

Evaluation and Appraisal Report (EAR)-based Comprehensive Plan Amendments

Taylor County, Florida

Data & Analysis



July, 2009

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I. Introduction

Pursuant to Section 163.3191, Florida Statutes, Taylor County submitted its EAR in 2007, as well as a revised EAR in 2008, to the Department of Community Affairs (DCA). DCA found the 2008 EAR in compliance.

Taylor County has prepared Evaluation and Appraisal Report (EAR)-based Comprehensive Plan Amendments to implement the findings of the 2008 EAR and the County's Vision 2060 Plan. The planning horizon of the Comprehensive Plan has been amended from 2015 to 2035. In response to the County's current status as a Rural Area of Critical Economic Concern (RACEC) and to implement the Taylor County Development Authority's (TCDA) Economic Development Plan, a new Economic Development Element has been prepared and will be adopted into the Comprehensive Plan.

This document contains the **Data & Analysis** necessary to support Taylor County's EAR-based amendments for the 2035 planning horizon.

II. Relationship to Taylor County Vision 2060 Plan

The Taylor County Vision 2060 Plan was adopted by the Taylor County Board of County Commissioners in September 2008 and found in compliance by DCA in May 2009. The Vision 2060 Plan is adopted as an optional component of the Taylor County Comprehensive Plan pursuant to Section 163.3177(11), Florida Statutes.

The EAR-based amendments contained herein implement the recommendations of the Vision 2060 Plan.

The Future Land Use Element has been amended to include Objectives and Policies for the use of Vision 2060 Plan land use categories. A Comprehensive Plan Amendment is required to change additional land to the optional Vision 2060 Plan land use categories.

The 2015 Future Land Use Map is amended to include the land necessary to support the projected 2035 population. The Bureau of Economic and Business Research (BEBR) medium range population projections have been used.



III. New Planning Areas

New Objective I.18 and Policies of the Future Land Use Element describes new master Urban Planning Areas and Rural Planning Areas. The Urban and Rural Planning Areas are depicted on the 2035 Future Land Use Map.

The purpose and intent of establishing the Planning Areas is to implement the Vision 2060 Plan, catalyze economic growth, stimulate job creation, and advance the Taylor County Economic Development Plan. In addition to those land use rights currently permitted by the 2015 Comprehensive Plan Future Land Use Map, the EAR-based Amendments add new development rights anticipated by the implementation of the Taylor County Economic Development Plan and Vision 2060 Plan. These additional development rights have been distributed into the 13 Urban Planning Areas and eight (8) Rural Planning Areas.

The maximum development program for the 13 Urban Planning Areas is anticipated to include up to 22,000 dwelling units and 3.1 million square feet of non-residential development.

The maximum development program for the eight (8) Rural Planning Areas is anticipated to include up to 6,100 dwelling units and 985,000 square feet of non-residential development. Rural Planning Areas use clustered or transferred development rights from the 2015 Future Land Use Map, and therefore are not included in the 2035 Population Projection Analysis.

The total maximum development program for both the Urban Planning Areas and the Rural Planning Areas may not exceed 28,000 dwelling units, 4.1 million square feet of non-residential development, and 13,200 net acres of industrial use, including warehousing, research and development parks, educational campus, energy production facilities, or other large employment generators.

The total dwelling unit count for the Urban and Rural Planning Areas includes a combination of existing development rights presently allocated on the 2015 Future Land Use Map as well as new growth projected by the Bureau for Economic and Business Research (BEBR) for 2035. Please see Section IV: 2035 Population Projection Analysis for additional detail regarding the 2035 population projection methodology.

All Planning Areas require Development of Regional Impact (DRI) review and approval. An Application for Master Development Approval (AMDA) and subsequent Applications for Incremental Development Approval (AIDA) may be submitted, pursuant to Sec. 380.06(21)(b), Florida Statutes.



The anticipated development program for each Urban Planning Area is described below.

Planning Area 1:

Land Use Category: Coastal Village

Total Area: 7,838 acres

Maximum residential development: 4,658 units

Maximum non-residential development: 672,493 square feet and up to 30 acres of industrial/warehousing

Planning Area 2:

Land Use Category: Coastal Village

Total Area: 1,310 acres

Maximum residential development: 883 units

Maximum non-residential development: 119,430 square feet

Planning Area 3:

Land Use Category: Coastal Village

Total Area: 834 acres

Maximum residential development: 853 units

Maximum non-residential development: 111,590 square feet

Planning Area 4:

Land Use Category: Coastal Village

Total Area: 980 acres

Maximum residential development: 626 units

Maximum non-residential development: 197,838 square feet

Planning Area 5:

Land Use Category: Coastal Village

Total Area: 1,078 acres

Maximum residential development: 681 units

Maximum non-residential development: 88,067 square feet

Planning Area 6:

Land Use Category: Coastal Village

Total Area: 1,250 acres

Maximum residential development: 1,093 units

Maximum non-residential development: 135,112 square feet

Planning Area 7:

Land Use Category: Coastal Village

Total Area: 3,770 acres

Maximum residential development: 5,050 units

Maximum non-residential development: 617,038 square feet and up to 30 acres of industrial/warehousing



Planning Area 8:

Land Use Category: Coastal Village

Total Area: 1,477 acres

Maximum residential development: 419 units

Maximum non-residential development: 47,045 square feet

Planning Area 11:

