.4.5: Pursue Nuisance Abatement Standards and Criteria. The City shall prevent nuisance impacts frequently associated with industrial activities by maintaining performance standards for managing emission of noise, air pollutants, odor, vibration, fire or explosive hazard, and glare.

Similarly land shall be allocated to industrial uses in a manner which allows for separation and co-location of industrial activities capable of complying with the most restrictive performance standards and exhibiting minimal adverse impacts on surrounding development.

Public and Preservation Land

OBJECTIVE FLU 1.5: Allocate Public and Semi-Public Services (PSP) and Parks, Recreation and Open Space (PRO). The Future Land Use Map shall allocate land resources for public and semi-public facilities and services as specified in the policies stipulated below. These sites shall be compatible with adjacent land uses to the greatest practical extent. The sites shall also fulfill the unique site location requirements included in functional plans and shall be responsive to the needs identified in related demographic and supportive needs analysis. This objective shall be measured through the implementation of the following policies:

Policy FLU 1.5.1: Accommodate Public and Semi-Public Land Use Designation (PSP). The public and semi-public (PSP) land use designation is intended to accommodate existing public and semi-public services including: governmental administration buildings; public schools and not-for-profit educational institutions; hospital facilities and supportive health care units; arts and cultural or civic facilities; essential public services and facilities; cemeteries; fire and emergency operation facilities; utilities; and other similar activities as shall be identified in the [Land Development Regulations](#). Additionally, the Public/Semi-Public designation includes major transportation facilities

including the CSX railroad terminal, plus expressway right- of-way that is proposed for use and/or owned by the Expressway Authority serving Seminole County.

- a. Lands designated for public and semi-public facilities and services shall contain sufficient acreage and open space and be properly screened and buffered in order to minimize potential adverse impacts on adjacent land uses. The maximum intensity of institutional activity measured as a floor area ratio is 0.35.
- b. The City shall monitor the need for increased land area for public and semi-public uses in order to ensure that the public and semi-public land use designation on the Future Land Use Map is expanded to accommodate the development of public and semi-public facilities such as governmental administration buildings; fire, police and rescue services; health care delivery services; and educational institutions.
- c. Land uses such as places of worship, cultural or civic centers, and other similar public or private not-for-profit uses may be included within this land use designation or within other land use designations as provided for in the [Land Development Regulations](#).
- d. With regards to lands located in areas proposed for use by the expressway but not owned by the Expressway Authority, the City shall discourage land use planning or regulatory changes that would result in higher intensities or densities. This policy shall not prevent the reasonable use of such lands pursuant to GOPs of the Comprehensive Plan.

All new development or redevelopment shall comply with the performance criteria established under [Policy FLU1.1.7](#).

Policy FLU 1.5.2: Accommodate Institutional Facilities and Public Services. The City shall continue to enforce the CMS and performance criteria which ensure that needed public services and facilities are developed concurrent with new development. In addition, the City shall continue to use the capital improvement program and budget process to pursue advance acquisition of land required to provide recreation, conservation, and related public benefits and promote multiple use of public lands.

Policy FLU 1.5.3: Parks, Recreation and Open Space Land Use Designation (PRO). The Parks, Recreation and Open Space land use designation is intended to distinguish Sanford's parks, recreational facilities and opens space facilities from other public uses. This designation is intended for developed City parks and areas of significant open space, including cemeteries.

Parks and recreation areas shall be readily accessible at the neighborhood and community level. Parks shall be developed and redeveloped according to the LOS standards for parks and recreational facilities, community demand and community input. Parks shall generally provide outdoor recreational facilities. However, community centers and indoor facilities are also permitted up to a floor area ratio of 0.25.

OBJECTIVE FLU 1.6: Designate Resource Protection (RP) Areas. The "resource protection" (RP) designation has been established to direct the preservation of natural systems including environmentally fragile wetlands which the City has committed to retain, preserve, and/or conserve as essential open space systems. This designation shall be considered identical to a "Conservation" designation. Uses within the resource protection areas shall be regulated pursuant to State law as though they were designated "conservation".

Policy FLU 1.6.1: Implement Resource Protection. The following Resource Protection performance criteria which shall be used to ensure that these areas are conserved and/or protected from the adverse impacts of development:

- a. Within the RP area, development must comply with performance criteria cited in this Element. Within wetlands, floodways and drainageways no development is permitted pursuant to this plan. However, in certain cases, in order to avoid a taking of property without just compensation the City shall negotiate development agreements which provide a minimal development right necessary to provide "reasonable" use of the land. In such cases development shall be shifted to upland portions of the site. However, where no upland exists, development rights within the wetland, aquatic habitat, floodway or drainageway shall be negotiated in order to protect private property rights and preserve "reasonable" use of the land, while preserving the physical and biological functions of the wetlands, floodways, and drainageways through mitigation techniques identified in the policies cited in the matrix. This restriction shall not prohibit one dwelling unit from being constructed on a legal lot or parcel of record existing prior to the adoption of this Plan.
- b. The floor area ratio for development within floodplains, aquifer recharge areas, wellfield protection areas, and upland wildlife habitats shall be restricted, except as provided for in the [Conservation Element, Policy 5-1.2.6](#). In no case shall the FAR exceed FAR for the underlying Comprehensive Plan Future Land Use designation. However, the building footprint and total impermeable surface shall be restricted to maximize permeable surface while preserving a "reasonable" development right pursuant to the policies herein identified.
- c. Within any Resource Protection area, where a Federal, State, or Regional agency has jurisdiction over a resource protection area, the City shall not grant a development right which exceeds the development right provided for such agencies having jurisdiction. The City shall request the jurisdictional agencies to enter into negotiations prerequisite to drafting and executing any applicable development agreement or development order.

Mixed Use

OBJECTIVE FLU 1.7: Encourage Mixed Use Development. The City shall maintain and enforce LDRs which include provisions for encouraging establishment of strategically located mixed use planned development.

Policy FLU 1.7.1: Implement Cluster Design Techniques through Planned Development. The City shall implement a planned development concept in order to provide a voluntary management strategy for coordinating and aligning objectives of developers with those of the City Commission, especially preserving natural resources through clustered development within uplands. Nothing in this Plan shall limit or modify the rights of any person to complete any development that has been authorized as a Development of Regional Impact (DRI) pursuant to [Chapter 380, F.S.](#), or who has been issued a final development order and development has commenced and is continuing in good faith. Where a developer requests an extension of a time constraint imposed in a development order, the City Commission shall reserve the authority to invoke new conditions in extending development rights based on:

- Changes in conditions surrounding the impacted land use conditions in the vicinity;
- Evolving issues surrounding infrastructure levels of service;
- Impacts on natural resources; and/or

- Other related issues impacting the nature of the proposed planned development.

Policy FLU 1.7.2: Develop Mixed Use Districts. The City shall enforce LDRs which include provisions for mixed use districts.

OBJECTIVE FLU 1.8. : Designate Residential/Office/Institutional (ROI) Areas. The Future Land Use Map shall provide for office development located on accessible sites near major thoroughfares. Office development may serve as a transitional use separating more intensive commercial uses from residential development. Office development shall also locate along the outer fringe of the core commercial area where such development may encourage reinvestment in declining residential areas surrounding the business district. In addition, office complexes may be compatible with multiple family units and/or institutional uses situated on strategically located sites along major thoroughfares where the sites are of sufficient size to accommodate land requirements for controlled access, effective internal circulation and off-street parking, and appropriate landscape, screening and buffering to assure stability and protection of established or anticipated future residential areas. The mixed use "Residential/Office/Institutional" (ROI) land use designation, as described herein, is designed to carry out the intent of this objective.

The Residential/ Office/Institutional (ROI) is designed to accommodate business and professional offices, high density multiple family residential opportunities and institutional uses, as well as neighborhood-oriented retail sales and service. The allowable maximum residential density shall be 20 units per acre. The maximum intensity of office and institutional development measured as a floor area ratio is 0.35. The mix must contain at least two uses with a minimum of 20 percent. Distribution of specific densities and intensities for this district shall be in accordance with [Table FLU-2](#).

Policy FLU 1.8.1: Establish performance criteria for development within the ROI. The ROI District expressly excludes warehousing and outside storage. Furthermore, this policy designation is intended for sites which:

- Have accessibility to major thoroughfares or are located along the outer fringe of core commercial areas;
- Build on the purpose and function of the central business district (CBD) and Lake Monroe waterfront;
- Encourage reinvestment in declining residential areas adjacent to commercial core areas;
- Have potential to be served by a full complement of urban services;
- Contain sufficient land area to accommodate good principles of urban design, including sufficient land area to provide adequate landscaping and buffers to separate existing as well as potential future adjacent land uses of differing intensity; and
- Frequently serve as a transition area which buffers residential uses located in one area from a nearby area which accommodates uses of a higher intensity.

The City shall ensure that new development within "ROI" designated areas complies with performance criteria. In addition, multiple family and non-residential developments in "ROI" designated areas shall include required open space, pedestrian linkages, and compatible signage. This policy shall be implemented through a mandatory site plan review process.

OBJECTIVE FLU 1.9: Utilize Airport Industry and Commerce Land Use Designation (AIC). The "Airport Industry and Commerce" (AIC) land use designation is a high-intensity mixed use policy

for managing lands comprised of the Orlando Sanford International Airport and adjacent lands capable of supporting a variety of residential rental properties and commercial and industrial uses.

Policy FLU 1.9.1 Establish performance criteria for development within the AIC. The following criteria shall be adhered to for all development within the AIC District.

a. The Airport Industry and Commerce designation is intended to encourage the expansion of industrial land and provide additional areas for mixed-use development that would be compatible with airport operations.

b. The majority of such land is located in airport property and is subject to the [Airport Master Plan](#). Certain properties, primarily east of Beardall Avenue, are located in the 2009 noise zone.

c. The Orlando-Sanford Airport shall develop according to the current [Airport Layout Plan \(ALP\)](#), adopted by reference herein.

d. Upon annexation of lands that are currently within the jurisdiction of Seminole County and are included in the ALP, the lands will be automatically given the land use designation of Airport Industry Commerce and a zoning designation consistent with the existing zoning of the Airport.

e. The land use mix in the AIC is intended to provide a full range of urban services and facilities including:

- Industrial and Business Parks;
- Office Complexes;
- Commercial and retail developments;
- Service and hotel uses; and
- Medium to high density multifamily residential developments, where located in accordance with those requirements contained within this policy.

f. The maximum intensity of industrial and commercial development measured as floor area is 1.0. The maximum intensity for residential uses is 50 units per acre, with a minimum density of 10 units per acre, where compatible with adjacent uses. Distribution of specific densities and intensities for this district shall be in accordance with [Table FLU-2](#) of this Element.

g. The Development Review Team, the Airport Zoning Board and the Airport Design Review Team shall review development included in the ALP for compliance with the Sanford LDRs. Development contemplated by the ALP shall comply with all LDRs included, but not limited to, setbacks, landscaping, parking, drainage and floor area ratios except where such regulations conflict with [Federal Aviation Authority \(FAA\) rules and regulations](#).

h. Development within the AIC designated area must be developed as a Planned Development. As a PD, all new development shall be required to address infrastructure needs, provision of services, development phasing, development intensity and land use compatibility as part of an integrated design scheme which includes very detailed strategies and techniques for resolving development impacts.

i. The location of future high density residential developments shall comply with guidelines issued by the Federal Aviation Administration and the Department of Transportation relating

to airport compatible uses, noise zones, approach zones and other safety measures.

j. Future high and medium density residential developments shall occur outside the 60 DNL (day/night sound level) noise contours.

k. Residential developments shall be prohibited within 300 feet of the centerline of airport runways.

l. PD proposals in the AIC area will be the subject of negotiated development agreements. No development order shall be granted prior to City approval of the development agreement.

m. Developments within the AIC that exist prior to the adoption of this Plan will be "grandfathered". However, all new development in the Airport Industry and Commerce Area outside the Airport boundaries shall incorporate those performance criteria established under [Policy FLU 1.1.7](#), as well as those criteria listed below:

- Narrative and graphic information required for review of rezoning petitions, for site plan review, and other related procedural requirements;
- Impact analysis, including plans for managing any potential impacts on air operations;
- Noise impact analysis, including required sound insulation in areas within the airport impact noise zones;
- Requirements for controlled access and internal circulation, including provisions for cross access easements, and joint use of driveways;
- Requirements for perimeter buffer yards;
- Management framework for encouraging development of strategically planned sub-centers of commerce and industry;
- Dedication of necessary rights-of-way; and
- Use of pedestrian and mass transit facilities to reduce vehicle trips.

OBJECTIVE FLU 1.10: Utilize I-4 High Intensity Center (HI). I-4 High Intensity is a mixed use designation intended to promote and regulate anticipated development within the vicinity of the I-4/State Road 46 Interchange. I-4 High Intensity land uses shall include commerce, industry, and high density residential development. The maximum intensity of development within the I-4 High Intensity designation shall be an FAR of 1.0. Maximum residential density shall be 50 dwelling units per acre. This area corresponds to maximum intensities and densities of the "Core" designation applicable to adjacent unincorporated areas pursuant to the Seminole County Comprehensive Planning Program's High Intensity Planned area. Distribution of specific densities and intensities for this district shall be in accordance with [Table FLU-2](#) of this Element.

Policy FLU 1.10.1: Employ I-4 High Intensity Criteria. All new development shall be required to address infrastructure needs, provision of services, development phasing, development intensity and land use compatibility as part of an integrated design scheme which includes very detailed strategies and techniques for resolving development impacts. In addition to compliance with all performance criteria proposals in the I-4 High Intensity Center may be the subject of negotiated development agreements.

No development order shall be granted prior to approval by the City of the development agreement. Development within HI designated areas existing prior to adoption of this Plan will be "grandfathered." However, all new development within the I-4 High Intensity Area must those performance criteria established under [Policy FLU 1.1.7](#) of this element, as well as those criteria listed below:

- Accommodate and encourage use of multi-modal transportation systems;
- Incorporate access controls as may be deemed necessary including dedication of cross easements and joint uses of driveway and off-street parking areas;
- Employ buffer yards, internal and perimeter landscape amenities, as well as landscape and design techniques for ensuring land use compatibility within a dynamic mixed use setting;
- Achieve a high standard of urban design amenities, including pedestrian walkways which link activity centers with parking areas, transit stops, urban plazas, and other open spaces and amenities intended to reinforce appropriate design themes;
- Incorporate a planning and management framework and regulating concepts necessary to regulate development within the "I-4 High Intensity Mixed Use Development," a strategically located center for Regional commerce and industry. This shall be implemented through the Planned Development zoning process.

OBJECTIVE FLU 1.11: Maintain Waterfront/Downtown Business District (WDBD). The Waterfront/ Downtown Business District is designed to provide centralized residential, governmental, cultural, institutional, and general commercial activities within the downtown and waterfront urban area, while preserving the City's historic character and cultural heritage through context-sensitive design. The designation provides a planning and management framework for promoting the revitalization, development and redevelopment of the Lake Monroe waterfront and the historic downtown commercial area as designated on the [Future Land Use Map](#). This expanded land use category includes the City's historic central business district, and is in response to the goals contained in the [Lake Monroe Waterfront and Downtown Sanford Community Redevelopment Area Plan](#). The purpose of the WDBD is to:

- Generate a revitalization effort that attracts private sector investment and strengthens the City's economy;
- Establish the district as a Regional center;
- Strengthen public/private partnerships;
- Enhance the livability of North Seminole County by encouraging improved residential, retail, educational, cultural and entertainment opportunities; and
- Provide the framework for redevelopment and infill.

The WDBD is located in Seminole County's Urban Service Area, and is comprised of those areas that are in close proximity to, and have historically, been most influenced by the St. Johns River and Lake Monroe. The Waterfront/Downtown Business District is designated as the City's central business district. The western portion of the WDBD contains commercial uses based upon the railway line, as well as significant institutional, residential, and recreational facilities located therein.

Policy FLU 1.11.1: Maintain Density/Intensity Standards. Intensity and density standards within the WDBD have been designed to attract quality private investment and stimulate the vibrant atmosphere of mixed-use activity that is typical of a thriving downtown. Developers in the WDBD may utilize the Urban Infill Redevelopment (UIR) program, outlined in [Policy FLU 2.2.7](#) to further maximize floor area ratios and multifamily residential densities. The maximum intensity of nonresidential development, other than industrial, measured as a floor area ratio is 2.0 for the areas east of French Avenue, and 0.35 for the areas west of French Avenue. These floor area ratios are intended to illustrate the amount of development on both specific parcels and in the district overall. However, through the implementation of the UIR program, individual developments may exceed these maximum floor area ratios and residential densities. The maximum density for

residential development shall be 50 units per acre. The maximum floor area ratio for industrial uses shall be 0.50. Distribution of specific densities and intensities for this district shall be in accordance with [Table FLU-2](#).

Policy FLU 1.11.2: Apply Performance Criteria. All new development shall comply with the following criteria, all of which shall be implemented through mandatory site plan review of new development:

- a. **Historic District Compatibility:** The design of future development and redevelopment within the vicinity of the historic district shall be compatible with the design of buildings of historic significance which are located within the historic area and its environs. Site plan review shall incorporate criteria to ensure that the design of new structures, including building materials, roof lines, fenestration and setbacks, are compatible with buildings of historic significance.
- b. **Parking Provisions:** New development within the WDBD shall be served by adequate parking resources. New development shall provide off-street parking sufficient to serve each proposed new development either on site or through the provision of a shared parking agreement or shall otherwise comply with the provisions of this Comprehensive Plan and implementing land development regulations.
- c. **Urban Design Amenities:** Proposed new development shall provide a higher level of urban design amenities including landscaping, compatible signage, and pedestrian linkages together with a broader mix of land uses attractive to potential users of the downtown area.
- d. **Site Plan Review Process:** The site plan review process shall include management procedures necessary to implement the WDBD development criteria, objectives and policies cited in the Comprehensive Plan. Where appropriate, the site plan review process shall ensure the preservation and enhancement of the "original" traditional neighborhood by implementing the recommendations of the historic surveys of the downtown area and the historic residential area along the Park Avenue Corridor.
- e. **Reinforce/Regenerate Historic Buildings:** Encourage development and redevelopment of projects that reinforce and regenerate the historic significance of buildings and corridors within the historic area and its environs.
- f. **Strategic Parking Resources:** Promote development of adequate parking resources in strategic areas of the WDBD and pedestrian walkways linking major retail activity centers, as well as social, civic, recreational, or cultural attractions within the downtown and waterfront area.
- g. **Mix of Land Uses:** Achieve a higher level of urban design amenities together with a broader mix of land uses attractive to potential users of the downtown and waterfront area.
- h. **Regulatory Concepts:** Provide a planning and management framework that incorporates regulatory concepts necessary to implement redevelopment planning objectives together with the recommendations of the historic surveys of the downtown area and the historic residential area along the Park Avenue Corridor.

Policy FLU 1.11.3: Establish Aesthetic Cohesiveness in the City's Lake Monroe Waterfront Corridor and Historic Downtown District through an Architectural Design Program. The City

shall continue to enforce LDRs that enhance the identity design, and vitality of the Lake Monroe waterfront commercial area and the historic commercial district. The Lake Monroe waterfront corridor and historic commercial district shall continue to be part of an architectural design program which shall be coordinated closely with the public and private special interest groups concerned with promoting the central traditional neighborhood.

OBJECTIVE FLU 1.12: Promote Westside Industry and Commerce (WIC). The "Westside Industry and Commerce" (WIC) area is a mixed use designation intended to promote the development of employment centers in the vicinity of the West SR 46 corridor and the commuter rail station. The corridor's proximity to I-4 as well as SR 417 and the SunRail commuter line provides access to Regional markets and a substantial labor force. The CSX Main Rail Line also provides a transportation amenity of Regional significance.

Policy FLU 1.12.1 Establish parameters for development within the WIC. The WIC designation shall be limited to that area of Sanford generally bound by the CSX railroad to the north and SR 417 to the south. The WIC designation permits both a vertical and horizontal land use mix of commercial, office, residential, and the maximum intensity for commercial, office, and industrial development as a floor area ratio is 0.50. The residential density shall be a minimum of 10 dwelling units per acre and a maximum of 20 dwelling units per acre, where compatible with adjacent uses. Distribution of specific densities and intensities for this district shall be in accordance with [Table FLU-2](#).

New development shall be required to address infrastructure needs, provision of services, development phasing, development intensity and land use compatibility as part of an integrated design scheme which includes very detailed strategies and techniques for resolving development impacts. PD proposals in the WIC area may be the subject of negotiated development agreements. No development order shall be granted prior to approval by the City of the development agreement. Development within the WIC area existing prior to the adoption of this Plan will be "grandfathered."

All new development in the Westside Industry and Commerce Area shall comply with the performance criteria outlined in [Policy FLU 1.1.7](#), as well as the following:

- Requirements and procedures for obtaining a WIC mixed use Future Land Use Map designation and appropriate zoning;
- Standards for controlled access and internal circulation, including cross access easements and joint use of driveways;
- Development standards for Gateway Corridor Development Districts, including requirements for buffer yards, landscaping, and screening, off-street parking, and signage; and
- Planning and management criteria regulating the land use mix, intensity, and qualitative standards for assuring land use compatibility and consistency with the Comprehensive Plan.

School Siting

OBJECTIVE FLU 1.13: Plan for Public Schools within Sanford. In order to provide proper planning for new public school facilities in Sanford, the City shall implement the following policies addressing public schools as an allowable land use, criteria for locating schools, and collocation of schools and community facilities.

Policy FLU 1.13.1: Allow Public Schools in Certain Future Land Use Map Designations. The City shall allow elementary, middle and other similar low-intensity schools to be located within the Public/Semi-Public, Suburban Estates, Low Density Residential - Single Family, Low Density Residential - Mobile Home, Medium Density Residential, High Density Residential, Neighborhood Office Commercial, and Residential/Office/Institutional Land Use categories shown on the Future Land Use Map (FLUM). High schools and similar high-intensity schools shall be allowed in Medium Density Residential, High Density Residential, Public/Semi-Public, Neighborhood Office Commercial, and Residential/Office/Institutional Land Use categories shown on the FLUM.

Policy FLU 1.13.2: Public School Siting Criteria. Public Schools shall be located in accordance with the current [Interlocal Agreement for Public School Facility Planning and School Concurrency](#), adopted by reference herein.

Policy FLU 1.13.3: Collocate Public Facilities. The City shall collocate, to greatest extent possible, public facilities such as parks, libraries, and community centers with schools. In collocating facilities, the City shall use the following guidelines:

- A. Elementary Schools. Playgrounds can be collocated with elementary schools. In areas with densities high enough to support them, a neighborhood park with facilities for the elderly, a neighborhood recreation center, and a library sub-branch can be included.
- B. Middle Schools. A community park and athletic fields are appropriate to locate with middle schools. A community center, if the school will not be used for this purpose, and a library sub-branch or branch can be included depending on the school's location and the population served.
- C. High School. Community parks with a community center, if the school will not be used for this purpose, and athletic field can be collocated with high schools. A main or branch library is also appropriate. If justified by the population to be served, a district park could be collocated with the school.

Utilities

OBJECTIVE FLU 1.14: Ensure Availability of Suitable Land for Utility Facilities to Support Development. The City shall continue to require that easements be dedicated to accommodate utilities necessary to service development, including water and wastewater services, drainageways, electricity transmission lines, lines for telephone service and cable television, and other utilities. Such dedication shall occur prior to the issuance of a development order or permit for the subject development.

Policy FLU 1.14.1: Continue to Ensure Easements for Utilities. The City's LDRs currently require and shall continue to require that applicants for subdivision approval, site plan approval, and building permit approval dedicate land necessary to accommodate utilities needed to service the respective developments. The LDRs shall ensure a continuance of mandatory dedication requirement to ensure availability of land for utility.

Urban Sprawl and Resource Availability

OBJECTIVE FLU 1.15 Prevent Proliferation of Urban Sprawl and Develop Efficient Systems for Coordinating the Timing and Staging of Public and Private Development. The City shall continue to enforce adopted LDRs which require that proposed land uses be adequately served by requisite public facilities, including water and wastewater services, adequate stormwater management, solid waste disposal and hazardous waste management. The subdivision and site plan review processes shall provide a unified system for coordinating the efficient location, timing, phasing, and scale of public and private development. For example, in order to abate urban sprawl and maximize use of existing infrastructure all new development shall be required to hook up to the existing central water and wastewater system.

The City shall maintain LDRs which include performance standards requiring that requisite public facilities be provided concurrent with the impacts of new development. The City's LDRs shall continue to include performance standards ensuring that the location, scale, timing and design of development shall be coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Urban sprawl shall be further abated through LDRs, including performance standards which shall:

- Direct future development only to those areas where provision of public facilities necessary to meet levels of service standards are available concurrent with the impacts of the development;
- Maximize use of existing central potable water and wastewater facilities by requiring that all new development hook up to the City's existing central systems;
- Avoid expensive development at very low densities surrounding the City's urban core area;
- Promote planned mixed use development within the strategically located Westside area, the I-4 interchange, the Waterfront/Downtown Business District, and Airport Industry and Commerce area;
- Conserve wetlands, natural drainage corridors, and other environmentally sensitive areas;
- Prevent extended strip commercial development within the areas designated planned mixed use development by mandating access and curb cut controls together with required dedication of cross easements to restrict and/or to facilitate well planned access, internal circulation, shared parking, and egress; and
- Provide density and intensity threshold which promote infill.

Policy FLU 1.15.1: Establish Design Standards for Public Facilities and Utilities. Public facilities and utilities shall be located and designed to: 1) maximize the efficiency of services provided; 2) minimize related costs; and 3) minimize adverse impacts on natural systems.

Policy FLU 1.15.2: Require Public Water and/or Wastewater Systems for New Development. Prior to receiving a building permit, all proposed development must include hookups to the respective public utility systems, if available, on their site plans and building plans. Availability shall be determined by the established policies of the respective public utility systems.

Policy FLU 1.15.3: Accommodate Requisite Infrastructure. During the subdivision review, site plan review, and permitting processes the City shall insure that respective future developments allocate sufficient land area for infrastructure required to support proposed development.

OBJECTIVE FLU 1.16: Coordinate Future Land Use with Soil and Topographic Conditions and Ensure Availability of Facilities and Services. The City shall ensure that all proposed land development is compatible with soil and topographic conditions. The City shall ensure that all new development is consistent with resource conservation policies.

Policy FLU 1.16.1: Implement Coordinated Land Use Planning. The City shall not issue a development order or permit unless the applicant for development has demonstrated that each proposed future land use is located on a site which has soil and topographic conditions which are suitable for accommodating the proposed land use. Furthermore, no proposed future land use shall be granted a development order or permit unless the applicant for the development has demonstrated that all requisite facilities and services shall be available concurrent with the impacts of development and shall meet or exceed LOS standards established in the Comprehensive Plan.

Annexation

Policy FLU 1.16.2: Coordinate Unincorporated Urban Area Land Use. The City shall maintain and periodically update, as warranted, joint planning procedures, including a commitment to develop consistent Future Land Use Map concepts for the unincorporated urban area plus transportation, water, sewer and drainage facilities and services. The City and Seminole County shall maintain LDRs which implement the mutually agreed upon program for coordinating development within the unincorporated area.

Policy FLU 1.16.3: Execute Voluntary Annexation. The City shall implement the interlocal agreement with Seminole County which shall provide a management strategy for implementing future land use policy within the City Urban Planning Area, including unincorporated enclaves and the unincorporated urbanizing fringe. The interlocal agreement shall provide a strategy and procedure that furthers reasonable, compact, contiguous and efficient City boundaries through voluntary annexation. The procedures shall ensure development consistent with City and County Comprehensive Plans, including implementation of the CMS established in the Comprehensive Plan. Furthermore, voluntary annexation in accordance with said interlocal agreement will implement the following Future Land Use Equivalency Chart ([Table FLU-3](#)) to automatically establish a City future land use and zoning designation that is compatible and equivalent to the land's current designations within the County. Deviations from the table below will require Comprehensive Plan map amendment and rezoning in accordance with City procedures.

**Table FLU-3:
Future Land Use Equivalency Chart (from Adopted Joint Planning Agreement with
Seminole County, Exhibit B)**

Future Land Use	City Land Use	City Zoning	County Land Use	County Zoning
Low Density Residential – Single Family	LDR-SF 6 DU/Acre	SR-1AA; SR-1A; SR-1; PD; AG	LDR 1-4 DU/Acre	A-1; RC-1; R-1; R1-A; R1-AA; R 1-AAA; R1-AAAA; PLI; PD
Medium Density Residential	MDR-10 10 DU/Acre	SR-1AA; SR-1A; SR-1; MR-1; PD; AG	MDR 4-10 DU/Acre	All LDR Zonings, RM-1; RM-2; R-2; R3A; R1-B; R1-BB; RP, PD
Medium Density Residential	MDR-15 15 DU/Acre	SR-1AA; SR-1A; SR-1; MR-1; MR-2; PD; AG	HDR High Density Residential Over 10 DU/Acre	All MDR Zonings, R-3; R-4; PD
High Density Residential – 20 DU/Acre	HDR	SR-1AA; SR-1A; SR-1; MR-1; MR-2; MR-3; PD; AG	HDR	All MDR Zonings, R-3; R-4; PD
Office	ROI Residential-Office-Institutional	RMOI; PD; AG	Office	OP; RP; A-1; PU; PD
Commercial	NC-Neighborhood GC-General	RMOI; RC-I; GC-2; PD; AG	Commercial	All Office Zonings; CN; CS; C-1; C-2; PD
Industrial	I-Industrial	RI-I; MI-2; PD; AG	Industrial	C-3; M-1A; M-1, A-1; OP; C-1; C-2; PU; PD
Mixed Use	Waterfront/ Downtown Business District	All	Mixed Development	PD; PLI
High Intensity I-4 Planned Development	HI – I-4 High Intensity WIC - Westside Industry & Commerce	PD; AG, I, RMOI, GC-2; MR-3	High Intensity Planned Development – Target Area HIP-TI	PD; PLI
High Intensity Airport Planned Development	AIC - Airport Industry & Commerce	PD; AG, I, R-I-1, GC-2	High Intensity Planned Development – Airport	PD; PLI
Public/Semi-Public	PSP, PRO	All Zones	Public/Quasi Public Recreation	PLI; A-1
Conservation	RP - Resource Protection	All Zones	Environmentally Sensitive Lands Overlay (ESLO)	All Zones
General Rural	SE – Suburban Estates (1 DU/Ac)	AG; PD	Suburban Estates (1 DU/Acre)	A-1; RC-1; PLI

GOAL FLU2:

CREATE AND MAINTAIN A LIVABLE, SUSTAINABLE COMMUNITY. THE CITY SHALL UTILIZE INNOVATIVE PLANNING PRINCIPLES CONSISTENT WITH THE FOUR PILLARS IN THE CITY'S STRATEGIC VISION TO PLAN AND MANAGE FUTURE GROWTH WITHIN THE CITY TO CREATE AND MAINTAIN A LIVABLE COMMUNITY, ENHANCE THE QUALITY OF LIFE OF ITS RESIDENTS, INCLUDING STRATEGIES THAT:

- **CREATE AN APPEALING STREET ENVIRONMENT TO PROMOTE WALKING;**
- **GROUP LAND USES IN ACCESSIBLE NEIGHBORHOODS AND REGIONAL CENTERS TO REDUCE VEHICLE MILES TRAVELED AND ENCOURAGE WALKING, BIKING, AND TRANSIT USE;**
- **ENCOURAGE BALANCED COMMUNITIES WITH A DIVERSITY OF USES AND EMPLOYMENT OPPORTUNITIES;**
- **PROMOTE EQUITABLE COMMUNITIES WITH RESIDENTS FROM A WIDE RANGE OF ECONOMIC LEVEL, HOUSEHOLD SIZES AND AGE GROUPS; AND**
- **PROMOTE COMMUNITY-BASED FOOD PRODUCTION NUTRITION THROUGH ACCESS TO FRESH PRODUCE, AND REDUCE NEGATIVE ENVIRONMENTAL EFFECTS OF LARGE-SCALE INDUSTRIALIZED AGRICULTURE.**

Preservation

OBJECTIVE FLU 2.1: Protect Archaeological and Historic Resources. The City shall notify any applicant for development within the historic district (both the commercial and residential segments) that the subject site is governed by preservation criteria enforced by the City's Historic Preservation Board. No development within this area shall be approved until a "Certificate of Appropriateness" has been issued by the [Historic Preservation Board](#) or Historic Preservation Officer pursuant to the adopted historic preservation ordinance. The City shall continue to maintain and enforce LDRs which ensure that future land development activities include appropriate measures to prevent damage to archaeological and historically significant resources.

