

**CHAPTER 1**  
**FUTURE LAND USE ELEMENT**

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### FUTURE LAND USE ELEMENT

#### A. OVERVIEW:

The Future Land Use Element establishes the pattern of land uses and location of urban growth for Volusia County through 2025. This Element represents the growth policy from which Volusia County ensures that physical expansion of the urban areas are managed (1) at a rate to support projected population and economic growth; (2) in a contiguous pattern centered around existing urban areas; and (3) in locations which optimize efficiency in public service delivery and conservation of valuable natural resources.

The Future Land Use Element identifies locations in Volusia County where various land uses and intensities of use will be permitted to occur in the future. It establishes and articulates broad policy in keeping with the traditional role of the comprehensive plan as a framework for future development.

Although the Future Land Use Element reflects previously adopted plans, current development trends, established land uses and zoning patterns, upon its adoption it sets the County's policy regarding future zoning and land use patterns. Similarly, while it reflects existing urban service capacities and constraints, it also establishes locations where future service improvements will follow. It also reflects and promotes, activity in the private land market.

The overall direction of the Future Land Use Element evolves around what has been referred to as the "Urban Service Concept." The future land use pattern can be influenced by the availability of existing and planned urban services. New urban growth, predicated on appropriate population projections, environmental suitability, and fiscal feasibility, will be encouraged adjacent to the major cities that have a full range of urban services or inside County service areas. County service areas may include undeveloped land inside or near existing unincorporated urban areas where the developer agrees to provide necessary urban services through private means. In this instance the necessary facilities and services are guaranteed in an enforceable development agreement. An enforceable development agreement may include, but is not limited to, development agreements pursuant to Section 163.3220, Florida Statutes (F.S.) or an agreement or development order issued pursuant to Chapter 380, (F.S.).

Regarding public systems, the major assumption is that the areas adjacent to existing public infrastructure will be the primary areas for future infrastructure extension. Expansion of existing facilities in a fiscally and environmentally appropriate manner will be the primary option. The intent of this concept is to maximize efficiency of urban services through compact development and utilization of existing development and facilities for planned developments otherwise consistent with the Volusia County Comprehensive Plan. Planned developments include large scale, mixed-use, integrated, compact and distinct urban developments under Chapter 380, (F.S.).

In addition to encouraging development near existing or planned public facilities, areas that are outside the proposed development areas or contain environmentally sensitive features will receive special attention to ensure proper management of the County's natural resources.

The Future Land Use Element contains all of the material required by Section 163.3177(6)(a), (F.S.) and Section 9J-5.006, Florida Administrative Code (F.A.C.) which establish the minimum requirements for the contents of the Future Land Use Element. This Element also addresses specific policies from the East Central Florida Comprehensive Regional Policy Plan.

The adopted components of the Future Land Use Element include the Goals, Objectives and Policies (which includes a description of the land use categories and performance standards/location criteria), Local Plans (small area plans) and the Future Land Use Map series presented in Appendix 1, attached hereto and made a part herewith.

The Future Land Use Support Documents contain background data and information analysis of land uses trends and synopses of urban service and environmental opportunities and constraints. The environmental and service analyses included in the future land use support documentation are brief synopses of extensive inventory and analyses contained in the Conservation and Utility Elements of the Plan.

## B. FUTURE LAND USE CATEGORIES:

The Future Land Use categories are declared to be a part of the adopted Future Land Use Policies.

The Future Land Use Map is intended to be a guide in locating land uses. However, because of the impracticality of locating all public support uses or facilities, some uses will not be shown on the Future Land Use Map, but are allowed under the various urban and non-urban categories, unless specifically excluded. These uses include: local streets, schools, neighborhood and community public parks, fire stations, police stations, public or semi-public utilities. In some instances, these particular uses cover large areas and will be indicated on the Future Land Use Map. Public uses that do not need the minimum acreage required by the particular Future Land Use Category it is located in, will contain sufficient land area to house the intended use.

General categories have been developed to help in the determination of where development should occur in the next 20 years. These categories are described below:

- 1.a. Conservation (C) - Includes public and private land areas that have been acquired or reserved by mutual agreement with the owner for the preservation and protection of Volusia County's natural resources. Said areas are identified on the Future Land Use Map and include portions of stream and river banks, drainageways, beaches, shorelines, wetlands, uplands, groundwater recharge areas, and flood plains. If privately owned land is designated unintentionally as Conservation, the landowner may request a Comprehensive Plan amendment which would be processed administratively and considered in accordance with the Comprehensive Plan amendment procedures. In lieu of a Plan amendment, the landowner may develop said land for a use or at a density comparable to and compatible with surrounding land use designation provided that such use is consistent with the zoning designations and the Comprehensive Plan. This category does not apply to land designated Conservation or Conservation easement that was set aside for park or open space use as a part of, or as a basis for approving the density of, a residential development.
- b. Conservation uses shall not exceed a maximum Floor Area Ratio of 0.10.

- c. Improvements should be limited to functions that are related to protection, management, public access, security and conservation of the land.
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2. Natural Resource Management Areas (NRMA) - Volusia County contains expanses of relatively uninterrupted environmentally sensitive areas which need to be managed as part of a system. Among the functions these areas support are a wide range of wildlife species; continually help recharge the County's groundwater supply; ensure high quality surface waters; and provide recreation, aesthetic and open space areas that have become an integral part of the quality of life for Volusia County residents. It is the intent of the Natural Resource Management Area land use category to ensure that the development that does occur within its boundaries does not adversely impact the quality and quantity of existing resources. Development standards established for land use activities within the NRMA are more restrictive for the same uses falling outside the NRMA; such standards are set forth in the Conservation Element. In effect, the NRMA provides a mechanism to protect environmental site features without depriving a landowner the use of his property. The areas targeted for the NRMA include: the Talbot and Pamilico Terraces; Turnbull Hammock (particularly from S.R. 442 south); the headwaters of Tomoka River and Spruce Creek; Rima Ridge; immediate drainage basins of the Tomoka Basin, Mosquito Lagoon/Indian River and Strickland Bay, and the St. Johns River Valley.

The NRMA consists of three subcategories. The environmental standards and safeguards are presented in the Conservation Element. The three subcategories are: Environmental System Corridor, Forestry Resources and Low Impact Urban. Each is described in more detail below. The NRMA may also contain the future land use categories of Conservation, Agriculture Resource, and Rural. These categories may be applied inside the NRMA where existing site characteristics indicate they would be appropriate. In those instances, development within the above three future land use categories must also meet the requirements of the NRMA.

- a. Environmental System Corridor (ESC) - These consist of important ecological corridors consisting of environmentally sensitive and ecologically significant lands. Land use activities occurring within these corridors shall not degrade these natural functions and connections. The intention is to provide protected, natural pathways which connect to other protected areas such as parks, conservation lands and water bodies. This inter-connection helps maintain the ecological integrity and ecodiversity of the County's vast natural resources.

ESC's shall include significant interconnected natural systems of environmentally sensitive lands, connecting to and including conservation areas where possible. The ESC's are not intended to include pre-existing improved, cultivated, or developed lands unless such lands contain unique or exceptional ecological value. Conservation and silviculture, utilizing Best Management Practices (BMP's), will be the preferred use, however, other

compatible passive agricultural activities may also be permitted such as, unimproved pasture. The primary consideration of compatible agriculture should be potential adverse impacts to the short and long term ecological stability of the system, as well as adjacent lands and waterways. The residential density after the effective date of the Comprehensive Plan shall not exceed 1 dwelling unit per 25 acres.

The Environmental System Corridor configuration displayed on the Future Land Use Map is intended to show a generalized location for the corridor. The actual boundaries will be established after the corridor has been reviewed to determine the boundary in relation to a proposed development based upon site specific information and features. Any adjustments will be included in the next amendment cycle.

- b. Forestry Resource (FR) - Land that is primarily suited for silviculture (the cultivation and harvesting of timber for commercial purposes), however, other limited agricultural activities may be appropriate. Forest lands are a multiple-use resource which yields valuable agricultural products while providing wildlife habitat and recreational opportunities. In addition to being a multiple-use resource, the forests in Volusia may provide important environmental functions that may also be components of the land's value for silviculture, limited agriculture, wildlife habitat, protection of watershed lands, the prevention of soil erosion, reduction of stormwater runoff, and provision of high quality groundwater recharge. The Forestry Resource category was developed to help provide protection to the silviculture business in Volusia County, in recognition of the need for adequate timber resources and to protect the value of the land for forest purposes and significant environmental purposes as well.

Over the years, the conversion of timber lands to other agricultural uses has occurred. Due to the various soil types occupied by forested lands, many areas can be incorporated into agricultural management activities other than silviculture. Expansion of the fern industry and pasture land has been the major cause for the timberland conversion, but many other agricultural uses have been established as well. In addition to protecting the timber industry, the Forestry Resource category is also intended to permit limited agricultural activities. This category is intended to preserve and protect farms for personal and limited agricultural production or to provide a transition to valuable natural resources. To ensure protection of natural resources, agricultural uses occurring within the Forestry Resource category should be consistent with the Natural Resource Conservation Service and other agricultural best management programs.

The residential density after the effective date of the Comprehensive Plan shall not exceed 1 dwelling unit per 20 acres. In order to protect residential development from normal silviculture activities, clustering of residential dwelling units may be appropriate (refer to Policy 1.2.3.3). The clustering of units will provide opportunities to:

- retain open space;

- provide buffers to the ESC or as a secondary corridor connection;
- preserve the rural character; and
- maintain significant areas for silviculture and agriculture production

The manner in which a site is developed shall be consistent with the policies contained in the Conservation and Future Land Use Elements and with the County's land development regulations. Increased densities in the range of 1 du/20 acres to 1 du/5 acres may be allowed if part of an existing development developed as a cluster subdivision under Policy 1.2.3.3. In other instances, densities of 1 du/10 acres may be permitted if consistent with Policy 1.2.1.6 or 1.4.1.8.

c. Low Impact Urban (LIU) – - Lands within the NRMA which are determined to be suitable for urban type development, and are adjacent to existing urban development. Lands within the NRMA serve as a transition between highly protected natural resource areas and existing urban development. The LIU is primarily a residential designation but may allow limited commercial development. Sites within the Low Impact Urban category may be determined to be suitable for urban type development only if they meet the following criteria and comply with all the environmental protection provisions of the NRMA.

- 1) The Planned Unit Development zoning process will be used to implement the LIU provisions.
- 2) The site is serviced by central utilities at the time of application for development approval.
- 3) The gross residential density does not exceed one (1) dwelling unit per acre; however, net density may be greater than one (1) dwelling unit per acre.
- 4) At least twenty (20) percent of the total development site is set aside for the preservation of upland habitat sited in an ecologically strategic manner (e.g., adjacent to wetlands);
- 5) Encroachment into wetlands and wetland buffers shall be avoided to the maximum extent practicable;
- 6) Residential developments are clustered and individual residential lots in subdivisions cannot exceed one (1) acre in size;
- 7) Low intensity, commercial development may be allowed in the LIU category only if it meets the following additional criteria:
  - a. The development does not exceed a Floor Area Ratio (FAR) of 0.35.

- b. The proposed use is ancillary to residential development in the immediate area. Non-residential developments intended to serve the community or regional market area (see Shopping Center definition in Chapter 20) are not allowed in the LIU.
  - c. The buildings within the development are clustered.
  - d. The development is designed to protect the environmental resources included inside the NRMA.
- 8) In order to protect environmental resources and ensure neighborhood compatibility, commercial development proposals may also be required to:
- a. Use stricter lot coverage or impervious surface ratios.
  - b. Provide increased landscaped buffers and/or open space requirements.
  - c. Reduce the amount of parking on-site either through adjusted parking ratios or reduced parking space size,
  - d. Limit the type of commercial uses allowed.
3. Agricultural Resource (AR) - Areas representing land that is suited for intensive cultivation, ranching, aquaculture, and timber farming. The criteria used to identify these areas include the soil quality, existing or potential value of production, existing agricultural uses, parcel size, ownership patterns, and investment in farming. In order to protect the agricultural industry, it is important that uses incompatible with agriculture, and uses and facilities that support or encourage urban development are not allowed. In addition, to facilitate a diversification of land uses within AR areas, non-agricultural uses, such as agri-tourism, recreational, disposal and extractive uses may be allowed. However, to protect the viability of agriculture, such uses should be ancillary to the primary agricultural use of the property. The residential density after the effective date of the Comprehensive Plan shall not exceed 1 dwelling unit per 10 acres.
4. Rural (R) - Areas which are a mixture of agriculture and low density residential development. The density shall be determined as follows: vacant parcels or tracts of within 660 feet from existing subdivisions (exempt or approved under Volusia County Ordinance 72-2 or 88-3, as amended, at the time of the effective date of this Comprehensive Plan) with lot sizes from 1 unit per acre to 1 unit per 5 acres, or is immediately adjacent to an urban category to allow for a transition between the urban uses and large lot development (greater than 5 acre lot sizes) may be developed with similar lot sizes.