Land Use Category: Regional Employment Center

Total Area: 2,674 acres

Maximum residential development: 0 units

Maximum non-residential development: 1,760 acres of industrial/warehousing

Planning Area 12:

Land Use Category: Regional Employment Center

Total Area: 3,070 acres

Maximum residential development: 0 units

Maximum non-residential development: 2,559 acres of industrial/warehousing

Planning Area 13:

Land Use Category: Suburban Village

Total Area: 282 acres

Maximum residential development: 910 units

Maximum non-residential development: 0 square feet

Planning Area 15:

Land Use Category: Suburban Village

Total Area: 2,809 acres

Maximum residential development: 2,780 units

Maximum non-residential development: 305,791 square feet

Planning Area 16:

Land Use Category: Regional Employment Center

Total Area: 5,169 acres

Maximum residential development: 4,004 units

Maximum non-residential development: 799,426 square feet and up to 1,400 acres of industrial/warehousing

The anticipated development program for each Rural Planning Area is described below.

Planning Area 9

Land Use Category: Conservation Community

Total Area: 2,787 acres

Maximum residential development: 749 units

Maximum non-residential development: 78,408 square feet



Planning Area 10

Land Use Category: Conservation Community

Total Area: 1,510 acres

Maximum residential development: 300 units

Maximum non-residential development: 31,363 square feet

Planning Area 14

Land Use Category: Conservation Community

Total Area: 1,993 acres

Maximum residential development: 1,066 units

Maximum non-residential development: 125,453 square feet

Planning Area 17

Land Use Category: Conservation Community

Total Area: 1,124 acres

Maximum residential development: 228 units

Maximum non-residential development: 323,522 square feet

Planning Area 18

Land Use Category: Regional Employment Center

Total Area: 7,987 acres

Maximum residential development: 0 units

Maximum non-residential development: 0 square feet, and up to 7400 acres of industrial/warehousing

Planning Area 19

Land Use Category: Rural Village

Total Area: 2,391 acres

Maximum residential development: 2,100 units

Maximum non-residential development: 252,724 square feet

Planning Area 20

Land Use Category: Conservation Community

Total Area: 2,159 acres

Maximum residential development: 800 units

Maximum non-residential development: 86,249 square feet

Planning Area 21

Land Use Category: Conservation Community

Total Area: 2,038 acres

Maximum residential development: 800 units

Maximum non-residential development: 86,249 square feet

In order to respond to changing market conditions, dwelling units and non-residential square feet may be transferred from one Planning Area to another Planning Area without a Comprehensive Plan Amendment, provided that the maximum development program for all



Planning Areas is not exceeded. A locally approved and executed development order or a Notice of Proposed Change (NOPC) for a Development of Regional Impact (DRI) will be required to transfer units or non-residential square feet.

Proposed Urban Planning Area development that exceeds population projections for 2035 will require transfer or clustering of allocated development rights on the existing Future Land Use Map. The designation of areas for sending and receiving density transfer units will be identified in conjunction with either a Comprehensive Plan Amendment or DRI application.



IV. 2035 Population Projection Analysis

The following narrative describes the process used to derive the 2035 Future Land Use Map residential allocation. A summary of calculations is provided in **Table 5: Comprehensive Plan Need Analysis Summary** at the end of this section.

2035 Population Projections

Medium range population projections from the Bureau of Economic and Business Research (BEBR) at the University of Florida were used for the Taylor County EAR-based amendments. The new planning horizon has been set as 2035.

Using *Projections of Florida Population by County, 2008 – 2035*, it was determined that Taylor County's unincorporated population for 2008 is 16,367. The 2035 Taylor County unincorporated population is projected to be 21,165, or an addition of 4,798 persons.

	2000	2008	2030	2035	Growth 2008 - 2035
City of Perry	6,847	6,832	8,511	8,835	2,003
Unincorporated Taylor County	12,409	16,367	20,389	21,165	4,798
TOTAL	19,256	23,199	28,900	30,000	6,801

Sources: 2008 Estimates of Population, UF-BEBR (Apr. 2009)
 Projections of Florida Population by County (PS 153 – March 2009)
 Florida Economic Advisors, LLC.

In addition to the **4,798** additional persons projected by BEBR, several additional factors were used to allocate new residential use to the FLUM. These factors include the following:

- Persons per Household
- Seasonal Housing Multiplier
- Residential Multiplier
- Density Transfer Sending and Receiving Areas

Persons per Household

An average of **2.4 persons per household** was assumed for the new 2035 population. The average household size for Taylor County has been steadily decreasing, reflecting nationwide trends toward smaller household sizes. Taylor County's average household size was 2.51 in 2000. According to ESRI, a nationally recognized provider of economic and demographic projections, the average household size decreased in 2008 to 2.46, a 2 percent overall reduction or an average annual reduction of 0.25 percent. By 2013, projections place the new average size at 2.44, another average annual reduction of 0.1 percent. Assuming that the household size continues to decrease at the same rate as between 2008 and 2013, by 2035, the average household size will be 2.40.



Therefore, the **4,798** new people projected by BEBR 2035 results in **1,999 new primary dwelling units**.

Seasonal Housing Multiplier

As a coastal county with abundant recreational opportunities, Taylor County's share of seasonal homes compared to primary occupied homes has increased since 1990.