Policy FLU 2.1.1: Administer Program for Archaeological and Historic Sites. The City's [Historical Preservation Board](#) shall continue to analyze, identify, and preserve the City's historical resources. The Sanford Historic Survey prepared by Florida Preservation Services (1989) and revised by Land Design Innovation (2004) shall serve as a guide in identifying, analyzing, and preserving the City's historical residential resources. Such efforts shall include determining the worth and vulnerability of respective historic resources, as well as implementation of preservation management policies as such resources is identified.

- a. The City's [Historic Preservation Board](#) shall assist the renovation and adaptive re-use of historically significant structures by coordinating grantsmanship functions and carrying out information and referral services which link the private sector with potential sources of technical assistance and funding for renovation and adaptive re-use of historically significant structures.
- b. The City shall coordinate with the State in developing appropriate programs for implementing City and State policies for identifying, preserving, and enhancing sites of historical and archaeological significance. Programs for identification, evaluation of relative significance, protection, preservation, and enhancement shall be promoted, utilizing available public resources at the local, State, and Federal level as well as available private sector resources.

Policy FLU 2.1.2: Prevent Adverse Impact of Development on Historic or Archaeological Sites. The City shall maintain procedures to refer development proposals for sites within the historic district to the City **Historic Preservation Board** in order to ensure preventing adverse impacts to historic structures and to their environs. In reviewing development proposals the **Historic Preservation Board** shall ensure against the following conditions:

1. Destruction or alteration of all or part of such site;
2. Isolation from or significant alteration to its surrounding environment;
3. Introduction of visible, audible, or atmospheric elements that are out of character with the property or significantly alter its setting;
4. Transfer or sale of a site of significance without adequate conditions or restrictions regarding preservation, maintenance, or use; and
5. Other forms of neglect resulting in its deterioration.

Policy FLU 2.1.3: Protect Historically Significant Properties. The City shall enforce LDRs that ensure future land development activities will incorporate appropriate measures to maintain the integrity of archaeologically and historically significant resources of State and local significance.

OBJECTIVE FLU 2.2: Implement Redevelopment and Renewal Program. The City shall continue to implement redevelopment programs within the following target areas:

- Goldsboro area, as designated by the Choice Neighborhoods Initiative; ;
- Georgetown area, situated between Sanford and Mellonville Avenues and North Celery Avenue;
- Downtown Historic Residential District;
- Waterfront/Downtown Business District;
- The US 17-92 Transportation Concurrency Exception Area (TCEA); and
- The Seminole Towne Center.

The City shall continue to carry out neighborhood rehabilitation programs directed towards improving housing conditions and neighborhood environments characterized in the **Housing Element** as having a high degree of substandard housing. The City shall also pursue revitalization of the expanded historic district including adaptation of the "traditional neighborhood" program within the expanded district and development of incentives for redevelopment which furthers the plan for historic districts revitalization and preservation of historic resources. Redevelopment activities are identified in the policies listed below. This objective shall be measured through the implementation of the following policies.

Neighborhood Revitalization

Policy FLU 2.2.1: Initiate and Implement Neighborhood Master Plans. The City shall initiate a coordinated master planning process intended to target improvements to infrastructure, housing and comprehensive community development activities within identified neighborhoods in the City, beginning with the Georgetown Neighborhood. During the planning process, the City shall engage in a combination of efforts including an existing conditions analysis and public input initiative to identify and prioritize necessary improvements and other community related actions. The final plan shall receive approval from the City Commission and implementation shall receive priority funding within City's Capital Improvements Plan. .

Policy FLU 2.2.2: Implement Programs for Residential Redevelopment, Rehabilitation, and Renewal. The City's Community Development Office shall continue to manage the City's share of Seminole County's CDBG programs and other similar funding sources in order to carry out the following programs:

1. Provide City-Wide Weatherization Program. Using this program as available, the City shall assist low and moderate income households unable to afford weatherization improvements for their homes. The City shall continue to use State Department of Community Affairs grant funds to support a weatherization program.
2. Administer City-Wide [Low Income Housing Energy Assistance Program \(LIHEAP\)](#). Using this program as available, the City shall assist low income households unable to pay their electric bills through the LIHEAP, which utilizes [Florida Department of Economic Opportunity \(FDEO\)](#) grant funding.
3. Provide Emergency Shelters. The City shall support the grantsmanship efforts of selected adult care living facilities and temporary shelters for the homeless such as the Good Samaritan Home. Matching grant funds from FDEO's Community Service Grant Program and the Emergency Shelter Grant Program as available shall continue to be allocated for this purpose. The City's LDRs shall ensure that such facilities are not concentrated in any neighborhood.

Policy FLU 2.2.3: Continue to Implement Front Porch Initiative. The City will continue to support the Goldsboro Front Porch Initiative, as well as work with other neighborhoods in the City of Sanford to implement similar initiatives in the areas of housing, beautification, crime prevention, education, infrastructure, elderly affairs and economic development and will continue to implement the revitalization efforts of these initiatives.

Policy FLU 2.2.4: Community Partnership. The City will continue to coordinate regularly with the Homeowner's and Civic Associations, as well as other neighborhood organizations to work with residents to help solve neighborhood problems. Several of the goals that can be realized through this effort include:

- Approach neighborhood problems from a multi-departmental approach, while customizing the approach to the particular neighborhood.
- Improve relationships and communication between neighborhoods and City Hall.
- Empower existing neighborhood groups, and develop them where they do not exist, in an effort to achieve sustainability of the improvement efforts.

Downtown Preservation and Redevelopment

Policy FLU 2.2.5: Redevelopment of Waterfront and Historic Downtown. The City shall continue to manage the redevelopment of Lake Monroe waterfront and the downtown historic districts consistent with the Comprehensive Plan. Redevelopment planning activities shall direct highest priority to areas with local historical significance, especially areas along the waterfront or within and adjacent to the Downtown area. The City shall continue to coordinate public and private resources necessary to initiate needed improvements and/or redevelopment within these areas. Furthermore, the City shall continue to analyze potential alternative scenarios for redeveloping the downtown waterfront corridor along Lake Monroe. The focus shall be on achieving a more active, attractive, and fully-utilized waterfront that includes residential, retail, and commercial activities. The Lake Monroe corridor redevelopment shall continue to emphasize design measures which promote a unique waterfront development pattern reinforced by significant pedestrian oriented urban design amenities and a mix of uses.

Policy FLU 2.2.6: Improve the Image and Function of the Central Core Area and Adjacent Traditional Neighborhood. Upon plan adoption, commercial development decisions shall promote the function of the central commercial core area as a center for government and institutional services as well as a focal point for retail trade, business and professional offices, and civic and cultural enrichment. The adjacent traditional neighborhood south of the commercial area represents an integral component of the area that shall be recognized in decisions affecting the commercial area. This traditional neighborhood shall be developed in a manner which preserves the historic significance of the area consistent with performance criteria. The site plan review process shall be used on a continuing basis to ensure that new development is consistent with and responsive to the criteria in the Comprehensive Plan objectives and policies applicable to the CBD and areas of historic significance.

Policy FLU 2.2.7: Promote Urban Infill Redevelopment. The City shall encourage the development and redevelopment of parcels in otherwise built-up areas where public facilities, such as sewer systems, roadways, schools, and recreation areas, are already in place through the use of Urban Infill Redevelopment (UIR) projects. Such projects shall be encouraged especially within the TCEAs where redevelopments are exempt from transportation concurrency requirements. UIR projects involve a land use or mix of land uses that do not conform to typical land use categories or development forms. In addition, these land uses are designed and located in a special or innovative way with special functions or characteristics that are beneficial to the City and the citizens of Sanford as a whole. UIR projects shall be permitted within any land use designation as conditional uses.

Collaboration

Policy FLU 2.2.8: Promote Public and Private Sector Partnerships. The City shall coordinate redevelopment issues with the private sector in promoting mobilization of public and private resources necessary to effectively carry out redevelopment efforts, especially along the Lake Monroe waterfront corridor and within the Waterfront Conceptual Development Plan area.

Policy FLU 2.2.9: Support Seminole Way Vision. The purpose of the Seminole Way economic development vision is to provide economic stability and growth for the next 20 years through the attraction of high value investments and high wage jobs in the following target industry sectors:

- Financial and information services.
- Digital media including modeling and simulation, film and broadcasting, themed entertainment and animation/game development.
- Life sciences including biotech and medical instrumentation.
- Technical and research services including civil and environmental engineering and so-called “green” architectural and engineering services.

The City will continue to support and participate in the Seminole Way vision for lands designated for commercial, mixed-use and industrial uses.

Policy FLU 2.2.10: Utilize Brownfield Programs for Redevelopment. The City will continue to implement Brownfield programs to provide incentives for redevelopment within the City.

Policy FLU 2.2.11: Economic Development Incentives. The City shall evaluate policies designed to stimulate economic development including, but not limited to, ad valorem tax exemptions.

Transportation Concurrency Exception Areas

OBJECTIVE FLU 2.3: Maintain US Highway 17-92 and Downtown TCEAs. The US 17-92 and Downtown Community Redevelopment Area is hereby established as a TCEA to facilitate urban infill and redevelopment, reduce the adverse impact of transportation concurrency on redevelopment, provide strategies for mobility, urban design, mixed uses, and network connectivity, and create a vibrant community for existing and future residents by achieving a balanced mix of sustainable and functional land uses.

Policy FLU 2.3.1: Create land use strategies for the US 17-92 Corridor TCEA. As part of the City’s [TCEA Mobility Plan](#) or other visioning efforts, the City shall consider land use strategies, including regulatory requirements and potential development incentives for properties within the US 17-92 TCEA to promote high quality mixed use developments at appropriate densities and intensities that can adequately support public transportation and promote the use of bicycling and walking bicycle and pedestrian modes. Development and redevelopment within the TCEA shall occur at densities and intensities that support multi-modal transportation services.

Policy FLU 2.3.2: Promote Redevelopment within US 17-92 Corridor. The City shall continue to work with Seminole County to promote development and redevelopment within the US 17-92 corridor.

Policy FLU 2.3.3: Promote Economic Development Support for Redevelopment. The City shall continue to promote economic development through private sector investment through the following actions:

- a. Improve the investment image of the US 17-92 corridor and use strategic public investments to stimulate private investments;
- b. Strive to make the US 17-92 corridor competitive with major activity centers and corridors within the City and County;
- c. Expand the economic base of the US 17-92 corridor by retaining existing jobs while creating new and diverse employment opportunities;
- d. Promote the US 17-92 corridor’s unique economic and market assets as a corridor of activities that include a full range of commercial, office, institutional, community,

- residential and neighborhood services;
- e. Maximize marketing opportunities to promote the corridor; and
- f. Encourage partnerships among property owners and private and public sector groups to implement redevelopment projects to achieve the redevelopment goals.

Economic Development

OBJECTIVE FLU 2.4: Implement a Comprehensive Economic Development Strategy. The City has identified economic development as one of its highest priorities in accomplishing the Strategic Vision for the City of Sanford. As such, the City shall integrate economic development strategies into its policies in procedures, as identified in the following policies.

Policy FLU 2.4.1: Economic Development Plan. By the year 2020, the City shall establish a comprehensive Economic Development Plan that identifies strategies for targeted areas of the City, such as those identified in Objective [FLU 2.2](#). The plan shall include strategies to encourage commerce that furthers Sanford’s vision as Regional hub for the arts and craft industry, development and redevelopment incentives and partnership opportunities that enhance revitalization efforts.

Policy FLU 2.4.2: Planning Efforts. The City shall include economic development strategies into its neighborhood master plans, corridor plans and other master planning efforts to ensure these strategies are integrated into all aspects of the City’s planning efforts.

Public Safety

OBJECTIVE FLU 2.5: Public Safety. The City shall implement land use planning methods that enhance public safety within the City.

Policy FLU 2.5.1: Safe Mobility. The City shall ensure adequate provision of safe modes of transportation, particularly the provision of adequate bicycle and pedestrian facilities in proximity to residential development and land uses that have the potential to generate a high degree of traffic.

Policy FLU 2.5.2: Safety through Design. The City shall integrate the principles of Crime Prevention through Environmental Design (CPTED) into its LDRs to enhance public safety through building and site design, particularly within residential areas.

Policy FLU 2.5.3: Disaster Preparedness through Adequate Provision of Infrastructure. The City shall ensure provision of adequate infrastructure, particularly water, wastewater and stormwater for all new development and redevelopment in the City as part of its disaster preparedness efforts, particularly in areas located within designated flood hazard zones.

Energy Efficiency & Sustainability

OBJECTIVE FLU 2.6: Consider Application of Innovative Land and Water Resource Management and Energy Conservation Concepts. The City shall maintain LDRs which incorporate concepts for managing land, water and energy resources which are responsive to unique development and conservation issues identified in the City's Comprehensive Plan. The City will promote the use of [US Green Building Council](#) approved building techniques and low impact development techniques.

Policy FLU 2.6.1: Incorporate Contemporary Regulatory Techniques in the Land Development Regulations. The City's amended LDRs shall incorporate land and water resource management techniques which implement performance criteria in the Conservation element.

Policy FLU 2.6.2: Conserve Energy Use. Site planning standards shall be adopted which require and/or provide incentives to developers to incorporate energy conservation measures in site layout and design. Recognize the attributes provided by natural features of the environment, including landscape, sun and wind, and promote site development and resource management that complements or substitutes for energy-intensive technologies.

Policy FLU 2.6.3: Coordinate Energy Management. The City shall participate in Regional, State, or local initiatives directed at coordinating energy management within the public and private sectors. These tasks may include joint formulation of energy related decisions with concerned Federal, State, Regional, and county agencies as well as with concerned private entities. Such activities shall be directed toward maximizing awareness of energy related problems, issues, alternative techniques for resolving energy related problems and issues, and to identify future areas where joint efforts may enhance mutual goals and objectives.

Policy FLU 2.6.4: Promote Energy Efficiency in Plans. The City shall promote a systematic approach to the development of pedestrian and bicycle path networks by the public and private sectors in order to improve energy efficient transportation links between major activity areas such as residential neighborhoods, employment centers, shopping areas, parks, and schools.

Policy FLU 2.6.5: Enforce Energy Conservation in Building and Construction. The City shall enforce energy efficient building codes and promote efficient energy conservation in building heating and cooling systems. The City shall promote attendance at Regional training workshops in energy efficiency in construction and continue to foster cooperative relationships between building trades, architects, engineers and building officials.

Policy FLU 2.6.6: Promote Low Impact Development Techniques. The City shall promote the use of [US Green Building Council](#) approved building techniques and low impact development principles through the provision of incentives. The building techniques shall include, but not be limited to, water efficiency and reuse, energy efficiency, materials reuse, reduced heat island effect, native and drought tolerant vegetation, and site layout/open space preservation.

Administration

OBJECTIVE FLU 2.7: Maintain Land Use Programs. The City shall implement land use goals and objectives by carrying out a continuing program of land use activities below cited. This objective shall be measured through the implementation of the following policies.

Policy FLU 2.7.1: Maintain Land Use Information System. Maintain and periodically update the land use information system, integration of the Tax Appraiser property files, Planning Office field data, Building and Zoning Department permit files, engineering base maps, and all other relevant land use data files.

Policy FLU 2.7.2: Monitor Land Use Trends. The City shall monitor and evaluate population and land use trends.

Policy FLU 2.7.3: Ensure Fiscal Management. The City shall implement fiscal management policies of the capital improvement program and budget.

Policy FLU 2.7.4: Administer Land Use Controls. The City shall administer adopted land use controls, including the zoning ordinance, subdivision regulations, building regulations, housing code, water and sewer codes, traffic regulations, and regulations governing streets and sidewalks.

Policy FLU 2.7.5: Provide Public Assistance. The City shall provide continuing land use information and assistance to the public.

Policy FLU 2.7.6: Undertake Special Land Use Studies. In order to maintain land use policies responsive to changing conditions, problems, and issues, the City shall undertake special studies as needed.

Policy FLU 2.7.7: Support the 2050 How Shall We Grow Regional Vision. The City will support the 4-C's of the Regional vision. The 4-C's of the Regional vision consist of:

- **Conservation** - Identifying and protecting our most critical natural resources of Regional significance, and doing this first.
- **Centers** - Promoting more future growth and development in compact urban centers with great amenities (great places to live, work, shop and recreate in a more pedestrian-friendly setting).
- **Corridors** - Connecting centers with mixed-use corridors served by multi-modal (motor vehicles, light rail, commuter rail, bus, bus rapid transit, bike lanes and pedestrian trails) transportation systems.
- **Countryside** - Taking the pressure off countryside by increasing the density and intensity of great urban centers, and thus deferring the need for more sprawl into the countryside.

Policy FLU 2.7.8: Assess Intermodal Transportation Facilities. At such time as an intermodal transportation facility receives funding commitments from State, Regional and/or Federal sources, the City shall undertake the following activities:

- a. A study shall evaluate appropriate land use designations and zoning categories within the vicinity of the intermodal facility. Based on this study, the City shall assess any need to assign zoning and LDRs that further pedestrian and transit transportation alternatives.

- b. Evaluate the area surrounding the intermodal facility for annexation/incorporation into the TCEA.

OBJECTIVE FLU 2.8: Continue Evaluation of Future Land Use Element Effectiveness. The City shall use the following policies as criteria in evaluating the effectiveness of the Future Land Use Element.

Policy FLU 2.8.1: Review the Impact of Change Indicators on Land Use Policy. Trends in the magnitude, distribution, and characteristics of population and land use shall serve as indicators of possible changes in land use needs. The policy implications of major trends in land use characteristics shall be evaluated on a continuing basis. Land use policy shall be refined as needed in order to remain responsive to evolving problems and issues.

Policy FLU 2.8.2: Schedule, Budget and Implement Programmed Activities. The timely scheduling, programming, budgeting and implementation of programmed land use activities identified in this Element shall be evidence of the City's effectiveness in carrying out a systematic program for implementing adopted land use GOPs.

Policy FLU 2.8.3: Coordinate with Public and Private Sectors. While continually implementing and evaluating the Land Use Element, the City shall maintain a process of intergovernmental coordination as well as coordination with private sector groups interested in land use policy and programs. The effectiveness of this approach shall be evaluated by the success of coordination mechanisms in resolving land use problems and issues.

Policy FLU 2.8.4: Achieve Effective Resolution of Land Use Goals, Objectives, and Policies. The effectiveness of the Land Use Element shall be measured by the City's success in achieving land use GOPs. The Land Use Element incorporates a systematic planning process for identifying land use problems and issues and implementing corrective actions.

Policy FLU 2.8.5: Coordinate Flood Hazard Mitigation with Development and Redevelopment. The City will continue to participate in the updating and expansion of the Seminole County Floodplain Management Plan and will further seek to encourage businesses, industries and community groups operating within City to also participate in the updating and expansion of the [Seminole County Floodplain Management Plan](#).

Policy FLU 2.8.6: Engage in City-wide Land Use Analysis. Within the planning horizon, the City shall undertake a comprehensive analysis of existing future land use designations and corresponding policies throughout the City to ensure the [Future Land Use Map \(FLUM\)](#) and policies are consistently and effectively meeting the goals established by the City. This analysis shall include:

- Continuing the Mixed Use District analysis conducted as part of the 2017/18 Evaluation and Appraisal Report (EAR) and Comprehensive Plan amendments to consider whether the minimum and maximum densities and distribution of uses are accomplishing the intended objectives of each district, as well as to determine whether requiring more than a single use within certain districts is necessary to fully realize those objectives.
- Consideration of policy and/or FLUM changes that will facilitate the renovation/redevelopment of substandard properties, particularly in areas with historic development where lots are no longer compliance with current land use policies, such as

the Goldsboro Neighborhood.

- Conducting a study of the zoning and land use around the Orlando Sanford International Airport to ensure consistency with the Airport Master Plan and compatibility with the impacts imposed by the airport facilities.
- Analyzing land uses along the 25th Street/CR 46A/SR 46 Corridor to establish a consistent vision for this corridor.
- Reviewing existing land use designations throughout the City, in relation to established zoning and uses, to determine where land use is incompatible.

Natural Resources

OBJECTIVE FLU 2.9: Protect Natural Resources. The City shall continue to protect natural resources by enforcing existing LDRs which govern preservation of wetlands and management of development to ensure compatibility with soil types impacted by development. In addition, surface water management criteria within the adopted LDRs shall be enforced to protect water quality, preserve the physical and biological functions of the floodplain, and abate erosion. This objective shall be measured through the implementation of the following policies.

Policy FLU 2.9.1: Manage Environmentally Sensitive Lands. Management of resource protection areas shall be carried out through performance standards stipulated in the [Conservation Element](#).

Policy FLU 2.9.2: Protect Flora and Fauna Having Special Status. The habitat of rare and endangered species of flora and fauna and others having special status as identified in the [Conservation Element](#) shall be protected.

Policy FLU 2.9.3: Manage Stormwater Run-off. The developer/owner of any site shall be responsible for managing on-site run-off in accordance with applicable policies within the [Conservation](#) and [Infrastructure](#) Elements and the City's LDRs.

Policy FLU 2.9.4: Conservation of Potable Water Supply. The potable water supply shall be conserved by enforcing potable water conservation strategies.

Food Systems Planning

OBJECTIVE FLU 2.10: *Promote Community-based Food Production and Nutrition.* The City shall ensure food system sustainability through access to fresh produce, and reduce negative environmental effects of large-scale industrialized agriculture.

Policy FLU 2.10.1: Preserve rural agricultural land. The City of Sanford shall ensure the preservation of rural agricultural land east of the Rural Boundary, as depicted in Map 6, Section VI.

Policy FLU 2.10.1: Support new opportunities for urban agriculture. The City shall amend its LDRs to allow for commercial and non-commercial urban agriculture west of the rural boundary and outside of the Suburban Estates Future Land Use, as accessory to other uses.

Policy FLU 2.10.1: Support local or regional food processing. The City shall review its LDRs to ensure that opportunities exist to allow for food processing services. The City's Economic Development Strategy shall also consider opportunities to support such uses.

Policy FLU 2.10.1: Improve access to farmers markets and community gardens. As part of the City's Neighborhood Improvement Programs, the City shall consider food systems planning, including ensuring access to the City's farmer's market from all neighborhoods in the City, and supporting the establishment and maintenance of community gardens jointly located with the City's recreation and community facilities.

Policy FLU 2.10.1: Facilitate the reduction, reuse, or recycling of food-related waste. The City shall partner with [Seminole County](#) and the [University of Florida Extension Service](#) to determine strategies for reducing food-related waste, including the potential for a City-wide composting program.

Airport Master Planning

GOAL FLU3:

MANAGE AIRPORT LANDS. THE CITY SHALL MANAGE LANDS OWNED BY THE ORLANDO - SANFORD AIRPORT AND SURROUNDING USES TO MINIMIZE AIRPORT IMPACTS TO ADJACENT LAND USES AND CONSERVATION RESOURCES IN A MANNER THAT ALSO PROTECTS THE INTEGRITY OF AIRPORT OPERATIONS AND SAFETY THROUGH THE FOLLOWING POLICIES:

OBJECTIVE FLU 3.1: Implement Airport Master Plan. The City hereby adopts the [Airport Layout Plan \(ALP\)](#) of the Airport Master Plan as the document to guide development of the Airport.

The City hereby adopts by reference the goals and objectives of the most recently adopted Airport Master Plan as the general guidelines for development of the Airport to ensure that Airport facilities will be adequate to meet both long- and short-term demand for aviation services. The goals and objectives reflect policy goals to be reached through the master planning process. These goals include the ultimate development of self-supporting facilities to serve the existing and future aviation needs of the region; the achievement of compatible land uses in the vicinity of the Airport; and provisions for the type of development that will yield the most public benefit of the investment represented by the airfield.

If a conflict occurs between what is allowed on the future land use map and what is shown on the ALP, the Comprehensive Plan shall be amended prior to the approval of any use that is inconsistent with the future land use map.

Policy FLU 3.1.1: Coordinate Airport Expansion and Coordination with the Conservation Element. The implementation of the Airport Master Plan shall be coordinated with the [Conservation Element](#) of the Comprehensive Plan. Expansion and operation plans shall minimize impacts to environmental resources consistent with policies set forth within the Comprehensive Plan. Resource Protection and Conservation lands shall be protected through the use of open space requirements, clustering, conservation easements and wetlands buffer and transition areas, or mitigation as approved by the [St. Johns River Water Management District](#).

Policy FLU 3.1.2: Maintain Public Facilities LOS. The development of the Airport Master Plan shall be phased concurrent with major public roadway improvements and the installation of drainage, sewer and water utilities. As necessary to ensure that development of the Airport is consistent with public facility standards, the [City or Sanford Airport Authority](#), as appropriate, shall enter into any necessary interlocal agreements (ILAs) for the purposes of the provision of public facilities and services in order to maintain the adopted (LOS) standards for facilities subject to concurrency.

Policy FLU 3.1.3: Ensure Compatibility with Airport Operations for Adjacent Development. The City's [Future Land Use Map](#) and the [Official Zoning Map](#) shall continue to delineate all Runway Protection Zones (RPZ) established for the airport. These clear zones shall be, at a minimum, consistent with requirements set forth by the FAA. Development and land uses activities within a RPZ shall be consistent with regulations established by the FAA. The LDRs shall continue to control land use activities, height, and construction to ensure that development and activities within the RPZ and other areas of the City are consistent with standards set forth by the FAA and Florida Statutes.

Policy FLU 3.1.4: Coordinate with the FAA. For structure heights that require approval from the

FAA, the City shall issue no development or construction permit until authorization has been received from the FAA.

Policy FLU 3.1.5: Coordinate through Development Review. The City Department of Engineering and Planning shall coordinate with Airport staff regarding development applications, zoning changes, and land use amendment petitions proposed for property adjacent to or near the airport.

Policy FLU 3.1.6: Protect from Noise Exposure. Future expansion of the Orlando-Sanford International Airport (OSIA) property and runways shall be focused to the east and south to minimize airport noise and development impacts to urban residential areas to the north and west. The Airport Authority shall continue to monitor noise impacts generated by airport operations and enforce compliance.

Lands annexed near or adjacent to the airport shall be assigned land use designations compatible with the [Airport Master Plan](#) and in a manner consistent with the [joint planning agreement \(JPA\)](#) established with Seminole County.

The City shall ensure that land uses surrounding the airport are compatible with noise levels generated by the airport use through the following measures:

1. All land east or south of the OSIA's new runway system shall be developed based on the part 150 Noise Exposure Maps and Compatibility Plan prepared in 2001 for the Orlando Sanford International Airport by Environmental Science Associates (ESA), as approved by the FAA and any revisions to the noise exposure maps that may occur as the result of airport development. If new residential land uses or residential zoning districts are permitted, an aviation easement and development order approval shall be required.
2. New residential land use designations, zoning classifications and residential development for fee simple home ownership (single-family detached, duplexes, townhomes or condominiums) shall be prohibited where noise contours are greater than 60 DNL (day-night noise level). Transient, rental and multi-family residential developments shall comply with the guidelines issued by the FAA and Department of Transportation relating to airport compatible uses and will be allowed between the 60 and the 65 DNL noise contour only with an aviation easement and associated development order and shall be designed to meet the soundproofing regulations pursuant to the [FAA FAR Part 150 Noise Compatible Land Use Guidelines](#).
3. The following uses are compatible with the Airport:
 - Industrial Parks;
 - Business Parks;
 - Commercial Developments;
 - Attendant retail;
 - Service and Hotel Uses;
 - Medium and high-density rental residential developments between the 60 and 65 DNL;
 - Agricultural uses; and
 - Public Uses.
4. Multifamily developments shall be designed with noise reducing features such as acoustical insulation or other soundproofing.

5. An avigation easement shall be required and included in the recorded deed of any new lot prior to the construction of a single family dwelling unit or a multifamily dwelling unit for properties located in the area depicted in the [Future Land Use Map](#) series.

Policy FLU 3.1.7: Monitor and Evaluate ALP and Goals of Airport Master Plan. The ALP and the goals of the [Airport Master Plan](#) shall be reviewed on an annual basis in order to ensure that the development is proceeding according to the Plan and that goals are being achieved. Review shall also establish that public facilities are in place to accommodate expected development. The annual review shall be the responsibility of the Administrative Official. The Sanford Aviation Authority and the local planning agency shall consider findings and recommendations of the Administrative Official.

Monitoring and evaluation procedures shall incorporate the following:

- Determine whether development is proceeding according to the ALP and goals of the [Airport Master Plan](#);
- Determine whether public facilities can accommodate proposed airport development for next period;
- Review of annual progress towards fulfillment of ALP and goals of [Airport Master Plan](#);
- Describe the nature and extent of unanticipated and unforeseen problems and opportunities occurring during the past year; and
- Provide recommendations concerning new or modified goals and objectives and substantial modifications to the FAA approved [Airport Master Plan](#) and resultant Comprehensive Plan amendments that are necessary during the coming year.