Although the adjacency to the conditions described above allows for the potential of subdivisions with lots less than 5 acres in size, the actual lot size and the appropriateness of allowing lot sizes less than 5 acres will also be subject to the following:

- a. Compatibility of the proposed development in the context of existing uses, including agricultural uses in the area,
- b. public facility capacity in the area including the availability of paved public roads,
- c. suitability for wells and septic tank usage (i.e. existence of hydric soils),
- d. the natural features of the parcel in question, such as soils, vegetation, wildlife habitat and flood plain,
- e. and if applicable, consistency with Local Plans associated with this Element.

Vacant parcels or tracts of land that do not meet the preceding criteria or are in areas which have not been previously platted with lots less than 5 acres in size shall only be developed with lot sizes that are 5 acres or greater.

Rural areas provide two functions, the first being a transitional use between the agricultural and urban uses and the second would be a rural community which serves as the economic focal point of a small region. Rural areas should be developed in a manner consistent with the retention of agriculture and the protection of environmentally sensitive areas. Strict limitation of development in rural areas contributes to the efficient growth and operation of public services and facilities, thus ensuring the most effective use of public resources. The natural features and constraints will be the primary determinants in deciding whether or not an area is suitable for rural type development.

There are two subcategories of the rural designation that address past development decisions. These subcategories are Rural Community and Rural Recreational. They are identified on the Special Rural Areas Map Series, presented in Appendix 1. These areas of intense or potentially intense development provide the mixed use concept to the rural areas. They help limit urban sprawl by providing services not necessarily found in remote rural areas thus reducing the number of trips out of these rural areas. Also allowing some limited urban type of development may help promote economic growth in the rural areas as well.

- a. Rural Community - A rural community is characterized by a concentration of a permanent population, sometimes reaching over 1,000 persons. These communities serve as the focal point for a specific neighborhood and generally contain existing lots less than 1 acre. There may be commercial uses at a level to serve the immediate population. Commercial, retail and personal services may be allowed within the lower end of the range of what is can commonly be referred to as a\_neighborhood business (30,000 to 50,000 sq. ft. of gross leasable area) and shall not exceed a FAR of 0.35. The community commonly extends between ½ to 1 mile from the focal point which is usually the intersection of two rural roads.

A rural community may retain the zoning classifications that exist at the time of adoption of the Comprehensive Plan. Density entitlements within respective zoning classification(s) are subject to the criteria set forth in policy 1.1.1.5. A change in zoning must be consistent with the overlying land use designation, however, if existing zoning is more intense than the land use designation, a change to a similar intensity zoning classification may be permitted (e.g., small lot single family residential to small lot mobile home). Existing agricultural operations shall be allowed even if currently zoned for nonagricultural uses.

The following areas are considered Rural Communities:

- a) Seville                      b) Barberville                      c) Volusia
- d) Cassadaga                      e) DeLeon Springs                      f) Emporia

- b. Rural Recreational - Limited areas of intense use located in remote rural areas along the St. Johns River. These areas are used for launching and/or storing boats with areas available for camping (RV sites are included). These areas may also contain single and multi-family dwelling units, hotels, bait shops, restaurants, and gas stations. Many of them are commonly referred to as fish camps.

This category is intended to be treated in a similar manner as the Rural Community in that the existing zoning (at the time of the effective date of the Comprehensive Plan) may remain and be developed consistent with current land development regulations. New requests for zoning changes must be consistent with the Comprehensive Plan, as stated under Rural Community.

The following areas are considered Rural Recreational Areas:

- a) Pine Island                      b) Shell Harbor                      c) Volusia Bar Estates
- d) South Moon                      e) Paramore                      f) Highland Park
- g) Daisy Lake                      h) Crows Bluff                      i) St. Johns River Acres
- j) Lemon Bluff                      k) Baxter Point                      l) Lakeview
- m) St. Johns Gardens

- 5. Recreation (REC) - The Future Land Use Map specifically illustrates parks and recreation areas of regional significance, but does not include National or State parks or passive recreation areas. Parks less than 30 acres in size are normally not shown. However, this omission should not be interpreted as meaning that these parks will be taken out of public use. Compatible parks are encouraged in all of the residential categories and may be allowed in all other categories of the

Future Land Use Map. The siting and use of future parks and recreation areas shall be guided by the Conservation, Recreation and Open Space, and Capital Improvements Elements, and by the Goals, Objectives and Policies of this Plan.

## URBAN USES:

The following Future Land Use categories are considered to be urban and require the provision of facilities and services consistent with the LOS standards set out in the Capital Improvements Element, unless specifically noted elsewhere in the Plan; Urban Low Intensity, Urban Medium Intensity, Urban High Intensity, Commercial, Industrial, Mixed Use Zone, Activity Center, Planned Community, Low Impact Urban, if all applicable LIU criteria are met (this urban category described under NRMA).

Each of the above listed categories are defined as follows:

6. Urban Low Intensity (ULI) – Areas for low density residential dwelling units with a range of .2 to 4 dwelling units per acre. In reviewing rezoning requests, the specific density will depend on locational factors, particularly compatibility with adjacent uses and availability of public facilities. Provided however, lot sizes larger than one acre may be allowed if there are similar lot sizes existing in the vicinity. This residential category is generally characterized by single family type housing, e.g., single family detached and attached, cluster and zero lot line. This category will allow existing agricultural zoning and uses to continue.

The ULI designation is primarily a residential category but this category may also allow neighborhood convenience uses (See Shopping Center definition in Chapter 20) and individual office buildings as transitional uses that meet the Comprehensive Plan's location criteria. The commercial intensity shall be limited to no more than a 0.50 FAR and in a manner to be compatible with the allowable residential density. In order to be considered compatible, the commercial development should, be oriented to serving adjacent neighborhoods, reflect comparable traffic generation, similar traffic patterns, building scale, landscaping and open space, and buffers. Due to the nature of some of the commercial uses, additional landscaping and visual screening shall be provided through the BPUD process when adjacent to low density residential in order to preserve the character of the neighborhood. More intensive commercial use should be reserved to areas designated for Commercial.

All requests for non-residential uses within ¼ mile of another jurisdiction shall require notification to that jurisdiction.

7. Urban Medium Intensity (UMI) - Areas that contain residential development at a range of 4.1 to 8 dwelling units per acre. The types of housing typically found in areas designated urban medium intensity include single family homes, townhouses and low-rise apartments.

The UMI category is primarily a residential designation but this category may allow neighborhood business areas (See Shopping Center definition in Chapter 20) and office development that meet the Comprehensive Plan's location criteria.

The commercial intensity shall be no more than a 0.50 FAR and shall be limited in a manner to be compatible with the allowable residential density. In order to be considered compatible, the commercial development should reflect similar traffic patterns, traffic generation, building scale, landscaping and open space, and buffers. High intensive commercial use, other than neighborhood business areas shall be reserved to areas designated for Commercial.

All requests for non-residential uses within ¼ mile of another jurisdiction shall require notification to that jurisdiction.

8. Urban High Intensity (UHI) - Areas that contain residential development at a range of 8.1 to 20 dwelling units per acre. The types of housing allowed under this category include recreational vehicle, townhouse, low-rise apartments, and high-rise residential. The area should contain excellent transportation access, primarily via the arterial road network and be served by public transportation (where available).

This category may allow neighborhood business areas or shopping centers (See Shopping Center definition in Chapter 20) and office development or similar related commercial uses that meet the Comprehensive Plan's location criteria. The commercial intensity shall be limited to no more than a 0.55 FAR and be limited in a manner to be compatible with the allowable residential density. In order to be considered compatible, the commercial development should reflect similar traffic patterns, traffic generation, building scale, landscaping and open space, and buffers. More intensive commercial uses, other than referenced above, shall be reserved to areas designated for Commercial.

All requests for non-residential uses within ¼ mile of another jurisdiction shall require notification to that jurisdiction.

9. Commercial (C) - This category accommodates the full range of sales and service activities. These uses may occur in self-contained centers, multi-story structures, campus parks, municipal central business districts, or along arterial highways. In reviewing zoning requests or site plans, the specific intensity and range of uses, and design will depend on locational factors, particularly compatibility with adjacent uses, availability of highway capacity, ease of access and availability of other public services and facilities. Uses should be located to protect adjacent residential use from such impacts as noise or traffic. In wellfield protection areas uses are prohibited that involve the use, handling, storage, generation or disposal of hazardous or toxic material or waste or petroleum products. Intensity shall be no more than a 0.55 FAR consistent with the applicable underlying zoning category standards and land development regulations.

Commercial development in newly developing areas is designated in nodes at major thoroughfare intersections. Primarily new development should be designed to utilize the shopping center concept and not designed to encourage strip style commercial development. The various types of shopping centers are described in Chapter 20, Definitions under Shopping Centers.

However, the Plan recognizes existing strip commercial development along many arterial roadways may remain. These areas are identified on the Future Land Use Map and if the designation is shown on only one side of a roadway, this specifically provides that particular side is intended for commercial use and is not to suggest that the opposite side is also included. The lateral boundary of the strip indicates the extent to which business uses may be allowed to expand along the roadway frontage. The depth of the strip area shall be limited to commercial zoning depicted on the current zoning map. Intervening areas between commercial strips along a highway may be used only for the uses permitted in the designated land use category. Future extension of the strip commercial beyond that shown on the Plan Map shall require a Plan amendment.

All commercial development must be consistent with the Comprehensive Plan and current land development regulations. This applies to all commercial development no matter what Future Land Use designation it has been assigned.

Existing commercial uses not indicated on the Future Land Use Map may be consistent with the Plan if they comply with Number 16 of the Interpretation Section.

#### Business Uses in Non-Urban Areas:

Rural Communities provide for a concentration of commercial uses, but there still is a need for business uses that provide for the needs of the non-urban areas or may allow for diversification of uses in agricultural areas compatible with existing agricultural uses. Uses may be needed to support agricultural uses such as feed stores, plant nurseries, vegetable stands, or veterinary offices, and the like.

Business uses may be appropriate for non-urban areas. Business uses shall be compatible with the characteristics of the rural area it will be located in. The business should not be a traffic generator, but should primarily serve the existing rural area utilizing the current traffic pattern. Building setbacks shall be compatible with adjacent zoning requirements and landscaping efforts should maximize the rural atmosphere that attracts people to the rural areas in the first place.

Business projects in the non-urban areas should require larger lots than their urban counterparts. The lot size, if not an existing lot, should be of sufficient size to meet the setbacks of the adjacent zoning requirements and any new lots other than the BPUD parcel shall not be created that would result in a non-conforming lot. To guide work for each project on an individual basis, either the Planned Unit Development zoning classification shall be utilized to establish a business venture or the Special Exception process.

10. Industrial (I) - This category accommodates the full range of industrial activities. Quarrying activities and ancillary uses may also be approved in areas designated Industrial where compatible with the surrounding area and the environment.

The specific range and intensity of uses appropriate in a particular Industrial area varies by location as a function of the availability of public services and access, and compatibility with surrounding uses shown on the Land Use Plan. Through the zoning review process, use of particular sites or areas may be limited to something less than the maximum allowed in this category with a 0.60 FAR being the maximum intensity allowed consistent with the applicable underlying zoning category standards and land development regulations.

Existing Industrial uses not indicated on the Future Land Use Map may be consistent with the Plan if it complies with Number 16 of the Interpretation Section.

11. Public/Semi Public (P) - Lands that are owned, leased, or operated by a government entity or publicly regulated corporations, except for federal, state, and local passive recreation areas which are included under the Conservation category. This designation includes educational institutions, both public and private and private nonprofit organizations. Ancillary commercial, industrial and office shall be allowed subject to land being maintained in public ownership. Such public/private ventures such as office, industrial and commercial will be limited to a 0.55 FAR.
12. Multiple Use Areas (MUA) - In some areas development trends in unincorporated Volusia County have created a scattered and sometimes conflicting mixture of commercial, residential and industrial development. In some instances roadways have been stripped with alternating commercial and industrial uses; other areas have congregated either commercial or industrial development; and still others have been of a sufficient size as to be planned to function as an integrated unit.

One category could not satisfy these three different, but related, forms of land use. Three subcategories of the Multiple Use Area have been designated to include future projects and help encourage economic activities that require varying degrees of location flexibility. The three subcategories are, mixed use zone, activity center, and planned community which are described in more detail below:

- a. Mixed Use Zone (MXZ) - an area that contains a variety of land uses that are normally located within one development or a small geographical area. This Plan allows for two distinct types of mixed use zones, existing and planned.
  1. Existing - An area that provides for a mixture of primarily commercial and industrial development with many different property owners. The uses are usually so intermixed and interrelated it becomes hard to distinguish between what is industrial and what is "heavy" commercial. The intermixture of these uses also presents a mapping problem. If an attempt was made to place individual categories on the Future Land Use Map, the scale of the map would make those areas indistinguishable.