	1990	2000	Growth (1990 – 2000)	Percentage	Ratio
Primary Units	7,335	8,157	822	47.3%	1.0
Seasonal Units	573	1,489	916	52.7%	1.11
TOTAL	7,908	9,646	1,738	100.0%	n/a

Sources: US Census Bureau Summary Tape File (STF3) 1990 and 2000
Florida Economic Advisors, LLC

Therefore, the ratio of Seasonal Units to Primary Units is 1.11 Seasonal Units for every 1.0 Primary Unit.

Using this ratio, the 1,999 new primary dwelling units from 2035 BEBR growth result in **2,219 new seasonal dwelling units**. The sum of primary and seasonal dwelling units in unincorporated Taylor County is therefore **4,218 new units**.

Residential Multiplier

An overall residential multiplier of 2.0 for urban areas has been applied to the Taylor County 2035 FLUM.

The 2.0 residential multiplier is appropriate given the County's status as a Rural Area of Critical Economic Concern (RACEC) and its efforts to develop and implement the Vision 2060 Plan, as well as the need and efforts to induce quality economic development through adoption of the Taylor County Economic Development Plan and inclusion of a corresponding Economic Development Element with the EAR-based amendments.

Applying the 2.0 residential multiplier to the 4,218 new dwelling units (combined primary and seasonal) results in a **Demand for 8,436 new dwelling units for 2035**.

2035 Future Land Use Map Allocation

The County's Vision 2060 Plan, Economic Development Plan and new Economic Development Element represent the community's plan and progress towards improving the quality of life for Taylor County residents and businesses. While past growth has not outpaced BEBR projections, the County intends to shed its designation as a Rural Area of Critical Economic Concern through a comprehensive economic development strategy that supports the growth of existing businesses, targets new industries, and provides "shovel-ready" sites for business development. Analogue examples, such as Flagler County, Hernando County, and Citrus County, have demonstrated that catalytic events can cause



actual growth to greatly exceed projected population, particularly when the methodology uses past trends to project into the future.

The County has determined that **25,209 new residential units** are needed to implement the Vision 2060 Plan, through 2035, and overall economic development strategy. Of that total, approximately 21,957 units are allocated for the 13 Urban Planning Areas designated on the 2035 Future Land Use Map for these EAR-based Amendments. Rural Planning Areas use clustered or transferred development rights from the 2015 Future Land Use Map, and therefore are not included in the 2035 Population Projection Analysis.

The remaining 3,252 new units are available for landowners to propose future Amendments to the 2035 Future Land Use Map.

No land use rights or land use classifications from the 2015 Future Land Use Map were changed on the 2035 Future Land Use Map, with the exception of the addition of the new Planning Areas, consistent with the optional Vision 2060 Plan.

It should be noted that population projections are not static, and that further analysis by BEBR could result in a greater projected population for 2035. This could result in more than 3,252 new units being available to landowners for use in future Amendments to the Comprehensive Plan.



Of the 25,209 total units needed to implement the County’s Vision 2060 Plan and economic development objectives, there are **10,278 existing residential units**, as designated on the 2015 Future Land Use Map, within the 13 new Urban Planning Areas identified on the 2035 Future Land Use Map. This credit results as a need for **14,932 additional new units** in order to implement the County’s economic development strategy.

The following sections describe the process to meet this need through the addition of the 2035 projected population and clustering and/or transfer of existing density allocated on the 2015 Future Land Use Map.

Vacant Units (Supply)

According to the 2008 EAR, there are **1,626 vacant acres** within the Designated Urban Development Area.

	Parcel Count	Acreage	Percent of Acreage
Unincorporated County, not including Designated Urban Development Area	2,160	6,886	74%
City of Perry	1,015	780	8%
Designated Urban Development Area	1,538	1,626	18%
TOTAL	4,713	9,292	100%

Source: 2008 Evaluation and Appraisal Report (based on 2007 Taylor County Property Appraiser Data)

The maximum permitted density for this land use category (Mixed Use: Urban Development) is two units per acre. Therefore, there are **3,252 vacant units** currently allocated on the 2015 Future Land Use Map. When the vacant units are subtracted from the 4,218 total new primary and seasonal units of the 2035 population projections, a total of **966 existing unused units resulting from growth may be used as credit** towards the remaining **14,932 additional new units** required by the County’s economic development strategy. This unused unit credit for growth results in a need for **13,965 additional new units** to implement the County’s economic development strategy.

Subtracting the **8,436 new dwelling units projected for 2035** (including the seasonal housing and 2.0 residential multipliers) from the **13,965 additional new units needed** results in a **deficit of 5,529 units** from the total 25,209 units needed for the County. In order to obtain these units, density from existing entitlements on the 2015 Future Land Use Map will be clustered or transferred to a density transfer receiving Planning Area.

Density Transfer Sending and Receiving Areas

The 2035 Future Land Use Map contains residential unit allocation beyond what is provided for using the BEBR 2035 Medium Range Projection, Seasonal Housing Multiplier and Residential Multiplier. In order to make up the **5,529 unit deficit**, existing land use rights will be clustered or transferred from adjacent lands (“density transfer sending area”) to land designated for development (“density transfer receiving area”), consistent with new Objective V.8 and corresponding Policies of the Conservation Element. Clustering is



defined as the redistribution of existing units within a project area boundary. Transferring is defined as the redistribution of existing units from one project area boundary to another project area boundary.