Policy FLU 3.1.8: Manage New Development Surrounding the Airport. As part of City-wide land use analysis efforts, the City shall evaluate those properties in proximity to the airport, particularly those along the East Lake Mary Boulevard, Sanford Avenue and East SR 46 Corridors in order to:

- ensure the compatibility of future development with airport uses;
- prevent strip development and urban sprawl;
- ensure a mix of uses conducive tourist development, industrial development, airport development and the industries targeted in the [Seminole Way Vision](#).

Chapter 2. HOUSING

INTRODUCTION

Statutory Basis

Local governments are required by State law to provide a housing element within their Comprehensive Plan. [Florida Statutes, Section 163.3177\(6\)\(f\)](#) provides that a housing element shall address policies, standards, and strategies for the provision of current and anticipated housing needs for residents present and future. The element is also expected to address the need for elimination of substandard dwellings and the improvements of existing housing from both a structural and aesthetic improvement.

Sustainable Vision

Housing and neighborhood policies are central to the Pillars of “Community” and “Culture” in the City’s strategic plan. Policies have been included in this Section that implement recommendations derived from the Four Pillars analysis conducted at the end of the Community Background section in Volume II, as well as the public input initiative that played an important role in the 2017-18 Comprehensive Plan update. These policies focus on the implementation of neighborhood master planning and public safety initiatives.

Supporting Documents

The Housing Element in Sanford’s Comprehensive Plan is driven by data and analysis of existing conditions as well as growth expected from population projections through a twenty-year period in five-year increments. Using these data, the Housing Element also works in concert with the [Future Land Use Element](#) to plan for diversity in housing needs to ensure adequate opportunities for densities and land use designations are available to serve the needs of the entire community. This means that provision for single-family housing, multi-family, or a mixture of housing options are met within the City and provided for on the [Future Land Use Map](#), located in Section VI of this document.

Other supporting documents not included in these Volumes, but playing a significant role in this Chapter are:

- *The Goldsboro Choice Neighborhoods Initiative, 2018*
- *The City of Sanford 2015-2020 Consolidated Plan*

GOALS, OBJECTIVES & POLICIES

GOAL H 1:

ACCOMMODATE AFFORDABLE, QUALITY HOUSING FOR THE CITY'S RESIDENTS. THE CITY OF SANFORD SHALL PROVIDE OPPORTUNITIES FOR LAND AREA TO ACCOMMODATE A SUPPLY OF HOUSING RESPONSIVE TO THE DIVERSE HOUSING NEEDS OF VERY-LOW, LOW, AND MODERATE-INCOME HOUSEHOLDS, GROUP HOMES, FOSTER CARE FACILITIES, AND HOUSEHOLDS WITH SPECIAL NEEDS AND ASSIST THE PRIVATE SECTOR IN PROVIDING AFFORDABLE QUALITY HOUSING IN NEIGHBORHOODS SERVED BY ADEQUATE PUBLIC FACILITIES.

Affordable Housing

OBJECTIVE H 1.1: *Promote Affordable Quality Housing and Adequate Sites for Low and Moderate Income Housing.* The City of Sanford shall ensure that sufficient opportunities for affordable housing are available within the City. Furthermore, the City shall ensure that adequate sites for all housing types are achieved through the implementation of the following policies.

Policy H 1.1.1: Provide Adequate Opportunities for Housing of Low and Moderate Income Families. The City's [Future Land Use Map](#) and [Official Zoning Map](#) shall designate a variety of future land use classifications, densities, and zoning districts which can be developed with housing types for all income ranges.

Policy H 1.1.2: Implement State and Federal Housing Programs. The City of Sanford Housing Authority shall participate in Federally subsidized rental housing programs. The City of Sanford Community Development Office shall continue to seek State and Federal assistance through the Community Development Block Grant (CDBG) Program. The City shall continue to use the Section 236 Federal housing preservation program which provides incentives, such as a reduction in interest payments, to developers constructing rental and cooperative housing for lower income families.

Policy H 1.1.3: Provide Technical Assistance, Information and Referral Services. The City shall provide technical assistance, information and referral services to the private sector in order to maintain a housing production capacity sufficient to meet the projected housing market demand and continue to advance fair housing and eliminate discrimination in housing.

Policy H 1.1.4: Develop Public/Private Partnerships. The City shall develop local government partnerships with the private sector in order to improve the efficiency and expand the capacity of the housing delivery system. In addition, the City shall coordinate the timely extension of water and wastewater services as well as utilities and road improvements to developing or redeveloping residential areas in need of infrastructure supportive to new housing.

Policy H 1.1.5: Provide Opportunities for Affordable Housing for Very-Low, Low, and Moderate- Income Households. The City of Sanford is committed to fair, open, and affordable housing and shall provide opportunities for very-low, low, and moderate-income housing units which are consistent with the Land Development Regulations and criteria established in the [Future Land Use Element](#) for multifamily development.

Policy H 1.1.6: Eliminate Barriers within the Land Development Regulations. Ensure that the proposed regulatory techniques and review procedures do not create barriers to affordable housing.

The City shall also promote nondiscrimination in access to housing within the City by promoting fair housing laws and practices.

Quality Housing

OBJECTIVE H 1.2: Use Conservation, Rehabilitation, and Demolition Program Techniques to achieve a Housing Stock Free of Substandard Units. The City shall continue to reduce the percentage of the City housing stock experiencing substandard conditions.

The City shall encourage the use of CDBG funds to rehabilitate substandard units which may be improved through the CDBG program and shall continue to demolish and clean dilapidated structures which are beyond repair and detrimental to the neighborhood environment. CDBG funds shall also be used to assist in defraying costs of people who must relocate.

Policy H 1.2.1: Eliminate Substandard Housing Conditions and Improve Neighborhood Quality in Redevelopment Areas. The City's CDBG program shall continue to maximize Community Block Grant Program funds of the county, State and Federal government as well as other available resources required to eliminate substandard housing and improve neighborhood quality within areas in need of redevelopment.

To assist low and moderate-income households unable to afford weatherization improvements for their homes, the City shall continue to apply State Department of Economic Opportunity (FDEO) grant funds to support a weatherization program.

In addition, the City shall refine [Land Development Regulations \(LDRs\)](#) in order to create incentives which encourage and facilitate redevelopment in areas with a relatively high concentration of substandard housing such as Goldsboro, Georgetown and other neighborhoods, and continue to enforce the City's adopted building codes in order to protect and preserve the structural integrity of the City's housing stock. The City shall contact owners of substandard housing units in order to communicate necessary corrective actions and assist by informing owners of available Federal, State and local housing assistance programs. Similarly, the City shall use funds from the CDBG program to reduce substandard housing and increase the supply of affordable housing consistent with [Objective 3-1.1](#).

Policy H 1.2.2: Provide Infrastructure to Support Low and Moderate-Income Housing. The City shall continue to use the CDBG Program and initiate a program of incentives to attract necessary financial resources required to provide infrastructure improvement needs by neighborhood cited in the analysis of redevelopment needs.

Group Housing

OBJECTIVE H 1.3: *Provide Opportunities for Community Residential Homes, Housing for the Elderly, and Emergency Temporary Housing Needs.* The City of Sanford shall promote housing opportunities licensed by the State Department of Health and Rehabilitative Services to meet the unique housing needs of the elderly, dependent children and physically and mentally handicapped, developmentally disabled, and the temporarily homeless.

Policy H 1.3.1: *Apply Criteria to Community Residential Homes.* The City shall adhere to the statutory provisions of Florida Statutes regarding siting of community residential homes, as defined in currently in [F.S. Chapter 419](#), as may hereinafter be amended.

Historic Preservation

OBJECTIVE H 1.4: *Preserve Historically Significant Housing.* The City shall promote the preservation and protection of housing resources identified as historically significant, especially those located in the designated Downtown Historic District as well as structures identified in the historically significant area south of the CBD.

Policy H 1.4.1: *Promote Identification of the City's Historically Significant Housing Resources.* The City of Sanford shall encourage the continued identification, protection, analysis, and explanation of the City's historical district resources. Such efforts shall include determination of their worth and vulnerability, as well as implementation of preservation management.

Policy H 1.4.2: *Rehabilitate and Adaptively Re-Use Historically Significant Housing.* The City's [Historic Preservation Board](#) shall assist the rehabilitation and adaptive re-use of historically significant housing by coordinating grantsmanship functions and carrying out information and referral services which link the private sector with potential sources of technical assistance and funding for rehabilitation and adaptive re-use of historically significant housing resources.

Policy H 1.4.3: *Assist with Grants for Preserving Historically Significant Housing.* The City shall assist property owners of historically significant housing in applying for and utilizing available State and Federal assistance programs.

Alternative Housing

OBJECTIVE H 1.5: *Provide Equitable Displacement Treatment.* The City shall provide uniform and equitable treatment of persons and businesses displaced by State and local government programs.

Policy H 1.5.1: *Provide Alternative Housing Sites for Displaced Structures and Residents.* The City shall assist any person that is required to move from any real property as a result of the acquisition of such real property for public purposes by making other sites and housing facilities available to them as replacement dwellings. When planning the location of land acquisition for public purposes the City shall assess the degree of displacement which may be incurred and factor the costs of relocating such displaced persons into the total costs of alternative site acquisitions. In

certain cases where Federal-aid is being used for public projects or programs the City shall be guided in its relocation assistance by the [Surface Transportation and Uniform Relocation Assistance Act of 1987](#) as may hereinafter be amended. The law provides for mandatory relocation assistance to persons displaced by certain Federal-aid public projects and authorizes, as a last resort, the use of eminent domain power to acquire real property for replacement housing.

Neighborhood Preservation

OBJECTIVE H 1.6: *Conserve Neighborhood Quality and Existing Housing Stock.* The useful life of the existing housing stock including affordable housing shall be conserved through effective implementation of laws, ordinances, and programs directed toward preserving neighborhood quality, including conservation of natural resources, maintenance of community facilities, and code enforcement activities.

Policy H 1.6.1: *Maintain Housing Stock and Neighborhood Conservation.* The City shall direct public funds through its Community Development Office to assist in maintaining sound housing by reducing the supply of deteriorated and dilapidated units and by providing neighborhood facilities improvements where such facilities as sewers, potable water distribution systems, drainage facilities, roads, or recreation areas are substandard. Funds shall also be directed to improving access to commercial and employment opportunities in order to stabilize neighborhood commercial activities. The Community Development Office shall use the CDBG programs, including but not limited to, weatherization, rental housing rehabilitation, neighborhood facility improvements, economic development, and commercial revitalization.

The City shall also maintain an active code enforcement program as a means to identify housing accommodations and non-residential structures which fail to comply with minimum specification governing building construction, electrical facilities, water and sewer systems, construction, septic tanks and waste disposal fields, fire protection, flood prevention, and housing. Where structures are found to violate minimum standard specifications, the City shall duly notice the violation and stipulate conditions for bringing the structure into compliance.

Policy H 1.6.2: *Plan Supportive Facilities and Services Necessary for Quality Residential Neighborhoods.* The City of Sanford through the CDBG Program shall work with Seminole County, the State of Florida, and the private sector in planning systems for delivery of public facilities and services supportive to a quality residential environment. The City shall use the CDBG program and other available programs directed to improve conditions within Goldsboro, Georgetown and other neighborhoods. The City shall use the capital improvement program and budgeting process to schedule improvement needs. The City shall coordinate with the FDEO in order to maintain a Comprehensive Housing Affordability Strategy (CHAS) in concert with Seminole County in order to expand available technical and financial assistance for neighborhood improvement needs, especially within the primary target areas of Goldsboro and Georgetown.

Policy H 1.6.3: *Minimize Potential Blighting Influences.* Potential blighting influences within residential areas shall be minimized by promoting use of best management principles and practices of land use planning, urban design and landscaping in development and site plan review. The CDBG program shall be used to reduce dilapidated housing and increase the supply of standard housing equipped with neighborhood facilities operating at adequate levels of service.

Policy H 1.6.4: *Coordinate Public/Private Partnerships.* In addressing housing issues requiring unique partnerships involving the public and private sector, the City of Sanford shall promote effective

communication and innovative approaches to housing and neighborhood improvements which foster mutual benefits for the public and private sectors.

The City's Community Development and Planning and Development Services Departments shall also establish highest priority for infrastructure improvements within redevelopment target areas using both private sector funding sources as well as available public assistance programs through the CDBG Program.

Policy H 1.6.5: Undertake Special Housing Studies. In order to maintain housing policies responsive to changing conditions, problems, and issues, the City shall undertake special housing studies as needed in order to develop specific local strategies for resolving unanticipated housing problems and issues.

Neighborhood Revitalization

OBJECTIVE H 1.7: Implement Redevelopment and Renewal Program. The City shall continue to carry out neighborhood rehabilitation programs directed towards improving housing conditions and neighborhood environments characterized as having a high degree of substandard housing. The City shall also pursue revitalization of the expanded historic district including adaptation of the "traditional neighborhood" program within the expanded district and development of incentives for redevelopment which furthers the plan for historic districts revitalization and preservation of historic resources. Redevelopment activities are identified in the policies listed below. This objective shall be measured through the implementation of the following policies.

Policy H 1.7.1: Initiate and Implement Neighborhood Master Plans. The City shall initiate a coordinated master planning process intended to target improvements to infrastructure, housing and comprehensive community development activities within identified neighborhoods in the City, beginning with the Georgetown Neighborhood. During the planning process, the City shall engage in a combination of efforts including an existing conditions analysis and public input initiative to identify and prioritize necessary improvements and other community related actions. The final plan shall receive approval from the City Commission and implementation shall receive priority funding within City's Capital Improvements Plan.

Policy H 1.7.2: Implement Programs for Residential Redevelopment, Rehabilitation, and Renewal. The City's Community Development Department shall continue to manage the City's share of Seminole County's CDBG programs and other similar funding sources in order to carry out the following programs:

1. Provide City-Wide Weatherization Program. Using this program as available, the City shall assist low and moderate-income households unable to afford weatherization improvements for their homes. The City shall continue to use FDEO grant funds to support a weatherization program.
2. Administer City-Wide (LIHEAP). Using this program as available, the City shall assist low income households unable to pay their electric bills through the LIHEAP, which utilizes FDEO grant funding.
3. Provide Emergency Shelters. The City shall support the grantsmanship efforts of selected adult care living facilities and temporary shelters for the homeless such as the Good

Samaritan Home. Matching grant funds from the FDEO Service Grant Program and the Emergency Shelter Grant Program as available shall continue to be allocated for this purpose. The City's LDRs shall ensure that such facilities are not concentrated in any neighborhood.

Policy H 1.7.3: Continue to Implement Front Porch Initiative. The City will continue to support the Goldsboro Front Porch Initiative, as well as work with other communities in the City of Sanford to implement similar initiatives in the areas of housing, beautification, crime prevention, education, infrastructure, elderly affairs and economic development and will continue to implement the revitalization efforts of these initiatives.

Policy H 1.7.4: Community Partnership. The City shall continue to coordinate regularly with the Homeowner's and Civic Associations, as well as other neighborhood organizations to work with residents to help solve neighborhood problems, in order to achieve the following goals:

- Approach neighborhood problems from a multi-departmental approach, while customizing the approach to the particular neighborhood.
- Improve relationships and communication between neighborhoods and City Hall.
- Empower existing neighborhood groups, and develop them where they do not exist, in an effort to achieve sustainability of the improvement efforts.

Administration

OBJECTIVE H 1.8 1.9: Continue Evaluation of Housing Element Effectiveness. The City shall use the following policies as criteria in evaluating the effectiveness of the Housing Element.

Policy H 1.8.1 1.9.1: Review the Impact of Change Indicators on Housing Policy. Major shifts in the magnitude, distribution, and characteristics of population and housing shall serve as indicators of change in various aspects of housing supply and demand. The policy implications of major changes in housing supply and demand shall be evaluated on a continuing basis. Housing policy shall be refined as needed in order to remain responsive to changing problems and issues.

Policy H 1.8.2 1.9.2: Schedule, Budget and Implement Programmed Activities. The timely scheduling, programming, budgeting and implementation of housing programs identified in this Element shall be evidence of the City's effectiveness in carrying out a systematic program for implementing adopted housing goals, objectives, and policies (GOPs).

Policy H 1.8.3: Coordinate with Public and Private Sectors. While continually implementing and evaluating the Housing Element, the City shall maintain a process of intergovernmental coordination as well as coordination with private sector groups interested in housing policy and programs. The effectiveness of this approach shall be evaluated by the success of coordination mechanisms in resolving housing problems and issues.

Policy H 1.8.4: Achieve Effective Resolution of Housing Goals, Objectives, and Policies. The effectiveness of the Housing Element shall be measured by the City's success in achieving housing GOPs. The Housing Element incorporates a systematic planning process for identifying housing problems and issues and corrective actions.

Energy Efficiency & Sustainability

OBJECTIVE H 1.9: Implement Energy Efficient Housing. The City shall encourage energy efficient housing through use of renewable energy resources in existing and new housing.

Policy H 1.9.1: Educate Residents on Energy Efficiency. The City shall provide educational materials and conduct programs to educate residents on energy reduction measures for implementation inside homes as well as landscaping.

Policy H 1.9.2: Encourage Green Housing Construction. The City shall encourage housing construction that meets the Leadership in Energy and Environmental Design (LEED) rating system administered by the United States Green Building Council, the Florida Green Building Coalition standards or other nationally recognized green building rating systems.

Policy H 1.9.3: Facilitate Use of Green Building Standards. To facilitate sustainable development practices, the City shall maintain guidelines within its LDRs that provide opportunities for development to build "green" buildings that will apply to institutional and commercial offices, light industrial buildings, commercial retail buildings, multi-family construction, hotels, and high-rise buildings. This should not force excessive costs or other burdens upon developers, building owners or occupants.

The guidelines should not be intended to address development of single-family residential dwellings and duplexes or occupancies with special process demands, such as heavy industrial operations, however the guidelines may be relevant to these building types as well.

SECTION III

PUBLIC FACILITIES & COMMUNITY RESOURCES

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CHAPTER 1. MOBILITY

INTRODUCTION

Statutory Basis

The Mobility Element (formerly known as the Transportation Element) addresses “mobility issues in relationship to the size and character of the local government. The purpose of the transportation element shall be to plan for a multimodal transportation system that places emphasis on public transportation systems, where feasible. The element shall provide for a safe, convenient multimodal transportation system, coordinated with the [future land use map](#) or map series and designed to support all elements of the Comprehensive Plan.” (Section 163.3177(6)(b), Florida Statutes. In addition, the element needs to cover traffic circulation and alternative modes of travel; identification of densities and land use patterns that can support public transportation corridors; and emergency evacuations. Since there is transit service within the City of Sanford (Amtrak and SunRail stations), mass transit is included in this element as one of several modes. The Orlando Sanford International Airport is located within the City of Sanford so a master plan is required. A master plan has been completed which is referenced in the Goals, Objectives, and Policies (GOPs).

Sustainable Vision

“Connectivity” is one of the City’s four core values as identified in its recently adopted City Vision. The ability to move safely and conveniently between destinations will be the key to Sanford’s economic future. This element has been updated to reflect these priorities.

Several major transportation facilities are located within the City with local Regional and Statewide significance: limited access roadways (I-4 and Toll Road 417) and other State roads (SR 46, SR 415, US 17-92), Amtrak (including the auto train), SunRail, Seminole County roads (Lake Mary Boulevard, Celery Avenue, W. 25th Street, Brisson Avenue, Beardall Avenue, Upsala Road, and Seminole Avenue), and local streets. With these major infrastructure investments in place, development patterns have followed these corridors. These facilities will play a key role in the City’s future development activity; however, it is anticipated that infill and redevelopment will occur more frequently than large, Greenfield projects. This changing approach to the built environment will focus on context, connections, and sustainable practices.

It is anticipated that vehicles will continue to be the primary means of travel. However, the City’s future focus is on providing a more balanced transportation system so that within the existing roadway network, pedestrians, cyclists, and transit be accommodated. The concept of “Complete Streets” recognizes the opportunity to serve all users within a corridor, given right-of-way and fiscal constraints. As multiple modes are balanced, the corridor’s setting is also considered since a complete street in a rural area will have very different characteristics than one in a downtown setting. As of January 1, 2018, the Florida Department of Transportation (FDOT) is using the complete streets approach and a draft policy is being reviewed by MetroPlan Orlando (the area’s Metropolitan Planning Organization).

Having options for getting around is also important to the people who are coming to (and leaving from) Sanford by air (Orlando Sanford International Airport), by rail (Amtrak Autotrain and SunRail), or by water (Lake Monroe and St. Johns River). For these travelers, they also need to make connections to other modes or destinations to complete their trip. Mobility also needs to be examined for emergency evacuations as well as every day needs.

Supporting Documents

The Mobility Supporting Data and Analysis (SD&A), located under Section III of Volume II, is a companion document to the Mobility Element's (GOPs). The SD&A provides details about the City's mobility needs and options in support of the GOPs. As the Mobility GOPs are reviewed, the reader may need to consult additional City documents (such as the Land Development Regulations (LDRs) and site plan review procedures and checklists) to understand fully the City's requirements related to mobility.

Other supporting documents not included in these Volumes, but playing a significant role in this Chapter are:

- The currently adopted *Airport Master Plan*, last updated 2012
- Seminole County's *2040 Transportation Master Plan*
- The *FDOT 5-Year Work Plan*
- LYNX's *Transit Development Plan, FY 2015-2024*

GOALS, OBJECTIVES & POLICIES

GOAL M 1.

TO PROVIDE THE CITY OF SANFORD WITH A FUNCTIONAL TRANSPORTATION NETWORK THAT ENSURES SAFE, CONVENIENT, AND SUSTAINABLE ACCESSIBILITY AND MOBILITY TO ALL USERS THROUGH A VARIETY OF TRANSPORTATION MODES.

OBJECTIVE M 1.1: *Identify Local Opportunities.* The City shall identify local opportunities within the City of Sanford to meet its mobility needs.

Multimodal Approach

Policy M 1.1.1: Transitioning to a Walkable Environment. In future transportation planning, the City shall look for opportunities to accommodate bicyclists, pedestrians, transit, and other travel modes as well as vehicles in the public road rights-of-way within Sanford, which may require partnership with other jurisdictions and government agencies. Opportunities should be identified that will transition streets from an automobile focus to a multimodal focus that creates an inviting, walkable environment.

Policy M 1.1.2: Implement Complete Streets. The City shall utilize the complete streets policies and guidelines developed by the Florida Department of Transportation (FDOT) and MetroPlan Orlando to accommodate a range of travel modes as the City reviews its roadway network and future modifications. The City, through the Complete Streets policy, shall design, build, and maintain a safe, reliable, efficient, integrated and connected multimodal transportation network that will provide access, mobility, safety and connectivity for all users.

Policy M 1.1.3: Accommodate Multi-modal Road Design. The City acknowledges that all road projects should be designed to comfortably accommodate all users to the fullest extent possible; that bicycling, walking, the disabled, and public transit accommodations are a routine part of the City's planning, design, construction, maintenance, and operating activities; and that bicycle and pedestrian ways should be considered in new construction, reconstruction, resurfacing, or other retrofit projects. In developing these accommodations, the latest, best, and context-sensitive design standards will be used, while recognizing the need for flexibility in balancing user needs.

Policy M 1.1.4: Consider Mobility in Land Design. During the site plan review process, new development and redevelopment projects shall be encouraged to consider a range of modes as a means to address mobility issues. The City shall use land use density and site plan layout/phasing that will support travel demand, shortened trip lengths, higher internal capture, and balanced trip demand. In addition, the City shall explore incentives (such as credits) to encourage design that accommodates a variety of modes.

Roads

Policy M 1.1.5: Establish Level of Service (LOS) Standards for Major Thoroughfares. The City shall maintain the adopted peak hour LOS standards as denoted in Table III-1.

**Table M-1
Roadway Levels of Service**

ROADWAYS		LOS STANDARD
All City collectors		LOS D
All County collectors and minor arterials		LOS E
All State principal arterials other than freeways that are not classified as backlogged or constrained		LOS D
Exceptions	US 17-92*	LOS D
	US 17-92* from Lake Mary Boulevard to Airport Boulevard	LOS F with acceptable traffic volumes consistent with LOS E for a 6-lane roadway
Limited Access Roadways	I-4	LOS D
	SR 417	LOS D
State minor arterials within the urbanized area		LOS D
State minor arterials outside the urbanized area		LOS D

*The City may grant exceptions to the transportation concurrency requirements for development projects within the City's two TCEAs, US 17-92 and Downtown Sanford. The section of US 17-92 from Lake Mary Boulevard to Airport Boulevard has a defined capacity as provided in the table above.

Policy M 1.1.6: Enforce the Concurrency Management System (CMS). The City's LDRs mandates that physical improvements required to provide adequate roadway capacity be in place prior to the issuance of a certificate of occupancy (CO) No development shall be approved that is projected to generate a traffic volume which would exceed the adopted LOS , except within the City's two TCEAs.

Pedestrians

Policy M 1.1.7: Utilize Traffic Calming to Encourage Pedestrian Circulation. The City's adopted Traffic Calming Program will be used to facilitate safe pedestrian circulation at roadway crossings and in other areas where pedestrian and vehicular or transit conflict may occur.

Policy M 1.1.8: Accommodate Pedestrian Traffic. The City shall look for opportunities to incorporate pedestrian facilities in order to provide an additional modal choice for walking safely between destinations.

Bicycles

Policy M 1.1.9: Accommodate Bicycle Traffic. The City shall look for opportunities to incorporate bicycle facilities (including designated bicycle parking) in order to provide an additional modal choice for moving safely between destinations.

III PUBLIC FACILITIES & COMMUNITY RESOURCES

Policy M 1.1.10: Develop Plan for Bicycle and Pedestrian Ways. The City shall coordinate with MetroPlan and Seminole County to prepare a plan for developing bicycle and pedestrian ways which connect residential areas to recreational areas and major activity centers. This coordination effort shall include programs for implementation and anticipated funding sources and shall be consistent with roadway improvement plans identified in the engineered transportation master plan. All strategies identified shall be consistent with and further enhance the MetroPlan Bicycle and Pedestrian Plan.

Policy M 1.1.11: Provide Bicycle and Pedestrian Facilities Connections between Residential Areas and Community Facilities. The LDRs shall ensure that priority for both new and repair of bicycle and pedestrian facilities are given to those facilities which link residential areas with schools, shopping, recreation areas, and other community facilities.

Policy M 1.1.12: Integrate the Airport with Bicyclists' Needs. In the interest of safety and to promote alternative forms of transportation, the Orlando Sanford International Airport shall accommodate bicycles to the extent practical and within the limitations of maintaining bicyclist safety and airport safety and security.

Transit Service

Policy M 1.1.13: Provide Efficient Public Transit Service. The City of Sanford shall encourage the seamless connections between transit service and all other modes to make it easier to travel between different modes.

Policy M 1.1.14: Expand Downtown Transit Service. The City and the CRA shall continue X to provide shuttle service that connects the central business district (CBD) with SunRail. The City shall also continue efforts to expand this service to major employers and other major trip generators and attractors, such as the northern Seminole County area including Heathrow and the Seminole Community College campus, as identified in Map X Major Trip Generators.

Policy M 1.1.15: Support a Transit Emphasis Corridor. The City will partner with LYNX to incorporate Transit Emphasis Corridor passenger amenities for the City's priority transit corridors: US 17-92 and Downtown Sanford. **Policy M 1.1.16: Integrate Bus Transit Facilities with Future Airport Expansion Plans.** Pursuant to the Airport Master Plan, site design plans for future airport terminal areas shall accommodate locations for future public transit service at convenient locations for travelers and employees. Site design shall also consider the design needs for charter buses, including access and bus parking and passenger loading areas.

Policy M1.1.17: Expansion of City-wide Service. The City shall coordinate with LYNX to expand its service to currently underserved areas of Sanford.

Airport

Policy M 1.1.18: Coordinate the Airport Master Plan with the Comprehensive Plan. The City of Sanford shall continue to work closely with the Orlando Sanford International Airport to ensure that aviation surface transportation plans are consistent with the City's Comprehensive Plan and to ensure efficient integration with Regional surface transportation facilities while also minimizing traffic impacts on local roads.

Policy M 1.1.19: Coordinate Transit with the Airport. The City shall annually coordinate with LYNX and Seminole County regarding the feasibility of a transit feeder route that links the airport with the Regional bus transit system. The City will continue to work with MetroPlan Orlando and LYNX to establish feeder bus routes linking the Airport with other Regional modes (such as Amtrak and SunRail).

Policy M 1.1.20: Coordinate Transportation Improvements and the Airport Master Plan. The City shall ensure that coordination occurs between the development anticipated by the Airport Master Plan and any proposed or future State, local or Regional transportation plans and improvements. Any development on Airport property that is anticipated to generate 500 daily trips shall be required to submit a traffic impact study, as part of the City's site plan review process.

Policy M 1.1.21: Ensure Access to the Orlando-Sanford Airport. The City's Transportation Plan and Airport Master Plans shall continue to provide efficient linkages between airport main entranceways and the State intrastate highway system via arterial and collector roadways including the eastern and northern extension of Lake Mary Boulevard to SR 46 and SR 417 in order to provide improved access and to minimize future airport traffic impacts to Sanford Avenue.

Policy M 1.1.22: Minimize Impacts to Adjacent Airport Roadways. Service roads on airport property shall be used to the greatest extent possible to capture internal airport trips thus minimizing the need to use off-site public roads to travel between airport facilities.

Policy M 1.1.23: Coordinate with METROPLAN Orlando Long Range Transportation Plan. The Airport shall maintain consistency with the goals of the MetroPlan Orlando adopted Long Range Transportation Plan (LRTP). The Airport shall coordinate the timing of future development with the timing of roadway improvements in the MetroPlan adopted (LRTP).

Policy M 1.1.24: Coordinate with MetroPlan Orlando and FDOT on Right-of-Way Acquisition. The Airport shall coordinate with FDOT and MetroPlan Orlando on acquisition of rights-of-way for roadway projects on roads surrounding the Airport, including State Road 46.

Water

Policy M 1.1.25: Promote Watercraft Access to the Central Business District. The City shall encourage a future water taxi (connecting the Central Florida Zoo and key destinations along the Downtown's waterfront) as well as continue to accommodate temporary public docking facilities to allow boaters access to adjacent businesses.

Public Safety

Policy M 1.1.26: Promote Pedestrian Safety. The City shall use best practices and design standards to create an environment of safe travel for all modes. Future improvements shall be ADA compliant.

Policy M 1.1.27: Facilitate Mobility for Emergency Vehicles. The City shall continue to look for opportunities to ensure the safe and expedient travel of emergency vehicles.

Parking

Policy M 1.1.28: Establish Parking Strategies in Downtown Sanford, the Waterfront, and for Major Traffic Generators. The City shall establish parking strategies for the Waterfront area, Downtown Sanford, and other major traffic generators in order to promote the transportation goals and objectives set forth in this Plan.