The mixture of industrial and commercial uses have commonly been developed along "Truck Routes" or arterials in a strip fashion. In some

instances, small clusters will exist that again have an indistinguishable mixture of commercial, residential and industrial. These zones have developed over time because of the faint distinction between what is considered industrial, warehousing and "heavy" commercial uses.

Retail commercial, office use, and even some residential normally make up a minor part in each zone. The associated impacts, such as noise, dust, and odors, can make these areas somewhat undesirable for the less than "heavy" uses.

This category was initially applied on the Future Land Use Map to areas that currently contain the above characteristics and typically contain areas less than 15 acres in size.

2. Planned - In instances where mixed use developments are proposed for undeveloped parcels the development parcel must be 10 acres or greater. A Comprehensive Plan amendment will be required to designate undeveloped areas as a Mixed Use Zone.

These new Planned mixed use projects will require residential and non-residential uses. This type of project should functionally and physically integrate a mix of commercial (office and retail), industrial, if desirable, residential (including affordable housing), and recreational uses. Large projects should provide land for public/semipublic uses. Mixed use projects should contain high levels of internal capture of trips and encourage pedestrian and bicycle traffic.

In order to provide the appropriate mix for projects over 10 acres in size (projects less than 15 acres are not subject to the following land use ranges) the land uses should fall within the following range:

Residential: up to 90% of acreage of entire project

Multi Family: 10% to 50% of residential (Density up to 16 du/ac)

Single Family: up to 90% (Density: up to 5 du/ac)

Non-Residential: 10% to 90% of acreage of entire project

Retail: up to 75% of non-residential (0.50 FAR)

Other: up to 60% of non-residential (0.80 FAR)

The actual mix of land uses should produce approximately 20% internal capture for daily trips. The amount of internal capture of trips shall be determined through a traffic impact analysis.

To ensure the level of service on roads that serve the subject land identified as Mixed Use Zone (MXZ) is maintained, any development, or aggregate thereof, for MXZ established on or after November 1, 2006 shall generate no more daily external project trip ends than allowed under the density and intensity of the pre-

existing land use designation of the subject land or no more than 3,000 additional daily external project trips.

- b. Activity Center (AC) - An area planned to accommodate a range of activities from employment-based office and industrial activities to support and ancillary uses such as commercial services, recreational facilities, and housing. Design, aesthetics and environmental protection and enhancement are emphasized as part of the development. These Activity Centers are intended to be high-intensity design unified areas which will contain a concentration of different urban functions.

The concentration of these economic uses provides the chance for the efficient provision of public facilities and by concentrating these uses, the need to provide buffers for incompatible uses is minimized.

Activity Centers do not necessarily develop on their own, but require a cooperative effort between both the public and private sector to ensure that local services and infrastructure meet the anticipated demand. The location of Activity Centers has been targeted near major transportation nodes, such as airports, railroads, or interstate interchanges. Public transportation also should be a key ingredient in a successful Activity Center.

Activity Centers at interchanges generally should contain limited amounts of retail type commercial development within the extent of ½ mile to the interchange. The area closest to the interstate is a high visibility area that should be designed in a manner that utilizes the interchange to its best advantage. More extensive retail commercial uses may be permitted if these uses are consistent with the economic development strategies stated in the County's Overall Economic Development Plan. Certain interchanges or quadrants of an interchange will be oriented to the traveling public such as service stations, hotels and restaurants while others will be developed as high profile employment centers.

Activity Centers may be designated to serve many different property owners, but should function in a manner to share facilities and services. Coordination among the various projects provides better efficiency of governmental services. One of the more important aspects of the Activity Center is the manner in which traffic patterns are designed. Service or frontage roads, shared or limited access, shared parking and interconnecting parking areas should all be used in the general planning of these Centers and then followed through during the actual site plan stage. These Centers can provide a high development quality which emphasizes pleasant, convenient, and satisfying work conditions along with amenities, such as recreational areas, conference facilities, business oriented lodging facilities, restaurants, retail services, day care, health care and convenient location relative to residential areas, if designed properly. Activity Centers may also provide the County with opportunities to provide for unique land uses, such as the fairgrounds.

The Future Land Use Map indicates both existing and proposed Activity Centers in the unincorporated areas. The new Centers are encouraged in areas having the following qualities: excellent county-wide accessibility; compatibility with future surrounding development; and programmed provision of public services. This designation indicates that Volusia County should encourage and support such development. The County should give emphasis to providing public mass transit service to all Activity Centers.

Three areas have been identified in the unincorporated portions of Volusia County as initial Activity Centers.

1. Howland Boulevard/I-4 interchange (Southwest)
2. US 92/I-95/I-4/airport (Halifax)
3. SR 44/I-95 interchange (Southeast)

The above Activity Centers have their own individual Plans that describe how the Centers will be developed. The Plans are located in the Local Plans section of this Element. Some of these Plans contain phases that do not have designated land uses. Until these Plans are complete, the following procedures may be used for individual projects.

All projects shall be developed as Planned Unit Developments consistent with the Comprehensive Plan in order to coordinate proposed developments with the Activity Center Plans. A developer may apply to the County for a conceptual PUD in the area covered by the Activity Center. With the exception of PUD's located within the Southwest Activity Center, applications shall be submitted for consistency review with this Plan and the plans of adjoining local governments by the Volusia Growth Management Commission prior to submittal of application for rezoning to PUD.

The three identified locations on the Future Land Use Map do not preclude the proposal of Activity Centers in other locations. If proposals for the development of Activity Centers in locations other than those shown on the Future Land Use Map meet the appropriate concepts and policies of the Comprehensive Plan, amendments could be initiated.

- c. Planned Community (PC) - A very large area under unified ownership that contains several different land uses with a large percentage being devoted to residential uses. These areas are characterized by unified planning for the project as a whole, clustering of structures to preserve useable open space and other natural features, a mixture of housing types, and may include a variety of non-residential uses.

The Planned Community is at the high end of the scale of the multiple-use concept. It has the potential to provide for all land uses in one project. This balanced mix of land uses allows for increased efficiency and economy by providing home, work, and service places in close proximity to each other.

Because of the large scale of a Planned Community, the time period between start and completion can take more than 20 years. For this reason

these projects are usually phased over time. During that time many changes can occur in the development market. This could present problems to both the local government and developer if the project becomes outdated or obsolete if flexibility is not incorporated. This subcategory makes provisions for this fact by identifying appropriate areas for urban development while at the same time not stating the actual land use configuration until the developer has had the opportunity to prepare a more detailed plan responsive to market conditions.

The areas identified on the Future Land Use Map as Planned Communities either meet or will have to have met the requirements of a Development of Regional Impact (DRI) review as stated in Chapter 380 (F.S.). In addition, those Planned Communities that have not yet complied with the requirements of Chapter 380.06 F.S., must go through the Comprehensive Plan amendment and approval process. The locations of the Planned Communities are indicated on the Future Land Use Map by the corresponding numbers below.

Note: Nonresidential development does not include associated accessory uses such as, roads, schools, parks, etc.

(I) Halifax Plantation:

Has an approved DRI development agreement and approved zoning.  
Project Area: 1,625 acres (approximately)

Development components;  
Residential (includes Parks and Recreation)  
Number of approved dwelling units: 2,834  
Overall gross density: 1.74 DU's/Acres

Nonresidential  
Percent range of project: 5 to 6

(II) Plantation Bay

Has an approved DRI development agreement and approved zoning.

Project Area: 1,099 acres

Development components;  
Residential (includes Parks and Recreation)  
Number of approved dwelling units: 978  
Overall gross density: 1.07 DU's/Acres

Nonresidential  
Percent range of project: 0

(III) National Gardens

Has an approved DRI development agreement and approved zoning. Portions have been recently annexed into the City of Ormond Beach. Below are approximations of the remaining project.

Project Area: 1,300 (approximately) acres

Development components;  
Residential (includes Parks and Recreation)  
Number of approved dwelling units: 2,520  
Overall gross density: 1.95 DU's/Acres

Nonresidential  
Percent range of project: 0

### INTERPRETATION OF FUTURE LAND USE CATEGORIES

13. Areas Between Future Land Use Categories

The boundaries of the Future Land Use categories are graphic representations of where land uses should occur and may not be the finite boundary showing where one land use stops and another starts. For interpretation purposes those boundaries may be flexible to allow for any discrepancies that may occur when applying these land use designations to specific parcels of land. Land uses may extend up to 660 feet beyond the limits established on the Future Land Use Map to protect the environment, to accommodate property lines, rights-of-way, or easements, and to allow extension to major physical or man made boundaries. The County Council shall consider an extension or reduction to the Future Land Use boundary interpretation in order to prevent the creation of nonconforming lots. Boundaries shall not be expanded in such a manner that they encroach into established residential areas.

14. Non-Urban Areas Inside Water and Sewer Service Area Boundaries

Pursuant to Chapter 180 F.S. Water and Sewer Service Areas have been designated and approved by various municipalities and Volusia County. Inside these Service Areas are areas that have designated uses that normally would not be in an urban area, such as agriculture, environmentally sensitive land and rural development. Because of the great expanse some of these Service Areas cover, they have included more land than is needed to accommodate the 2025 projected population. It should not be assumed that these areas will automatically be converted to an urban category sometime in the future. Although these areas are targeted for the provision of urban services and they may be near municipal boundaries or eventual boundaries, some areas are not suitable for urban development. Priority shall be given to expanding existing urban areas inside the Water and Sewer Service Areas provided that the request does not represent sprawl development pursuant to 9J-5.006(5)(g), is not in an environmentally sensitive area, or conflict with local plans rather than to create new urban areas outside of the Service Areas. The conversion will take place when the area is consistent with the policies of the Comprehensive Plan including being supported

by population projections. At the time of determination of consistency the appropriate future land use category will also be determined.

This section does not preclude the conversion of a non-urban category to another non-urban category inside these Service Areas.

#### 15. Determining Density/Intensity

Residential Density - The basic unit of measurement of residential density is "dwelling unit per gross residential acre." Among the land uses that may be included in the "gross residential acreage" when computing the number of dwelling units permitted per gross acre in a residential area are the following: housing sites; streets; parking; landscaping; public schools; local public parks; retention areas; fire stations; police stations; private recreational open spaces that are protected in perpetuity by covenant; public or semi-public utility sites and facilities; easements or right-of-way donated at the time of development approval; wetlands, (The allowable gross density for wetlands is one dwelling unit per 10 acres, unless it is contained inside an ESC, then it is one dwelling unit per 25 acres, as provided in Policy 12.2.3.7) environmentally sensitive areas, (such as water recharge areas and endangered wildlife habitats); and similar uses of public nature designated for such use or conveyed to a public body; nature preserves and water bodies created as open-space amenities during project development. For a single site these nonresidential uses may be included in the gross residential acreage only if they are under the same ownership or are multiple ownerships that are legally unified (legally unified development) as the site for which gross density is being determined.

Among the uses not considered to be part of the "residential" area when computing the number of units permitted are existing natural and artificial water bodies; industrial, commercial and office sites; communication facility sites, utility sites, existing rights-of-way that extend through the border of the project boundary, i.e., county roads, etc.; nonlocal parks and nature preserves; universities and colleges and other institutional uses; any land that has been credited for other development; previously dedicated road rights-of-way; and any already-developed parcels whether underdeveloped or not.

To meet minimum density requirements areas that may not be considered as part of gross residential density include flood prone areas, endangered natural habitats, and other environmentally sensitive areas. Determination of density for these areas will be done on a case-by-case basis predicated on a landowner's request based on site-specific information and related planning data.

Non-Residential Intensity – Non-residential intensity is intended to be expressed using a Floor Area Ratio (FAR) using gross acreage. Areas not counted as gross acreage include, natural and artificial water bodies; communication facilities sites; utility sites; existing rights-of-way that extend through the boarder of the project boundary, i.e., county roads, etc.; nonlocal parks and nature preserves; schools, colleges, universities or other institutional uses; land credited for other uses such as residential; and previously dedicated road rights-of-way.

16. Uses and Zoning Not Specifically Depicted - The limitations outlined in this section pertain to existing zoning and uses. All changes to zoning classifications or rezonings must be consistent with the Future Land Use Map or the specific exceptions provided in the various Future Land Use Map categories and the objectives and policies of this Plan.

Some existing uses and zoning classifications are not specifically depicted on the Future Land Use Map. This is due largely to the scale of the official Future Land Use Map (1" = 1 mile) and the specific provisions for various uses to occur in other Future Land Use categories. When the original map was created, generally 10 acres was the smallest site depicted. This 10 acre threshold has been the limit a commercial rezoning can be requested before a comprehensive plan amendment is required. If the use is inconsistent with the land use designation, then a plan amendment is required regardless of size.