The target ratio for transferring density to Urban Planning Areas is 1 density unit for every 10 acres. However, this ratio may be modified by County if the transfer would meet any of the following performance criteria:

1. Produces a more compact, contiguous, cohesive and functional development pattern that includes clear boundaries between urban and non-urban uses;
2. Conserves environmentally sensitive natural resources, including aquifer recharge areas, consistent with the conservation element; and
3. Discourages urban sprawl and avoid excessive building of roads and new infrastructure.

Using an assumed ratio of 1 density unit for every 10 acres, generally consistent with land designated as Agriculture-2 Future Land Use, it is anticipated that up to **55,288 acres of density transfer sending area** to support the development anticipated for the Urban Planning Areas will be needed for the **5,529 unit deficit**.

In addition, up to **43,788 acres** of density transfer sending area are anticipated to support the development anticipated for the Rural Planning Areas. **The density transfer sending area to support the Urban Planning Areas and Rural Planning Areas of the 2035 Future Land Use Map is anticipated to be 99,076 acres.**

The location of density transfer sending and receiving areas will be generally consistent with the Density Transfer Overlay Map of the Conservation Element. The designation of areas for sending and receiving density transfer units shall be identified in conjunction with either a Comprehensive Plan Amendment or application for Development of Regional Impact (DRI) review. A binding agreement, which does not prohibit silviculture, passive recreation, or other agricultural uses, will be required for density transfer areas at the time of DRI Development Orders.

At the time of DRI application, the amount of density transfer sending area acreage to be restricted from development will be proportionate to the number of dwelling units in one or more Urban Planning Areas in the DRI application and the total number of dwelling units for all Urban Planning Areas.

Density transfer sending areas for urban development will be located in close proximity to the urban development areas that are to receive the transferred units. Whenever possible, the density transfer sending areas will be contiguous to the area where transfer units are being utilized.

Density transfer sending areas for rural development are not required to be contiguous to the rural development areas that are to receive the transferred units. Whenever possible, the density transfer sending areas will include lands that preserve wetlands or upland habitat.

**Table 4: 2035 Comprehensive Plan Need Analysis Summary**

a	BEER Medium Population Forecast 2035 for Unincorporated Taylor County	21,165	persons
b	2008 Population	16,367	persons
c	New Population 2035 (a – b)	4,798	persons
d	New Units @ 2.4 persons per Unit (c / 2.4)	1,999	units
e	New Seasonal Units @ 1.11 (d * 1.11)	2,219	units
f	Total New Unincorporated Units (d + e)	4,218	units
g	Residential Multiplier @ 2.0 (f * 2.0)	8,436	units
h	Total Units Needed on 2035 Plan Amendment	25,209	units (1)
i	Existing Unit Credits Based on 2015 FLUM for Urban Planning Areas in 2035 FLUM	10,278	units
j	Differential: Additional Units Needed (h – i)	14,932	units
k	Unused Units on 2015 FLUM (1,626 vacant acres x 2 Units /ac)	3,252	units
l	Differential: Credit from Unused Units (f – k)	966	units
m	Differential: Additional Units Needed After Credit (j – l)	13,965	units
n	Existing Unit Required from 2015 FLUM Allocation (m – g)	5,529	units
o	Acres Required for Transfer to Support Urban Planning Areas on 2035 FLUM @ 1 Unit / 10 Acres (n * 10.0)	55,288	acres (2)
p	Additional set-aside for clustering in Rural Planning Areas (6,043 Units @ 1 Unit / 5 acres and 1 Unit / 10 acres)	43,788	acres (2)
q	Total Acreage Required for Density Clustering or Transfer for Urban and Rural Planning Areas on 2035 FLUM (o + p)	99,076	acres (2)

Notes:

(1) Line “h” includes 21,957 dwelling units allocated in the 13 Urban Planning Areas on the 2035 Future Land Use Map for these EAR-based Amendments. In addition, up to 3,252 dwelling units are available for future Amendments to the Comprehensive Plan, but are not allocated on the 2035 Future Land Use Map of these EAR-based Amendments. The total number of units of the 2035 Need Analysis is 25,209 units.

(2) Acreages are conceptual and have not been surveyed. Refined acreages will be provided at the time of application for Development of Regional Impact (DRI) review.



Changes to the Future Land Use Map

The following tables describe the existing land uses identified on the 2015 Future Land Use Map and the proposed land uses for the 2035 Future Land Use Map. Only land within the 13 Urban Planning Areas and 8 Rural Planning Areas is proposed for reclassification on the 2035 Future Land Use Map.

Table 6: Existing Land Use Classification on 2015 Future Land Use Map			
Land Use Category	Maximum Density	Total Gross Acres (2)	Total Dwelling Units
Agriculture 1	1 DU / 20 acres	(452)	(23)
Agriculture-2	1 DU / 10 acres	(37,938)	(3,794)
Agriculture/Rural Residential	1 DU / 5 acres	(13,421)	(2,628)
Mixed Use: Rural Residential	1 DU / 2 acres	(1,858)	(929)
Mixed Use: Urban Development	12 DU / 1 acre ⁽¹⁾	(487)	(5,842)
Industrial	n/a	(293)	n/a
Public	n/a	(83)	n/a
TOTALS	n/a	(54,530)	(13,215)
Notes:			
(1): When consistent with Coastal Management Element Policy IX.6.5			
(2): Acreages are conceptual and have not been surveyed. Refined acreages will be provided at the time of application for Development of Regional Impact (DRI) review.			