Policy M 1.1.29: Install Bicycle Parking Facilities at Public Buildings. The City shall install bicycle parking facilities at all city-owned public buildings. The City shall coordinate with Seminole County regarding the installation of bicycle parking facilities at all County-owned public buildings.

Technologies

Policy M 1.1.30: Establish Transportation System Management Strategies. The City shall implement Transportation System Management (TSM) Strategies, along with other technologies, as appropriate to improve system efficiency, enhance safety, while also maximizing transportation infrastructure investments.

Policy M 1.1.31: Accommodate emerging modes of transportation. The City shall continue to accommodate alternate modes of motorized transportation, including golf carts and electric vehicles within certain areas of the City. Furthermore, the City shall continue coordination with the County, MetroPlan and FDOT to explore opportunities to accommodate emerging modes of transportation, as they become available to the region, including autonomous vehicles.

OBJECTIVE M 1.2: Maintain Transportation Concurrency Exception Areas (TCEA). The US 17-92 Corridor and the Downtown Sanford TCEA/CRA, as illustrated by [Map 4](#), shall be maintained to reduce adverse impacts of concurrency and to promote compact urban redevelopment and infill development to fulfill the City's redevelopment goals. Transportation programs and improvements within the TCEA shall emphasize pedestrian and transit modes of transportation. The TCEA will promote the redevelopment objective through providing mobility for all modes, implementing good urban design principles, achieving a balanced mix of land uses and promoting network connectivity. Transportation and mobility needs within the TCEA shall be met through the implementation of the following policies:

Policy M 1.2.1: Maintain TCEA Boundaries. Only the currently designated areas located within the CBD and US 17-92 corridor, as delineated on [Map 4](#), may be incorporated into the TCEA, unless sufficient justification is provided that supports the addition of the respective parcels within the TCEA.

Policy M 1.2.2: Require Pedestrian and Transit Friendly Site Design. All developments are required to adhere to the [Land Development Regulation](#) requirements for site and building design promoting pedestrian, bicycle and transit modes.

Policy M 1.2.3: Conduct a Transportation Management Plan. Within the Planning Horizon, the City shall engage in the completion of a Transportation Management Plan that will establish strategies to effectively implement the City's CMS and attain a safe, effective and efficient motorized and non-motorized transportation network in the City.

Policy M 1.2.4: Provide Public Parking and Enhance Signage. To maximize use of public parking lots, the LDRs shall allow directional signage that increases public awareness of parking lot locations within the TCEAs. Such signage shall be located only within or adjacent to public rights-of-way.

Policy M 1.2.5: Monitor Traffic Impacts. New development and redevelopment with the City, including its two established TCEAs, shall submit to the City a traffic impact analysis report. This report shall evaluate all roadways identified by the City. The evaluation shall follow professional standards described within the Land Development Regulations. Exemption from concurrency does not exempt any applicant or property owner from conducting traffic impact analysis necessary to evaluate traffic safety and operational standards or from installing road and access improvements necessary to promote public safety. The annual update of the City's CMS shall monitor traffic impacts generated from new development. The update report shall identify those traffic impacts affecting the LOS status for roadways. .

Policy M 1.2.6: Assess Intermodal Transportation Facilities. At such time as an intermodal transportation facility receives funding commitments from State, Regional and/or Federal sources, the City shall undertake the following activities:

- a. A study shall evaluate appropriate land use designations and zoning categories within the vicinity of the intermodal facility. Based on this study, the City shall assess any need to assign zoning and LDRs that further pedestrian and transit transportation alternatives.
- b. Evaluate the area surrounding the intermodal facility for annexation/incorporation into the TCEA.

Policy M 1.2.7: Require Adequate Sidewalk Facilities. The City shall continue to require development or redevelopment to install sidewalks if sidewalks are not present within or adjacent to public right-of-way. The City shall require a developer/property owner to replace and improve deteriorated sidewalks located along roadways adjacent to the new development or redevelopment.

Policy M 1.2.8: Discourage Automobile Related Land Use Activities. Automobile-related land use activities will be discouraged within the TCEA. Such activities to be discouraged by the LDRs for this District include but are not limited to drive-through facilities, automobile repair and services and sales, warehousing, and gas stations.

Policy M 1.2.9: Develop TCEA Mobility Plan. The City will develop a TCEA Mobility Plan, which will identify and list strategies to improve mobility within the two TCEA boundaries along with the associated time frame and funding plan. The mobility plan will include:

- Identification of deficiencies in the sidewalk connections and timeline for phased completion of the sidewalk network.
- Development of a designated bicycle routes within the TCEA and implementation plan connecting to integral Regional bicycle routes.
- Analysis of transit routes, headways, ridership and strategies to improve route alignment, headways, location and placement of bus shelters to provide access to businesses and residential neighborhoods within TCEA.
- Low cost, low impact transportation systems management measures and a transportation demand management system designed to alter travel behavior and provide alternate modes to single-occupant vehicles.

III PUBLIC FACILITIES & COMMUNITY RESOURCES

- Identify priorities for redevelopment in the US 17-92 TCEA.

Policy M 1.2.10: Develop TCEA Monitoring and Evaluation Report. The City will prepare a TCEA Monitoring and Evaluation Report every seven years to evaluate the overall traffic conditions within the TCEAs and compare with changes in traffic conditions from the previous report. The report will comprise of the following analyses:

- Establish base conditions on which future monitoring and evaluation can be based.
- Evaluate Bicycle and Pedestrian Facilities – existing facilities and their comprehensiveness, connectivity to facilities outside TCEA, existing conditions, deficiencies, and improvements to the network from previous report, planned/programmed improvements and funding sources.
- Evaluate Transit Conditions – existing transit routes, headways, ridership, improvements to facilities from previous report, existing deficiencies, developer initiated improvements, future planned/programmed improvements and funding sources.
- Evaluate Traffic Conditions – existing levels of service, improvements to roadway network from previous report, planned/programmed improvements and funding sources.
- Evaluate Redevelopment Activity – level of development activity within the TCEA in terms of non-residential building square footage and dwelling units, successes of TCEA mobility and redevelopment strategies.
- Evaluate effectiveness of Other TCEA Strategies – implementation of other mobility and redevelopment strategies, policies and programs against adopted targets and performance measures.

Policy M 1.2.11: Implement TCEA Monitoring and Evaluation Performance Measures and Strategies. The City shall monitor the success of multi-modal infrastructure, redevelopment activity and mobility/redevelopment strategies through the evaluation of performance measures and adopted targets. The baseline condition for the performance measures and respective targets will be identified/defined as part of the TCEA Mobility Plan and shall be the data available for comparison against the data collected for the adoption year of the TCEA or the date of subsequent Evaluation and Appraisal Report (EAR), and mid-EAR reporting timeframes as appropriate. In the Mobility Supporting Data and Analysis found in Volume II, performance measures, targets and strategies are provided, which will be used in the TCEA Evaluation and Monitoring Report to assess whether or not the adopted TCEA is achieving its intended purpose:

Policy M 1.2.12: Fund TCEA Strategy Implementation. The funding for implementation of TCEA strategies will be obtained through Seminole County grants, FDOT grants, City funds and developer contributions. A financially feasible TCEA Mobility Plan will be adopted as part of the City's annual [Capital Improvements Element \(CIE\)](#) update.

Policy M 1.2.13: The City shall, in coordination with the FDOT and Seminole County, establish a long-term concurrency management strategy to address potential roadway deficiencies along SR 46 (east of Interstate 4) and SR 415, and prioritize roadway improvements for these corridors within a timeframe of up to 10 years. The long term concurrency management strategy will be coordinated with the Capital Improvements Element and will include periodic monitoring of LOS conditions and funding status.

OBJECTIVE M 1.3: Promote Regional Connectivity. Continue to work closely with area partners to ensure Regional connectivity while respecting the City's local setting.

SunRail/Amtrak Autotrain

Policy M 1.3.1: Connect Rail Services to Key Destinations. The City shall continue to enhance connections between the existing train station and other destinations within the City of Sanford (such as the shuttle between the station, SunRail, and Downtown).

Florida Department of Transportation (FDOT)

Policy M 1.3.2: Coordinate with FDOT on State Roads. The City shall continue to work closely with FDOT - District Five regarding future changes and maintenance) to I-4, US 17-92, SR 46, and SR 415 to ensure consistency with the City's Comprehensive Plan (including levels of service) and the LDRs. This partnership will ensure that these corridors serve as gateways into Sanford while also meeting the State's priority for moving people and goods safely and efficiently.

Policy M 1.3.3: Coordinate with FDOT on SunRail. The City shall continue to work closely with FDOT – District Five regarding future changes to SunRail passenger rail service along with the service center to ensure consistency with the City's Comprehensive Plan and the LDRs. This partnership ensures this rail mobility option is integrated into the City's mobility network while also meeting the State's priority for moving people safely and efficiently.

Policy M 1.3.4: Coordinate with FDOT on SR 417. The City shall continue to work closely with FDOT – Florida's Turnpike Enterprise regarding future changes and maintenance of Toll Road 417, particularly with regard to the construction of Wekiva Parkway, to ensure consistency with the City's Comprehensive Plan (including levels of service) and the LDRs. This partnership will ensure that these corridors serve as gateways into Sanford while also meeting the State's priority for moving people and goods safely and efficiently.

MetroPlan Orlando

Policy M 1.3.5: Participate in MetroPlan. The City will continue to participate on the MetroPlan Orlando Board and advisory committees to ensure that transportation projects within the City are eligible for non-City funding by being included in MetroPlan's (LRTP) and Transportation Improvement Program (TIP).

Policy M 1.3.6: Implement Complete Streets. The City shall consider MetroPlan Orlando's complete streets policy, as a means to accommodate multiple modes within a given corridor and providing enhanced connections throughout the City.

Central Florida Regional Transportation Authority/LYNX

Policy M 1.3.7: Coordinate Transit Service. The City shall work with LYNX to ensure that bus service meets future mobility needs of its citizens and visitors, including connections to the SunRail station, the Amtrak station, and Downtown Sanford. In addition, bus shelters and signage must be consistent with the City's LDRs.

III PUBLIC FACILITIES & COMMUNITY RESOURCES

East Central Florida Regional Planning Council (ECFRPC)

Policy M 1.3.8: Coordinate with the ECFRPC for Emergency Management. The City shall continue to coordinate with the ECFRPC to ensure compliance with the Region's emergency evacuation plan and procedures.

Seminole County

Policy M 1.3.9: Maintain Consistency with the Comprehensive Plan on County City shall continue to work closely with Seminole County regarding future changes to county roads that are all or partially within City limits or adjacent to City limits to ensure consistency with the City's Comprehensive Plan (including levels of service) and the LDRs. This partnership will ensure that these corridors are compatible with the surrounding areas while also meeting the County's priority for moving people safely and efficiently.

Policy M 1.3.10: Coordinate with Seminole County on Mobility Strategy. The City shall continue to work with Seminole County to identify funding opportunities for trails, mass transit (service and connections), bicycle and pedestrian facilities and water taxis/shuttles; supporting the City's core value for expanding connections and options for getting around.

Expressway Authority

Policy M 1.3.11: Partner with the Expressway Authority. The City shall continue to work with the Expressway Authority serving Seminole County as future toll road facilities are planning and built.

Seminole County Public Schools

Policy M 1.3.12: Provide Safe Access to Schools. The City shall coordinate with Seminole County Public Schools, on an ongoing basis, to ensure the provision of safe access to existing and future school facilities through effective design of roadways, bicycle facility access, and sidewalks.

Sanford Airport Authority (Orlando Sanford International Airport)

Policy M 1.3.13: Monitor the Airport Master Plan. The City shall monitor the implementation of the [Airport Master Plan](#), including transportation connections, to ensure a complete transportation network consistent with the City's Comprehensive Plan.

Local Cities

Policy M 1.3.14: Provide a Complete Regional Transportation Network. The City shall continue to work closely with adjacent cities to ensure consistency as Regional transportation networks are completed, such as participation in the Municipal Mobility Working Group.

Policy M 1.3.15: Participate in the Municipal Mobility Working Group. The City shall continue to participate in the Municipal Mobility Working Group as a means to promote connections between area destinations.

OBJECTIVE M 1.4: Coordinate Land Use with Multi-Modal Strategies. Use a multimodal approach as future land use decisions are made within the City of Sanford as a means for promoting a compact and sustainable development pattern.

Policy M 1.4.1: Develop and Maintain the Future Transportation Map Series. The City of Sanford shall use the transportation map series (provided in Section VI of this Document) as a guide for integrated transportation and land use planning decisions.

Policy M 1.4.2: Maintain Element Consistency between City and County Comprehensive Plans. The City shall maintain and enforce a [Transportation Element](#) that is consistent with other elements of the City Comprehensive Plan (including the Future Land Use) as well as applicable provisions of the [Seminole County Comprehensive Plan](#).

OBJECTIVE M 1.5: Protect Existing Resources. As transportation improvements are implemented, protection of neighborhoods, environmentally sensitive areas, and future rights-of-way will be top priorities for the City of Sanford.

Neighborhoods

Policy M 1.5.1: Establish a Transportation System that Protects Neighborhood Integrity and Promotes Community Values. The City's transportation system will protect neighborhood integrity, while providing a system of arterial and collector streets that will direct through traffic away from local residential streets.

Policy M 1.5.2: Increase Traffic Circulation and Reduce Impacts to Surrounding Land Use. The City shall continue to initiate future traffic circulation and access projects that not only provide connectivity between heavy trip generators and attractors, but also initiate strategies that mitigate traffic impacts on residential neighborhoods and/or direct through traffic away from residential neighborhoods that may be impacted.

Policy M 1.5.3: Minimize Intrusion of Arterial Roadways into Neighborhoods. The City will, as much as possible, protect the character of existing neighborhoods from the intrusion of arterial roadways. In areas where arterial roadways intrude into neighborhoods, the City will work closely with the State and/or Seminole County so that buffers (such as concrete walls, landscaped buffers, and berms) are provided alongside the roadway. Similar coordination will occur to review the feasibility of relocating roadways when intrusion is proposed.

Environmentally Sensitive Lands

Policy M 1.5.4: Protect Natural Resources. The City shall locate and design roadways to minimize adverse environmental impacts, including those associated with the [Airport Master Plan](#). Where sensitive environmental areas will be impacted by roadway construction, the City will mitigate those impacts by taking action as adopted in the Conservation Element.

Right-of-Way Protection

Policy M 1.5.5: Preserve Existing Rights of Way. The City of Sanford shall continue to maintain measures for identifying and preserving existing rights-of-way as part of the City’s continuing planning operations. In addition, the City shall continue to maintain the integrity of the **Future Land Use Map** and the **Future Transportation System Map**, by monitoring the impacts of development and ensuring consistency of new development with the **Future Land Use and Transportation Elements**. The City’s long range planning activities shall continue to identify possible needs for additional future rights-of-way based on analysis of land use and.

Policy M 1.5.6: Provide Adequate Right of Way. The City shall continue to use the adopted minimum standards for road rights-of-way as listed below. The City shall preserve existing rights-of-way and shall enforce standards requiring dedication of roadways, the need for which generated by new development. The City shall work with the County and FDOT to acquire right-of-way to address existing or projected future LOS deficiencies.

Table M-2: Right of Way Minimum Width by Functional Classification

ROADWAY	RIGHT-OF-WAY WIDTH (in feet)
Arterials	100
Major Collector	80
Minor Collector	60
Local Streets	50 (exclusive curb and gutter)

Policy M 1.5.7: Require Dedication of Right of Way to Accommodate New Development. The City shall continue to require mandatory dedication or fees in lieu thereof as a condition of development approval associated with plats, replats, PUDs, or site plans where such developments generate a need for new or improved roadways. The purpose and intent of the program shall be to assure that: 1) adequate road right-of-way and necessary roadway improvements are dedicated and developed concurrent with the impacts of new development; and 2) the cost of such improvements shall be borne by the developer generating the need for the facilities.

OBJECTIVE M 1.6: Provide Funding for Mobility Network. The City shall continue to fund transportation projects (as identified in the Capital Improvements Program) through available funding sources while also identifying additional funding sources for future projects.

Policy M 1.6.1: Prioritize Mobility Improvements. Annually, the City Engineer, along with other City Departments, shall identify the City’s top transportation priorities. These mobility priorities include, but are not limited to:

- On-going shuttle service between Downtown Sanford, the Sanford SunRail Station, and the Amtrak Station; and
- Completion of the River of Lakes Heritage Corridor along Lake Monroe from US 17-92 to Downtown Sanford.
- Coordination with Seminole County to complete the City’s network of sidewalks.
- Completion of Phase III of the Riverwalk project.

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The Capital Improvements Program will be evaluated to incorporate these priorities, as needed.

Policy M 1.6.2: Coordinate Proposed Roadway Capital Improvement Program. The City of Sanford shall coordinate with FDOT, Seminole County, and MetroPlan Orlando to ensure that the roadway improvements identified in the **capital improvement element (CIE)** are completed in a timely and cost-efficient manner.

Policy M 1.6.3: Participate in County Impact Fee Program. The City shall continue to participate in the County's Transportation Impact Fee Program. The City shall be represented on the impact fee's Municipal Technical and Citizen Advisory Committees.

CHAPTER 2. INFRASTRUCTURE

INTRODUCTION

Statutory Basis

Florida Statutes, [Section 163.3177\(6\)\(c\)](#) provides that a local governments provide an element related to addressing infrastructure needs in their Comprehensive Plan, specifically related to Potable Water, Sanitary Sewer, Solid Waste, Stormwater and Aquifer Recharge. The policies contained within this element shall ensure the adequate provision of such infrastructure, including methods to address current and anticipated deficiencies in the system and meet present and future demand. The element is also expected to address the protection of natural resources, specifically related to the protection of water supply through its policies and coordination with the Water Supply Plan.

Section 2. Infrastructure shall serve to implement the above regulatory requirements, with Goals 2 through 6 serving as each Sub-Element noted above.

Sustainable Vision

Significant components of the Infrastructure Element are intrinsically linked with the concept of resource protection, particularly with regard to Potable Water and Aquifer Recharge. Both sub-elements are intended to work together to ensure the protection of water supply and water quality. These policies are intended to work in concert with the Water Supply Plan, and the SJRWMD and FDEP to ensure the protection of this valuable resource.

Supporting Documents

Section 2. Infrastructure is supported by the Public Facilities and Community Resources Section of Volume II, which provides for the inventory of existing infrastructure for each sub-element and analysis of future needs, based on projected population and growth for the ten year planning period, which accommodates projections through 2030. The Infrastructure Map series is also included in Section VI of this document for reference.

Other supporting documents not included in these Volumes, but playing a significant role in this Chapter are:

The *Sanford Water Facilities Supply Plan*, in the process of being updated.

GOALS, OBJECTIVES & POLICIES

GOAL INF 1:

PROVIDE ADEQUATE PUBLIC FACILITIES. ENSURE AVAILABILITY AND PROVISION OF ADEQUATE PUBLIC FACILITIES INCLUDING POTABLE WATER, SANITARY SEWER, SOLID WASTE, STORMWATER DRAINAGE, AND AQUIFER RECHARGE IN A MANNER WHICH PROTECTS INVESTMENTS IN EXISTING FACILITIES, CONTINUES TO SERVE EXISTING RESIDENTS AND SUPPORTS ORDERLY, COMPACT GROWTH.

Infrastructure Supply & Demand

OBJECTIVE INF 1.1: Ensure Available Public Facilities, Maximize Use of Existing Public Facilities, and Prevent Urban Sprawl. The City shall require that proposed land uses be adequately served by public facilities, including water, wastewater, storm water management, solid waste disposal and hazardous waste management. The subdivision and site plan review processes shall provide a unified system for maximizing use of existing public facilities and for coordinating the efficient location, timing, phasing, and scale of public and private development.

Policy INF 1.1.1: Enforce General Performance Standards. The City of Sanford shall maintain Land Development Regulations (LDRs) that include performance standards requiring that public facilities be provided concurrent with the impacts of new development. The City shall enforce performance standards ensuring that the location, scale, timing and design of development shall be coordinated with public facilities and services in order to prevent the proliferation of urban sprawl and achieve cost effective land development patterns. Urban sprawl shall be further addressed through performance standards that:

- Direct future development only to those areas where provision of public facilities necessary to meet levels of service (LOS) standards are available concurrent with the impacts of the development;
- Maximize use of existing central potable water, reclaimed water and wastewater facilities by requiring that all new development hook up to the City's existing central systems;
- Require all new development connect to irrigation quality reclaimed water lines for irrigation purposes. If not within the required reclaimed water connection distances as listed in the "Utilities Standards and Specifications and Design Standards for Water Conservation" (referred to as the [Utilities Manual](#)), new development shall utilize the lowest quality available water for irrigation purposes;
- Avoid expensive development at very low densities surrounding the City's urban core area;
- Promote planned mixed use development within the strategically located Westside Industry & Commerce area, the I-4 interchange, the Waterfront/Downtown Business District, and Airport Industry and Commerce area;
- Conserve wetlands, natural drainage corridors, and other environmentally sensitive areas;
- Prevent extended strip commercial development within the areas designated planned mixed use development by mandating access and curb cut controls together with required dedication of

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cross easements to restrict and/or to facilitate well planned access, internal circulation, shared parking, and egress; and

- Provide density and intensity thresholds that promote infill.

Policy INF 1.1.2: Maintain Public Facility Concurrency Requirements. A concurrency management system (CMS) shall be maintained and enforced as part of the LDRs for potable water, sanitary sewer, stormwater management, and solid waste.

Policy INF 1.1.3: Eliminate Existing Public Facility Deficiencies Prior to Development Approval. The City shall issue no development order for new development which would result in an increase in demand on deficient facilities prior to completion of improvements designed to eliminate the deficiencies. The City shall include an adequate facilities requirement.

The adequate facilities requirement shall mandate that future applications for development shall include a written evaluation of the impact of the anticipated development on the levels of services for the water and wastewater systems, solid waste system, drainage, recreation, and the traffic circulation system. Prior to issuing a site plan or building permit (whichever is first applicable), the City shall render a finding that the applicant has provided written assurance that the proposed development shall be served with each of the above cited facilities with a LOS at least equal to that LOS stipulated in this Plan. The developers application shall include written assurances that any required improvements shall be in place concurrent with the impacts of the development (i.e., by the time a certificate of occupancy is granted by the City).

OBJECTIVE INF 1.2: Meet Projected Public Facility Demands. The City shall plan for projected public facility demands for the short and long-term planning horizons.

Policy INF 1.2.1: Coordinate with Capital Improvement Element. All public facility projects shall be undertaken in accordance with the schedule provided in the [Capital Improvements Element](#).

Policy INF1.2.2: Update Demand and Supply Information System. The City of Sanford shall develop procedures for updating facility demand and capacity information and shall prepare annual summaries of capacity and demand information for respective facilities and/or service areas as part of the concurrency management program.

Policy INF 1.2.3: Evaluate Capital Improvement Schedule. Projects proposed for inclusion in the five-year schedule of capital improvement needs will be annually evaluated and ranked by the City Commission. The evaluation and rank will be based on the following priority level guidelines:

a. "Level 1" - whether the project:

- Protects public health, safety, and environmentally sensitive natural resources.
- Fulfills the City's legal commitment to provide facilities and services.
- Preserves or achieves full use of existing facilities and assigning highest priority to those projects required for purposes of correcting existing system deficiencies.

b. "Level 2" - whether the project accomplishes the following:

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- Increases efficiency of existing facilities.
 - Prevents or reduces future improvement costs.
 - Provides service to developed areas lacking full service or promotes in-fill development.
- c. "Level 3" - whether the project:
- Represents a logical extension of facilities and services in a manner consistent with Future Land Use Element goals, objectives and policies (GOPs), including the Future Land Use Map.

Policy INF 1.2.4: Assign Priority for Correcting Existing Deficiencies. The City shall assign highest priority to projects required to correct existing deficiencies and shall promote urban infill.

Policy INF 1.2.5: Utilize Criteria for Public Facility Planning and Management Efficiency. In scheduling the location, timing and staging of public facility improvements, the City Commission shall use the following criteria:

- a. Minimize disruption of services;
- b. Prevent duplication of labor; and
- c. Maintain LOS for all respective facilities.

Policy INF 1.2.6: Schedule Planned Capital Improvements. The City Commission shall ensure that projects required to meet projected demands for public shall be in the [Capital Improvements Element](#) of this plan in accordance with the requirements of [Section 163.3177\(3\), F.S.](#)

Policy INF 1.2.7: Coordination with Neighborhood Master Planning. Improvements to infrastructure determined necessary by adopted neighborhood master plans shall be adopted into the schedule of improvements provided in the Capital Improvements Plan.

Policy INF 1.2.8: Obtain Permits for Public Facility Projects. All required Federal, State, and County permits shall be obtained before the City undertakes or authorizes contractors to undertake construction and/or operation of facilities.

GOAL INF 2:

PROVIDE SAFE POTABLE WATER. THE CITY OF SANFORD SHALL ENSURE THAT A SAFE POTABLE WATER SUPPLY WITH SUFFICIENT QUANTITY AND QUALITY TO SERVE THE CITY IS AVAILABLE.

OBJECTIVE INF 2.1: Maintain Potable Water System. The City shall provide an adequate LOS for potable water to meet both existing and future needs by enforcing the standards set forth in the Comprehensive Plan and regulations established by the St. Johns River Water Management District (SJRWMD). In addition, the safety, protection, and delivery of potable water shall be supported through the implementation of water conservation practices and regulations.

Potable Water Supply & Demand

Policy INF 2.1.1: Coordinate Future Land Use and Potable Water System Needs. The City shall require decisions concerning the potable water system needs, plans and the location and timing of improvements to be consistent with land use and conservation resource management policies and with the City's [Water Supply Facilities Work Plan \(WSFWP\)](#) as stipulated in the Comprehensive Plan and with the [SJRWMD's Regional water supply plan](#).

The City shall require the following policies governing potable water services:

- a. Require all major development to utilize central services provided by the City.
- b. Discourage individual systems based on generally unfavorable geologic conditions and soils limitations for individual wells.
- c. Ensure that facility expansions are designed in a manner that is consistent with land use densities and intensities reflected on the Future Land Use Concept map of the Future Land Use Plan.
- d. Prohibit the establishment of new private central potable water.
- e. Ensure adequate funding through the City's Utility Fund by a system of customer service fees, development or impact fees, bonds, bond anticipation notes, Federal and State grants, utility taxes, developer contributions, special assessment districts and other appropriate revenue sources.
- f. Continue primary administrative responsibilities for the provision of potable water facilities by the Utilities Department and the Department of Engineering and Planning.
- g. Determine whether there will be adequate potable water capacity to serve the new development no later than the anticipated date of certificate of occupancy issuance or its functional equivalent, prior to approval of a building permit.

Maintain the [WSFWP Water Supply Facilities Work Plan](#) for a minimum planning period of ten (10) years. The WSFWP addresses issues that pertain to water supply facilities and required needs to serve current and future development within the City's water service area. The City shall review and update the WSFWP at least every five years. Changes to the first five years of the WSFWP shall be included in the annual Capital Improvements Plan update to ensure consistency between the Potable Water Element and the [Capital Improvement Element \(CIE\)](#). Furthermore, the WSFWP

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shall be updated within 18 months of any applicable updates to the SJRWMD's Regional water supply plan.

Policy INF 2.1.2: Maintain Potable Water LOS Standard. On a system wide basis, the City shall provide a LOS of at least 144 gallons a day per person.

Policy INF 2.1.3: Comply with LOS Standards for Potable Water. All improvements for replacement, expansion or increase in capacity of facilities shall be compatible with the adopted LOS standards for the facilities. Issuance of development orders or permits shall be conditioned upon demonstrated compliance with applicable Federal, State, and local permit requirements for potable water, irrigation quality water, wastewater, drainage, and solid waste facilities.

All improvements for replacement, expansion or increase in capacity of facilities shall be compatible with the adopted LOS standards for the facilities as follows:

- At least 144 gallons per capita per day (gpcd) of potable water Flow demand shall be established from existing records using the best available data.
- Fire flows in single family residential areas shall provide 600 gallons per minute (gpm) at a 20 psi pressure; fire flow for non-residential areas shall provide 1,200 gpm at a 20 psi residual pressure.
- Issuance of development orders or permits shall be conditioned upon demonstrated compliance with applicable Federal, State, and local permit requirements for potable water, wastewater, drainage, irrigation quality water and solid waste facilities.

OBJECTIVE INF 2.2: Reconcile Existing Potable Water System Deficiencies. The City shall provide capacity to meet water demand for the next twenty years. The City shall address projected water needs improvement program.

Policy INF 2.2.1: Initiate Area Wide Planning for Potable Water Systems. The City shall work with appropriate County and State public agencies monitor private wells for contamination from septic tank leakage, the potential for future problems surrounding the withdrawal of potable water resources, and to develop and implement alternative water projects.

Also, the City shall work with the SJRWMD to initiate a SJRWMD program or other appropriate areawide approach designed to analyze existing or potential future problems surrounding existing practices of withdrawing potable water resources. Any needed areawide improvements shall be investigated on an areawide basis.

The City will work with the SJRWMD and Seminole County to develop alternative water supply sources such as surface water augmentation, brackish groundwater treatment and aquifer storage and recovery (ASR) system.

Water Supply Plan

OBJECTIVE INF 2.3: Adhere to Water Supply Plan. The City Commission has adopted the 10-year WSWFP 2017 and has incorporated the work plan into the Comprehensive Plan.

Policy INF 2.3.1: Coordinate with Appropriate Agencies. The WSWFP will be consistent with the standards and regulations established by the SJRWMD, FDEP, State and other jurisdiction agencies.

Policy INF 2.3.2: Coordinate Potable Water Facilities Upgrades. The Water Supply Facilities will be used to prioritize and coordinate the development of future upgrades to existing water facilities and identify alternative water sources in order to meet projected demand. The City shall seek a variety of funding sources to address water supply demand.

Water Conservation

OBJECTIVE INF 2.4: Conserve Potable Water. The City shall conserve potable water supply by continuing to implement reclaimed water projects and distribute the reclaimed water as a source for non-potable water irrigation. Other conservation measure include requiring the use of water saving fixtures in new construction and mandating use of xeriscape for purposes of reducing demands for irrigation. The City shall also assist in implementing the SJRWMD's emergency water conservation programs.