The determination of consistency for existing land uses and zoning classifications was conducted during the administrative rezoning process. At that time, existing uses with the appropriate zoning were reviewed for consistency with the Comprehensive Plan. The existing uses that have been determined to be consistent with the Comprehensive Plan retained original zoning during the administrative rezoning process.

The review for consistency involved determining the existence of legal subdivisions, ownership patterns, existing uses, soil conditions, vegetative mapping and availability of public facilities, plus other conditions that may be appropriate for a particular area.

The Future Land Use Map includes three residential density categories which are depicted on the map by different symbols/colors. Throughout this Plan whenever the term density is used, it is referring to gross residential density, as defined above. Each residential category is defined by a range of density. The actual density a development may receive is dependent upon the site characteristics, availability of public services and facilities and consistency with the Goals, Objectives, and Policies of this Plan.

Existing highway commercial uses are allowed in each urban intensity category and are consistent with the Comprehensive Plan. Infill between existing highway commercial areas will be allowed, consistent with the Land Use Location Guidelines, however, each proposed use will be subject to the concurrency evaluation. Proposed commercial development within ¼ mile of a municipality's boundary shall be submitted to that municipality for review. Other existing commercial uses that contain the appropriate commercial zoning are also considered consistent with the Comprehensive Plan unless it is a health or safety risk.

17. Planned Unit Developments

The Future land Use Map does not identify existing Planned Unit Developments. All approved PUD's are consistent with the Comprehensive Plan and development that takes place inside a PUD must comply with the approved development agreement and applicable County land development regulations. Except for revision(s) intended to decrease the intensity of use of non-residential PUDs which pre-date the Comprehensive Plan and which are presently approved for an intensity of use greater than allowed by the future land use designation assigned to the property, a change to the development agreement must be consistent with the future land use designation which covers the PUD.

New PUD's, from the time of the effective date of the Comprehensive Plan, must be consistent with the Future Land Use designation(s).

The overall density of a PUD is determined by totaling the acreage under each land use designation. This overall density may not be exceeded. Residential units may be transferred from one land use category to another only under the following circumstances: between urban categories and from non-urban categories to urban categories. Non-urban categories may not receive more units than permitted under the land use category.

18. Future Land Use/Zoning Matrix

The following matrix shows each Future Land Use Category with corresponding zoning classifications. The actual zoning for a specific parcel will be determined through consistency review with the Comprehensive Plan. Any rezoning requests must be consistent with the Future Land Use Map designation, including all PUD's.

Any PUD which encompasses more than one Future Land Use designation may not transfer uses or intensity of uses between affected land use designations without a map amendment, except as identified in paragraph 17 above.

**MATRIX FOR CONSISTENT ZONING CLASSIFICATION  
WITH FUTURE LAND USE CATEGORIES**

| <b>FLU CATEGORY</b>                  | <b>A<br/>(EXPLANATION BELOW)</b> | <b>B<br/>(EXPLANATION)</b>        |
|--------------------------------------|----------------------------------|-----------------------------------|
| Conservation (C)                     | C                                | All Zoning Classifications        |
| Environmental Systems Corridor (ESC) | C, RC                            | RPUD, MPUD**1, P, C               |
| Forestry Resource (FR)               | FR                               | FR, RPUD, MPUD**1, BPUD, P, C, RC |

| <b>FLU CATEGORY</b>          | <b>A<br/>(EXPLANATION BELOW)</b>   | <b>B<br/>(EXPLANATION)</b>   |
|------------------------------|--|--|
| Low Impact Urban (LIU)       | RPUD   | BPUD, P, C, existing zoning, provided however, that any development is consistent with applicable provisions of the Comprehensive Plan   |
| Agricultural Resource (AR)   | A-1  | RPUD, MPUD**1, BPUD, P, C, RC  |
| Rural (R)                    | A-1, A-2, MH-3   | A-3, A-4, MH-4, MH-8, RA, RE, RR, RPUD, MPUD**, BPUD, P, C, RC   |
| Rural Community              | Refer to underlying Future Land Use categories for zoning classifications assumed to be compatible | Refer to underlying Future Land Use categories for zoning classifications that may be compatible under certain circumstances and in addition the following classifications: B-2*, R-1*, R-3*, R-4*, R-6*, R-7*, MH-1*, MH-5*, B-4*, B-5*, B-7*, B-8*, I-1* |
| Rural Recreational           | Refer to underlying Future Land Use categories for zoning classifications assumed to be compatible | Refer to underlying Future Land Use categories for zoning classifications that may be compatible under certain circumstances and in addition the following classifications: B-2*, B-7*, R-3*, R-4*, R-7*, MH-1*, MH-5*, B-4*, RPUD, BPUD, MPUD**           |
| Urban Low Intensity (ULI)    | R-1, R-2, R-3, RPUD, MH-6, MH-7  | B-2, B-9, BPUD, MPUD**, RR, RA, RE, R-4, R-9, RE, MH-3, MH-4, MH-8, A-2, A-3, A-4, P, C, RC  |
| Urban Medium Intensity (UMI) | R-4, R-5, R-6, R-9, MH-1, MH-5, RPUD   | MH-2, B-2, B-9, BPUD, MPUD**, P, C, RC   |
| Urban High Intensity (UHI)   | R-6, R-7, R-8, MH-2, B-8, RPUD   | B-1, B-2, B-9, BPUD, MPUD**, P, C, RC  |
| Commercial (COM)             | B-1, B-2, B-3, B-4, B-9, BPUD  | B-5, B-6, B-7, B-8, MPUD**, P, C   |

| <b>FLU CATEGORY</b>    | <b>A<br/>(EXPLANATION BELOW)</b>                 | <b>B<br/>(EXPLANATION)</b>  |
|------------------------|--|---|
| Industrial (I)         | I-1, I-3, I-4, IPUD                              | I-2, MPUD**, P, C   |
| Mixed Use Zone (MXZ)   | IPUD, BPUD, MPUD, RPUD                           | P, C, Existing zoning, provided however, that any new development is consistent with applicable provisions of the Comprehensive Plan ***  |
| Planned Community (PC) | Development of Regional Impact only<br>All PUD's | All development shall require review as a Development of Regional Impact as per Ch. 380, Florida Statutes   |
| Activity Center (AC)   | All PUD's  | P, C, Existing zoning, with the exception of the Southwest Activity Center, provided however, that any development is consistent with applicable provisions of the Comprehensive Plan |
| Recreation (REC)       | All Zoning Classifications                       | P, C, RC  |
| Public/Semi-Public (P) | P, C   | All Zoning Classifications  |

\* Only applies to existing zoning at time of approval, April 3, 1990.

\*\* MPUD, development must be consistent with the Future Land Use Map.

\*\*\* As provided by Policy 1.3.1.19, rezoning to PUD is not required under certain circumstances.

1 The RPUD or MPUD classification may only be applied to lands designated ESC, FR and AR on the Future Land Use Map when the RPUD or MPUD meets the requirements outlined in Policy 1.2.3.3 of the Volusia County Comprehensive Plan, Ordinance 90-10, as amended; or when the lands designated as ESC, FR, and AR included within the RPUD or MPUD comprise 25% or less of the land area of the RPUD or MPUD, providing development of areas designated as ESC, FR and AR is consistent with the Comprehensive Plan Future Land Use category descriptions.

A Group

This column indicates which zoning categories are assumed compatible. They provide the closest approximation to the Future Land Use Category. The existing character of the area is

B Group

This column indicates which zoning categories may be considered compatible under certain circumstances. Stricter consistency requirements may be applied or special criteria

one determinant of the appropriate classification to be accorded on an individual premise.

may have to be complied with prior to receiving a rezoning. Site conditions in conjunction with the existing character of the surrounding area are the determining factors for rezoning requests.

C. GOALS, OBJECTIVES & POLICIES:

GOAL:

- 1.1 Ensure that future growth is timed and located to maximize efficient use of public infrastructure.

OBJECTIVE:

- 1.1.1 Growth management criteria will be established to ensure that future land use patterns will maintain vital natural functions and in conjunction with the availability of public facilities and services to support that development at the appropriate level of service.

POLICIES:

- 1.1.1.1 Development consistent with the Future Land Use Map shall not occur until Class A (concurrency) public services and facilities have been determined to be available concurrent with the impacts of the proposed development.
- 1.1.1.2 The area population projections formulated by the Metropolitan Planning Organization (based on BEBR median projections) for Volusia County shall be used to guide public and private entities in planning for urban development and redevelopment and to guide the location, timing, and capacity of all urban services and facilities, consistent with Policies 1.3.1.27 and 1.3.1.28.
- 1.1.1.3 Volusia County has adopted land development regulations that contain specific and detailed provisions required to implement the Comprehensive Plan and which as a minimum:
  - a. Regulate the subdivision of land;
  - b. Regulate the use of land and water bodies consistent with this Element and ensure the compatibility of adjacent land uses;
  - c. Provide for open space;
  - d. Ensure the protection of native vegetation and trees;
  - e. Protect the Natural Resource Management Areas designated on the Future Land Use Map;

- f. Regulate areas subject to seasonal and periodic flooding and provide for drainage and stormwater management;
- g. Protect potable water wellfields and aquifer recharge areas;
- h. Regulate signage;
- i. Ensure safe and convenient traffic flow on and off site and vehicle parking needs;
- j. Provide that development orders and permits issued shall not result in a reduction below the level of services standards adopted in this Comprehensive Plan;
- k. Provide for the transfer of development rights;
- l. Contain performance standards for protecting historically significant properties or areas; and
- m. Protect against adverse impacts to wildlife and their habitats.

1.1.1.4 Central water and sewer are neither intended nor required for areas designated with non-urban land use categories. Extension of central sewer into non-urban areas must be consistent with the provisions of the Sanitary Sewer Sub-element. Extension of central water into non-urban areas must be consistent with the provisions of the Potable Water Sub-element.

1.1.1.5 In designated rural communities and rural recreational areas where densities are greater than 1 unit per acre, existing platted lots, undeveloped subdivisions, or other pre-existing developments shall be permitted. However, any new development or subdivision of land shall have to comply with current County regulations.

1.1.1.6 Densities of new urban residential development shall not exceed the capacity of the existing Thoroughfare System or the capacity of improvements as programmed in the Transportation and Capital Improvements elements.

1.1.1.7 All neighborhood, community and regional shopping centers shall include bicycle parking areas, and where appropriate, bus bays or shelters to encourage alternative transportation modes.

1.1.1.8 Regional shopping centers should be served by mass transportation routes and designed to accommodate mass transit riders, vehicles and amenities.

1.1.1.9 Sites for industrial development shall be accessible to the following essential public facilities and services at the levels of service adopted in this Comprehensive Plan: fire services, transportation, potable water, an appropriate wastewater treatment facility, solid waste and stormwater management.

1.1.1.10 Volusia County shall coordinate with the cities and consider joint agreements to create future water and sewer service areas.

- 1.1.1.11 The Volusia County Future Land Use element shall be coordinated with the Transportation Element to ensure compatibility between land use and the Thoroughfare System.
- 1.1.1.12 Residential areas shall be designed to provide for an efficient internal street system and a collector street system that connects the residential area to adjacent residential areas and the major thoroughfare system.
- 1.1.1.13 The following public facilities, and services shall be available for new development in all urban areas, schools, roadways, solid waste collection, stormwater management, fire and police protection, emergency medical services, potable water, and sanitary sewer service (except as provided for in Policy 1.1.1.14).
- 1.1.1.14 Urban low intensity areas are required to have central potable water and sanitary sewer service, except for the following: Lot sizes ranging from 1 acre up to 2.49 acres shall require central potable water, but may utilize an individual waste water disposal system. Lot sizes 2.5 acres or larger in size may utilize individual water and wastewater disposal systems. Service to existing lots must be consistent with Policy 1.1.1.15.
- 1.1.1.15 The provision of water and sewer to existing lots (as authorized by Volusia County Land Development Regulations) is provided for in the Potable Water and Sanitary Sewer Sub-elements.

OBJECTIVE:

- 1.1.2 New development shall be coordinated with the Volusia County Comprehensive Emergency Management Plan, and the Local Hazard Mitigation Plan to help ensure new development will not be endangered by hurricanes or other hazards.

POLICIES:

- 1.1.2.1 New development in the coastal area shall be managed so that public facility and service needs required to maintain existing hurricane evacuation times do not exceed the ability of Volusia County to provide them.
- 1.1.2.2 The following is Volusia County's post-disaster reconstruction policy, to be applied after a natural disaster:
  - A. Structures damaged less than 50% of their replacement cost at the time of damage may be rebuilt to their original condition, subject only to current building and life-safety codes.
  - B. Structures damaged more than 50% of their replacement cost at the time of damage can be rebuilt to their original square footage and density, provided that they comply with:
    - 1. Federal requirements for elevation above the 100-year flood level;
    - 2. Building code requirements for flood proofing;

3. Current building and life-safety codes (at the time of building permit application);
4. State Coastal Construction Control Lines; and
5. Any required zoning or other development regulations (other than density or intensity), unless compliance with such regulations would preclude reconstruction otherwise intended by the post-disaster reconstruction policy.