Table 7: Proposed Land Use Classification for Urban and Rural Planning Areas on 2035 Future Land Use Map

Land Use Category	Minimum Net Density (1)	Total Gross Acres (2)	Total Dwelling Units (3)
Suburban Village	3 DU / 1 acre	3,091	3,690
Coastal Village	2 DU / 1 acre	18,537	14,263
Regional Employment Center	4 DU / 1 acre	18,900	4,004
Rural Village	1 DU / 2 acres	2,391	2,100
Conservation Community	1 DU / 1 acre	11,611	3,943
TOTALS	n/a	54,530	28,000

Notes:

(1): Minimum net density does not include wetlands, waterbodies or stormwater management facilities.

(2): Acreages are conceptual and have not been surveyed. Refined acreages will be provided at the time of application for Development of Regional Impact (DRI) review.

(3): The total dwelling unit count for the Urban and Rural Planning Areas includes a combination of existing development rights presently allocated on the 2015 Future Land Use Map as well as new growth projected by the Bureau for Economic and Business Research (BEBR) for 2035. 3,252 additional units are available for landowners and have not been allocated on the 2035 Future Land Use Map.

Table 8: Comparison between 2015 and 2035 Future Land Use Maps

	Gross Acres (1)	Dwelling Units
Existing 2015 FLUM	(54,530)	(13,215)
Proposed 2035 FLUM	54,530	28,000 ⁽²⁾
NET CHANGE	0	14,785

Notes:

(1): Acreages are conceptual and have not been surveyed. Refined acreages will be provided at the time of application for Development of Regional Impact (DRI) review.

(2): The total dwelling unit count for the Urban and Rural Planning Areas includes a combination of existing development rights presently allocated on the 2015 Future Land Use Map as well as new growth projected by the Bureau for Economic and Business Research (BEBR) for 2035. 3,252 additional units are available for landowners and have not been allocated on the 2035 Future Land Use Map.

The net change of 14,785 dwelling units allocated for the 2035 Future Land Use Map will be accommodated through a combination of existing development rights currently allocated on the 2015 Future Land Use Map, including density transfer or clustering, and the 2035 BEBR projections.

Proposed Urban Planning Area development that exceeds the 2035 BEBR Projections will require additional transfer or clustering of allocated development rights on the existing



Future Land Use Map, as described in **Table 4: 2035 Comprehensive Plan Need Analysis Summary**. Rural Planning Areas use clustered or transferred development rights from the 2015 Future Land Use Map, and therefore are not included in the 2035 Population Projection Analysis.

The designation of areas for sending and receiving density transfer units will be identified in conjunction with either a Comprehensive Plan Amendment or DRI application.



V. Indicators of Sprawl

Rule 9J-5.006(5)(g), Florida Administrative Code, describes the primary indicators of urban sprawl and the criteria by which the Department of Community Affairs reviews a Comprehensive Plan or Comprehensive Plan Amendment to determine if it encourages the proliferation of urban sprawl. The proposed EAR-based amendments do not encourage the proliferation of urban sprawl, but instead provides a compact form of development for the County, as described below:

Indicator of Sprawl #1. Promotes, allows or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses in excess of demonstrated need.

The proposed amendment does not promote, allow or designate low-intensity, low density, or single-use development. The new Land Use Categories encourage development at greater densities and intensities than currently permitted in the Taylor County Comprehensive Plan. The proposed amendment implements the compact development patterns described in the Vision 2060 Plan. All new Villages within the Urban Planning Areas require a mixture of land uses, including residential, commercial/office, and civic/institutional.

Indicator of Sprawl #2. Promotes, allows or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while leaping over undeveloped lands which are available and suitable for development.

The proposed amendment does not promote, allow, or designated significant amounts of urban development to occur in rural areas or substantial distances from existing urban areas. The proposed Urban Planning Areas are located proximate to the existing communities of Keaton Beach, Steinhatchee, and the City of Perry, consistent with development patterns described in the Vision 2060 Plan. All Urban Planning Areas are located within the Urban Services Areas of the Vision 2060 Plan, or the area designated for services, including water and wastewater.

The Rural Planning Areas will clustered or transfer existing development rights into small-scale Rural Villages or Conservation Communities to limit the overall development footprint and provide large and interconnected open space systems.

Indicator of Sprawl #3. Promotes, allows or designates urban development in radial, strip, isolated or ribbon patterns generally emanating from existing urban developments.

The proposed amendment does not promote, allow, or designate radial, strip, isolated or ribbon development patterns emanating from existing developments. Instead, the proposed Planning Areas are compact in form,



with a defined edge to differentiate and buffer urban from rural lands.