Policy INF 2.4.1: Conserve Potable Water Supply. The following strategies shall be implemented to conserve the City's potable water supply:

- Potable water supplies may not be used to meet irrigation needs for new developments in the City's utility service area and new potable irrigation meters shall be prohibited.
- The Cities of Sanford and Lake Mary and Seminole County reached an agreement to reduce groundwater withdrawals from the Floridan Aquifer by expanding reclaimed water use in lieu of potable water for irrigation.
- All new development within the City's service area shall utilize a dual distribution system so that irrigation needs are met by using the lowest quality available water. All new developments within the distance listed in the Utilities Manual shall connect to the City's reclaimed water system, where in proximity to an existing connection point, as outlined in the City's "Utilities Standards and Specifications and Design Standards for Water Conservation." Development that are not required to connect to the existing reclaimed water system shall be required to install irrigation lines connected to an alternative water supply system utilizing the lowest quality available water such as capable of connecting to the City's reclaimed water lines when reclaimed water becomes available in the future. All developments shall be required to install an irrigation system.
- The City's water utility shall continue to use conservation measures that include the use of reclaimed water, improving and accelerating leak detection surveys and repair programs, installing and calibrating meters and stabilizing and equalizing system

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pressures, water conservation blocks, water restrictions, fixture exchanges and public education.

- New or renovated buildings are required to install water conserving plumbing fixtures that are at a minimum consistent with the requirements of the State Water Conservation Act.
- New development shall employ and/or preserve native vegetation, or use drought-resistant plants for landscaping to the greatest practicable extent. Native or drought resistant plants include, but are not limited to, those in the [Florida Native Plant Society's Native Plants for Landscaping in Florida](#), or comparable guidelines prepared by the Florida Department of Agriculture and Consumer Services, the Florida Game and Freshwater Fish Commission, the Florida Department of Natural Resources, the East Central Florida Regional Planning Council, or the SJRWMD.
- At least twenty percent (20%) of all landscape material obtained from off-site sources for use on any site shall have a soil moisture range of 'dry'. No more than forty percent (40%) of all plant material shall have a high water demand. Plants shall be grouped according to their water needs and soil conditions.
- The City has amended its LDRs to require all developers to submit water budget plans prepared by a certified landscape architect or certified irrigation contractor that account for all water usage on a site. The plan must include the water requirement for each landscaping or turfed area.
- For residential developments, the water budget plan must demonstrate that water requirement for landscaping does not exceed the equivalent residential connection (ERC) of 300 gallons per day. The plan must also include an assurance that the water budget plans are available to every prospective home buyer.
- For commercial, industrial and multifamily developments, the developer must demonstrate compliance with the City's take-back reuse program for future growth and development. This program requires new developments that connected to the City's wastewater system to "take-back" the same amount of highly treated effluent as generated by the developments. Effluent from developments will receive tertiary treatment, which can be used for non-potable water purposes such as irrigation and fire protection.
- The City's water utility will continue to use conservation measures such as reclaimed water for irrigation, improving and accelerating leak detection surveys and repair programs, installing and calibrating meters and stabilizing and equalizing system pressures, water conservation blocks, and fixture exchanges. The programs for technological procedural, and/or programmatic improvements to the production facility, transmission lines, and distribution system to decrease water consumption include multi-year well metering program, water line replacement Capital Projects Program, regular calibration of water facility master meters, meter testing, repair and replacement programs.
- The City's employee awareness and customer education program concerning water conservation includes brochure mailouts, City Hall brochure rack, Bill Backer messages 8 times a year, Speakers bureau, Florida Friendly/drought tolerant demonstration projects, toilet rebate, automatic meter reading/data logging, and water wise education events.

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Policy INF 2.4.2: Require Reclaimed Water Connection. All new development shall be required to hook up to the existing central water and wastewater system and reclaimed water system. If not within the required reclaimed water connection distances as listed in the “Utilities Standards and Specifications and Design Standards for Water Conservation”, new development shall use the lowest quality available water for irrigation purposes. The distance from a reclaimed water line shall be measured along the path of the City’s future reclaimed water lines.

Policy INF 2.4.3: Use Reclaimed Water and Lowest Quality Available Water for Irrigation. The City shall continue implementation of reclaimed water. Where available, development must connect to the City’s reclaimed water system. Where not available, development shall install an irrigation system utilizing the lowest quality water available.

Policy INF 2.4.4: Implement Emergency Conservation of Water Sources. The City shall comply with the SJRWMD emergency potable water conservation policies by implementing emergency water conservation measures based on the [SJRWMD Water Shortage Plan](#), and the *Florida Administrative Code (F.A.C.)*, for management of the region’s water resources through the following actions:

- The City shall increase communication with the District regarding hydrologic conditions during a water shortage warning declared by the District pursuant to the Florida Administrative Code. ;
- The City shall provide data as requested by the District in anticipation of and during a declared water shortage or water shortage emergency pursuant to the Florida Administrative Code. ;
- Local law enforcement officials must communicate with the District concerning any water emergency declaration or change of restrictions in effect within the City’s areas of responsibility pursuant to the Florida Administrative Code. ;
- The City shall adopt ordinances which substantially incorporate the provisions of the Water Shortage Plan and which provide for local enforcement as authorized and encouraged by the Florida Administrative Code. ; and

The City’s water utility shall institute voluntary conservation measures such as improving and accelerating leak detection surveys and repair programs, installing and calibrating meters, and stabilizing and equalizing system pressures pursuant to the Florida Administrative Code.

When a critical water shortage is declared by the District, the initial pressure of City’s water utility will be reduced by at least 15% where it is operationally feasible to do so. Prior to the reduction of pressure, the utility will notify the appropriate firefighting agencies and make arrangements for direct communication when additional pressure is required pursuant to the Florida Administrative Code.

GOAL INF 3:

PROVIDE ADEQUATE SANITARY SEWER FACILITIES. PROVIDE A LEVEL OF SANITARY SEWER TREATMENT THAT MEETS THE ESTABLISHED WATER QUALITY BASED EFFLUENT LIMITATIONS ESTABLISHED BY THE FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION AND THE CALCULATED LEVEL OF SERVICE FOR THE SYSTEM.

Wastewater Supply & Demand

OBJECTIVE INF 3.1: Reconcile Existing Sanitary Sewer System Deficiencies. The City shall ensure that deficiencies in public wastewater facilities are corrected and will amend the Plan to provide for the correction.

Policy INF 3.1.1: Enforce Conditions Governing Development Orders or Permits. Issuance of development orders or permits shall be conditioned upon demonstration of compliance with applicable Federal, State, and local permit requirements for on-site wastewater treatment systems.

The City shall regulate the location, timing, and scale of development in order to assure that new development shall be effectively served by wastewater services. The City shall discourage the proliferation of package treatment plants and discourage use of septic tanks and wastewater drain fields in areas unsuited for their adaptation. System reviews shall be coordinated with the State Department of Environmental Protection (DEP) in order to promote best management practices and compliance with relevant State permitting procedures.

Policy INF 3.1.2: Maintain Sanitary Sewer LOS Standard. The City's wastewater system shall provide a LOS standard of 115 gallons per person per day.

Water Quality

OBJECTIVE INF 3.2: Enforce Standards For On-Site Sanitary Sewer Treatment Systems. The City shall assist in assuring implementation of State regulations imposing mandated standards for inspections, operation, and maintenance of on-site wastewater treatment systems. The City shall require residents connect to the public wastewater system where available. When wastewater facilities are not available, the City shall enforce the following design, collection performance, and disposal criteria for wastewater facilities:

- Design flows
- Pump selection
- Wet well design
- Emergency pump connections
- Pump motors and pump controls
- Submersible pump facilities
- Landscaping and buffer requirements
- Testing procedures

The City shall enforce State regulations imposing mandated standards for inspections, operation, and maintenance of on-site wastewater treatment systems.

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Policy INF 3.2.1: Condition On-Site Sanitary Sewer Treatment System Use. On-site wastewater treatment system use shall be limited to the following conditions:

- a. Existing septic tank and package treatment plants may remain in service until such time as the City of Sanford public wastewater system is made available.
- b. Use of private water septic tank systems for new development shall be restricted to sites which are inaccessible to the City's wastewater service system. However no such septic system shall be allowed without prior approval of Utilities Director. No construction or alteration of a septic tank shall be permitted without approval by the Seminole County Environmental Health Services Unit of all related plans and specifications governing the type, location, capacity, design, and layout. All such specifications shall comply with applicable State, County or City regulations.
- c. When City wastewater systems are temporarily unavailable, the City shall consider approving use of an interim treatment plant. Use of package treatment plants shall comply with applicable laws governing the location, use, and design of the facility. Package treatment plants shall be designed in a manner which facilitates future connection and integration with the City public wastewater system.

Policy INF 3.2.2: Comply with On-Site Sanitary Sewer Treatment and Water Quality Regulations. The City shall coordinate with appropriate Federal, State, and County agencies and amend local ordinances as required to assure that issuance of permits for replacement or expansion of existing on-site wastewater treatment systems is conditioned upon compliance with current regulatory requirements and water quality standards.

Policy INF 3.2.3: Coordinate with the Seminole County Public Health Unit. The City shall require that all proposed development that impacts an existing septic tank or generates need for a new septic tank be required to provide evidence of approval by the Seminole County Public Health Unit prior to receiving a development order or permit from the City. Any such approval by the City shall be conditioned upon the applicant's compliance with Seminole County requirements for ongoing facility maintenance and operation.

**GOAL INF 4:
 PROVIDE SOLID WASTE COLLECTION AND DISPOSAL. PROVIDE SOLID WASTE COLLECTION ON A REGULAR BASIS IN ORDER TO MAINTAIN THE APPEARANCE OF THE CITY AND PROTECT THE PUBLIC HEALTH.**

Solid Waste Supply & Demand

OBJECTIVE INF 4.1: Provide Adequate Solid Waste Service. The City will continue to collect household refuse in residential areas. The City shall coordinate with Seminole County to ensure that the County provided facilities will continue to maintain sufficient capacity to accommodate solid waste generated by the City.

Policy INF 4.1.1: Maximize Existing System. The City shall coordinate with Seminole County to achieve improvements in hazardous and solid waste collection and disposal and continue to reduce solid waste volumes. In addition, the City shall cooperate with the County and other appropriate agencies to increase recycling programs and address:

- Enhance solid waste collection and transfer operations;
- Curb illegal dumping of solid waste as well as disposal activities which adversely impact natural systems;
- Draft policy for appropriate regulatory measures governing solid waste and hazardous waste including identification of long term operating costs and capital improvement needs associated with various policy options.

Policy INF 4.1.2: Maintain Solid Waste LOS Standard. The City hereby adopts the Seminole County solid waste LOS standards and will continue to coordinate with the County to recalculate the LOS standards when needed.

Table INF-1: Solid Waste Level of Service (LOS)

Facility Type	Service Area	Adopted LOS
Osceola Road Landfill	Countywide	4.2lbs /capita/day
County Central Transfer Station	Countywide	4.3 lbs/capita/day

Source: Seminole County Evaluation and Appraisal Report Amendments Solid Waste.
 Adopted by Seminole County Ordinance 2008-14

GOAL INF 5:

PROVIDE ADEQUATE STORMWATER MANAGEMENT FACILITIES. PROVIDE ADEQUATE STORMWATER MANAGEMENT IN ORDER TO PROTECT AGAINST FLOOD CONDITIONS AND PREVENT DEGRADATION OF QUALITY OF RECEIVING WATERS AND ENVIRONMENTALLY SENSITIVE NATURAL RESOURCES.

Stormwater Management

OBJECTIVE INF 5.1: *Protect Natural Drainage Features.* The City shall regulate land development to ensure that the natural functions of wetlands, river basins, lakes and ponds, natural drainage corridors, and floodplains are maintained and perpetuated.

The City shall require that all new development shall be required to submit site plans which incorporate management techniques for preserving the functions of natural drainage features. The site plan review process shall incorporate performance standards which ensure that techniques applied by private developers are designed to achieve this objective. The City shall incorporate LOS standards cited herein. The City shall include a concurrency management program which ensures that all new development will construct requisite drainage improvements which meet or exceed the adopted LOS standards prior to the impacts of development.

Policy INF 5.1.1: Coordinate and Implement Storm Water Management Policy. The City shall enforce the stormwater management and flood prevention requirements. The City shall require:

- Wetland protection. Protect existing wetlands from the impacts of development. Wetlands shall continue to be identified based on hydric soils and wetland vegetative species.
- Wetland buffers. Wetland buffers of twenty-five (25) feet in width shall be provided adjacent to wetlands that are five (5) acres or less; a wetland buffer of fifty (50) feet in width shall be provided adjacent to wetlands that are greater than five (5) acres. The area of wetlands in question shall include all contiguous wetlands on the site and adjacent to the site. The width of the wetland buffer shall be measured and provided parallel to the wetland buffer in question.
- Floodplain protection. New development shall not reduce the storage capacity of the floodplain or limit the flow capacity of the floodway. Retention and detention facilities shall comply with LOS criteria and no alterations shall be allowed within the ten (10) year floodline. Soils which have been identified by the Soil Conservation Service as having a very low potential for septic tank absorption fields shall be considered unsuitable for retention-detention ponds.

Traversing works in a floodplain shall not create a net reduction in either flood flow or flood storage capabilities immediately upstream or downstream of the structure.

- Compensatory storage. Reshaping and filling within flood prone areas shall be balanced by providing an equal volume of compensatory storage. Such compensation shall be located between the ordinary high water elevation and the one hundred (100) year elevation. Fill shall be placed below the ten (10) year flood elevation and in no case shall fill in the floodplain extend beyond one hundred (100) feet beyond the original floodline. Reshaping the floodplain shall not create a rise in flood elevation, reduce flood storage capabilities, increase flood flow velocities, or reduce flood flow capacity.
- Predevelopment conditions maintenance. In general, neither the rate nor the quantity of

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stormwater runoff shall be increased. All site alteration activities shall provide for such water retention, settling structures, and flow-attenuation devices as may be necessary to ensure that LOS standards are met. Whenever possible, the nonstructural approach shall be used to meet both surface quantity and quality requirements. Drainage systems for each development shall be sized to accommodate existing upstream runoff. Site alternations shall not adversely affect the existing surface water flow pattern. Drainage sub-basin boundaries shall be maintained.

- Natural drainage ways and watercourses protection. Developments that contain an existing natural drainage way or watercourse, related floodplain and adjacent vegetation shall maintain and incorporate such features into the project design. Drainage system design shall ensure that sediment from runoff will not enter the natural drainage way.
- Existing surface drainage maintenance and adverse impacts prevention. Site alteration shall not cause siltation of wetlands, pollution of downstream wetlands, or reduce the natural retention or filtering capabilities of wetlands.
- Maximize recharge. Sites shall be developed to maximize the amount of natural rainfall which is infiltrated into the soil and to minimize direct overland runoff into adjoining streets and watercourses. Stormwater runoff from roofs and other impervious surfaces shall be diverted into swales or terraces on the site when possible. To the extent feasible, runoff from impervious areas shall be diverted so as to flow over vegetative areas prior to flowing into gutters, storm drains, and retention areas. Easements for drainage facilities must be shown on required plans. In addition, the City shall prohibit land use activities which generate or use such hazardous substances as oil, gasoline, and other toxic substances on sites which are designated as the City's "most effective" recharge areas. These areas are delineated on the [water resources map](#) in the land use data inventory and analysis.

Policy INF 5.1.2: Coordinate Watershed Management Plans and Policies with Appropriate Public Agencies. Coordinate management plans and policies, with appropriate local, Regional, State and Federal agencies, including Seminole County, SJRWMD, East Central Florida Regional Planning Council, the State Department of Environmental Regulation, the Agricultural Extension Service, the United States Army Corps of Engineers, and other appropriate agencies.

Policy INF 5.1.3: Maintain Stormwater LOS Standard. The City hereby establishes the following LOS standards for stormwater quantity and quality:

Table INF-2: Drainage System by Facility Type

Facility Type Event ¹	LOS Standard/Storm
Retention/Detention for parcels with positive outfall	25-Year, 24-Hour
Retention for parcels without positive outfall	25-Year, 96-Hour
Closed drainage for urban streets with piped drainage	10-Year, 24-Hour
Open drainage for rural streets with swales	10-Year, 24-Hour
Canals, ditches, culverts, and other off-the-premise facilities	25-Year, 24-Hour
Bridges and major highway crossings	100-Year, 24-Hour

(1) The design frequency may be increased if deemed necessary by the Administrative Official.

LOS Standard for Water Quality and Pollution Abatement:

Pollution Abatement. The City shall maintain the LOS standards included in the City's current LDRs, which are as follows:

Retention of the first half-inch runoff - Provide on-site retention or detention with filtration for the first one-half inch of runoff or the runoff from the first one inch of rainfall, whichever is greater. Parcels greater than 100 acres shall retain runoff from the first one inch of rainfall.

Water Quality LOS:

- All storm water treatment and disposal facilities shall meet design and performance standards required by the City.
- Treatment of the first inch of run-off on-site to meet water quality standards required by the City.
- Stormwater discharge facilities must be designed so as not to degrade the receiving water body below the minimum conditions necessary to assure the suitability of water for the designated use of its classification. Where a conflict exists between two or more LOS standards, the more restrictive shall be enforced.

Policy INF 5.1.4: Ensure the Quality and Quantity of Stormwater. The City's surface water management program shall protect and preserve the hydrological and ecological functions of water resources while permitting the most favorable beneficial uses to occur. The City shall promote both land and water management programs and practices that limit runoff and enhance percolation in order to increase the quantity and protect the quality of groundwater. Land use controls shall be used to accomplish this program. The programs shall be updated based on improved knowledge of problems, issues, and best management practices.

Policy INF 5.1.5: Pursue the Development of Adequate Off-Site Surface Water Management Facilities. The City shall manage stormwater based on watershed management plans. Implementing strategies shall provide a basis for evaluating the performance of existing off-site drainage facilities, identifying existing and potential future problems or issues, and funding necessary structural and non-structural system improvements for effective surface water management. Existing structures which cause adverse impacts to water resources or sensitive natural resources shall be identified and corrective measures shall be coordinated with appropriate entities. No new development shall be allowed which overloads existing off-site facilities or unduly increases the potential for flooding.

Policy INF 5.1.6: Continue to Manage Stormwater Impacts of New Developments. The City shall protect natural resources by requiring that all new development comply with the following criteria:

- preserve the natural function of floodplains and flood prone areas and maintain natural topography and hydrological functions of floodplains;
- maximize aquifer recharge areas;
- minimize dredge and fill operations requiring removal of natural vegetation; and

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- protect wetlands from untreated runoff.

In addition, the City shall require that all new development be effectively integrated into the City's existing stormwater management system in accordance with the performance criteria outlined in the LDRs.

Policy INF 5.1.7 Adopt Design Specifications for Stormwater Facilities. The City shall adopt specifications for the following stormwater management facilities and easements consistent with best management principles and practices:

- Outfall Criteria
- Retention Ponds
- Construction Requirements
- Underdrains
- Roadway Drainage Design
- Storm Sewer Design Criteria
- Culvert Design Criteria
- Drainage Pipes and Structures
- Open Storm Drainage Systems
- Drainage Structure Material Specifications
- Easements

OBJECTIVE INF 5.2: Reconcile Existing Stormwater Management Deficiencies. The City shall continue to reconcile deficiencies in the drainage system through the implementation of identified capital improvements projects, and by maintaining the stormwater utility district as a dedicated funding source for drainage improvements. The City shall continue to comply with the standards for discharge authorized by EPA permit No. FLS 000038 or its successor under the [National Pollutant Discharge Elimination System](#).

Policy INF 5.2.1: Continue Stormwater Management System Inspection and Maintenance. The City shall ensure that major drainage systems are inspected and receive required maintenance on an annual basis.

**GOAL INF 6:
PROTECT GROUNDWATER AQUIFER RECHARGE AREA FUNCTION. THE FUNCTIONS OF
NATURAL GROUNDWATER AQUIFER RECHARGE AREAS WITHIN THE CITY SHALL BE
PROTECTED AND MAINTAINED.**

Water Quality

OBJECTIVE INF 6.1: *Coordinate Surrounding Aquifer Recharge Issues.* The City shall maintain the function of natural groundwater aquifers and regulate development that may present a threat to the natural aquifer recharge process. New development proposed within aquifer recharge areas shall be coordinated with the SJRWMD in order to ensure maintenance of aquifer recharge area functions. During the development review process the City shall ensure that the functions of the City's most effective natural groundwater recharge areas are protected by:

- Conserving open space;
- Prohibiting uses within recharge areas which generate or otherwise require on site use of hazardous materials;
- Preserving predevelopment soil types, grade elevations, drainage rates, and water levels; and
- Minimizing reduction of recharge to the surficial aquifer.

Policy INF 6.1.1: Protect Surficial Aquifer Recharge Areas. The City shall assist with protecting groundwater from point and non-point pollution sources by including the SJRWMD in the review of development plans located within areas designated as "most effective" recharge areas. This review process shall ensure conservation and efficient use of water as it travels through groundwater systems.

The City shall regulate new development to ensure the maintenance of adequate supplies of high quality groundwater. The City shall assist the State and in managing water quality by involving appropriate State agencies and the SJRWMD review of water quality management issues, including the discharge of inadequately treated wastewater and poor quality stormwater into public water bodies.

The City shall require and enforce standards which minimize impervious surface coverage in the City's "most effective recharge areas". The City shall further enhance the natural groundwater aquifer recharge function in the City's most effective recharge areas through the City's water reuse system.

The City has identified 16 potential recharge sites which can be used for groundwater recharge in order to offset groundwater withdrawal.

The City shall coordinate with SJRWMD the and other applicable regulatory agencies to identify free flowing deep aquifer wells and require protective measures, as referenced in [Policy INF 6.1.2](#)

Policy INF 6.1.2: Protect Deep Aquifer Water Resources. The City shall coordinate with the SJRWMD and other applicable regulatory agencies to identify free flowing deep aquifer wells and require protective measures that include, but are not limited to, capping, plugging, or installing regulatory devices which control the discharge of water from the deep aquifer.

Policy INF 6.1.3: Retain Run-off to Maximize Recharge. The City shall require stormwater management techniques for retention of storm water run-off to maximize groundwater recharge. In

order to achieve such stormwater retention, the City shall require that criteria for the water retention, settling structures, and flow attenuation devices, as provided within the City's LDRs, are met.

Policy INF 6.1.4: Coordinate with Other Recharge Protection Programs. The City, in concert with local, State, and Federal agencies, will achieve Regional aquifer recharge protection through the following:

- Implement Drainage Policy Concerning Maximizing Ecosystems;
- Protect Surficial Aquifer Recharge Areas;
- Deep Aquifer Water; and
- Retain Run-off to Maximize Recharge.

Policy INF 6.1.5: Water Quality Standards for New Development. New development shall be coordinated with appropriated State agencies to ensure that State water quality standards are met. Storm water discharge facilities shall be designed so as not to degrade the receiving water body below the minimum conditions necessary to ensure the suitability of water for the designated use of its classification.

Wellfield Protection

Policy INF 6.1.6: Coordinate Land Use and Development Activity to Protect Wellfields. The City shall regulate land development activities in order to protect potable water from contamination by establishing protective zones around municipal potable water wells and prohibiting certain land uses and activities within the zones which have the potential to contaminate groundwater. No new development shall be allowed within a 200 foot radius of any proposed wellhead. In addition, no land uses which store, handle, or generate hazardous materials or wastes shall be located within the 10 year horizontal capture zones of the Upper Floridan aquifer for each wellhead. The location of the wellfield protection zones shall be based on analysis of the most current hydrological data and may be amended from time to time as updated information becomes available.

CHAPTER 3. RECREATION & OPEN SPACE

INTRODUCTION

Statutory Basis

Section 163.3177(6)(a), Florida Statutes dictates that local governments provide a recreation and open space element that provides for a comprehensive network of recreation facilities that serves the City's population.

Sustainable Vision

Recreation serves, not only as a source of enjoyment and preservation of natural open space for the people of Sanford, but also as a vital community service that contributes to the City's sense of character and community. Evaluating recreation policies in this light assists in the formation of additional policies that coordinate recreation facilities with community services, neighborhood focal points and the City's mobility network. Furthermore, as residential development trends continue to change, a renewed emphasis on high quality and diverse common space is critical to maintaining the quality of life expected by the City.

Supporting Documents

The Recreation & Open Space Element is supported by the [Public Facilities and Community Resources section of Volume II](#), inventories and analyzes the existing recreation network and projects future recreation needs based on a population projection to the year 2030. A [Parks, Recreation & Open Space map](#) that inventories existing and potential future facilities is also included in Section VI for reference.

GOALS, OBJECTIVES & POLICIES

GOAL REC 1:

MAINTAIN AND INCREASE ADEQUATE RECREATIONAL OPPORTUNITIES AND OPEN SPACE FOR THE VISITORS AND RESIDENTS OF SANFORD.

Recreation System Demand

OBJECTIVE REC 1.1: Provide a System of Parks and Recreation. Continue to provide recreational and community facilities adequate to meet the recreational needs of residents and visitors consistent with the level of service (LOS) standards established in [Policy REC1.1.1](#).

Policy REC 1.1.1: Establish LOS Standards for Parks and Recreation Facilities. The City of Sanford shall apply the LOS standard of 4 acres of recreation land per 1,000 population and 0.05 miles of multi-use trails per 1,000 population. This standard shall be used in reviewing proposals for development orders or permits. Additionally, the City shall review the location of facilities and the types of facilities located throughout the City to ensure that all parts of the City are served by adequate and appropriate recreation facilities.

Policy REC 1.1.2: Monitor and Update Recreation Needs. In preparation for its annual budgeting process, the City shall conduct an evaluation of existing recreational facilities including, but not limited to open space, active recreation facilities, park land and community centers and recommend to the City Commission any additional or new recreational facilities that may be needed by the City in order to ensure there are no geographic gaps or LOS insufficiencies. The analysis shall be directed toward maintaining a system of recreational sites and facilities which is responsive to user needs.

Policy REC 1.1.3: Maintain Recreation Impact Fees for Recreation Improvements. The City shall maintain a recreation impact fee program to ensure that private residential development contributes to recreation, park and open space demand generated by the respective developments.

Policy REC 1.1.4: Program Future Recreation Capital Improvements. Recreation improvements needed for the City to maintain adopted LOS standards shall be scheduled and incorporated as capital projects in the Capital Improvements Plan.

Policy REC 1.1.5: Maintain Existing Recreation Land and Facilities. The City shall maintain existing recreation land and facilities through the use of proper management and funding techniques. The City shall ensure that recreation facilities are properly managed, well maintained, and that quality recreation programs are available to all residents.

Policy REC 1.1.6: Regulate Park Conversions. The City may consider the allocation of existing park land for another use provided that all three (3) of the following conditions are met and the conversion is expressly for the public's well-being:

- The proposed use is consistent with the GOPs of this Comprehensive Plan;
- The facilities located within that park can be provided at another park within the City (i.e., no net loss of recreation facilities); and

- The resulting LOS for park land is not less than the adopted LOS of 4.0 acres/1,000 people.

Policy REC 1.1.7: Require New Residential Development to Accommodate Recreation. The City shall implement requirements in the Land Development Regulations (LDRs) requiring certain residential development to accommodate recreational or other amenities onsite in order to offset impacts of the project on the City's recreation LOS and provide an improvement that contributes to the design of the project.

Environmental Awareness

Policy REC 1.1.8: Utilize Creative Concepts of Urban Design and Conservation of Environmentally Sensitive Open Space. All plans for development or redevelopment of parkland resources shall incorporate creative concepts of urban design and landscape. The plans shall be designed to preserve existing areas of unrestricted access along the shoreline of Lake Monroe and prevent "walling-off" views of the water. Active and passive recreation areas shall be planned in a manner compatible with unique natural features of the site. Park development plans shall be designed to preserve resource protection areas. The design shall provide a circulation system to minimize conflict between pedestrians and vehicles. Adequate landscape and screening shall be integrated into park development plans to minimize land use conflicts, protect stability of established residential areas, and enhance community appearance.

Policy REC 1.1.9: Promote Environmental Concern as Part of Recreational Programs. The City shall provide environmental education and management as part of park and recreation policies and programs, in concert with environmental interest groups such as the local Audubon Society. Support for cooperative programming between resource agencies and local educational advisors will provide park and recreation resources as an instrument for environmental teaching. The City shall develop educational nature trails along environmentally unique segments of Lake Monroe to provide opportunities for environmental education.

Policy REC 1.1.10: Designate or Acquire Open Space and Natural Reservations. The City shall enforce performance criteria designed to protect and preserve wetlands, wetland transition areas and water management areas. The City shall enforce its stormwater management and wetland preservation regulations to provide for the dedication of conservation easements or reservations where the City finds that the dedication is reasonable in order to protect the value and function of a wetland or to further the objective of stormwater management plan.

Policy REC 1.1.11: Enhance the Waterfront. The City shall continue efforts to enhance recreational opportunities along the Lake Monroe Waterfront and monitor opportunities for the development of public spaces in this area. Improved accessibility to the waterfront via sidewalks and trails will continue to be explored.

Recreation as a Community Service

Policy REC 1.1.12: Promote Recreation areas as a Community Service. The City shall reinforce the concept of recreation as a community service through opportunities and partnerships with other organizations that engage the community, including neighborhood events, educational opportunities, promotion of the arts and services that engage Sanford's youth, where appropriate.

Policy REC 1.1.13: Coordination with Neighborhood Master Planning. Improvements to recreation systems determined necessary by adopted neighborhood master plans shall be adopted into the schedule of improvements provided in the Capital Improvements Plan.

Policy REC 1.1.14: Provide a Connected System of Trails. The City shall partner with Seminole County and MetroPlan to provide a complete, safe and connected system of multi-use trails that offer biking and hiking opportunities throughout the City, through the completion of its Bicycle and Pedestrian Master Plan. Where possible, the City shall seek opportunities to connect these trails to existing recreation facilities to offer a connected recreation network.

Public Safety

OBJECTIVE REC 1.2: Provide Safe and Accessible Recreation Space. The City shall ensure the provision of safe recreational facilities to serve the community,

Policy REC 1.2.1: Community Prevention through Environmental Design. The City shall employ CPTED principles in the design and maintenance of its facilities, including maintenance of plantings and adequate lighting, where appropriate.

Policy REC 1.2.2: Safe Access. The City shall ensure the provision of safe access to each recreation facility through the provision of an adequate system of bicycle and pedestrian facilities that connect recreational facilities to the neighborhoods they serve and surrounding services.

Open Space

OBJECTIVE REC 1.3: Protect Open Spaces Systems. The City shall preserve open space for recreation activities, for utilitarian uses, and for purposes of conserving resource protection areas.

Policy REC 1.3.1: Establish Open Space Preservation Criteria. The City of Sanford identifies three types of open space: utility open space, conservation open space, and recreation open space. The following policies establish the definition and criteria for preservation of each of these types.

Policy REC 1.3.2: Define Utility Open Space. Utility open space includes the following: Transportation Corridors; Potentially Incompatible Land Use Buffer Areas; Stormwater Retention Areas.