C. The land development regulations may establish procedures to document actual uses, densities, and intensities, and compliance with regulations in effect at the time of construction, through such means as photographs, diagrams, plans, affidavits, permits, appraisals, and tax rewards.

1.1.2.3 The County shall coordinate with appropriate governmental and non-governmental entities to locate sites for debris storage and disposal; sites for temporary housing; and sites for the staging of personnel and equipment.

1.1.2.4 New or expanded manufactured or mobile home housing developments or recreational vehicle developments shall be required to include a hardened central clubhouse or similar structure to serve as a shelter for residents. The clubhouse or similar structure shall be hardened to withstand 150 mph winds.

1.1.2.5 The placement of mobile homes or manufactured dwellings shall meet the requirements of the Florida Building Code.

OBJECTIVE:

1.1.3 Volusia County shall limit urban sprawl by directing urban growth to those areas where public facilities and services are available inside designated service areas that have urban Future Land Use Map categories.

POLICIES:

1.1.3.1 Volusia County shall establish and require an urban level of service for unincorporated areas as set out in the Capital Improvements Element.

1.1.3.2 Future urban development requiring access or connection to public facilities shall be located within designated urban areas.

1.1.3.3 County service areas may include undeveloped land inside or near existing unincorporated urban areas where the developer agrees to provide necessary urban services through private means. In this instance the necessary facilities and services are guaranteed in an enforceable development agreement. 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.

- 1.1.3.4 Inside designated urban areas development orders cannot be issued unless the services are provided at the adopted level of service consistent with the concurrency provisions of the Capital Improvements Element.
- 1.1.3.5 New urban development shall be located inside an urban designated area where a full range of urban services exist or are planned and with direct access to arterials and mass transit routes sufficient to handle existing and future development.
- 1.1.3.6 Requests for land use map amendments will be reviewed using the urban sprawl indicators contained in Rule 9J-5.006(5)(g). Requests that exhibit a presence of a majority of the indicators shall be concluded as to encourage urban sprawl.
- 1.1.3.7 New "strip" commercial uses shall be discouraged by permitting "infill" of existing developed commercial strips rather than creating new "strip" commercial, or designating new concentrated or nodal commercial centers on the Future Land Use Map. Infill of "strip" commercial development may be permitted as provided in the Highway Commercial Section under the Land Use Location Guidelines. In addition, commercial development along arterials must meet the requirements of the Land Development Code Section on Access to Thoroughfare Corridors.
- 1.1.3.8 In order to help prevent new strip commercial development from occurring, new site plans or subdivisions shall not be designed with outparcels or subsequent phases that lead to the creation of narrow strips of land adjacent to roadways.
- 1.1.3.9 In areas of existing "strip" commercial, the conversion of retail sales to office use shall be required when the opportunity lends itself to such a conversion. Office use lessens the adverse impacts of the standard strip commercial development, by reducing traffic, noise, lighting and signage. In addition, increased setbacks and landscaping should be used to help mitigate the visual impacts of strip commercial development.
- 1.1.3.10 New commercial development outside of commercially designated areas on the Future Land Use Map should be limited in scale and intensity in order to be compatible with the surrounding area. In predominantly residential areas, compatibility will be judged in relation to the type of use, landscaping, building size, setbacks, and traffic patterns.
- 1.1.3.11 In order to protect Volusia County's valuable natural resources, new development shall be encouraged toward infilling existing urbanized areas.
- 1.1.3.12 New developments inside designated urban areas on the Future Land Use Map will be considered urban infill under the following circumstances: within existing platted subdivisions, amongst existing development, and utilities are currently available. Projects that meet the above criteria may be eligible for a 25% reduction in required parking and 20% reduction in road and recreation impact fees.

**OBJECTIVE:**

- 1.1.4 Volusia County shall provide adequate land for the existing and future needs for water and wastewater facilities and other public facilities and services, by locating needed facilities in areas suitable for such use.

POLICIES:

- 1.1.4.1 Volusia County shall require sufficient setbacks and buffers for residential and non-residential development adjacent to future collector and arterial roadways to minimize the impacts resulting from future Thoroughfare System improvements.
- 1.1.4.2 Volusia County shall acquire or require sufficient Right-of-Way (R.O.W.) in all new roadway construction or improvements to provide for utility lines to locate these lines within the R.O.W.
- 1.1.4.3 Volusia County shall continue to review and permit agriculture lands for the purpose of disposing of wastewater residuals, consistent with County and State regulations. Approval of sites are dependent upon meeting all of the following:
- a) site is not designated for urban uses,
  - b) site is not adjacent to existing residential uses,
  - c) site is at least 300 feet from private potable wells,
  - d) site contains legitimate agricultural operation,
  - e) effluent is from a permitted facility, and
  - f) site is not designated as ESC.; however, disposing of wastewater residuals may be allowed in the ESC if disposal is conducted on soil types that are identified by the Volusia County Soil Survey as being associated with a water table depth greater than six feet (>6.0').
- 1.1.4.4 Volusia County shall acquire or have dedicated adequate lands for community facilities, such as schools, fire and emergency medical services, police protection, and libraries as established in this Comprehensive Plan.
- 1.1.4.5 Volusia County shall continue to coordinate with the Volusia County School Board in locating future school sites and in the commitment of sites during the development approval process through interlocal agreements and through other means deemed appropriate.
- 1.1.4.6 Developers shall assess their needs for essential services (electricity, gas, etc.) and seek confirmation of future availability and location of infrastructure from appropriate utility suppliers. Confirmation of availability and location should be provided by the utility during the planning stages of development, but no later than the issuance of a development order.
- 1.1.4.7.1 The future location of some neighborhood parks should be coordinated with the Volusia County School Board and municipal governments to minimize total land costs, share maintenance and capital costs, and to enhance the sense of community with a combined site.
- 1.1.4.7.2 Volusia County shall acquire or dedicate adequate lands for parks and recreation to meet the County's existing and future recreational needs, as identified in the Recreation and Open Space Element of this Comprehensive Plan.

- 1.1.4.9 Before the designation of new thoroughfare(s) in non-urban areas or communities of special interests (with local plans), a study will be conducted that demonstrates a need for the new thoroughfare(s) related to traffic demands (existing or projected); assesses impacts to environmental resources; and analyzes land use trends. Non-Urban areas are defined by the latest approved Volusia County Metropolitan Planning Organization's and Florida Department of Transportation's Urban and Transitioning Area Boundaries map(s).
- 1.1.4.10 Access to thoroughfares shall be managed utilizing appropriate access management techniques in order to protect roadway capacity and enhance safety.

GOAL:

- 1.2 Future development shall be designed and located in a manner that protects the County's natural resources, particularly environmentally sensitive areas.

OBJECTIVE:

- 1.2.1 Future Land Use designations will reflect the inherent capabilities and limitations of the existing natural features of the land.

POLICIES:

- 1.2.1.1 The location of development and significance of topography, vegetation, wildlife habitat, flood hazard, the 100 year flood plain, and soils for a particular site will be determined during the development review process.
- 1.2.1.2 Coordinate future land use decisions with existing site conditions utilizing the Undeveloped Lands Suitability Analysis Map & Methodology. After site specific analysis, lands shown to be located in the "very low" and "low" categories shall be targeted for low intensity uses.
- 1.2.1.3 Development occurring along the boundaries of Conservation and Natural Resource Management Areas shall be designed and scaled in terms of intensity and density to protect and minimize the impact of development, consistent with the criteria included in the Conservation Element.
- 1.2.1.4 Those lands most suited for silviculture activities shall be identified and located on the Future Land Use Map, under the Forestry Resource subcategory of NRMA.
- 1.2.1.5 Inside the Natural Resource Management Area (NRMA) there are areas that have been used for agriculture; these areas are indicated on the Future Land Use Map. Because of the environmentally sensitive characteristics, intensive agriculture is not encouraged extensively throughout the NRMA; however, expansion of these areas may be allowed through the Comprehensive Plan Amendment procedures.
- 1.2.1.6 The Forestry Resource category mandates a lot size of 20 acres. This lot size (20 acres) may be reduced for the purposes of: providing clustering alternatives in the FR

to preserve open space. Lot sizes may be allowed within the range of 20 acres to 10 acres only under the following conditions for individual properties provided the request is approved as a Special Exception:

- a. Total number of lots cannot exceed the permitted density on a gross acre basis in the Forestry Resource category of 1 dwelling unit per 20 acres;
- b. Development shall be consistent with the intent of the NRMA as presented in the Conservation and Future Land Use Elements;
- c. Lot size is compatible with existing adjacent development;
- d. Proposed development contains minimal wetlands;
- e. Proposed development utilizes existing road system (no new private roads);
- f. Area provides a transition from existing development to the agriculture and silviculture areas, and;
- g. For subdivision purposes, the Forestry Resource portion of a lot can be less than 10 acres in size when combined with ESC designated areas to equal at least 10 acres;
- h. As a condition of the Special Exception, there shall be no further subdivision of lots.
- i. Notwithstanding subsection "a," 10 acre or larger lots that are part of existing subdivisions established/created as of March 15, 1990, may be permissible.

1.2.1.7 Where applicable, new developments shall be encouraged to adhere to the fire safety standards outlined in the Florida Division of Forestry publication, "Wildfire Mitigation in Florida". These standards can significantly reduce the disastrous loss of life, property and resources resulting from wildfire in wildland/urban interface fire hazard areas.

1.2.1.8 Industrial location and proposed uses shall be consistent with the Conservation Element of this Comprehensive Plan.

#### OBJECTIVE:

1.2.2 Volusia County shall protect natural, and historic resources from the adverse impact of development as outlined in the Conservation and Historic Preservation elements.

#### POLICIES:

1.2.2.1 Development within areas prone to 100 year flooding shall not increase expected flood levels for adjacent properties or reduce receiving surface water body quality below established levels.

1.2.2.2 Volusia County shall protect the County's natural resources through the provisions contained in the Coastal Management, Conservation, Natural Groundwater and Aquifer Recharge Elements of this Comprehensive Plan.

1.2.2.3 Volusia County's regulations for the protection of groundwater aquifer recharge areas shall be consistent with the criteria contained in the Natural Groundwater and Aquifer Recharge and Conservation Elements.

- 1.2.2.4 Land reclamation measures and sound conservation practices shall be required on lands used for the excavation of natural resources and used as disposal sites. A reclamation plan shall be submitted as part of the required application for an excavation or disposal permit. The plan shall also indicate how the site will be used after completion of the excavation/disposal, including a time line for such reuse.
- 1.2.2.5 Extraction of natural resources and disposal activities shall be permitted only where compatible with existing and proposed land uses, as determined in the Land Development Regulations.
- 1.2.2.6 The environmental functions performed by wetland and Floridan aquifer recharge areas shall be protected in all phases of land development occurring in or around areas so designated, consistent with policies 10.1.1.7, 10.1.1.10 thru 10.1.1.12 and 10.1.2.13 of the Groundwater and Aquifer Recharge Element and 12.1.3.4, 12.2.1.3, 12.2.3.1 thru 12.2.3.8 of the Conservation Element.
- 1.2.2.7 Septic tanks and drainfields shall be sited to protect environmentally sensitive areas from the discharge of improperly treated effluent, consistent with the Conservation and Coastal Management Elements.
- 1.2.2.8 Structures shall be discouraged within the 100-year flood plain; however, if located therein, they shall be constructed to minimize the amount of additional fill, thereby reducing the potential for flood damage to the structure, supporting facilities, and adjacent property, consistent with the Flood Hazard Management section of the Land Development Code.
- 1.2.2.9 Increases of density and intensity shall be discouraged within the 100-year floodplain.
- 1.2.2.10 Species of flora and fauna listed in the Conservation Element of the plan as endangered, threatened, or species of special concern shall be protected through inclusion of their habitats in the Conservation, Environmental Systems Corridor, and Natural Resource Management Area (NRMA) land use categories and shall be given priority in the land acquisition program.
- 1.2.2.11 Potable water wellfields, the wellhead protection areas, and groundwater aquifer recharge areas, as shown on the Future Land Use Map, shall be protected from adverse impacts of development, by not allowing the storage of hazardous materials within 1,000 feet of a potable waterwell. Wellfields must also be consistent with policies 10.1.2.4 and 10.1.2.6 of the Groundwater and Aquifer Recharge Element.
- 1.2.2.12 Proposals for development within designated riverine floodways shall be approved by the County only if it can be demonstrated to the satisfaction of Volusia County that any encroachment into the floodway will not result in any increase in flood levels during the occurrence of discharge. If approved, the development must be consistent with the following environmental performance standards from the Conservation Elements, 12.1.2.1, 12.1.2.4, 12.1.2.7-12.1.2.9.