Indicator of Sprawl #4. As a result of premature or poorly planned conversion of rural land to other uses, fails adequately to protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

The proposed amendment does not result in premature or poorly planned conversion of rural land to other uses or fail to adequately protect and conserve natural resources. The Urban Planning Areas are located within an Urban Service Area, as designated on the Vision 2060 Plan. This is the area that was determined suitable and logical for urban development by the community during the Vision 2060 planning process. The Rural Planning Areas is located within the Rural Services Area and represents low-intensity land use. All Planning Areas are designed to respect natural drainage patterns, including jurisdictional wetlands, buffers, and surface waters, leaving large connected wetland systems, wildlife habitat and migration corridors intact. To the greatest extent possible, existing forestry roads are used to minimize additional habitat disturbance and wetland impacts. When existing roads are not available, connectivity is achieved by the shortest distance possible while minimizing habitat distance and wetland impacts.

All Urban and Rural Planning Areas on the 2035 Future Land Use Map are outside of the Coastal High Hazard Area, which furthers Goal 8 (Coastal and Marine Resources), Goal 9 (Natural Systems and Recreational Lands), and Goal 15 (Land Use) of the State Comprehensive Plan.

Indicator of Sprawl #5. Fails adequately to protect adjacent agricultural areas and activities, including silviculture, and including active agricultural and silvicultural activities as well as passive agricultural activities and dormant, unique and prime farmlands and soils.

The proposed amendment does not fail to adequately project adjacent agricultural areas and activities, including silviculture. The Urban Planning Areas are located within the Urban Services Area, which is designated for urban development by the Vision 2060 Plan. The remaining development within the Rural Services Area must cluster or transfer development, which increases the amount of connected open space. All density transfer sending areas retain agricultural rights, including silviculture, ranching, and passive recreation.

Indicator of Sprawl #6. Fails to maximize use of existing public facilities and services.

The proposed amendment does not fail to maximize use of existing public facilities and services. It has not been determined if the proposed Urban Planning Areas will be served by an expansion of existing utility providers, including the Taylor Coastal Water and Sewer District or the Big Bend Water



Authority, or if new infrastructure will be funded and built by a future developer. The provision of utilities will be determined at the time of application for a Development of Regional Impact (DRI).

Indicator of Sprawl #7. Fails to maximize use of future public facilities and services.

The proposed amendment will not fail to maximize use of future public facilities and services. The compact nature of the Urban Planning Areas will result in a more efficient provision of future public infrastructure than otherwise permitted by the the low density land use rights currently designated in the 2015 Comprehensive Plan. Therefore, the cost of providing and maintaining future public facilities and services will be reduced because distances between utility demand is minimized.

Indicator of Sprawl #8. Allows for land use patterns or timing which disproportionately increase the cost in time, money and energy, of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

The proposed amendment does not allow for land use patterns or timing which disproportionately increases the cost in time, money, and energy of providing and maintaining public facilities and services. The compact nature of the proposed Amendment will result in a more efficient provision of public facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and government services. The policies for the mixed-use villages require an interconnected street network and provide multiple ingress and egress points, rather than a a series of disconnected neighborhoods with single entrances. This can reduce fire and emergency response time, even if one entrance is not accessible. All Planning Areas require a mix of land uses, including civic and institutional uses, such as education, law enforcement or fire and emergency response, and commercial and office services, including health care. The compact nature of the mixed use villages will result in cost savings resulting from short distances between residents and public services.

Indicator of Sprawl #9. Fails to provide a clear separation between rural and urban uses.

The proposed amendment does not fail to provide a clear separation between rural and urban uses. The Urban Planning Areas are located within the two Urban Service Area boundaries, which designate lands suitable for urban development, consistent with the Vision 2060 Plan. Services and infrastructure, including potable water and wastewater, are to be provided within the Urban Services Areas. All lands in Taylor County that are not within an Urban Service Area are within the Rural Services Area, an area with limited infrastructure and services.



Indicator of Sprawl #10. Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

The proposed amendment does not discourage or inhibit infill development or the redevelopment of existing neighborhoods and communities. The close proximity of the Urban Planning Areas to the existing communities of Keaton Beach, Steinhatchee, and the City of Perry may catalyze additional growth adjacent to these communities or as infill.

Indicator of Sprawl #11. Fails to encourage an attractive and functional mix of uses.

The proposed amendment does not fail to encourage an attractive and functional mix of uses. The Future Land Use Element includes new Policies that require a mixture of land uses, including residential, commercial, office, and institutional/civic for all Villages. The proposed Amendment is based upon design principles of Traditional Neighborhood Design, which promote walking and the provision of an attractive and functional public realm, as well as a functional mixture of well integrated land uses.

Indicator of Sprawl #12. Results in poor accessibility among linked or related land uses.

The proposed amendment does not result in poor accessibility among linked or related land uses. The Urban and Rural Planning Areas of the proposed Amendment feature an interconnected street network and provide multiple ingress and egress points, rather than a series of disconnected neighborhoods with single entrances. This helps to promote non-vehicular trips. The majority of residential units are located within a $\frac{3}{4}$ mile walk from the focal point of a neighborhood or village, providing a short walking distance to goods and services for residents.

Indicator of Sprawl #13. Results in the loss of significant amounts of functional open space.

The proposed amendment does not result in the loss of significant amounts of functional open space. The Urban and Rural Planning Areas are carefully sited and designed to respect the natural contours, drainage patterns, and vegetation of the land. Whenever possible, large continuous corridors and areas of open space are to be preserved in their natural state to allow for uninterrupted wildlife migration and habitat. Density transfer sending areas used to transfer or cluster existing development rights will provide additional open space while maintaining existing agricultural rights, including silviculture and passive recreational uses.