Policy REC 1.3.3: Define Conservation Open Space. Conservation open space includes the following areas identified as resource protection areas:

- Wetlands and Aquatic Habitats - Preserved through the Resource Protection designation of the Future Land Use Map;

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- Floodways and Drainage Ways - Preserved through the Resource Protection designation on the [Future Land Use Map](#);
- Aquifer Recharge Areas and Wellfield Protection Areas - Preserved through the Resource Protection designation on the [Future Land Use Map](#);
- Upland Wildlife Habitats - Protection measures of these habitat areas shall be involved as a condition of site plan review; and
- Floodplains - The areas identified on the [Future Land Use Map](#) series shall be protected.

Policy REC 1.3.4: Define Recreation Open Space. This classification consists of city parks and recreation areas. These lands are preserved pursuant to the Parks, Recreation and Open Space designation on the [Future Land Use Map](#).

Policy REC 1.3.5: Ensure Compatibility with Natural and Open Space Systems. The City shall ensure that all new development is designed in a manner compatible with natural system and shall not encroach upon open space systems. The City shall require dedication of open space systems and/or conservation easements in order to implement this policy where such action is consistent with the public health, safety, and welfare and does not impose a "taking" without just compensation.

CHAPTER 4. PUBLIC SCHOOL FACILITIES

INTRODUCTION

Statutory Basis

While the Community Planning Act of 2011 removed mandatory implementation of district-wide school concurrency, the City of Sanford recognizes the importance of providing adequate school facilities to serve its current and future residents and enjoys a close relationship with Seminole County Public Schools. School concurrency ensures coordination between local governments and school boards in planning and permitting developments that affect school capacity and utilization rates.

Furthermore, 163.3177(7) F.S. mandates that Seminole County and its municipalities enter into a public schools interlocal agreement (ILA) with the School District to ensure the continued coordination of existing and future schools to serve the County and municipalities.

Sustainable Vision

The City of Sanford enjoys a strong relationship with the Seminole County School Board that not only ensures the continued coordination between school facilities and population growth, but also actively seeks opportunities to collaborate on joint use facilities and other issues. The City's approach to education has a strong impact on the City's character, as well as its future economy

Supporting Documents

The Public School Facilities Element is supported by the [Public Facilities and Community Resources section of Volume II](#), which provides for the inventory of existing educational facilities and analysis of existing deficiencies and future needs, based on projected population and growth for the ten year planning period, which accommodates projections through 2030. The [Public School Facilities Map](#) series is also included in Section VI for reference.

Other supporting documents not included in these Volumes, but playing a significant role in this Chapter are:

2007 Interlocal Agreement for Public School Facility Planning and School Concurrency, Amended January 2008.

GOALS, OBJECTIVES & POLICIES

GOAL PSF 1:

PROVIDE QUALITY EDUCATION. AS A BASIC TENET OF COMMUNITY LIFE, IT IS THE GOAL OF THE CITY OF SANFORD TO CONTRIBUTE TO AND MAINTAIN A HIGH QUALITY PUBLIC SCHOOL ENVIRONMENT.

Adequate Provision of Schools

OBJECTIVE PSF 1.1: *Coordinate Level of Service (LOS) Standards and Service Boundaries.* The City of Sanford shall coordinate with the Seminole County School Board in the School Board's efforts to correct existing deficiencies and address future needs through implementation of adopted LOS standards and appropriate public school facility service area boundaries. The standard is a countywide standard specified in the currently adopted *Interlocal Agreement for Public School Facility Planning and School Concurrency*, wherein the following terms are used:

- Permanent Florida Inventory of School Houses (FISH): meaning the permanent facilities within the inventory of land, buildings and rooms in public educational facilities used by the Florida Department of Education, Office of Educational Facilities; and
- Concurrency Service Area (CSA): A geographic unit promulgated by the School Board and adopted by local governments within which the LOS is measured when an application for residential development is reviewed for school concurrency purposes. The CSA coincides with groupings of school attendance zones within each school type based on adjacency; and
- LOS standard: A standard established to measure utilization of capacity within a CSA. Current LOS within a CSA is determined by dividing the full-time equivalent student count (FTE) for the Fall Semester at the same type of schools by the permanent FISH capacity of the same type of schools. Projected or future LOS is determined by the dividing the projected enrolled students at the same type of schools within a CSA by the planned permanent FISH capacity of the same type of schools.

Policy PSF 1.1.1: *Adoption of LOS Standards.* To ensure that the capacity of schools is sufficient to support student growth, the City, Seminole County other cities within Seminole County, and the School Board agree that the LOS standard shall be 100% of the aggregate permanent FISH capacity for each school type within each CSA.

Policy PSF 1.1.2: *Coordinate LOS Standards.* The City shall use its CMS to coordinate with the School Board and other local jurisdictions to ensure that the LOS standards established for each school type is maintained.

Policy PSF 1.1.3: *Utilize CSA Boundaries.* The City shall apply school concurrency using CSA boundaries adopted by the School Board.

Policy PSF 1.1.4: *Establish CSAs for Each Type of School.* The CSA boundaries established by the School Board will be based on clustered attendance zones for each school type (elementary, middle and high school) based on adjacency and will be re-evaluated by the School Board, as needed.

Policy PSF 1.1.5: Consider CSA Boundary Changes. At the determination of the School Board, CSA maps may be modified from time to time, to maximize utilization of school capacity. The School Board shall transmit the proposed change request with supporting data and analysis to the City and the other local jurisdictions.

Policy PSF 1.1.6: Coordinate School Board Capital Improvements Schedule and Potential CSA Boundary Changes. As identified in the *currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*, the School Board's annual update of its Capital Improvements Schedule will include review of attendance zone changes and if necessary, modifications to the CSA maps to the greatest extent possible to provide maximum utilization.

OBJECTIVE PSF 1.2: Coordinate Development Review to Achieve Concurrency. The City of Sanford will coordinate with the Seminole County School Board in the City's development review efforts to achieve concurrency in all public school facilities.

Policy PSF 1.2.1: Maintain Development Review Process. The City shall withhold or condition the approval of any site plan, final subdivision, or functional equivalent for new residential units not exempted until a School Capacity Availability Letter Determination (SCALD) has been issued by the School Board to the City indicating that adequate public school facilities exist or until a mitigation agreement has been reached, pursuant to the provisions of the Interlocal Agreement.

Policy PSF 1.2.2: Adopt School Concurrency Provisions into the City's Land Development Regulations. The City shall adopt school concurrency provisions into its Land Development Regulations (LDRs) for the review of development approvals, consistent with the requirements of the *currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*.

Policy PSF 1.2.3: Determine Impacts. The School Board shall be responsible for determination of adequate school capacity.

School Siting

OBJECTIVE PSF 1.3: Coordinate Existing and Future School Facility Planning with the Future Land Use Element and Development Approval Process. The School Board shall coordinate future siting of schools and capacity needs with development approvals and changes to the City's *Future Land Use Map (FLUM)*.

Policy PSF 1.3.1: Coordinate Comprehensive Plan Amendments and Facility Planning. The city will consider the availability and future provision of school facility capacity, the provision of school sites and facilities within neighborhoods, the compatibility of land uses adjacent to existing schools and reserved school sites, the co-location of parks, recreation and neighborhood facilities with school sites and the linkage of schools, parks, libraries and other public facilities with bikeways, trails, and sidewalks for safe access during the review of proposed Comprehensive Plan land use map amendments.

Policy PSF 1.3.2: Coordinate School Site Sizes and Co-location in the City. The City will work with the School District to identify sites for future educational facilities that meet the minimum standards of the School Board where possible and which are consistent with the provisions of the

Sanford Comprehensive Plan. When the size of available sites does not meet the minimum School Board standards, the City will support the School Board in efforts to use standards more appropriate to a built urban environment. To the extent feasible, as a solution to the problem of lack of sufficiently sized sites, the City shall work with the School Board to achieve co-location of schools with City facilities.

Concurrency

OBJECTIVE PSF 1.4: Administer Public School Concurrency. The City of Sanford Shall Require that Public School Facility Capacity is Available Concurrent with the Impacts of New Residential Development, as required by the *currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*.

Policy PSF 1.4.1: Time Concurrency Review. The City shall require that all new residential development be reviewed for school concurrency prior to development approval as defined in the *currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*.

Policy PSF 1.4.2: Enforce Concurrency Review. In compliance with the availability standards of [Section 163.3180 \(1\)\(h\)1, F.S.](#), the City shall not deny development approval due to failure to achieve the adopted LOS for public school facilities when the following occurs:

- Adequate school facilities are planned and will be in place or under construction within three years of the development approval.
- The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities consistent with the methodology in the *currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*.

Policy PSF 1.4.3: Establish Residential Uses Exempt from the Requirements of School Concurrency. The following residential uses shall be exempt from school concurrency requirements:

- All single family lots of record at the time the school concurrency implementing ordinance became effective.
- Any new residential development that has a preliminary plat or site plan approval or the functional equivalent for a site specific development order prior to the commencement date of the School Concurrency Program on July 1, 2008.
- Any amendment to a previously approved residential development which does not increase the number of dwelling units or change the type of dwelling units.
- Any age restricted community with no permanent residents under the age of 18 (a restrictive covenant limiting the age of residents to 18 and older shall be required).

Proportionate Share

Policy PSF 1.4.4: Administer Revenues Received Through Proportionate Share Mitigation. Any revenues received for proportionate share mitigation are to be directed by the School Board toward a school capacity improvement identified in the School Board's Five-Year Capital Improvement Plan (CIP).

Policy PSF 1.4.5 Consider Proportionate Share Mitigation. In the event school capacity is not available to support a development, the School Board may entertain proportionate share mitigation options and, if accepted, shall enter into an enforceable and binding agreement with the developer to mitigate the impact from the development through the creation of additional school capacity, the process of which is outlined in the currently adopted *Interlocal Agreement for Public School Facility Planning and School Concurrency*.

Policy PSF 1.4.6: Administer Appeal Process. A person substantially affected by a School Board's adequate capacity determination made as a part of the School Concurrency Process may appeal such determination through the process provided in [Chapter 120, F.S.](#)

Capital Improvements

OBJECTIVE PSF 1.5: Update Capital Improvement Element Annually. The City of Sanford shall amend its Capital Improvement Element (CIE) to include that portion of the adopted School Board's Five-Year (CIP) which deals with capacity improvements.

Policy PSF 1.5.1: Update Capital Improvement Element. On an annual basis, no later than December 1st of each year, the City shall update the City's CIE to include that portion of the School Board's annual update of their financially feasible Five-Year (CIP) related to capacity improvements. However, the City shall not have the obligation, or the responsibility for funding or accomplishing the School Board Five-Year (CIP).

Policy PSF 1.5.2: New Financially Feasible Fifth Year Projects During Each Update. Each annual update to the CIE shall include a new fifth year with its financially feasible school capacity projects that have been adopted by the School District in its update of the Five-Year Capital Improvement Schedule.

Policy PSF 1.5.3: Comply with Florida Statutes for Timing of Capital Improvement Element Update. The City shall amend its CIE to reflect changes to the School District's Five-Year Capital Facilities Plan in compliance with timing requirements of Florida Statutes.

Community Compatibility

OBJECTIVE PSF 1.6: Ensure Compatibility with Surrounding Land Uses, Encourage Co-location with Appropriate City Facilities, and the Location in Proximity to Residential Areas to be Served and Function as a Community Focal Point. The City of Sanford shall ensure compatibility of school facilities with surrounding land use through the development review process and shall encourage, to the extent feasible, co-location of new schools with compatible City facilities, and the location of school facilities to serve as Community Focal Points.

Policy PSF 1.6.1: Establish School location Sites and Compatibility Standards. School sites are allowed within any land use designation in the City except Resource Protection (RP). Compatibility with adjacent land uses will be ensured through the following measures:

- New school sites within the City must not be adjacent to any noxious industrial uses or other property from which noise, vibration, odors, dust, toxic materials, traffic conditions or other disturbances would have a negative impact on the health and safety of students.

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- Public school sites shall be compatible with environmental protection, based on soils, topography, protected species and other natural resources on the site.
- An assessment of critical transportation issues, including provision of adequate roadway capacity, transit capacity and bikeways shall be performed for proposed school sites prior to any development to ensure safe and efficient transport of students.
- New school sites must comply with the City's LDRs and must minimize potential detrimental impacts on adjacent uses by providing sufficient onsite parking, sufficient internal vehicular circulation to ensure that unsafe stacking of vehicles on access roads does not occur, containment of offsite light spillage and glare, and reduction of off-site noise through compliance with the City's buffer requirements.
- New school sites for elementary and middle schools shall be located in close proximity to existing or anticipated concentrations of residential development. New school sites for high schools and specialized schools are suitable for other locations due to their special characteristics.
- The development review process shall ensure that facilities such as sanitary sewer and potable water are available at the time demanded by the new school site, and services such as public safety can also be provided.
- New school sites shall have safe ingress and egress for pedestrians, bicycles, cars, buses, service vehicles and emergency vehicles. High schools should be located with access to collector or arterial roads, rather than relying solely on local roads.

Policy PSF 1.6.2: Encourage Co-Location and Community Focal Point. Recognizing that new schools are an essential component in creating a sense of community, the City shall encourage the co-location of new school sites with appropriate City facilities to the extent feasible, and shall encourage, through the development review process, the location of new school sites so they may serve as community focal points. Where co-location takes place, the City may enter into an ILA with the School Board to address shared uses of facilities, maintenance costs, vehicular and bicycle parking, supervision and liability issues, among other concerns.

Safe Access

OBJECTIVE PSF 1.7: Ensure Provision of Necessary Infrastructure. The School Board will coordinate with the City of Sanford to ensure the timely provision of public facilities to support the necessary functions of public school facilities.

Policy PSF 1.7.1: Maximize Efficiency of Infrastructure. During participation in the future school site identification process detailed in the *Currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*, the City shall seek to maximize efficient use of existing infrastructure and avoid sprawl development by identifying future school sites that take advantage of existing and planned roads, potable water, sanitary sewer, parks and drainage systems.

Policy PSF 1.7.2: Ensure Safe Student Access. The City will ensure safe student access to school sites by coordinating the construction of new neighborhoods and residential developments, expansion of existing neighborhoods and developments and redevelopment or revitalization of existing neighborhoods and developments with Seminole County's safe road and sidewalk connection programs to school sites.

Policy PSF 1.7.3: Coordinate Bicycle Access and Pedestrian Connection. The City will coordinate bicycle access to public schools consistent with the Seminole County countywide bicycle plan adopted by the Metropolitan Planning Organization, METROPLAN. In addition, the City shall revise its LDRs as needed to specify that performance standards for new residential developments adjacent to existing and proposed school sites, other than age restricted developments, shall include pedestrian connections between the sidewalk network within the development and the adjacent school site.

Policy PSF 1.7.4: Coordinate to Ensure Necessary Off-Site Improvements. During the development review process for a proposed new school facility, the City will work with the School Board to determine the party or parties responsibility for the financing, constructing, operating, and maintaining any needed off-site improvements, including but not limited to: signals, deceleration lanes, roadway striping for crosswalks, safe directional/warning signage, and sidewalks. A new development adjacent to or sharing an access road with an existing school or future school site shall mitigate the traffic impacts of the development for safe access to the school. Such mitigation efforts may include, but are not limited to: developer striping of crosswalks, developer installation of sidewalks, payment for safe directional/warning signage, and payment for signals.

Policy PSF 1.7.5: Include Provisions for School Buses. The City shall revise its LDRs to require the inclusion of school bus stops and turnarounds in new residential developments that are not age restricted.

Intergovernmental Coordination

OBJECTIVE PSF 1.8: Coordinate with School Board and Cities. The City of Sanford shall coordinate with the School Board and other local jurisdictions as specified by the procedures in the currently adopted *Interlocal Agreement for Public School Facility Planning and School Concurrency* and provide information for emergency preparedness.

Policy PSF 1.8.1: Provide Data to the School Board. The City shall maintain data on the approved number of residential dwelling units by unit type and location and the corresponding number of units within each development that have received a certificate of occupancy (CO). The data shall be provided to the School Board annually by October 15th.

Policy PSF 1.8.2: Provide Representation for School Planning. The City shall assign representatives to take part in committees and meetings as specified by the currently adopted *Interlocal Agreement for Public School Facilities Planning and School Concurrency*. A staff representative shall be assigned to the Planning Technical Advisory Committee (PTAC) which shall meet as specified in the ILA. An elected official or designee shall be appointed to the Public Schools Facilities Planning Committee (PSFPC) which shall meet as specified in the ILA.

Policy PSF 1.8.3: Provide Notification of Proposed Changes. The City shall provide notification in accordance with the currently adopted *Interlocal Agreement for Public School Facilities Planning and School Concurrency* to the School Board of proposed amendments to the Future Land Use Map (FLUM), rezonings, developments of Regional impact, and/or major residential or mixed use development projects that may increase residential densities, effect student enrollment, enrollment projections, or school facilities. Such notice will be provided within 10 working days of receipt of the application.

III PUBLIC FACILITIES & COMMUNITY RESOURCES

Policy PSF 1.8.4: Provide Emergency Preparedness Information. The City shall continue to provide information needed by the School Board and local jurisdictions for emergency preparedness purposes.

Policy PSF 1.8.5: Review of Interlocal Agreement. The City shall continue coordination with Seminole County Public Schools to periodically review the current ILA in order to determine if updates are necessary based on changes in current policy and State Statutes.

SECTION IV
NATURAL
RESOURCES

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CHAPTER 1. CONSERVATION

INTRODUCTION

Statutory Basis

Making provision for the protection of environmental resources is a priority for the City. The Conservation Element of this Comprehensive Plan ensures that this is carried out as it identifies protection strategies for air, water, recharge areas, wetlands, and other vital resources, including energy conservation. These conservation priorities also meet the requirements of State law identified in Florida Statutes [Section 163.3177 \(6\) \(d\)](#).

Sustainable Vision

The Conservation Element identifies specific resources in the City that need to be protected as well as monitored through time to ensure these protections are effective and process do not stagnate as technologies improve for monitoring. Additionally, the Element recognizes that natural resources affect broader boundaries beyond the City and thus require multi-jurisdictional coordination and cooperation. With these in mind, the City provides through the Conservation Element policies, the opportunity for a Regional partnership with other local and State agencies, as well as, the development community to proactively plan for and effectuate natural resource management and conservation.

Supporting Documents

The Conservation Element is supported by [Natural Resources section of Volume II](#), which provides for the inventory and analysis of existing natural resources critical to the City's environmental sustainability, including surface water, ground water and air quality, as well as mineral resources and vegetative/wildlife habitats. The [Natural Resources Map](#) series is also included in Section VI for reference.

GOALS, OBJECTIVES & POLICIES

GOAL CON 1:

CONSERVE, PROTECT, AND APPROPRIATELY MANAGE AND RESTORE THE CITY'S NATURAL RESOURCES. THE CITY OF SANFORD SHALL ENHANCE THE QUALITY OF NATURAL SYSTEMS, INCLUDING BUT NOT LIMITED TO: AIR, SURFACE WATER, GROUNDWATER, WETLANDS, FLORA AND FAUNA, SURFICIAL AND FLORIDAN AQUIFERS THROUGH CONSERVATION, PROTECTION, AND MANAGEMENT ACTIVITIES.

Air

OBJECTIVE CON 1.1: *Protect Air Quality.* The City shall meet or exceed the minimum air quality standards established by the Florida Department of Environmental Protection (DEP) and shall continue to enforce regulatory programs to prevent and/or minimize non-point sources of air pollution.

Policy CON 1.1.1: *Cooperate with DEP Air Quality Monitoring Activities.* The City of Sanford shall cooperate with **DEP** in the monitoring of air quality and in the placement of air monitoring devices currently located in the City of Sanford. Such cooperation shall be furthered by City enforcement of the techniques implemented in the [Land Development Regulations \(LDRs\)](#) and which include:

- Combat erosion and generation of fugitive dust particles;
- Achieve compatible land uses;
- Require new development to incorporate design features responsive to prevailing wind directions and other pollution abatement factors;

Abate nuisance factors by requiring that new development be designed in a manner which avoids emissions of smoke, particulate matter including dust, odor and toxic matter which exceed best management standards;

- Require new to utilize air quality management techniques which include air quality monitoring and modeling; and
- Assist Seminole County's air quality monitoring programs.

Policy CON 1.1.2: *Combat Erosion and Generation of Dust Particles.* The City shall require that measures be taken on sites proposed for excavation and/or construction activity as well as on cleared areas which assure that exposed, destabilized, or other altered soil is expeditiously covered with an acceptable erosion control material to combat erosion and generation of fugitive dust particles. Every use shall be operated as to prevent the emission into the air of dust or other solid matter. The City shall also require that soil erosion and sedimentation control techniques be implemented as required in this plan.

Policy CON 1.1.3: *Maintain Air Pollution Nuisance Abatement.* The City shall continue to protect against loss of air quality by maintaining land use controls which promote only activities compatible with existing land uses and natural systems and by enforcing nuisance abatement regulations governing emission of smoke and particulate matter. In addition, site plan review standards shall

include consideration of prevailing wind directions and other pollution abatement factors in the site plan review process. All uses and development activity shall be constructed, maintained and operated in a manner which is not injurious or offensive to the occupation of adjacent premises due to the emission or accretion or smoke, dust or other particulate matter, toxic or noxious waste materials and odors. Air pollutants, including smoke, particulate matter, odor and toxic matter shall be abated in compliance with criteria established in the [Florida Administrative Code](#).

Water

OBJECTIVE CON 1.2: Ensure Water Quality and Quantity. The City shall coordinate with Seminole County, the St. Johns River Water Management District (SJRWMD) as well as Federal, State, and Regional entities having water-related jurisdiction, in order to conserve and protect the quality and quantity of current and projected future water sources and surface water run-off.

Policy CON 1.2.1: Coordinate Surface Water Management and Land Use. The City shall protect groundwater from point and non-point pollution sources by assisting the State and SJRWMD in managing water quality by preventing the discharge of poor quality stormwater into public water bodies through the adoption of level of service (LOS) standards in the LDRs.

Policy CON 1.2.2: Monitor Stormwater Issues. The City shall coordinate with the East Central Florida Regional Planning Council (ECFRPC) and the DEP in matters regarding documentation of:

- stormwater management practices;
- stormwater construction and maintenance costs; and
- monitoring of selected stormwater management facilities.

The City shall coordinate with the ECFRPC, DEP, the SJRWMD, and other entities as identified in a unified State program directed at educating the general public on the non-point source pollution problems and available stormwater management practices to abate non-point source impacts on water quality.

Policy CON 1.2.3: Regulate Agricultural Activities to Preserve Water Quality. The City shall incorporate and enforce regulations requiring that agricultural activities shall:

- a. Not be conducted adjacent to existing waterways and shall require that surface water management activities comply with all applicable policies of the DEP, SJRWMD, and other agencies having appropriate jurisdiction as well as State laws;
- b. Maintain natural drainage patterns;
- c. Promote the use of surface water supplies for irrigation purposes;
- d. Prohibit the expansion of agricultural activities into wetland areas; and
- e. Use best management principles and practices in order to reduce pesticide and fertilizer run-off, prevent soil erosion, and preserve water quality.

Policy CON 1.2.4: Regulate Wastewater Treatment Discharge to Preserve Water Quality. The City of Sanford shall continue to enforce performance standards established in the LDRs to protect water quality. These standards promote application of innovative concepts in wastewater collection and disposal, and ensure connection to the public wastewater system where feasible.

Policy CON 1.2.5: Preserve the Shoreline of Major Floodways. The City of Sanford shall require that development along portions of the shoreline which are subject to erosion include a plan for revegetation to stabilize the shoreline and encourage reintroduction of wildlife.

The City has determined floodways and flood prone areas to be environmentally sensitive including areas located in Floodways and Zone "A" of the Flood Insurance Rate Map prepared by the Federal Emergency Management Agency. Accordingly, the 100-year flood plain has been designated a "resource protection area".

Policy CON 1.2.6: Establish Flood-Prone Area Design and Performance Criteria. Uses and activities in flood-prone areas shall comply with the design and performance criteria established in the LDRs.

1. Site alteration shall not adversely affect existing surface water flow pattern. Drainage subbasin boundaries shall be maintained except where modification is required by overriding public interest or to preserve a "reasonable" use of the land and prevent a "taking" of private property without just compensation.
2. Developments that contain an existing natural drainageway or watercourse, related floodplain and adjacent vegetation shall maintain and incorporate such features into the project design. Drainage system design shall ensure that sediment from runoff will not enter such natural drainageway.

Policy CON 1.2.7: Protect Floridan and Surficial Aquifer Recharge Areas and Public Wellfields. The City shall prohibit mining, resource extraction, junkyards, outdoor storage of hazardous material and waste in "most effective" recharge areas. The City shall also continue to maintain aquifer recharge standards in the LDRs which regulate excavating groundwater runoff, as well as changes in topography and shall restrict the amount of impermeable surface allowed within effective recharge areas. The City shall protect wellfields delineated in [Map 33: Wellhead Protection Areas...](#) Requirements regarding the protection of wellfields, primary, and secondary protection zones shall continue to be implemented in the LDRs.

Policy CON 1.2.8: Potable Water Supply. In order to conserve potable water supply and achieve a reduction in the current rates of water consumption the City shall continue to implement the LDRs performance standards, as well as, implementing and updating the Water Supply Facilities Work Plan.

Policy CON 1.2.9: Coordinate Emergency Conservation of Water Sources. The City shall coordinate with the SJRWMD in implementing emergency water conservation measures based on SJRWMD standards.

Floodplain

OBJECTIVE CON 1.3: Maintain Floodplains. The City shall protect the natural functions of the 100-year floodplain in order to protect and maintain its flood-carrying and flood storage capacity.

Policy CON 1.3.1: Enforce Policies to Maintain Floodplains. Consistent with the ECFRPC floodplain policy, the City shall continue to enforce floodplain protection measures in the LDRs sufficient to protect and preserve the value and function of floodplains from encroachment by development.

The City shall maintain consistency with program policies of the Federal Insurance Administration. The City shall monitor new cost-effective programs for minimizing flood damage. Such programs may include modification in construction setback requirements or other site design techniques, as well as upgraded building and construction techniques to protect against flood hazards.

Policy CON 1.3.2: Require Minimum Ground Floor Elevation. When structures intended for human habitation are proposed to be located in wetlands that are not regulated by the provisions of Ordinance No. 1859, the Administrative Official shall be authorized to establish and require a minimum ground floor elevation sufficient to prevent future flood damage of buildings on the parcel and any surrounding buildings impacted by the development.

Wetlands

OBJECTIVE CON 1.4: Protect and Preserve Wetlands and Natural Drainage Characteristics. The City shall continue to maintain and enforce LDRs that include performance criteria designed to protect and preserve wetlands from physical and hydrologic alterations as well as specifically direct incompatible land uses away from wetlands.

Policy CON 1.4.1: Protect Wetland Transition Areas. Transition areas shall be defined as the area separating wetland and upland areas and in which development activities may be regulated to protect wetlands. The transition zone is an area having a direct groundwater or surface water influence. The transition area provides a buffer between wetlands and upland development or other land alteration activities. The purpose of the transition zone is to ensure the continuing function of respective wetland communities. The City shall retain the right to prohibit development within the wetland transition area. The boundary of a wetland transition area shall be established by field investigation. Prohibited uses and development will continue to be identified in the LDRs.

Policy CON 1.4.2: Develop Wetland Development Restrictions. Wetlands identified with the "Resource Preservation" designation shall be protected from physical or hydrologic alterations in order to maintain natural functions (The "Resource Protection" designation is the City's "Conservation" designation). No land use or development shall be permitted that would result in the elimination of any beneficial function of a wetland. If permitted, any alteration or modification of wetlands shall be the minimum necessary to conduct the use or activity. The following uses shall be permissible within a wetland buffer:

- Required project improvements;
- Permitted public service structures;
- Walkways with pervious surfaces; and
- Required landscaped areas.
- Approved passive recreation
- Restricted Accessway
- Bird Sanctuary
- Natural stormwater retention/detention, natural preserve
- Other similar land uses approved by the City pursuant to LDRs

The following uses shall be prohibited within a wetland buffer:

- Vehicular use areas, off-street parking and/or loading and service areas; and
- Buildings.

Policy CON 1.4.3: Required Dedication of Conservation Easements or Reservation. The City shall enforce performance criteria in the LDRs designed to protect and preserve wetlands, wetland transition areas and water management areas. The City shall enforce its stormwater management and wetland preservation regulations to provide for the dedication of conservation easements or reservations where the City finds that the dedication is reasonable in order to protect the value and function of a wetland or to further the objective of stormwater management plan.

Policy CON 1.4.4: Enforce Wetland Buffers. The City shall continue to enforce the specific buffer widths as defined in the LDRs.

Policy CON 1.4.5: Retain Natural Drainage Characteristics. Natural surface water patterns shall be maintained. Post-development drainage conditions shall approximate pre-development drainage conditions. The velocity of water flowing through wetlands shall remain approximately the same before and after development.

Policy CON 1.4.6: Minimize Alteration or Modification. No land use or development shall be permitted that would result in the elimination of any beneficial function of a wetland. If permitted, any alteration or modification of wetlands shall be the minimum necessary to conduct the use or activity.

Policy CON 1.4.7: Regulate Stormwater Conditions. The use of cypress, hardwood swamp, bayhead, and hydric hammock wetlands for water retention shall be permitted when utilized to decompose dissolved organics and when such wetlands are not connected to surface waters. Stormwater detention basins shall screen, filter, trap and/or otherwise prevent sediment and debris and minimize the amount of chemicals entering wetlands. Channelization of water to or through a wetland shall not be permitted.

Policy CON 1.4.8: Allow Exceptions for Sites Existing Prior to 1990. The City shall not allow lots or parcels to be created without sufficient uplands. For sites, parcels, and lots recorded or platted on or before October 28, 1990 that do not contain sufficient uplands to permit development, the City shall allow one (1) residential structure. The City shall allow fill and clearing of natural vegetation only in conjunction with a minimal accessway and a minimum amount beneath the structure, and provided that the direction and rate of historical surface water flows are not altered.

Mineral Resources

OBJECTIVE CON 1.5: Combat Soil Erosion. The City shall reduce the incidence of soil erosion caused by land clearing, breaches in stabilized shorelines, and lands having exposed soil without vegetative cover.

Policy CON 1.5.1: Implement Erosion and Sedimentation Controls. The City shall require that appropriate measures be taken during land clearing and building operations to assure that exposed, destabilized or otherwise altered soil is expeditiously covered with an acceptable erosion control material. These provisions shall be applicable to the act of subdividing and installation of related improvements as well as during the development review process including the period during which improvements are being undertaken. The tree protection and erosion control measures shall be applicable to all clearing and grading activities and shall include specifications for managing vegetation and revegetation.

The City shall continue to require that plans for development and excavation incorporate all measures necessary to minimize soil erosion and to control sedimentation in the disturbed land area as defined in the LDRs.

OBJECTIVE CON 1.6: Prevent Potential Adverse Impacts of Future Mining and Excavation Activities. Mining activities shall be regulated within the City of Sanford since the City's natural systems could potentially receive irretrievable losses from the impacts of unregulated mining operations.