- 1.2.2.13 Development inside the NRMA will have to meet the following policies from the Conservation Element 12.2.1.1, 12.2.1.2, 12.2.1.3, 12.2.2.3 and 12.2.3.7 regardless of the designated land use or zoning classification.
- 1.2.2.14 Agriculture and silviculture operations shall adhere to accepted Best Management Practices (BMP's) for surface water management and erosion control.
- 1.2.2.15 The County shall encourage the propagation, planting and maintenance of trees on public lands, whenever practical, thereby adding to the County's aesthetic appeal and providing habitat for urban wildlife. A good diversity of tree species shall be established in order to avoid insect and disease problems often associated with monocultures. Trees planted and managed by the County on public lands shall be well suited to local conditions (climate, soil, etc.) so as to promote a healthier urban forest and reduce overall maintenance costs.
- 1.2.2.16 Preserving and enhancing wildlife populations is recognized to be an important aspect of forestry management and should be a consideration, in managing forest resources.
- 1.2.2.17 Industrial operations shall minimize or, where possible eliminate, the following impacts on the environment:
- a. Odor, fumes, vapors and gases.
  - b. Erosion and stormwater runoff.
  - c. Noise.
  - d. Fire and explosion hazards.
  - e. Radioactive elements.
  - f. Electromagnetic interference.
  - g. Smoke, dust and dirt.
  - h. Vibrations.
  - i. Glare.
  - j. Hazardous wastes.
  - k. Toxic waste
  - l. Petroleum contaminants
- 1.2.2.18 In implementing the Future Land Use Element, the County shall maintain regulations to ensure to the maximum extent feasible, compatibility of use between properties, including but not limited to such factors as traffic circulation, air quality and odor control, noise control, lighting and aesthetics.
- 1.2.2.19 Volusia County shall inventory and evaluate the archaeological, architectural, paleontological and historical resources associated with its past.
- 1.2.2.20 Significant historical and archaeological resources, as identified on the Significant Historic Resources Map (Fig. 17-3, Appendix 1) are included in the Historic Preservation Element and will be reviewed for state and national recognition (e.g., The National Register of Historic Places) using the procedures from that Element.

- 1.2.2.21 Volusia County shall preserve and protect significant historic and archaeological resources through the policies contained in the Historic Preservation Element and Chapter 62, Code of Ordinances, Volusia County.
- 1.2.2.22 Volusia County shall promote public awareness and appreciation for local history and resources.

OBJECTIVE:

- 1.2.3 Consistent with section 163.3202(1) F.S. Volusia County shall continue to review its Land Development Regulations to ensure innovative design and the conservation of open space and natural resources.

POLICIES:

- 1.2.3.1 An environmental buffer shall be utilized to protect the functional abilities of the shores of lakes, rivers, streams, and upland extent of wetlands. The landward extent of the buffer will be determined by the location of the shoreline or wetland as described in the Conservation Element.
- 1.2.3.2 Land area deemed to be wetlands within a proposed development shall be limited to the density outlined in the Conservation Element, Policy 12.2.3.7.
- 1.2.3.3 This policy allows for development options for large tracts of Environmental Systems Corridor, Forestry Resource and Agricultural Resource areas utilizing cluster techniques as opposed to the traditional large lot subdivision (over 10 acres per lot) where the agricultural or natural resource values of a property can be lost. Landowners may utilize the Planned Development Cluster concept to allow the agricultural operation to continue while still allowing development. The intent of this provision is to permit development that is permissible under the present land use designations, but at the same time to retain lands for agricultural purposes, open space activities, such as hunting or recreational, or natural resource protection.

Planned Development Rural Cluster Guidelines

1. The planned development involves at least 150 acres;
2. The planned development has no more than 600 residential units;
3. The planned development has a gross density which does not exceed the density applicable to the parcel's assigned land use designation(s) (or any greater density allowed within lands of that land use designation under any existing applicable density exception [such as the one unit per five acre exception that may be provided for Forestry Resource areas within Natural Resource Management Areas]);
4. The planned development provides for the protection of all wetlands as defined or required under the Conservation Element of the Volusia County Comprehensive Plan, and siting of the development's residential units will be consistent with the

provisions of the Volusia County Comprehensive Plan relating to Environmental Systems Corridors;

5. Lots shall be created so that driveways and buildings are located out of the 100 year flood plain and wetlands.

6. Open Space Standards

- a. Seventy-five percent (75%) of the parent parcel or tract shall be open space.

Rural Cluster Developments provide for the clustering of residential units so as to retain seventy-five percent (75%) or more of the parcel as open space or in a land use compatible or permissible with the preexisting Land Use designation(s) as follows:

- i. The residential dwelling unit development rights assigned to the open space area shall be permanently severed;
    - ii. A residential dwelling unit development rights shall be transferred to the cluster area of the parcel.
    - iii. The creation/platting of residential units shall be prohibited outside the clustered area.

- b. Land retained as open space shall be adjacent to other existing public conservation land or environmentally sensitive land in order to support the creation/maintenance of an interconnected, environmentally significant corridor.

- c. Land retained as open space shall be suited for resource management, which allows for the continuation of habitat protection, limited agricultural activities and silviculture that utilize best management practices, and resource based recreation. A management plan will be submitted to the County that illustrates how the open space land will be used and managed in the future.

7. The planned cluster development provides for protection of identified endangered species.

8. The planned cluster development shall be processed through the Planned Unit Development (PUD) process.

1.2.3.4 Volusia County shall require a landscaped buffer between all commercial areas and highway frontage in conjunction with sign controls to enhance community aesthetics, maintain neighborhood viability, reduce glare and shade parking areas.

1.2.3.5 Recreational development and open space areas should be encouraged to coincide with the protection of aquifer recharge areas, protection of environmentally sensitive areas, and to provide separation between incompatible uses.

- 1.2.3.6 Volusia County shall encourage crime prevention through environmental design.
- 1.2.3.7 Mixed use developments that contain a variety of complementary land uses that are planned and constructed in a coordinated fashion will be encouraged to locate near major interstate interchanges. A mixed use development that has a minimum of 30% internal trip capture may be eligible for a corresponding reduction in road impact fees.
- 1.2.3.8 Volusia County shall encourage cluster developments to preserve environmentally sensitive land and other open space areas, but not to increase density above the existing land use category.

GOAL:

- 1.3 Provide a variety of land uses sufficient to meet future needs while minimizing adverse impacts and disruption of existing neighborhoods.

OBJECTIVE:

- 1.3.1 Volusia County shall provide for adequate and appropriate lands for the location of all land use types (residential, commercial, industrial, agricultural, recreational, conservation and public facility) to support the anticipated population and maximize compatibility with existing uses.

POLICIES:

- 1.3.1.1 The Future Land Use Map is hereby adopted as a graphic guide for the future development of property within the County. Development is required to be consistent with the land use classifications and appropriate sections of this Comprehensive Plan.
- 1.3.1.2 Nonresidential development may be permitted within a rural community and rural recreational area provided it meets the appropriate location criteria and the following standards:
  - a. Commercial uses should contain retail and personal services intended to primarily serve the immediate population, but may allow uses that cater to visitors to Volusia County.
  - b. The amount of commercial development appropriate for any rural area should be relative to the population being served and the character of the community but should not exceed a 0.35 FAR.
  - c. Commercial uses should be concentrated at the center of activity in a cluster and preferably at the intersection of major roadways.
  - d. Industrial uses should not disrupt the rural lifestyle in the community by not generating excessive noise, fumes, traffic, wastes/pollution or consuming inordinate amounts of ground water. In addition, industrial uses shall not be located within Rural Recreational areas.

- 1.3.1.3 Business uses as outlined under the Commercial category and appropriate rural oriented recreational uses, excavations, and disposal operations that need a Special Exception may be permitted in non-urban areas within the following guidelines:
- a. Size of parcel should not exceed 5 acres, unless the use can be specifically related to agricultural support such as sawmills or processing, packaging, storage, and shipping of agricultural products, rural oriented recreational use, or is a disposal or extraction oriented use. A FAR of up to 0.35 will apply unless the use is specifically related to agricultural support or is a disposal or extraction oriented use;
  - b. Uses must be located on major roadways or intersections with major roadways and not be allowed to locate on local or unpaved roads;
  - c. Signage shall comply with Section 821.09, Thoroughfare Overlay Zone regulations from the Zoning Ordinance 80-8, as amended; and
  - d. Business uses shall not disrupt the rural lifestyle by being compatible with the area's rural character (does not generate increased traffic, generally serves the local population and agricultural uses, be of single use, low profile, limited square footage format, etc.)
- 1.3.1.4 Volusia County shall maintain the viability of existing and proposed residential neighborhoods by establishing guidelines for: vehicular and pedestrian access, roadway buffers, landscaping, fences and walls, and the maintenance and use of common open space areas.
- 1.3.1.5 As residential areas develop, sites for future public uses such as parks, schools, libraries, and open space areas should be obtained through dedication or purchase.
- 1.3.1.6 Schools are an allowable land use in all land use categories, except for Environmental System Corridor and Conservation. In non-urban categories, schools should be evaluated against the urban sprawl criteria.
- 1.3.1.7 Subdivisions shall be designed so all individual lots have access to the internal street system with peripheral lots buffered from major roads and incompatible land uses.
- 1.3.1.8 All new development, including change of use, shall provide the appropriate on-site parking for the proposed use in conjunction with providing safe and efficient traffic flow, consistent with County Land Development Regulations. On-site parking may include shared parking or shared access with adjacent uses. Safe and efficient traffic flow includes maintaining the efficient usage of the County's or adjacent jurisdictions thoroughfare system and providing interconnections between projects.
- 1.3.1.9 Day care facilities (adult and child) may be included in employment areas (i.e., area designated for commercial and industrial use on the Future Land Use Map) and may be located in residential areas in a manner that does not impact the character of the surrounding residential area. The criteria relating to protecting the character of residential areas is established in the zoning ordinance and evaluated through the

special exception process. The site plan submitted with the Special Exception shall indicate the location and design of vehicle access; the design, number, and location of parking spaces; and the measurements and design details of visual screens, landscape buffers, and yard (setback) areas. This information shall be evaluated in conjunction with information relating to hours of operation, proposed number of clients, staffing patterns, other proposed uses of the property and traffic generation projections to determine potential impacts.

- 1.3.1.10 Residential neighborhoods and other residential areas shall be protected from encroachment by incompatible land uses such as commercial and industrial development. The type of protection may range from landscape buffers to land use buffers to preventing the location of a particular land use near a residential area. Selecting the appropriate type of protection shall depend upon the intensity of the commercial or industrial use adjacent to the residential use. Compatibility protection may also be needed between varying residential intensities.
- 1.3.1.11 The development density and intensity guidelines for each Future Land Use category represent an acceptable range and the allowable density and intensity shall be based upon the following minimum criteria:
- a. Environmental constraints as established in the Conservation Element;
  - b. Land use compatibility;
  - c. Availability of public facilities and services at acceptable levels of service;
  - d. Character of an area;
  - e. Surrounding zoning;
  - f. Hurricane evacuation capabilities; and
  - g. Other policies of this Comprehensive Plan, including local plans, which may establish more stringent development requirements.
- 1.3.1.12 Neighborhood shopping centers may locate within urban high, or medium intensity areas according to the location criteria established in this Comprehensive Plan.
- 1.3.1.13 The size, location and function of shopping centers and other commercial uses should be related and central to the population and market area they serve.
- 1.3.1.14 Commercial development shall use vegetative buffers and visual screens to minimize the negative impacts on surrounding residential uses. Existing commercial operations where adverse impacts have been documented shall be required to address the need for buffers or other visual screening if a change or enlargement of use is requested.
- 1.3.1.15 Granting of commercial or other non-residential zoning or amending the Future Land Use category by the County is not necessarily warranted on a given property by virtue

of nearby or adjacent roadway construction or expansion, or by its location at the intersection of two roadways or alongside an arterial.