VI. Environmental Suitability Analysis

MSCW, Inc. environmental scientists identified and mapped the approximate boundaries of wetland and upland communities using a combination of:

1. Interpretation of recent aerial photography;
2. National Wetlands Inventory (NWI) maps; and
3. Supplemental ground-truthing activities.

MSCW scientists have spent a total of 18 days in and around the 2035 Future Land Use Map Urban and Rural Planning Areas assessing the community types, wetland boundaries, wetland quality and general hydrology, and utilization by protected and non-protected species. These assessments were conducted via meandering pedestrian and vehicular transects on July 7-9, 2008, July 14-17, 2008, July 28-31, 2008, September 16, 2008, December 15-19, 2008, and January 23, 2009. Evidence of protected plant and wildlife species (including direct observation, vocalization, tracks, or scat) was noted, as well as any habitats that could potentially be utilized by state or federally-protected species.

The placement of the Planning Areas has been predicated on minimizing impacts to wetlands and valuable protected species habitats, while creating compact and interconnected connected development patterns. The areas proposed for development were sited using a combination of the following criteria:

1. The site should allow for the avoidance or minimization of impacts to high- and medium-quality wetlands;
2. The site should protect or add to the preservation of natural undisturbed habitats or allow for the protection of special habitats; and
3. The site should minimize impacts to water quality or water quantity (flow patterns).

These criteria helped guide the current configuration and placement of the Urban and Rural Planning Areas. Important medium- and high-quality wetlands have largely been avoided and in some cases these wetlands were included within the Planning Areas so as to provide additional protection via onsite preservation. Road crossings have been proposed only through low-quality wetlands or along existing forestry roads. Valuable habitats, such as springs or major creeks, will be avoided or are sufficiently buffered from areas of development.

The Urban and Rural Planning Areas do not have adverse impacts on public lands, including those along the Gulf of Mexico. For example, the Big Bend Wildlife Refuge adjacent to Planning Area 18 includes uplands along its perimeter which act as buffers between the preserved wetlands and the proposed Planning Area. In addition, development within the Planning Areas can be buffered by uplands that are currently in silviculture but which also serve as buffers to protect the public lands.



The gopher tortoise (*Gopherus polyphemus*) (burrows) and bald eagle (*Haliaeetus leucocephalus*) (observed flying overhead) were the only protected wildlife species documented during the field assessments. No eagle nests were observed or are documented within the Urban and Rural Planning Area boundaries. No dens, nests, rookeries, burrows, etc. were found for any other protected wildlife species. Detailed surveys will be conducted within the Urban and Rural Planning Areas in conjunction with a Development of Regional Impact (DRI) application and prior to development activities. A management plan will be established for protected species found with each area. Therefore, the proposed developments should have minimal impact on protected wildlife species.

Due to sustainable practices such as development clustering, impact minimization, utilization of large open spaces, and the construction of stormwater management facilities that meet or exceed the Suwannee River Water Management District performance criteria, large quality upland and wetland habitats will be preserved. These high development standards will allow this region to continue to be utilized by protected wildlife and plant species.

Additional detailed ecological and environmental studies and analyses for each Urban and Rural Planning Area will be performed at the time of Development of Regional Impact (DRI) application.



VII. Public Facilities Analysis

The Public Facilities Analysis for the 2035 EAR Based Amendments is based upon the maximum development program permitted for the Urban and Rural Planning Areas by Future Land Use Element Policy I.18.5, and not the total acreage of new proposed Future Land Use on the new 2035 Future Land Use Map.

The total development program for both the Urban Planning Areas and the Rural Planning Areas shall not exceed 28,000 dwelling units, 3,112,800 square feet of non-residential development, and 13,200 net acres of industrial use, including warehousing, research and development parks, educational campus, energy production facilities, or other large employment generators.

The Public Facilities Analysis is consistent and compatible with all Elements of the Taylor County Comprehensive Plan, including adopted Level of Service (LOS) standards.

Potable Water

The Urban and Rural Planning Areas of the 2035 Future Land Use Map are primarily located outside the service districts of the existing utility providers within Taylor County. Based on the available capacity of the existing facilities, physical location of the Urban and Rural Planning Areas and the anticipated flows from the proposed development, the future communities will be served by one or more privately funded water treatment facilities, or an expansion of an existing system. These water treatment facilities may be operated and maintained by a private or public entity. The central water distribution system for the new developed areas will be privately funded as well. The potable water facilities and infrastructure will be designed and constructed to maintain the Level of Service Standard adopted by Taylor County.

There are three potable water providers in Taylor County, each permitted by the Suwannee River Water Management District (SRWMD).

Name	Permit #	Avg Daily Withdrawal	Max Daily Withdrawal	Permit Expiration
Taylor Coastal Utilities (Taylor Coastal Water & Sewer District)	2-83-00183	0.1285 MGD	0.36 MGD	9/1/2015
Steinhatchee Water Association, Inc. (Big Bend Water Authority)	2-84-00851-M	0.272 MGD	0.544 MGD	6/14/09 *
City of Perry	84-0837R	2.5 MGD	4.536 MGD	4/14/2029

* Steinhatchee renewal permit currently under review by SRWMD

Because all of these facilities are at or near capacity, it is anticipated that potable water supply to serve the proposed new development proposed for 2035 will be provided through new facilities funded by developers. An executed development agreement will be used to ensure financial feasibility of these capital improvements.