Policy CON 1.6.1: Regulate Mining Activities. The City of Sanford shall restrict mining activities based on the irretrievable losses which such intense activities may potentially impose on the City's ecosystem. The City's LDRs shall continue to require that all mining and resource extraction including but not limited to, sand and peat excavation shall be conducted according to an excavation and reclamation plan approved by the City. Because of the high potential for surface and groundwater contamination associated with mining and extraction activities, a horizontal impervious layer (possibly including a portion of the extracted resource) shall, if feasible, be left undisturbed and unpenetrated beneath all excavated areas. The amount and location of the impervious layer to remain intact, if any, will be determined by soil surveys prior to excavation.

The City shall continue to enforce a regulatory program including procedures for managing preparation and review of the excavation and reclamation plan designed to preserve natural resources such as recharge areas, wetlands, and wellfields.

Policy CON 1.6.2: Require Reclamation Plans. The City shall continue to require that mining sites, including borrow pits, undergo reclamation, meeting plan requirements established in the LDRs. .

Vegetative Communities

OBJECTIVE CON 1.7: Protect Native Vegetation and Aquatic Habitats. The City shall protect and retain major vegetative communities as well as aquatic habitats which include: forested wetlands, herbaceous wetlands, shrub wetlands, and aquatic wetlands; hardwood hammock communities; wetland and vegetative communities adjacent to Lake Monroe, other water bodies, and along other major drainage corridors; and shorelines.

Policy CON 1.7.1: Protect Vegetative Communities and Aquatic Habitats. The City shall continue to maintain existing LDRs implementing programs designed to:

1. Protect and retain major vegetative communities
2. Protect and retain aquatic habitats

Wildlife Habitats

OBJECTIVE CON 1.8: Protect Wildlife and Wildlife Habitats. The City shall coordinate with the SJRWMD and the State in protecting fisheries, wildlife, and wildlife habitat.

Policy CON 1.8.1: Manage the Impacts of Development on Aquatic Habitats. The City shall incorporate procedures for coordinating with the SJRWMD, the Florida Fish and Wildlife Conservation Commission, and the DEP, as appropriate, in reviewing the implications of development proposals, including proposed subdivisions and site plan review petitions. Such coordination shall be designed to assist in identifying potential adverse impacts of proposed development on aquatic habitats. The City shall continue to enforce performance standards in the LDRs which are designed to preserve the water quality within Lake Monroe and which protect freshwater grassbeds in order to preserve aquatic habitats and fisheries.

The removal or control of native species of emergent, submersed or floating vegetation in natural waters of the State shall be limited to that necessary to provide for reasonable and beneficial uses of surface waters.

Policy CON 1.8.2: Protect Wildlife and Wildlife Habitats. The City shall preserve wetland areas identified mainly as resource protection areas and continue to enforce LDRs regarding development impacts on wetlands. The wetlands are designated "Resource Protection" and constitute wildlife habitat areas.

Environmentally Sensitive Land

OBJECTIVE CON 1.9: Protect Environmentally Sensitive Lands. The City shall designate environmentally sensitive lands for protection based on locally determined criteria which further the goals, objectives and policies (GOPs) of the Conservation Element. The City shall continue to enforce LDRs which protect the natural functions of existing soils, lakes, rivers, floodplains, and fisheries as directed by the below Stated policies. The City has no bays or harbors. This objective shall be measured through the implementation of the following policies.

Policy CON 1.9.1: Design Environmentally Sensitive Areas. The City's LDRs shall continue to include performance standards and/or criteria for preserving wetlands, managing surface waters, maintaining storage functions of the floodplain, protecting wildlife and wildlife habitats and promoting water quality. The City shall protect the natural function of soils by protecting against soil erosion, by protecting against development in areas with hydric soils and restricting mining and excavation and by protecting recharge areas including soils and topography. Lakes and fisheries shall be protected by managing aquatic habitats.

Hazardous Waste

OBJECTIVE CON 1.10: Manage Hazardous Waste. The City of Sanford shall coordinate with Seminole County as well as appropriate State and Regional agencies in developing effective plans for managing hazardous waste.

Policy CON 1.10.1: Manage Hazardous Waste. The City shall continue to prohibit the location of land use activities which handle, store, or generate hazardous materials or wastes as identified in the LDRs.

In addition, the City shall continue to enforce a regulatory program which requires that all users and generators of hazardous waste and material located in the City shall submit plans, procedures and documentation which ensure that such waste and material is properly stored, disposed and processed.

Policy CON 1.10.2: Manage Hazardous Waste. The City shall continue to enforce LDRs which incorporate development restrictions directed toward preserving natural systems. The City shall continue to work with Seminole County and appropriate State and Regional agencies in developing an improved area-wide solid waste management program which includes more innovative solid and hazardous waste management technologies that save energy, produce renewable energy and effectively manage hazardous waste.

Historic Resources

OBJECTIVE CON 1.11: Preserve Historic Resources. The City shall ensure that there will be no loss of historic resources on City-owned property. Historic resources on private property shall be encouraged to be protected, preserved, and/or re-used in a manner sensitive to the historic properties of the site and/or structure.

Policy CON 1.11.1: Promote Identification of the City's Historic, Archaeological, and Cultural Resources. The City shall coordinate with the State Division of Historic Resources in continuing to identify, protect, analyze, and explain the City's historical, archaeological, and cultural resources. Such efforts shall include determination of their worth and vulnerability, as well as determination of specific applicable preservation management policies.

Policy CON 1.11.2: Establish Performance Standards for Protecting Sites of Historic or Archaeological Significance. LDRs shall continue to include precautions designed to prevent adverse impacts to historic or archaeological sites of significance.

Policy CON 1.11.3: Permit Alternatives to Preserving Historic or Archaeological Sites. As an alternative to preserving historic or archaeological sites, the owner of impacted lands may allow excavation of the site by the Division of Historic Resources or another State approved entity prior to development. Should a site be scientifically excavated in this manner, development may proceed following completion of the scientific excavation by the approved entity.

Energy

OBJECTIVE CON 1.12: Apply Energy Resource Management and Conservation Concepts. The City shall monitor concepts for managing energy resources conservation issues confronted by the City. This may include considering application of concepts which have been demonstrated to be successful and cost effective in resolving development and conservation issues.

Policy CON 1.12.1: Coordinate Energy Management. The City shall coordinate energy management with concerned entities within the public and private sectors including formulation of energy related decisions with concerned Federal, State, Regional, and County agencies as well as with concerned private entities. The City shall work with these agencies and entities in order to maximize awareness of energy related problems, issues, alternative techniques for resolving energy related problems and issues, and to identify future areas where joint efforts may enhance mutual goals and objectives.

Policy CON 1.12.2: Encourage Energy Efficiency in Plans. The City shall encourage land use, multimodal transportation systems, and urban design which minimizes energy consumption and maximizes effectiveness of energy consumed. This will reduce travel demands by locating major traffic generators on sites accessible by major traffic corridors and promote a systematic approach to the development of pedestrian and bicycle path networks by the public and private sectors. This approach is intended to improve energy efficient transportation links between major activity areas such as residential neighborhoods, employment centers, shopping areas, parks, and schools.

Policy CON 1.12.3: Require Energy Efficient Design. The City shall promote site planning and design which reduces demand for artificial heating, cooling, ventilation and lighting. Design factors include building design, siting and orientation that effectively utilize natural solar resources, wind conditions, tree canopy, and plant material to reduce the effects of exposure to extreme weather conditions. Energy efficient construction shall be promoted through enforcement of the building and energy codes, through application of new and proven energy-efficient technology and through cooperative efforts with building trades, design professionals, building officials, and county, Regional and State agencies concerned with energy conservation, as well as encouraging opportunities to meet “green” building, LEED and related standards.

Policy CON 1.12.4: Enforce Energy Conservation in Building and Construction. The City shall continue to enforce energy efficient building codes and promote efficient energy conservation in building heating and cooling systems. The City shall promote training workshops in energy efficiency in construction and continue to foster cooperative relationships between building trades, architects, engineers and building officials.

Policy CON 1.12.5: Monitor New Energy Conservation Techniques. The City shall monitor new cost-effective techniques for managing land development and energy conservation. The City shall coordinate these reviews with the State and the ECFRPC. These review efforts shall consider innovation in analysis of energy supplies; alternative energy sources; energy consumption patterns; cost implications; and energy related impacts of utilities including the electrical utility, water and wastewater systems, and solid waste disposal. Energy use in housing, transportation, industry and commerce shall be monitored and evaluated on a continuing basis using available analytical techniques. Analytical findings shall be used to formulate public policy directed toward needed corrective energy conservation measures.

Intergovernmental Coordination

OBJECTIVE CON 1.13: Administer Intergovernmental Coordination for Managing Conservation Activities. The City shall continue to utilize an intergovernmental coordination mechanism in order to manage natural resources and assist in implementing appropriate laws, ordinances, and plans of existing State, Regional and local agencies sharing responsibilities for managing natural resources within the City.

Policy CON 1.13.1: Implement Policies for Intergovernmental Coordination to Manage Conservation Activities. The City of Sanford shall coordinate with Seminole County and appropriate Regional, State, and Federal agencies in managing conservation resources.

The City shall coordinate with Seminole County and other public entities as needed by participating in technical reviews concerning water quality, floodplain management, surface water management, and fish and wildlife, especially issues impacting major environmentally sensitive resources such as

Lake Monroe, Cloud Branch, and Mill Creek. The activities shall also be coordinated with State and Regional entities having appropriate jurisdictional interests.

The City shall coordinate with Seminole County in order to assure that all future development shall be timed and staged to assure that requisite infrastructure and services are available to respective developments concurrent with the impacts of the development. The City shall be especially interested in reviewing impacts generated by development within the unincorporated area on the City. Such development reviews shall closely monitor and evaluate impacts on:

- City infrastructure levels of service, especially impacts on: roadways, water and wastewater systems, floodplain and storm water management, and the area-wide recreation system.
- Natural resources especially water quality and quantity issues which transcend local jurisdictional boundaries.

Major issues and activities to be coordinated with the Department of Environmental Protection (DEP), the SJRWMD, the Florida Fish and Wildlife Conservation Commission (FFWCC), and the Division of Forestry as may be appropriate in managing the following activities:

The City shall coordinate with technical staff within the SJRWMD and DEP in order to assure implementation of sound principles and practices of conservation resource management during the development review process as well as in the formulation of policies impacting coastal resource management.

Existing waterways and surface water management activities shall comply with all applicable policies of the SJRWMD as delegated by the DEP to prevent adverse impacts to water quality.

The City shall continue to assist the Division of Forestry which manages growth and preservation of woodlands within Seminole County, as well as authorizes controlled burning of grasslands, and flatwood understories.

The City shall continue its coordination with the Department of Economic Opportunity (DEO) which provides technical assistance to the City in the areas of land and water management.

Airport Lands

OBJECTIVE CON 1.14: Ensure Protection of Natural Resources within Airport Boundaries. The City shall ensure that all development within the Airport protects and conserves natural resources, consistent with Federal Aviation Authority (FAA) regulations.

Policy CON 1.14.1: Maintain List of Threatened and Endangered Species. The Airport shall continue to maintain a detailed list of occurring and potentially occurring threatened and endangered species.

Policy CON 1.14.2: Monitor FFWCC Database. The Airport shall continue to monitor, on a yearly basis, the FFWCC database for the presence of protected bird species, including the bald eagle.

Policy CON 1.14.3: Perform Environmental Assessments. The Airport shall continue to complete environmental assessments, including a threatened and endangered species evaluation, for each phase or portion of development.

Policy CON 1.14.4: Coordinate with Federal and State Agencies. The Airport shall continue to coordinate with the United States Fish and Wildlife Service (USFWS), the SJRWMD and/or the FFWCC on best management practices for the protection of threatened and endangered species and species of special concern.

Policy CON 1.14.5: Relocate Protected Species. The Airport shall continue to relocate protected species in accordance with Federal, State and local environmental standards in order to conserve and protect their value.

Policy CON 1.14.6: Mitigate Structural and Non-structural Impacts. The Airport shall continue to obtain environmental resource permits for storm water drainage and wetlands impacts from the SJRWMD. Permit applications shall address the protection of wetland systems and/or the need for mitigation measures for adverse structural and non-structural impacts from airport development upon adjacent natural resources and land uses as deemed appropriate by the SJRWMD. The Airport shall also continue to coordinate mitigation measures for adverse structural and non-structural impacts on protected species with the FFWCC and USFWS.

Administration

OBJECTIVE CON 1.15: Continue Evaluation of the Conservation Element Effectiveness. The City shall use the following policies as criteria in evaluating the effectiveness of the Conservation Element.

Policy CON 1.15.1: Review the Impact of Changing Conditions on Conservation Policy. The City shall monitor and evaluate significant changes in the characteristics of natural resources within the City. Policy implications of such changes shall be examined and corrective measures shall be pursued. Conservation policies shall be refined as needed in order to remain responsive to evolving problems and issues.

Policy CON 1.15.2: Schedule, Budget, and Implement Programmed Activities. The timely scheduling, programming, budgeting and implementation of programmed conservation activities identified in this Element shall be evidence of the City's effectiveness in carrying out a systematic program for implementing conservation GOPs.

Policy CON 1.15.3: Coordinate with Public and Private Sectors. While continually implementing and evaluating the Conservation Element, the City shall maintain a process of intergovernmental coordination as well as coordination with private sector groups interested in conservation policy and programs. The effectiveness of this approach shall be evaluated by the success of coordination mechanisms in resolving conservation problems and issues.

Policy CON 1.15.4: Achieve Effect Resolution of Conservation Goals, Objectives and Policies. The effectiveness of the Conservation Element shall be measured by the City's success in achieving conservation GOPs. The Conservation Element incorporates a systematic planning process for identifying conservation problems and issues and implementing corrective measures.

**GOAL CON 2:
PROTECT FUNCTIONS OF GROUNDWATER AQUIFER RECHARGE AREAS. THE
FUNCTIONS OF NATURAL GROUNDWATER AQUIFER RECHARGE AREAS WITHIN THE
CITY SHALL BE PROTECTED AND MAINTAINED.**

Aquifer Recharge

OBJECTIVE CON 2.1: Coordinate Issues Surrounding Aquifer Recharge. The non-partisan shallow aquifer and the deeper Floridan aquifer are the source of the City's potable water. The areas identified as most effective for recharge provide vital areas for receiving rainfall which recharges the aquifers, as identified by [Map 36 – Aquifer Recharge](#) in Section VI of this document. In order to maintain and perpetuate the functions of these natural groundwater aquifers the City shall continue to regulate development which presents a threat to the natural process aquifer recharge. New development proposed within aquifer recharge areas shall be coordinated with the SJRWMD in order to ensure maintenance of aquifer recharge area functions. During the development review process the City shall ensure that the functions of the City's most effective natural groundwater recharge areas are protected by:

- Conserving open space;
- Prohibiting uses within recharge areas which generate or otherwise require on site use of hazardous materials;
- Preserving pre-development soil types, grade elevations, drainage rates, and water levels; and
- Minimizing reduction of recharge to the surficial aquifer.

These regulations are necessary since the City's shallow aquifer is especially sensitive to pollutants such as oils, gasoline, or other improperly managed hazardous substances that may seep downward into the shallow aquifer. The downward drift of pollutants also endangers the deeper Floridan aquifer which receives water from the shallow aquifer through downward percolation.

The City shall continue to enforce performance standards to ensure effective maintenance of groundwater aquifer recharge. The intent of the regulatory process shall be to assist management of recharge areas and recharge of groundwater in order to promote continuance of natural hydrological processes.

Policy CON 2.1.1: Protect Surficial Aquifer Recharge Areas. The City shall assist in protecting groundwater from point and non-point pollution sources by including the SJRWMD in the review of development plans located within areas designated as "most effective" recharge areas. The LDRs shall continue to enforce performance standards to ensure functions of the aquifer recharge areas are maintained.

Similarly, the City shall continue to regulate development to ensure maintenance of adequate supplies of high quality groundwater. The City shall assist the State and SJRWMD in managing water quality by involving appropriate State agencies and the SJRWMD in review of water quality management issues, including the discharge of inadequately treated wastewater and poor quality stormwater into public water bodies.

The City shall continue to require and enforce standards which minimize impervious surface coverage in the City's "most effective recharge areas". The City shall further enhance the natural groundwater aquifer recharge function in the City's most effective recharge areas through the City's water reuse system involving irrigation of public lands.

Policy CON 2.1.2: Conserve Deep Aquifer Water. In order to protect the quality and quantity of deep aquifer water resources, the City shall coordinate with the SJRWMD and other applicable regulatory agencies in identifying free flowing deep aquifer wells. The City will coordinate with the appropriate regulatory agency in determining if corrective measures, including capping, plugging, or installing regulatory devices which control the discharge of water from the deep aquifer are required.

Policy CON 2.1.3: Retain Run-off to Maximize Recharge. The City shall continue to require stormwater management techniques requiring retention of stormwater run-off to maximize groundwater recharge, as defined in the LDRs.

Policy CON 2.1.4: Coordinate with Other Recharge Protection Programs. The City will continue, in concert with local, State, and Federal agencies, to achieve Regional aquifer recharge protection objectives by maintaining the following actions:

- Implementing the drainage policy concerning maximizing recharge;
- Provide adequate on-site retention and ground water recharge while directing the surplus run-off to receiving waterways in a manner which prevents imbalance to their ecosystems;
- Implementing the Stormwater Management Plan;
- Coordinate issues surrounding aquifer recharge; and,
- Protecting surficial aquifer recharge areas; deep aquifer water conservation; and retain run off to maximize recharge.

SECTION V

IMPLEMENTATION

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CHAPTER 1. CAPITAL IMPROVEMENTS

INTRODUCTION

Statutory Basis

The Capital Improvements Element (CIE) is the most central and effective tool to implement a local government's vision, while meeting the most basic needs of its current population and anticipating future growth. As such, the CIE is a mandatory element of Comprehensive Planning, as provided for in [Section 163.3177\(3\)](#), Florida Statutes. This element is intended to provide standards to ensure the continued provision of public services to accommodate existing and new development, as well as to prioritize corrections in existing system deficiencies. This element is implemented by the 5-year Capital Improvements Plan and must be evaluated annual to ensure its continued effectiveness.

Sustainable Vision

The CIE is intrinsically linked with the concept of Sanford's continued sustainability. This element provides an implementation mechanism for the policies and planning strategies enumerated in Volume I and ensures that the improvements necessary to allow Sanford to thrive are provided, not just by the City, but also by private development in order to offset the impacts it makes to that system. Without the coordination of this element with other elements in this Volume and its continual evaluation, implementation of the City's Four Pillars and its Strategic Vision would not be possible.

Supporting Documents

The Capital Improvements Element is supported by the Implementation section of Volume II, which provides for the inventory and analysis of the City's existing funding mechanisms, as well as 5-year projected improvements allocated in the [Capital Improvements Plan](#), which is included in Volume II as reference.

GOALS, OBJECTIVES & POLICIES

GOAL CIE 1:

CAPITAL IMPROVEMENT MANAGEMENT. THE CITY SHALL UNDERTAKE ACTIONS NECESSARY TO ADEQUATELY PROVIDE NEEDED PUBLIC FACILITIES WITHIN THE CITY'S JURISDICTION IN A MANNER WHICH PROTECTS INVESTMENTS AND EXISTING FACILITIES, MAXIMIZES THE USE OF EXISTING FACILITIES, AND PROMOTES ORDERLY COMPACT GROWTH.

Intent and Administration

OBJECTIVE CIE 1.1: *Capital Improvement Rationale.* Capital improvements will be provided for purposes of correcting existing deficiencies, accommodating future growth, and replacing worn-out or obsolete facilities, as programmed in the [Five-Year Capital Improvement Program](#).

Policy CIE 1.1.1: Capital Improvement Element Intent. The City is committed to growth management which incorporates appropriate fiscal management practices and procedures. The City shall consider the use of all legal and equitable fiscal management techniques to achieve delivery of public services and facilities needed by existing and anticipated future populations. The capital improvement program presented herein identifies capital improvements needed by the existing and projected future population to maintain adopted level of service (LOS) standards. The City shall consider performance standards as well as legal and equitable impact fees, where appropriate, to ensure that new developments cover the costs of needed to maintain the adopted LOS for facilities and services based upon the impacts of the development.

The capital improvement program and budgeting process provides an on-going process for planning and review of the City's capital outlays, including their location, timing, estimated cost, relative priority, and potential funding sources. Capital outlays are approved only by the City Commission.

Policy CIE 1.1.2: Capital Improvement Program Criteria. The term "capital improvement", as used in the Comprehensive plan, is defined as a project that is self-contained and that will usually be constructed or purchased as a unit. Capital improvements generally include only those items constructed or purchased that have a useful life extending beyond a 10-year period following their acquisition, and usually involve a cost in excess of \$25,000 or involve the acquisition or disposal of land regardless of cost. Minor recurring annual expense items including routine maintenance and repairs are excluded. All projects that are to be financed from bond funds are included. Similarly, preliminary engineering studies for public facilities such as the design improvements to the transportation, water, wastewater, public school facilities and drainage systems are generally itemized as capital expenditure items due to their significant cost and their impact on the capital improvement program. The capital improvement program and budget is concerned with the assessment of need, assignment of priorities, and efficient allocation of the City's existing and potential fiscal resources for major community improvements or acquisitions over a five to 10-year period. The fundamental purposes of the capital improvement programming are as follows:

- a. To consolidate and coordinate all the various departmental requests by taxing district with the hope of reducing delays and coordinating individual improvement programs.
- b. To establish a system of procedures and priorities by which each proposal can be evaluated in terms of public needs, long range development plans, and short and long-term fiscal management impacts.
- c. To schedule future capital outlay projects pursuant to identified needs and priorities.

- d. To set forth a financing program that identifies potential funding sources, including but not limited to ad valorem taxes/general obligation bonds; user fees/revenue of excise tax bonds; grant programs; equitable contributions (exactions, such as impact fees) as well as performance standards and other components of a growth management program which may be used as fiscal strategies for obtaining needed capital improvements in developing areas.
- e. To coordinate joint projects involving participation by one or more local governments, as well as Federal, State, or Federal agencies.

Policy CIE 1.1.3: Utilize Capital Improvement Program and Budget as a Plan Implementation Device. The capital improvement program shall be used for achieving orderly urban growth and development. By providing a planned and reasonably reliable schedule of public projects, the capital improvement program and budget shall provide a guide for both public and private capital investment decisions influencing community development patterns. The capital improvement programming and budgeting process is the primary tool for closely coordinating land use planning and fiscal management required to successfully carry out the Comprehensive Plan.

Policy CIE 1.1.4: Program Availability and Scheduling of Capital Improvements. The City shall include within the Five-Year Capital Improvement Program all capital improvements which are identified in any of the respective elements of the City's Comprehensive Plan. The Five-Year Capital Improvement Program (CIP) and annual capital budget shall be prepared by the City and the CIP and budget shall be adopted by the City Commission.

In the case of the capital improvement program for public school facilities, the City relies on the School Board's obligation to prepare, adopt and implement a financially feasible capital facilities program to achieve public schools operating at the adopted LOS consistent with the timing specified in the Board's Capital Facilities Plan.

Policy CIE 1.1.5: Prioritize Capital Improvements. In allocating priorities for scheduling and funding capital improvement needs, the City shall assign highest priority to capital improvement projects in the Five-Year Capital Improvement which are designed to correct existing deficiencies and maintain the adopted LOS standards for public facilities.

Policy CIE 1.1.6: Draft and Rank Capital Improvement Priorities. The City Manager shall have the authority and responsibility to evaluate and recommend a rank order of priority for each capital improvement is proposed for inclusion in the Five-Year Capital Improvement Program. The City Commission shall retain its authority to adopt the recommendations of the Planning and Zoning Commission, with or without modifications to the proposed Five-Year Capital Improvement Program.

Policy CIE 1.1.7: Evaluate and Rank Capital Improvement Projects. Proposed capital improvement projects shall be evaluated and ranked according to the following priority level guidelines:

- a. Level 1: The project is needed to:
 - Protect public health and safety.
 - Fulfill the City's legal commitment to provide facilities and services.
 - Preserve or achieve full use of existing facilities.
- b. Level 2: The project accomplishes the following:
 - Increases efficiency of existing facilities.
 - Prevents or reduces future improvement costs.

- Provides service to developed areas lacking full service or promotes in-fill development.
- c. Level 3: The project:
- Represents a logical extension of facilities and services in a manner consistent with future Land Use Element goals, objectives and policies (GOPs), including the Future Land Use Map.

The applicable plans of State agencies and the St. Johns River Water Management District (SJRWMD) shall be part of the evaluation criteria for capital improvement projects.

Policy CIE 1.1.8: Coordinate Capital Improvements with School District. The City shall adopt the capacity portions of the annual School Board's Five-Year Capital Improvement Plan (CIP) into the Capital Improvement Element (CIE) of the Comprehensive Plan each year. By adopting the capacity portions of the Seminole County Public School's Five-Year (CIP) in the CIE of the City's Comprehensive Plan, Sanford shall have neither the obligation nor the responsibility for funding or implementing the School Board Five-Year (CIP). The City hereby adopts the capacity portion of the annual School Board's Five-Year CIP by reference.

Policy CIE 1.1.9: Coordinate Improvements based on Neighborhood Master Planning. Improvements recommended by approved Neighborhood Master Plan documents shall be included in the Capital Improvements Plan to ensure timely implementation of the Master Plan.

Private Development Contribution

OBJECTIVE CIE 1.2: Require Future Developments to Bear Proportionate Costs Infrastructure Impacts. Future development shall bear a proportionate cost for facility improvements necessitated by the development in order to maintain adopted LOS standards. This objective shall be measured through the implementation of the following policies.

Policy CIE 1.2.1: Require Funding Transportation Fees for New Development. The City shall participate in the Seminole County traffic impact fee program for purposes of assisting the funding of new or improved roadways and intersection improvements required to accommodate traffic impacts of new development. The traffic impact fee program assesses new development a pro-rata share of costs required to fund transportation improvement needs generated by such development.

Policy CIE 1.2.2: Supplement Transportation Funding. The local option gas tax and other funding measures that may be made available to the City shall be used to supplement impact fees and fund non-County-maintained transportation improvements.

Policy CIE 1.2.3: Require Recreation Impact Fees for New Development. The City shall continue to enforce the City's recreation impact fee which shall require that new development pay a pro-rata for recreational land and facility needs generated by the respective developments.

Policy CIE 1.2.4: Require Water and Wastewater Impact Fees for New Development. The City shall continue assessing impact fees from new development for water and wastewater facility improvements necessitated by the respective development. The Land Development Regulations (LDRs) shall continue to incorporate performance criteria assuring that all new development provide water and wastewater improvements to meet the adopted LOS standards.

Policy CIE 1.2.5: Fund Drainage Improvements. The City shall continue to correct deficiencies in the drainage system through the implementation of identified capital improvements projects, and by maintaining the stormwater utility district as a dedicated funding source for drainage improvements. The City shall continue to comply with the standards for discharge authorized by EPA permit No. FLS 000038, or its successor under the National Pollutant Discharge Elimination System. The City will continue to include projects in the Five-Year Capital Improvement Program when needed to maintain adopted LOS standards for drainage.

Policy CIE 1.2.6: Collect School Impact Fees. The City shall continue to collect impact fees imposed by the School Board to fund public school facility needs generated by new development.

Resource Management

OBJECTIVE CIE 1.3: Manage Fiscal Resource. The City shall manage fiscal resources to ensure provision of needed capital improvements for approved development orders and for future development and redevelopment.

Policy CIE 1.3.1: Ensure Availability of Adequate Public Facilities. The City shall issue no development order for new development which would result in an increase in demand on deficient facilities prior to completion of improvements needed to achieve the adopted LOS standard. The City shall include an adequate facilities requirement as part of the concurrency management regulations within the LDRs and in accordance with Objective CIE 1.4 of this element and the associated policies contained therein.

Policy CIE 1.3.2: Indebtedness. For capital improvements, the City shall limit its maximum ratio of outstanding general obligation indebtedness to no greater than 1.5 percent of the property tax base. The City shall restrict maximum ratio of total debt service to total revenue to a ratio of 50 percent. In funding capital improvements, the City shall use revenue bonds as opposed to general obligation bonds when possible. The City does not limit the use of revenue bonds as compared to total debt.

Policy CIE 1.3.3: Adopt Capital Improvements Program. The City shall prepare and adopt a Five-Year Capital Improvement Program and annual capital budget as part of its budgeting process. The Five-Year Capital Improvement Program shall be annually updated and those projects required to maintain LOS standards shall be adopted as part of this Element by reference, a copy of which shall be maintained in Volume II of this document.

Policy CIE 1.3.4: Correct Transportation Deficiencies. Road improvements required to correct existing deficiencies in adopted LOS standards shall be included in the Five-Year Capital Improvement Program. Improvements funded by FDOT, Metroplan, Seminole County, or other governmental entity, and which occur on roadways within the City shall also be included.

Policy CIE 1.3.5: Correct Drainage System Deficiencies. Stormwater drainage system LOS deficiencies shall be included in the City's Five-Year Capital Improvement Program in order to meet the adopted LOS standard.

Policy CIE 1.3.6: Plan New Public Schools. New public schools within the City shall be planned for through cooperation and in conjunction with the parties to the *currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*.

Policy CIE 1.3.7: Pursue Available Grants. The City shall continue to pursue available grants such as the Community Development Block Grant (CDBG) Fund in coordination with Seminole County public facility revolving loan programs administered through the Department of Environmental Regulation; the Land and Water Conservation Fund; and other public or private grants programs in order to finance the provision of needed capital improvements.

Concurrency

OBJECTIVE CIE 1.4: Manage Concurrency. The City's Concurrency Management System (CMS) shall ensure that facilities and services needed to support development are available concurrent with the impacts of such development and maintain LOS at or above the adopted standards. Prior to the approval of a building permit or its functional equivalent, the City shall determine whether adequate public facilities to serve the development will be in place prior to issuance of a Certificate of Occupancy or its functional equivalent.

Policy CIE 1.4.1 Maintain LOS Standards. In order to ensure that future development maintains the adopted LOS standards, the City shall issue no development order or permit for development unless the applicant demonstrates to the satisfaction of the City that the adopted LOS standards for public facilities, including roads, water and wastewater services, drainage, solid waste, public schools and recreation will be maintained and that improvement needs shall be planned.

Policy CIE 1.4.2: Implement Concurrency Management. The Land Development Regulations shall further implement the CMS.