- 1.3.1.16 Volusia County shall encourage the continued development and improvement of appropriate existing industrial areas, while also providing new sites for industrial development. However, the County should encourage the clustering of industrial uses into "employment areas" and industrial parks.
- 1.3.1.17 Review of industrial development proposals shall include consideration of compatibility between industrial and surrounding land uses.
- 1.3.1.18 Industrial uses should not be located adjacent to residential areas. If this cannot be avoided, then extensive buffering and visual screening shall be used to protect existing residential areas from possible adverse impacts. New residential developments adjacent to industrial zoning shall be required to provide their appropriate share of buffering.
- 1.3.1.19 All new development and rezoning requests that occur in the Mixed Use Zone designation on the Future Land Use Map shall be rezoned and developed as a Planned Unit Development (PUD). Rezoning to PUD will not be required within existing Mixed Use Zone areas under the following conditions: construction of accessory buildings; parcel is less than 1.5 acres, residential subdivisions, consistent with current subdivision requirements that result in the creation of 6 or less lots. However, projects shall meet current landscape buffers and stormwater requirements. Residential uses should be considered for undeveloped or developing areas that would allow for maximum compatibility with adjacent residential areas and to provide internal trip capture.
- 1.3.1.20 Mobile homes shall be located in areas specifically and currently dominated by mobile home use, or located in undeveloped areas that will be developed primarily for mobile homes.
- 1.3.1.21 Volusia County shall evaluate compatibility, transitional uses, and buffers for public and institutional uses locating adjacent to existing and future residential neighborhoods.
- 1.3.1.22 Campgrounds have become a combination of residential and commercial uses. However, because they operate as businesses they should be reviewed as a business and processed as a BPUD or Special Exception. The character and intensity of the site should be compatible with the Future Land Use designation. In determining compatibility the County shall consider: traffic generated which may be above what is expected for the area, and its impact on the level of service; any buffers or landscaping to separate incompatible uses; provision of central water and sewer; avoidance of adverse impacts on the environment; and, any other special considerations that may be warranted.
- 1.3.1.23 New development near public airports shall consider compatibility with the airports existing and future operations. Volusia County shall develop appropriate Land Development Regulations to help facilitate compatibility between public airports and their associated properties and the affected areas surrounding the airport.

- 1.3.1.24 Recreational and open space areas should be utilized to separate incompatible land uses.
- 1.3.1.25 Public utilities and uses which provide essential service to existing and future land uses authorized by this plan shall be permitted in all of the future land use categories and shall conform to appropriate location criteria.
- 1.3.1.26 The maintenance of internal consistency among all Elements of the Comprehensive Plan shall be a prime consideration in evaluating all requests for amendment to any Element of the Plan.
- 1.3.1.27 Applicants requesting amendments to the Future Land Use Map shall be evaluated with respect to consistency with the Goals, Objectives and Policies of all Elements, other timely issues, and in particular the extent to which the proposal, if approved, would:
- a. Satisfy a deficiency in the Future Land Use map to accommodate projected population (supported by median BEBR projections) or non-residential/non-retail commercial economic growth of the County;
  - b. Enhance or impede provision of services at adopted LOS Standards;
  - c. Be compatible with abutting and nearby land uses; and
  - d. Enhance or degrade environmental or historical resources, features or systems of County significance.
  - e. Consistent with Policy 1.3.1. 28.
- 1.3.1.28 The Future Land Use Map shall not be amended to provide additional urban expansion except in conjunction with the required EAR update of the Comprehensive Plan and Capital Improvements Program (CIP) except under the following conditions:
1. Population projections have been revised, and accepted by the County and FDCA,
  2. Justification is provided for the expansion of the urban boundary,
  3. Compatibility with the character of the area,
  4. Availability of the full range of all urban services to accommodate inclusion in an urban area,
  5. Documentation is provided that urban expansion will not be in conflict with the intent of the Natural Resource Management Area.
- 1.3.1.29 Dredge spoil sites are a public use required for the safe and efficient operation of the Intracoastal Waterway. It is the legislative mandate of the Florida Inland Navigation

District (FIND) to provide all lands necessary for the construction, operation and maintenance of the Atlantic Intracoastal Waterway in Florida. Site selection for spoil sites are performed by the Florida Inland Navigation District (FIND) in conformance with their legislative mandate. Sites are inventories as part of FIND's annual Public Facilities Report (PFR) and shall be submitted to the County annually.

OBJECTIVE:

- 1.3.2 In order to implement the Comprehensive Plan, the County will continue enforcement of the zoning ordinance and building code and continue to bolster the efforts of the Community Development Block Grant Program.

POLICIES:

- 1.3.2.1 Volusia County shall prepare and adopt a platted lands study to address the problems of lands which are platted, but possess limitations to development based upon inadequate public facilities and services, substandard lot configurations, or environmental constraints. Priority status for the study will be given to platted lands in environmentally sensitive areas such as Natural Resource Management Areas and areas with adequate infrastructure. The recommendations of the study shall be used to initiate a program to resolve any conflicts between platted lands and the Comprehensive Plan.
- 1.3.2.2 New regulations or amendments to existing regulations must be consistent with the Comprehensive Plan.
- 1.3.2.3 Zoning shall be examined to determine consistency with the Comprehensive Plan. Consistency of zoning on specific parcels of land shall be controlled by the Future Land Use Map. If more than one lot which is inconsistent with the Future Land Use designation exists in a single ownership, at the time of adoption of the Comprehensive Plan, the land involved must be combined to meet the density requirements of that designation.
- 1.3.2.4 Any development or platted subdivision that has been determined to be vested shall not set a precedent for future development or zoning. All new requests for zoning or plan amendments shall be consistent with the Comprehensive Plan upon its effective date.
- 1.3.2.5 Volusia County shall encourage economic development in rural areas by promoting the following:
1. Diversification of agricultural products
  2. Promoting tourism and recreational opportunities
  3. Allow for current business expansion

OBJECTIVE:

- 1.3.3 The Future Land Use Element will be coordinated with the Housing Element to ensure that there will be a balance of needed housing types located in a convenient manner to key employment areas.

POLICIES:

- 1.3.3.1 The Future Land Use Map shall contain adequate residential land to accommodate the projected population, plus additional land to prevent artificial increases in land prices.
- 1.3.3.2 The Future Land Use Element shall allow for various types, sizes and costs of dwelling units in any category that allows residential uses.
- 1.3.3.3 To foster the creation of housing for very low, low and moderate income groups, a density bonus will be permitted for projects that are certified by Community Services and are processed through the PUD process. Below are the increased densities for the following categories when such housing is to be constructed:
- Low Impact Urban (increase up to 5 du's/ac)
  - Urban Low Intensity (increase up to 8 du's/ac)
  - Urban Medium Intensity (increase up to 14 du's/ac)
  - Urban High Intensity (cannot exceed 20 du's/ac)
- Density bonuses may be transferred among the above four categories when located in a unified development.
- 1.3.3.4 Review the inventory of County-owned land that is appropriate for affordable housing. These sites should be made available for such purpose.
- 1.3.3.5 Affordable housing is considered compatible with all residential zoning classifications, including farmworker living facilities in rural and agricultural areas. It should be considered as one of the preferred uses for urban infill development.
- 1.3.3.6 Group homes, community residential homes, nursing homes and boarding houses should be compatible with the character of the surrounding residential area.
- 1.3.3.7 Housing for farm workers shall be permitted only in conjunction with bona fide agricultural pursuits and/or certification by Volusia County and shall be buffered from adjoining properties. The density of these facilities may be greater than the densities allowed under the Future Land Use designation in order to achieve the affordability objective.

GOAL:

- 1.4 Ensure that agricultural and silvicultural lands are protected from encroachment by incompatible land uses and remain a vital element of the County's economy.

OBJECTIVE:

- 1.4.1 Consistent with Section 163.3202(1) F.S., the County will review its Land Development Regulations and determine if it is necessary to adopt standards that protect agricultural and silvicultural resource areas.

POLICIES:

- 1.4.1.1 Urban growth shall be directed away from designated agricultural areas.
- 1.4.1.2 Volusia County shall protect Agricultural and Forestry Resource areas from encroachment of non-agricultural activities.
- 1.4.1.3 In agricultural areas, Volusia County shall prevent the intrusion of incompatible land uses such as urban density residential and non-agricultural oriented commercial and preclude the provision of urban services while encouraging and supporting programs which enhance the agricultural environment.
- 1.4.1.4 Volusia County shall continue implementing the recommendations of the report from the Agriculture Protection Task Force entitled "Protecting Volusia County's Agricultural Industry."
- 1.4.1.5 The sale of agricultural products produced on site shall be permissible on that site.
- 1.4.1.6 The County shall provide incentives for the continuation of productive agricultural and silvicultural uses, such as allowing support uses inside the Agricultural and Forestry Resource categories.
- 1.4.1.7 The County Council may request the Agriculture Interrelations Advisory Committee to provide input on land development regulations or other ordinances that affect the agriculture industry.
- 1.4.1.8 In order to allow farmers' the ability to provide additional home sites for family members or to provide additional financing options, lot sizes less than the minimum permitted under the Agriculture Resource or Forestry Resource categories may be considered consistent under the following circumstances:
- a. the subject site is greater than 20 acres;
  - b. maximum number of new lots cannot exceed 10;
  - c. the property is an active agricultural operation;
  - d. the overall density is not exceeded for the site;
  - e. the intent is for the remaining land area to continue in agricultural use;
  - f. the proposed lot size would need to be processed through the Special Exception process of the Volusia County Zoning Ordinance prior to subdivision approval; and
  - g. once a specific property has been approved for the lot reduction, the remaining portion is no longer eligible for such a request due to the fact that the available density has been utilized.

1.4.1.9 Volusia County shall promote and expand aquaculture practices and related industries by encouraging such aquaculture activities within agricultural areas that have the supportive resources and infrastructure.

1.4.1.10 To facilitate the diversification of uses in agricultural areas Volusia County shall consider limited recreation and agri-tourism uses within Agriculture and Forestry Resource areas. However, limited recreation and agri-tourism uses shall remain ancillary to the primary agricultural use of the property, shall not result in negative environmental impacts and shall not disrupt the rural character of an area.

GOAL:

1.5 To assure the timely provision of adequate school capacity upon comprehensive plan or zoning amendments allowing increased residential density.

OBJECTIVE:

1.5.1 Implement Section 206 of the Volusia County Home Rule Charter titled "School Planning."

POLICY:

1.5.1.1 No county or municipal comprehensive plan amendment or rezoning adopted on or after September 30, 2007 allowing increased residential density, may be effective unless adequate public schools can be timely planned and constructed to serve the projected increase in student population as provided by ordinance of the Council.

D. LAND USE LOCATION CRITERIA:

These criteria are to serve to direct the placement of future land uses and to ensure compatibility between land uses. The Land Use Location Criteria are declared to be a part of the adopted Future Land Use Policies.

RESIDENTIAL:

1. new residential development shall be compatible with the existing residential development, primarily through appropriate zoning and density placement;
2. be located on parcels of land of sufficient size to support the intended level of development and to provide adequate light, air, and open space;
3. be conveniently accessible to the County's thoroughfare routes;
4. be protected from through traffic and incompatible uses;
5. contain appropriate access points for existing or proposed subdivisions to provide more efficient and practical public service as well as encourage local interactions without having to utilize the main thoroughfares;
6. be conveniently located in relation to:

- shopping, employment, and entertainment centers.
  - community activities and services such as parks, libraries, community centers, churches, and social clubs.
  - basic services of police, fire, rescue, and schools.
7. be encouraged as infill in areas with adequate existing infrastructure or as an expansion into areas capable of meeting the concurrency program with regard to these types of facilities;
  8. be allowed to locate in association with environmentally sensitive or unique natural sites, where it can be demonstrated that the built environment can be designed to minimize the impact on the natural qualities of the site through significant buffering, preservation, and restoration;
  9. multi-family and duplex residential development may be suitable to serve as a transitional use between higher density development, such as commercial, and lower density development, such as single family residential; and
  10. increases in residential density shall be discouraged within the Palatka One Military Operation Area.

COMMERCIAL(Generally-applicable to all commercial):

1. be located in planned centers to avoid strip commercial development;
2. not be located solely on local streets (major frontage on thoroughfare roadways);
3. be located in areas which are adequately served by the arterial and collector road system so as not to unduly burden the local road network serving adjacent neighborhoods;
4. have adequate area and road frontage to allow for controlled access points and proper spacing between driveways to minimize the impact on the operating capacity and safety of the adjacent road network;
5. have sufficient area to provide adequate parking, landscaping, stormwater management, and building setbacks;
6. where appropriate, utilize service roads, shared access, or local roads at intersections with major roads;
7. be located in areas to best serve population concentrations; (where market studies are done for a proposed commercial development, they should be submitted for County consideration);
8. if located adjacent to existing residential neighborhoods, be developed to provide adequate buffers, maintain adequate tree cover, prevent unwanted glare from

outside lighting, and maximize visual compatibility with the surrounding neighborhoods; these commercial developments are encouraged to apply the Business Planned Unit Development requirements;

9. if developed inside a Residential Planned Unit Development (RPUD), be located and designed to service primarily that development's population;
10. if located at the intersection of two major roads, there shall be a mix of commercial uses (i.e., office, retail, and service) to provide a wide range of goods and services;
11. Commercial development as part of an Activity Center may be appropriate if access is provided with appropriate pedestrian linkages, internal trip capture is encouraged, and reduced impact on thoroughfare roads can be documented; and
12. be located such that all structures area outside the 100 year flood plain.