The Level of Service (LOS) standard adopted by Taylor County for potable water use is 100 gallons per capita per day. The estimated potable water demand rates for the proposed development are shown on Table 8: Potable Water Demands. The water demand rate used for residential units is 240 GPD, consistent with the 2035 population calculations (2.4 persons per household). The projected potable water average daily demand for maximum build out of the Urban and Rural Planning Areas development program is 7.5 million gallons per day (MGD). Each Planning Area will be required to undergo Development of Regional Impact (DRI) review. Potable water supply sources will be identified during the Application for Master Development Approval (AMDA) phase. Specific providers and facilities will be identified with each Application for Incremental Development Approval (AIDA).

Currently the SRWMD does not have an available 20-year Regional Water Supply Plan, and therefore Taylor County was not required to adopt a 10-year Water Supply Facilities Work Plan. However, an updated regional water supply plan for the Upper Santa Fe River Basin is in progress and is a collaborative effort with the St. Johns River Water Management District (SJRWMD); the results of this study will be available in the summer of 2010. It is not currently known if a new 20-Year Regional Water Supply Plan will be required at the conclusion of this study. SRWMD has not identified any areas within Taylor County which are currently under consumptive use permitting restrictions.

The new development in the Urban and Rural Planning Areas will use water conservation strategies to reduce the amount of potable water consumed. Reclaimed water will be used for irrigation for the Urban and Rural Planning Areas where available. It is anticipated that the potable consumption may be reduced for single family residential by approximately 50% through the use of reclaimed water for irrigation. This estimated reduction was obtained by referencing the potable demand rates published in the Growth Management Plan for the City of Orlando. The City's potable water provider, Orlando Utilities Commission (OUC), has performed field studies to obtain demand rates for projects utilizing reclaimed water for irrigation. The City of Orlando potable demand rates for single family residential land use is reduced from 325 gallons per day (GPD) to 160 GPD for developments which irrigate with reclaimed water. It should also be noted that stormwater reuse may be used as well as another supply source for irrigation to the proposed development.



Sewer

The Urban and Rural Planning Areas of the 2035 Future Land Use Map are primarily located outside the service districts of the existing utility providers within Taylor County. Based on the available capacity of the existing facilities, physical location of the Urban and Rural Planning Areas and the anticipated flows from the proposed development, the proposed development will be served by one or more privately funded wastewater treatment facilities, or an expansion of an existing system. These wastewater treatment facilities may be operated and maintained by a private or public entity. The central sanitary sewer collection system for the new Urban Planning Areas will be privately funded as well. The wastewater facilities and infrastructure will be designed and constructed to maintain the Level of Service adopted by Taylor County.

The Level of Service (LOS) standard adopted by Taylor County for wastewater use is 100 gallons per capita per day. The estimated wastewater demand rates for the proposed development are shown on Table 9: Wastewater Demands. The wastewater demand rate used for residential units is 240 GPD consistent with the 2035 population calculations (2.4 persons per household). The projected wastewater average daily demand for maximum build out of the Urban and Rural Planning Areas development program is 7.5 million gallons per day (MGD).



Drainage

The stormwater management facilities will be designed to meet or exceed the drainage criteria as established by the Suwannee River Water Management District (SRWMD), Florida Department of Environmental Protection (FDEP) and Taylor County. The stormwater facilities will be designed to meet or exceed the applicable criteria for attenuation, water quality treatment and environmental considerations specific to each new development area. Construction, operation and maintenance of stormwater management facilities will be the financial responsibility of the developer. The design and siting of specific facilities will occur at the time of application for Development of Regional Impact (DRI) review.

Solid Waste

The Urban and Rural Planning Areas depicted on the 2035 Future Land Use Map are not currently within an existing solid waste collection service area. The County does not currently own or operate solid waste disposal site that accepts residential, commercial, or industrial solid waste. The closest facility is the Aucilla Area Solid Waste Facility near Greenville in Madison County.

It is anticipated that a service contract that meets or exceeds the adopted Level of Service (LOS) standard for solid waste (0.78 tons per capita per year) will be executed at the time of Development of Regional Impact (DRI) review and approval.

Schools

The increased population allocated on the 2035 Future Land Use Map result in a need for new Elementary, Middle, and High Schools in Taylor County. Using the Student Generation Rates of the Public School Facilities Element Data & Analysis, there is a need for the following new facilities to support the 28,000 new units anticipated in the Planning Areas.

Type	Single Family Unit Student Generation Rate	Total Students	Typical School Size	Number of Schools Needed
Elementary	0.053	1,484	800	1.9
Middle	0.074	2,072	1,200	1.7
High	0.043	1,204	3,000	0.4
TOTALS	0.4	11,200	n/a	n/a

The location, number, and commitment of new school facilities and lands will be made at the time of application for Development of Regional Impact (DRI) review, and will be consistent with the Public School Facilities Element of the Comprehensive Plan. Whenever possible, schools will be provided as a focal point to a neighborhood within a Planning Area to encourage walking and efficiency in school bus transportation.



Taylor County 2035 Comprehensive Plan

Roads

See “Traffic Circulation Element Data & Analysis” under separate cover.