Policy CIE 1.4.3: Resolve Concurrency Issues. In order to implement the above measures, the City shall require that all developments requiring a development permit (as defined in [Section 163.3164, F.S.](#)) shall, at the time the subject permit application is filed, submit information which demonstrates that all urban services needed by the proposed development can and will be provided concurrent with the new development. In addition, all determine whether there will be adequate water supplies to serve the new development no later than the anticipated date of development order issuance or its functional equivalent, prior to approval of a building permit. All the developments are subject to the City's CMS. The City will keep track of the total of current demands and outstanding commitments, and determine the availability of adequate water supply prior to the approval of the proposed development.

Policy CIE 1.4.4: Stipulate De Minimis Impacts for Roadways. A proposed development may be deemed to have a de Minimis impact on roadways and may not be subject to concurrency requirements if the de Minimis impacts are defined within the Land Development Regulations.

Policy CIE 1.4.5: Consider Transportation Concurrency Exception(s). All new development and redevelopment occurring within the Downtown/Waterfront and US 17-92 Corridor Transportation Concurrency Exception Areas (TCEAs) may be authorized for exceptions to transportation concurrency requirements.

Policy CIE 1.4.6: Assess Transportation Concurrency. The CMS shall assess transportation impacts for new development or redevelopment according to the minimum standards maintained within the LDRs.

Policy CIE 1.4.7: Maintain Consistency with Other Transportation Plans. Update of the Five-Year Capital Improvement Program shall identify multi-modal transportation system projects, including those completed by FDOT, Metroplan, Seminole County, and other agency transportation plans, as appropriate.

Policy CIE 1.4.8: Implement Public School Facility Concurrency. The City shall enforce school concurrency using concurrency service area (CSA) boundaries adopted by the School Board, as provided for in the currently *adopted Interlocal Agreement for Public School Facility Planning and School Concurrency*.

Policy CIE 1.4.9: Proportionate Share Mitigation Options for Public School Concurrency. In the event there is no available school capacity to support a development, the School Board shall entertain proportionate share mitigation options and, if accepted, shall enter into an enforceable and binding agreement with the developer to mitigate the impact from the development through the creation of additional school capacity.

OBJECTIVE CIE 1.5: Require Development Orders and Permits Comply with Concurrency Management, LOS Standards, and Capital Improvement Schedule. Decisions regarding the issuance of development orders, building permits, certificates of occupancy, and other applicable permits shall be consistent with GOPs of the respective Comprehensive Plan elements, the City's adopted LDRs, and requirements for adequate public facilities meeting stated levels of service criteria.

The City shall ensure that land use decisions and fiscal decisions are coordinated with the adopted schedule of capital improvements to maintain adopted LOS standards and meet existing and future needs. An applicant for development shall be required to ensure that public facilities shall be available concurrent with the impacts of development. An applicant/developer shall be issued a development order only if the following policies are met, as determined by the City:

Policy CIE 1.5.1: Enforce LOS Standards. All facilities shall be assigned the appropriate adopted LOS standards for each public facility. New development orders and permits shall be issued only if they maintain the adopted LOS standards. The City shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facilities:

**Table CIE-1
Level of Service (LOS) Standards**

Facility/Service		LOS Standard
Solid Waste	Osceola Landfill	4.2 lbs/capita/day
	Central Transfer Station	4.3 lbs/capita/day
Wastewater System		115 gal/capita/day
Potable Water System		144 gal/capita/day
Fire flow	Residential	600 gpm/20 psi
	Non-residential	1200 gpm/20 psi
Drainage System By Facility Type	Retention/Detention for parcels with positive outfall ⁽²⁾	25-Year, 24-Hour
	Retention for parcels without positive outfall	25-Year, 96-Hour

Facility/Service		LOS Standard
	Closed drainage for urban streets with piped drainage	10-Year, 24-Hour
	Open drainage for rural streets with swales	10-Year, 24-Hour
	Canals, ditches, culverts, and other off-the-premise facilities	25-Year, 24-Hour
	Bridges and major highway crossings	100-Year, 24-Hour
Pollution Abatement		LDRs
Water Quality		Provide on-site retention or detention with filtration for the first one-half inch of runoff or the runoff from the first one inch of rainfall, whichever is greater. Parcels greater than 100 acres shall retain runoff from the first one inch of rainfall.
		All storm water treatment and disposal facilities shall be required to meet the design and performance standards established in Chapter 62, F.A.C.
		Treatment of the first inch of run-off on-site to meet water quality standards required by Chapter 62, F.A.C.
		Designed so as not to degrade the receiving water body below the minimum conditions necessary to assure the suitability of water for the designated use of its classification as established in Chapter 62, F.A.C. Where a conflict exists between two or more LOS standards, the more restrictive shall be enforced.
Roadways		
All City Collectors		LOS D
All County collectors and minor arterials that are not within a County designated urban center		LOS E
All County collectors and minor arterials that are within an area designated as I-4 High intensity, Westside Industry and Commerce, and Airport Industry and Commerce		LOS E
All State principal arterials other than freeways that are not classified as backlogged or constrained		LOS D
Limited Access Roadways	I-4	LOS D
	SR 417	LOS D
State minor arterials within the urbanized area		LOS D
State minor arterials outside the urbanized area		LOS D
Recreation Areas		4 acres recreation land per 1,000 population 0.05 miles of multi-use trail per 1,000 population
Public School Facilities		100% of Permanent FISH Capacity

- (1) The design frequency may be increased if deemed necessary by the Public Works Department.
- (2) The City may grant exceptions to the transportation concurrency requirements for future development projects within the City's two TCEAs, US 17-92 and Downtown Sanford. The section of US 17-92 from Lake Mary Boulevard to Airport Boulevard has a defined capacity as provided in the table above.

Policy CIE 1.5.2: Enforce Potable Water, Sewer, Solid Waste, Drainage Concurrency Requirements. For potable water, sanitary sewer, solid waste, drainage, the City shall ensure the following criteria have been met in order for a proposed development to be found in compliance with concurrency management requirements:

- a. Facilities and services must be in place or under construction at the time a development order or permit is issued. If the facilities will be under construction at the time a development order or permit is issued, the final development order is issued subject to the condition that such facilities must be in place and operational before or at the time of the issuance of a (C.O.) or its functional equivalent. No (C.O.) will be issued unless the necessary potable water, sewer, solid waste and drainage facilities and services are in place and available to serve the new development and its occupants.
- b. At the time the final development order is issued, the necessary facilities and services are guaranteed in a binding executed development agreement, pursuant to [Section 163.3220, F.S.](#) or an agreement or development order issued pursuant to [Chapter 380, F.S.](#), to be in place and available to serve new development at the time of the issuance of a (C.O.).

Policy CIE 1.5.3: Regulate Parks and Recreation Facilities Criteria. For parks and recreation facilities, at a minimum, the City shall find ensure following criteria have been met in order for a proposed development to be found in compliance with concurrency management requirements:

- a. At the time the final development order is issued, the necessary facilities and services are in place; or
- b. At the time the development permit is issued, the necessary facilities and services are the subject of a binding executed contract which provides for the commencement of the actual construction of the required facilities or the provision of services within one year of the issuance of the development permit; or
- c. The necessary facilities and services are guaranteed in an enforceable development agreement which requires the commencement of the actual construction of the facilities or the provision of services within one of the issuance of the applicable development permit. An enforceable development agreement may include, but is not limited to, development agreements pursuant to [Section 163.3220, F.S.](#), or an agreement or development order issued pursuant to [Chapter 380, F.S.](#)

Policy CIE 1.5.4: Regulate Transportation Criteria. For roadways, the City shall ensure the following criteria have been met in order for a proposed development to be found in compliance with concurrency management requirements:

- a. At the time the final development order is issued, the necessary facilities and services are in place or under actual construction; or

- b. A final development order is issued subject to the conditions that the necessary facilities and services needed to serve the new development are scheduled to be in place or under actual construction not more than three years after issuance of a (CO) as provided in the City's adopted Five-Year Capital Improvement Program. The CIP may recognize and include transportation projects included in the first three years of the adopted [Florida Department of Transportation \(FDOT\) Five-Year work program](#). The Capital Improvement Program must include the estimated fiscal year of commencement of actual construction and the estimated fiscal year the project will be completed. A plan amendment is required to eliminate, defer, or delay construction of any road or mass transit facility or service which is needed to maintain the adopted LOS standard and which is listed in the Five-Year Capital Improvement Program; or
- c. At the time the final development order is issued, the necessary facilities and services are the subject of a binding executed agreement which requires the necessary facilities and services to serve the new development to be in place or under actual construction not more than three years after issuance of a (CO); or
- d. At the time the final development order is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, pursuant to section [163.3220, F.S.](#), or an agreement or development order issued pursuant to [Chapter 380, F.S.](#), to be in place or under actual construction not more than three years after issuance of a (CO).

Policy CIE 1.5.5: Provide Adequate Public School Facilities. For public school facilities, in compliance with the currently adopted [Interlocal Agreement for Public School Facility Planning and School Concurrency for Coordinated Planning and School Concurrency](#), at a minimum, the City shall find that the following criteria have been met in order for a proposed development to be found in compliance with concurrency management requirements:

- Adequate school facilities are planned and will be in place or under construction within three years of the development approval.
- The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities consistent with the methodology in the *currently adopted Interlocal Agreement for Public School Facility Planning and School Concurrency for Coordinated Planning and School Concurrency*.

Policy CIE 1.5.6: Coordinate Concurrency with the Capital Improvements Program. In areas in which the City of Sanford commits to provide the necessary public facilities and services in accordance with its Five-Year Capital Improvement Program the concurrency requirement for roads may be met by the adoption and implementation of a CMS based upon an adequate capital improvements program and schedule and adequate implementing regulations which, at a minimum, include the following provisions:

- a. A CIE and a Five-Year Capital Improvement Program which, in addition to meeting all of the other statutory and rule requirements, must be financially feasible. The CIE and schedule of capital improvements may recognize and include transportation projects included in the first three years of the applicable adopted [FDOT Five Year Work Program](#).
- b. Committed improvements which are relied upon to meet concurrency and which are funded by the City, Seminole County, or the FDOT must be scheduled within the first three years of the capital improvements program for the respective government agency. A committed

improvement scheduled in the first three years of the City's capital improvements program shall not be delayed, eliminated or removed from said program except through the act of a Comprehensive Plan amendment.

- c. A Five-Year Capital Improvement Program which must include both necessary facilities to maintain the adopted LOS standards to serve the new development proposed to be permitted and the necessary facilities required to eliminate those portions of existing deficiencies which are a priority to be eliminated during the five-year period under the local government plan's schedule of capital improvements pursuant to Chapter [163.3177\(3\) F.S.](#) .
- d. A realistic, financially feasible funding system based on currently available revenue sources which must be adequate to fund the public facilities required to serve the development authorized by the development order and development permit and which public facilities are included in the Five-Year Capital Improvement Program.
- e. A Five-Year Capital Improvement Program which must include the estimated date of commencement of actual construction and the estimated date of project completion.
- f. A Five-Year Capital Improvement Program which must demonstrate that the actual construction of the road and the provision of services are scheduled to commence within the third year of the five-year timeframe.
- g. A provision that a plan amendment would be required to eliminate, defer or delay construction of any road which is needed to maintain the adopted LOS standard and which is listed in the Five-Year Capital Improvement Program.
- h. A requirement that the local government must adopt local development regulations which, in conjunction with the capital improvements element, ensure that development orders and permits are issued in a manner that will assure that the necessary public facilities and services will be available to accommodate the impact of that development.
- i. A provision that a monitoring system shall be adopted which enables the local government to determine whether it is adhering to the adopted LOS standards and its schedule of capital improvements and that the local government has a demonstrated capability of monitoring the availability of public facilities and services.
- j. A clear designation within the adopted Comprehensive Plan of those areas within which facilities and services will be provided by the local government with public funds in accordance with the Five-Year Capital Improvement Program.

In determining the availability of services or facilities, a developer may propose and the City of Sanford may approve developments in stages or phases so that facilities and services needed for each phase will be available in accordance with the standards required by [Chapter 163.3180 F.S.](#).

If any change in the Comprehensive Plan Future Land Use Map (FLUM) is proposed, no such amendment shall be approved until the impacts of proposed new land use activities on existing infrastructure as well as infrastructure included in the City's adopted capital improvement program have been identified and evaluated. The plan amendment shall be approved only if the projected impacts have been resolved through amendments to the capital improvements program or through an enforceable development agreement which ensures that any public facility needs generated by

the proposed change in land use shall be met concurrent with the impacts of development and that adopted LOS standards shall be met.

Policy CIE 1.5.7: Ensure Availability of Adequate Facilities. The City shall issue no development order for new development which would result in a facility deficiency prior to completion of improvements needed to address the deficiency and maintain the adopted LOS standard. The City shall include an adequate facilities requirement as part of the updated LDRs.

The provisions governing adequate facilities shall mandate that future applications for development shall include a written evaluation of the impact of the anticipated development on the LOS for the water and wastewater systems, solid waste system, drainage, recreation, public school facilities and the traffic circulation system. Prior to issuing a building permit the City shall render a finding that the applicant has provided written assurance that the proposed development shall be served with each of the above cited facilities with a LOS at least equal to the City's adopted LOS standards. The application for development shall include written assurances that any required improvements shall be in place concurrent with the impacts of the development.

Policy CIE 1.5.8: Evaluate Criteria for Plan Amendments. Proposed Plan amendments and requests for new development or redevelopment shall be evaluated according to the following guidelines:

- a. Does the proposed action contribute to any condition of public hazard;
- b. Does the proposed action increase any existing condition of public facility capacity deficits, as described in the [Traffic Circulation, Public Facilities, and/or Recreation and Open Space Elements](#);
- c. Does the proposed action generate public facility demands that may be accommodated by capacity increases planned in the Five-Year Capital Improvement Program;
- d. Does the proposed action conform with the future land uses designated on the [Future Land Use Map](#) within the [Future Land Use Element](#);
- e. Does the proposed action comply with and accommodate public facility demands based on the adopted LOS standards contained herein;
- f. If the proposed action requires that any public facilities be provided by the City, the applicant shall demonstrate that funds shall be available; acceptable to the City; and no project requiring a City expenditure for a capital improvement shall be approved by the City unless the City Commission approves the funding for the subject property prior to the project approval;
- g. Does the proposed action impact facility plans of any State agencies or facility plans of the SJRWMD.

Implementation

OBJECTIVE CIE 1.6: Implement Capital Improvements. This section stipulates a Five-Year Capital Improvement Program together with criteria for monitoring and evaluating the capital improvements element.

Policy CIE 1.6.1: Establish Short Range Schedule of Improvements. The Five-Year Capital Improvement Program, contained in Volume II, establishes the estimated projected cost, and potential revenue sources for each of the capital improvement needs identified within the respective Comprehensive Plan elements. These programs are scheduled in order to ensure that the GOPs established in the capital improvement element shall be met.

Policy CIE 1.6.2: Adopt Local School District Capital Improvements. The City hereby adopts the 2017/2018 Five-year (CIP) of the Seminole County Public Schools Annual School Budget.

CHAPTER 2. INTERGOVERNMENTAL COORDINATION

INTRODUCTION

Statutory Basis

To implement many of the goals, objectives, and policies within the City's Comprehensive Plan, the City needs to coordinate community decisions and activities with local jurisdictions and governmental agencies. As specified in Section 163.3177(6)(h), Florida Statutes, "An intergovernmental coordination element showing relationships and stating principles and guidelines to be used in coordinating the adopted Comprehensive Plan with the plans of school boards, Regional water supply authorities, and other units of local government providing services but not having regulatory authority over the use of land, with the Comprehensive Plans of adjacent municipalities, the county, adjacent counties, or the region...", provides guidance for preparing the City's Intergovernmental Coordination Element (ICE). In addition, this Element needs to identify procedures for addressing joint planning areas (JPAs), annexations, and joint infrastructure service areas. Also, an interlocal agreement (ILA) needs to be in place with the local school board related to potential impacts of proposed development, levels of service, and the capacity of school facilities.

Sustainable Vision

The City of Sanford recognizes that the decisions made by the City affect not only its residents, businesses, and visitors but also adjacent communities. Likewise, outside entities (especially those responsible for services within the City) can make decisions that can affect the City's operations and quality of life. The ICE provides the framework for establishing and maintaining the City's working relationships with its Federal, State, Regional, and local partners, supporting the need to communicate regularly about potential changes and investments.

Supporting Documents

The Supporting Data and Analysis is a companion to the ICE Goals, Objectives, and Policies (GOPs), this document provides details about how the City coordinates with its neighbors and partners, including a complete list of those groups along with copies of relevant ILAs referenced in the GOPs.

GOALS, OBJECTIVES & POLICIES

GOAL ICE 1

TO IMPLEMENT THE GOALS, OBJECTIVES, AND POLICIES OF THE CITY'S COMPREHENSIVE PLAN THROUGH COLLABORATIVE PLANNING, DECISION MAKING, AND DEVELOPMENT REVIEW BY AFFECTED LOCAL JURISDICTIONS AND GOVERNMENTAL AGENCIES.

OBJECTIVE ICE 1.1 To recognize the need to keep adjacent local jurisdictions and governmental agencies involved in key community decisions, ensuring consistency within the area.

Policy ICE 1.1.1 Partner with Local, Regional, State and Federal Agencies. The City of Sanford shall continue to work closely with its adjacent jurisdictions, Regional agencies, State agencies, Federal agencies, and other entities.

Policy ICE 1.1.2 Coordinate with other Agencies in Comprehensive Planning. The Planning and Development Services Director and the City's Local Planning Agency (LPA), or authorized designees, shall be responsible for coordinating with the area's partners for matters related to the City's Comprehensive Plan.

Policy ICE 1.1.3 Conflict Resolution. Conflicts and disputes with other local governments that cannot be reached by the parties within a reasonable period of time shall be resolved through the dispute resolution process provided by the East Central Florida Regional Planning Council.

Policy ICE 1.1.4 Annexation. Should an annexation into the City of Sanford be proposed, it would occur only upon: concurrence with Seminole County; consistency with the City's Comprehensive Plan; demonstration that public services could be provided at no additional costs to the City of Sanford; established levels of service (LOS) can be maintained; and compliance with existing State annexation statutes.

OBJECTIVE ICE 1.2 To ensure that mechanisms are in place for effective coordination between the City of Sanford and adjacent local jurisdictions along with Regional, State, and Federal agencies to ensure consultation among these partners as key community decisions are made.

Policy ICE 1.2.1 Implement and Maintain Coordination Strategies. The City shall continue to coordinate with the area's partners. As the need arises, new or revised coordination mechanisms will be established in order to ensure that all affected parties are informed about, and have the opportunity to participate in, community decisions that have implications beyond the jurisdiction of a community or agency.

Future Land Use

Policy ICE 1.2.2 Consult with Local Partners on Comprehensive Plan Amendments. As amendments to the City's Comprehensive Plan are considered, affected local jurisdictions and agencies shall be consulted prior to the transmittal of amendments to the State planning agency.

Likewise, adjacent jurisdictions will share their proposed Comprehensive Plan amendments so that the City of Sanford can review for consistency and potential impacts.

Policy ICE 1.2.3 Consult with Affected Agencies on Proposed Development. As part of the approval review process for any development or redevelopment project, outside jurisdictions and governmental agencies shall be consulted to ensure consistencies with related plans and that services can be provided. This coordination will occur before the proposed project goes before the LPA and City Commission for review and approval, if and when required to be reviewed by them.

Policy ICE 1.2.4 Execute Joint Planning Agreement with Seminole County. The City shall continue to coordinate with Seminole County in all land use matters related to the most recently executed [Joint Planning Agreement \(JPA\)](#) between the two jurisdictions.

Housing

Policy ICE 1.2.5 Partner with Other Agencies on Housing Strategies. As the City addresses housing needs, it will continue to coordinate with agencies, including the Sanford Housing Authority and the U.S. Housing and Urban Development Department. The City also shall identify partnership opportunities with public agencies and private entities as an additional means for encouraging a range of housing options within Sanford.

Mobility

Policy ICE 1.2.6 Partner with FDOT on State Facilities in the City. Since the Florida Department of Transportation (FDOT) owns and operates several State facilities (including toll roads) within the City of Sanford, the City shall continue to work closely with FDOT to ensure that future decisions about and the investments in these facilities will meet local service needs while being compatible with the City's setting.

Policy ICE 1.2.7 Participate in Decisions Related to SunRail. The City will coordinate with FDOT, Seminole County and the Central Florida Commuter Rail Authority to ensure that future decisions about and investments in SunRail meet local service needs while being compatible with the City's setting.

Policy ICE 1.2.8 Partner with Seminole County on County Facilities in the City. Since Seminole County owns and operates several County roads within the City of Sanford, the City shall continue to work closely with the County to ensure that future decisions about and the investments in these facilities will meet local service needs while being compatible with the City's setting.

Policy ICE 1.2.9 Participate in MetroPlan. As the area's metropolitan planning organization, MetroPlan Orlando serves as the clearinghouse for local project priorities and potential funding opportunities. The City shall continue to participate on MetroPlan's Board and committees as a formal means for incorporating the City's priorities into MetroPlan's plans and funding priorities.

Policy ICE 1.2.10 Coordinate Transit Needs with LYNX. The City shall continue to consult with the Central Florida Regional Transportation Authority/LYNX (the area's Regional transit service provider) about service needs and potential funding sources.

Policy ICE 1.2.11 Partner with Amtrak. The City of Sanford shall continue to coordinate with Amtrak to ensure connections between the existing train station and other destinations within the City.

Policy ICE 1.2.12 Monitor the Airport Master Plan. The City shall continue to coordinate with the Sanford Airport Authority (Orlando Sanford International Airport) and the Federal Aviation Authority to ensure that implementation of the Airport Master Plan is consistent with the City's Comprehensive Plan.

Policy ICE 1.2.13 Update Mobility Strategy with New Technology and New Approaches to Transportation. The City shall identify new technologies and private services that provide mobility options within the City of Sanford and connections to its neighboring jurisdictions and will continue its participation on the Municipal Mobility Working Group.

Infrastructure

Policy ICE 1.2.14 Coordinate with Local and Regional Partners on Water Supply and Water Quality. The City shall work with Seminole County and the City of Lake Mary to ensure that the City's future potable water needs are met, including levels of service (LOS) and concurrency. The City shall coordinate with the St. Johns River Water Management District (SJRWMD) to ensure that existing and future potable water needs are consistent with the [Regional water supply plan](#). This coordination also will include water quality.

Policy ICE 1.2.15 Implement Tri-Party Agreement. The City shall continue to work with the City of Lake Mary and Seminole County in order to optimize the existing reclaimed/augmentation water system in the Tri-Party Service Area.

Policy ICE 1.2.16 Coordinate with Volusia County on Reclaimed Service. The City shall continue to coordinate with Volusia County on the provision of reclaimed water service within the County.

Policy ICE 1.2.17 Maintain Coordinated Strategy for Sanitary Sewer. The City shall coordinate, as needed, with Seminole County and appropriate State and Federal agencies to ensure that the City's future sanitary sewer needs are met, including LOS and concurrency.

Policy ICE 1.2.18 Meet Requirements of FDEP. For stormwater management, the City shall coordinate with the U.S. Environmental Protection Agency as it meets its obligations under the National Pollution Discharge Elimination System permit.

Policy ICE 1.2.19 Coordinate with Seminole County for Provision of Solid Waste Services. The City shall work closely with its solid waste provider and Seminole County to ensure that County facilities can handle the City's future solid waste needs, including LOS and concurrency.

Policy ICE 1.2.20 Implement Regional Emergency Evacuation Plan. The City shall continue to work closely with Seminole County, adjacent jurisdictions, and the East Central Florida Regional Planning Council to implement the Region's emergency evacuation plan.

Parks and Recreation

Policy ICE 1.2.21 Coordinate with Seminole County to Meet Recreation Needs. With several Seminole County's parks located within the City of Sanford, the City shall continue to work with Seminole County so that the area's recreational needs are met.

Policy ICE 1.2.22 Partner with Seminole County School Board on Joint Use Facilities. The City shall continue to coordinate with the Seminole County School Board as the terms of joint use facilities ILAs are implemented. The City shall also look for future opportunities to serve local recreational needs jointly with Seminole County Public Schools.

Schools

Policy ICE 1.2.23 Implement Interlocal Agreement for Public Schools. The City will continue to meet its obligations with the Seminole County School Board as specified in the existing ILA. Revisions to this Agreement may be needed as State statutes are changed.

Policy ICE 1.2.24 Expand Educational Opportunities for Residents. The City shall explore opportunities for collaboration with Seminole County Public Schools, Seminole State College and other local post-secondary or technical institutions to offer a diverse range of programs that include emphasis in the arts and technical training programs in order to maximize educational and future employment opportunities for Sanford residents.

Public Safety

Policy ICE 1.2.25: Ensure School Safety. The City shall partner with Seminole County and Seminole County Public Schools to ensure school safety, including the provision of safe access to schools, and participation in the annually held School Safety and Security Forum hosted by the Seminole County Sheriff's Office.

Policy ICE 1.2.26: Implement Disaster Preparedness Plan. The City shall continue its coordination with Seminole County Emergency Management to ensure a comprehensive disaster preparedness plan is in place to serve the City prior to, during and after a natural or other disaster.

Natural Resources

Policy ICE 1.2.27 Protect Healthy Water Resources. To ensure that decisions are made to support healthy waterfronts and water quality, the City shall continue to coordinate activities with Seminole County, the SJRWMD, the Florida Department of Environmental Protection (FDEP), Florida Fish and Wildlife Conservation Commission (FFWCC), the U.S. Army Corps of Engineers, and other appropriate entities.

Policy ICE 1.2.28 Participate in Management of Lake Monroe. The City shall continue to participate in plans and programs fostered by the State or EPA to improve the quality of Lake Monroe and to abate land and water management activities which adversely impact Lake Monroe.

Capital Improvements

Policy ICE 1.2.29 Partner with Local, Regional and State Agencies on Capital Improvement Priorities. During the City's annual budgeting process, the City shall consult with the appropriate local jurisdictions and governmental agencies to ensure consistency of investments and priorities.

Policy ICE 1.2.30 Direct Spending of Impact Fees in the City. The City of Sanford will coordinate with Seminole County to ensure that collected impact fees within the City are spent on county facilities within the City.

CHAPTER 3. GENERAL MONITORING & PUBLIC PARTICIPATION

INTRODUCTION

Growth management laws pertaining to the update of a local government's Comprehensive Plan have changed significantly since the passage of the [2011 Community Planning Act](#), particularly with regard to the repeal of Section 9J-5 of the Florida Administrative Code (F.A.C.), which provided specific guidance as to the content of local Comprehensive Plans. Despite these changes, local governments are still mandated to evaluate their Comprehensive Plans every seven (7) years to ensure they still adhere to State law. This element provides procedures for this evaluation, in addition to offering guidance on the public input process necessary to ensure that any amendments made to the plan reflect the community's vision as well.

GOALS, OBJECTIVES & POLICIES

GOAL GM 1:

ESTABLISH MONITORING AND EVALUATION PROCEDURES. ESTABLISH AND MAINTAIN PROCEDURES FOR IMPLEMENTING THE MONITORING AND EVALUATION OF THE COMPREHENSIVE PLAN EVERY SEVEN YEARS (PURSUANT TO SECTION 163.3191, F.S.

Evaluation of Plan

OBJECTIVE GM 1.1: Maintain Review Procedures. The City shall ensure that the evaluating and updating of the Comprehensive Plan maintains proper review procedures and that public involvement is a component of the overall process.

Policy GM 1.1.1: Utilize Planning and Zoning Commission in Plan Evaluation and Updates. The Planning and Zoning Commission as the designated Local Planning Agency shall monitor and oversee the effectiveness and status of the Comprehensive Plan and recommend to the City Commission such changes in the Comprehensive Plan as required.

Policy GM 1.1.2: Administer General Procedures. The monitoring and evaluation of the Comprehensive Plan shall be a continuous and ongoing process. The City of Sanford Planning and Development Services Department shall evaluate the Comprehensive Plan once at least every seven years to determine whether the plan is in compliance with current Statutory requirements. Should the City determine that updates are necessary, they shall adhere to the process set forth in [Section 163.3191, F.S.](#)

Policy GM 1.1.3: Solicit Public Participation. Public participation shall be an integral part of the process. Prior to preparation of the Evaluation and Appraisal Report (EAR) and EAR-based Amendments, at least one public meeting shall be held to solicit the public's input, in accordance with the City's adopted Citizen Awareness Participation Plan (CAPP). This meeting shall be advertised in the local newspaper at least two weeks prior to the meeting. Subsequent to the initial public participation meeting, the process of Comprehensive Plan evaluation and update shall include a public hearing before the Planning and Zoning Commission and the City Commission, respectively, prior to adopting the final report. The public hearing shall be duly noticed and citizen input shall be encouraged. The adopted City of Sanford's Citizen Participation Plan is included in the Comprehensive Plan.

Policy GM 1.1.4: Criteria for Continuing Evaluation of Comprehensive Plan Elements. The Planning and Zoning Commission and City Commission shall use the following general criteria as well as any more specific criteria contained in respective elements of the Plan to evaluate each Element of the Comprehensive Plan.

- (1) Review Changes to State, Regional, and Local Policies on Growth Management and Implications these have to the Adopted Comprehensive Plan.

State Level: The State of Florida regulates local government Comprehensive Planning through Chapter 163, Part 2, F.S. These statutes shall be reviewed by the City of Sanford Planning and Development Department and the EAR shall address relevant changes.

- a. Regional Level: The City shall work with the East Central Florida Regional Planning Council (ECFRPC) to address any updates in Regional policy and

review the ECFRPC's strategic Regional Policy Plan.

- b. Local Level: The EAR shall be developed in a manner that addresses local policy and promotes implementation of these policies.
- (2) Review Impact of Changing Conditions and the Implications on the Comprehensive Plan. Update appropriate baseline data and review evolving issues, including major shifts in the magnitude, distribution, and/or characteristics of the following:
 - Housing supply and demand
 - Land use
 - Natural resources
 - Public facilities
 - Transportation system
 - Park and recreation system
 - Fiscal management resources
 - District water supply plan
 - Public school facilities
 - (3) Identify Major Issues Regarding the Community's Achievement of the Plan's Goals. The evaluation and appraisal report shall identify issues as part of the EAR process. The EAR shall be based on the analysis of these major issues in order to facilitate meeting the goals and objectives of the Comprehensive Plan.
 - (4) Review the Effectiveness of Intergovernmental Coordination. The EAR shall describe the existing coordination efforts and identify successes and areas in need of improvement.
 - (5) Each of the Plan's Elements Shall Evaluate How the Community is Achieving the Specified Goals and Objectives. The EAR contains an element assessment section that reviews the successes and shortcomings of each element. This section should review the goals and objectives of each element, particularly as they relate to the identified major issues. Where shortcomings are identified, corrective action(s) should be identified.

Policy GM 1.1.5: Adopt and Transmit EAR and EAR-based Amendments. The City shall continue to adopt and transmit the EAR and EAR-based amendments in accordance with the Florida Statutes.