#### SHOPPING CENTERS:

1. Urban areas should be served by shopping facilities which are designed and planned around discrete market and service areas. These areas are generally categorized under one of the following shopping center types: (Descriptions of each type of shopping center are contained under the Commercial land use category definition.)
  - a. Regional Shopping Centers;
    - located at intersections of arterials or along an arterial at an appropriate distance from the interchange of an arterial with an interstate highway.
    - regional shopping centers and any planned expansion should be accommodated on one unified site without being separated by public streets or highways.
    - the concentration of regional shopping facilities on more than two quadrants of an intersection should be discouraged.
  - b. Community Shopping Centers;
    - located at the intersection of two arterials or at the intersection of an arterial and collector, or along an arterial at an appropriate distance from such an intersection.
  - c. Neighborhood Shopping Centers;
    - located at intersections of collectors, or at the intersection of a collector with an arterial, except in rural communities with arterial roads being the only major streets, so that this type of center may be located at the intersection of arterials in such communities.
    - neighborhood shopping centers shall not use local streets as their principal traffic access.

- d. Neighborhood Convenience Center;
  - located along collectors, with preference given to locations at the intersections of collectors with arterials. In rural communities with arterial roads being the only major streets, so that this type of center may be located along or at the intersection of arterials in such communities.
  - New convenience centers shall not be located internally within existing single family developments unless part of a Planned Unit Development (PUD).
  - Uses do not encourage urban sprawl.
  - Designed to serve the needs of the immediate neighborhood.
  - Building size, sufficient setbacks, landscaping and buffers to maximize visual compatibility.

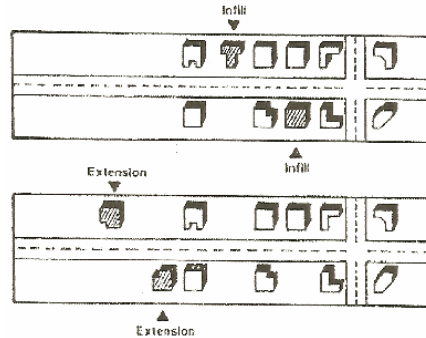
HIGHWAY COMMERCIAL:

1. There are three distinct highway commercial areas, which are:
  - a) Highway service areas oriented toward the traveling public (service stations, motels, restaurants & truck stops).
  - b) Highway oriented special sales areas that normally require large floor areas (discount stores, furniture and appliance stores, and automobile sales and service areas).
  - c) Strip development that contains intense, predominantly commercial uses, usually one-store deep along a length of arterial roadway, creates high traffic volume and turning maneuvers and usually associated with poor aesthetics due to the plethora of signs and parking lots.
2. No new highway commercial areas shall be created outside of such commercial areas shown on the Future Land Use Map.
3. Infill of an existing highway commercial area shall be allowed if adjacent to and in between existing commercial uses, so that strips of highway commercial use are not increased in length, but merely filled in. Infill may be considered between two existing commercial uses, according to Land Development Regulations.

In accomplishing highway commercial infill, assure that the subject parcel of land is of sufficient size to provide for:

- a) adequate setbacks of buildings
- b) sufficient off-street parking
- c) loading and unloading spaces
- d) landscaping and buffering
- e) proper highway access

- f) service roads, where appropriate
- g) stormwater facilities
- h) adequate space to provide for the installation of water and sewer and other essential utilities



- 4. Highway commercial development shall not be located on roadways classified below an arterial, as identified in the Transportation Element.

OFFICE DEVELOPMENT:

- 1. Office development, whether on individual lots or as a planned office or business park, may be suitable to serve as a transitional use between higher density development, retail, commercial, or industrial and lower density development, such as single family residential. Office development may also be used to provide a transition between single family development and public facilities.
- 2. Office development should conform with the general guidelines established herein for commercial uses.
- 3. Office development should be encouraged to locate at the intersections of major roads developed with commercial uses, to provide for a mixture of uses.
- 4. Primary office development should be encouraged to locate at premium and high visibility sites within activity centers.

INDUSTRIAL:

- 1. be located such that all structures/improvements are outside of the 100 year flood plain;
- 2. have sufficient area to provide adequate parking, landscaping, stormwater management, and building setbacks;
- 3. have vehicular access to one or more major transportation systems; such as: railroad; major thoroughfare trucking routes; airport; or Intracoastal waterway;

4. be accessible only to arterial roadways, either by direct access or via an internal street system within a planned industrial area;
5. be located in a manner that will not cause through traffic in nearby residential neighborhoods;
6. be within commuting time of the labor force and accessible to the labor force via the major thoroughfare system;
7. be served by central utilities and services;
8. be located on parcels of land large enough to adequately support the type of industrial development proposed and minimize any adverse effects upon surrounding properties (Industrial parks should be a minimum of 10 acres in area); and
9. Research and development uses should be encouraged to locate at premium and high visibility sites within activity centers.

#### PUBLIC FACILITIES AND UTILITIES

##### General Criteria:

1. maximize the efficiency of services provided;
2. minimize their cost;
3. minimize their impacts on the natural environment;
4. provide the designated level of service; and
5. be compatible with surrounding land uses.

##### Recreation:

1. Active recreation-oriented open space should be located to serve concentrations of residents, particularly the user-oriented recreation areas.
2. Individual park-site size and service area recommendations are provided in the Recreation & Open Space Element.
3. Resource-based recreation areas should be located on the highest quality land/water resources available within the County. Allocation of these areas should be done at the beginning of the land use design process.

##### Schools:

1. Encouraged to locate in residential areas, especially elementary and middle level schools.
2. Site can be served with adequate public facilities, such as access (both vehicle and pedestrian) and water and sewer within a reasonable period of time consistent with the Water & Sewer Sub-elements.
3. Site does not contain an extraordinary amount of environmentally sensitive areas.

4. Site not located in Conservation or ESC designations.
5. Discouraged in industrial areas or intense commercial areas (does not apply to vocational or technical schools).
6. Above criteria does not preclude the use of existing sites already reserved for school use.

Towers and Antennae:

1. Towers and antennae shall be located in accordance with Part 77, Sub-chapter E, Airspace, of Title 14 of the Code of Federal Regulations and County Land Development Regulations.
2. The Airport Height Restrictions shall be used as a guide in determining the height of towers and antennae surrounding a public airport.
3. Towers and Antennae shall be discouraged within the Lake George Range; Range Safety Zone C; restricted airspace (R-2907A); Palatka 1 Military Operations Area and Military Training Routes (MTR 1009).

E. LOCAL PLANS:

This section contains localized or detailed plans that address issues or areas that either require additional analysis due to changing circumstances from the original Comprehensive Plan or were required as part of implementing the Comprehensive Plan. The following Local Plans are contained in this section:

1. Highridge Neighborhood
2. Halifax Activity Center
3. Southeast Activity Center
4. Southwest Activity Center
5. Hontoon Island
6. North Peninsula
7. Mosquito Lagoon: Water Management Study
8. Enterprise
9. Wilbur-by-the-Sea
10. Samsula
11. Tomoka Farms Village
12. Jacksonville Bombing Range Complex Military Zone

# 1. HIGHRIDGE NEIGHBORHOOD PLAN

## FUTURE LAND USE CATEGORIES

Low Impact Urban - Purpose and intent, including permissible uses, identical to that described by the Future Land Use Element.

Urban Low Intensity - Purpose and intent, including permissible uses, identical to that described by the Future Land Use Element.

Urban Medium Intensity - Purpose and intent, including permissible uses, identical to that described by the Future Land Use Element.

Urban High Intensity - Purpose and intent, including permissible uses, identical to that described by the Future Land Use Element.

Commercial - Purpose and intent, including permissible uses, identical to that described by the Future Land Use Element.

Industrial - Purpose and intent, including permissible uses, identical to that described by the Future Land Use Element.

Mixed Use - Purpose and intent, including permissible uses, identical to that described by the Future Land Use Element.

## GOAL, OBJECTIVES, AND POLICIES

### GOAL:

HR 1.5                      Preserve the overall low density character of the Highridge neighborhood, while providing a sufficient mixture of uses to encourage an economically viable community.

### OBJECTIVE:

HR 1.5.1                    Protect the residential environment of the neighborhood by reducing the adverse impacts of non-residential development.

### POLICIES:

HR 1.5.1.1                The predominate housing type outside of the arterial corridor area will be single family dwellings.

HR 1.5.1.2                New non-residential development shall be designed and constructed to mitigate adverse impacts on existing residential uses.

HR 1.5.1.3                Outside the commercially designated areas on the Highridge Neighborhood Future Land Use Map, where permissible, new retail commercial uses will be processed as BPUD's in order to reduce the creation of new strip commercial

development by allowing coordination between different projects at the rezoning stage.

HR 1.5.1.4 New Industrial uses will only be allowed inside the industrial designated areas on the Highridge Neighborhood Future Land Use Map.

OBJECTIVE:

HR 1.5.2 All new development and redevelopment shall be sensitive to the County's natural resources due to the adjacency of Tiger Bay State Forest and Rima Ridge (a groundwater recharge area).

POLICIES:

HR 1.5.2.1 The environmental functions performed by wetland and Floridan aquifer recharge areas shall be protected in all phases of development occurring in or around such areas. For properties containing non-jurisdictional wetlands inside the Highridge Estates or Tower Garden Subdivisions, off-site wetland mitigation shall be encouraged due to the isolated nature of these wetlands.

HR 1.5.2.2 Development and structures should be directed away from the 100 year flood plain, however, if located therein they shall not disrupt natural flood plain, stream channel, and natural protective barriers which are involved in the accommodation of flood waters nor shall they result in increased erosion, flood heights, or velocity and flood damage.

OBJECTIVE:

HR 1.5.3 The continued development of this neighborhood should be designed to concentrate growth and preserve open space; thereby promoting infill along the U.S. 92 corridor that discourages urban sprawl and new highway commercial development outside of planned commercial nodes.

POLICIES:

HR 1.5.3.1 All development must also be consistent with the Volusia County Comprehensive Plan of which the Highridge Neighborhood Plan is a part thereof. If not specifically stated in this Plan, then the full Volusia County Comprehensive Plan shall be the ruling document.

HR 1.5.3.2 All new development shall be designed in a manner that is consistent with applicable Low Impact Urban category development criteria; i.e., central water and sewer are required. Additional open space shall be provided through the clustering concept, and non-residential projects shall be reviewed by using the following criteria:

- a. reduced lot coverage for buildings or impervious surfaces if needed to protect any environmental resources;

- b. increased landscaped buffers that would be added to the protection of any environmental resources on site (i.e., 10% of required buffer);
- c. reduced parking areas (if documented through the development review analysis);
- d. limitations on the type of industrial uses to insure neighborhood compatibility, and
- e. commercial would primarily be office or neighborhood convenience or as an ancillary use.

The manner in which these criteria are complied with will be determined through land development review process.

HR 1.5.3.3 New development exceeding 1 acre in lot size excluding construction of a single family dwelling unit, shall be processed through the PUD procedures to ensure consistency with the Neighborhood Plan. Lots containing less than the minimum lot size for the appropriate PUD may be processed as a non-conforming lot as long as the subdivision occurred prior to the effective date of the Comprehensive Plan, April 3, 1990. This policy does not supersede policy HR 1.5.1.3.

HR 1.5.3.4 Mass transit connections between the neighborhood and the Halifax area should be maintained and enhanced as population increases in the area.

OBJECTIVE:

HR 1.5.4 The neighborhood plan should be tied into the gateway concept of Daytona Beach by coordinating with the two major projects to the east; the LPGA development and the Halifax Area Activity Center.

POLICIES:

HR 1.5.4.1 The existing arterial corridor regulations shall apply to both new development and existing developments where a change of use occurs in order to continue the coordination effort between Volusia County and the City of Daytona Beach in maintaining U.S. 92 as an attractive entrance way into the city.

HR 1.5.4.2 Off-street parking areas and the parking, storage, or display of industrial equipment shall be shielded from view from U.S. 92. In addition, commercial merchandise or products should not be displayed along the US 92 frontage and shall also be shielded from view. The use of opaque screening or landscaping along the frontage of U.S. 92 shall be used to shield the view. The required landscape buffer/screening shall not be used for parking, storing, or displaying merchandise

HR 1.5.4.3 Due to the existing platted lots that front along U.S. 92, access control measures will be used to reduce the potential number of driveways. This policy will also apply to residential uses.

OBJECTIVE:

HR 1.5.5           The planning and design of public investments of the area's infrastructure should promote a neighborhood identity.

POLICIES:

HR 1.5.5.1        The incorporation of safe traffic patterns, limited vehicle access points, and pedestrian amenities such as sidewalks, benches, and lighting shall be required in the design of new development projects or development involving a change of use.

## 2. HALIFAX ACTIVITY CENTER

### DESCRIPTIONS OF FUTURE LAND USE DESIGNATIONS

Each of the future land use designations specified by Phase I of the Halifax Activity Center Plan, and the relationship of these designations to the Comprehensive Plan's Future Land Use Element, is presented below.

Three of these designations - Office, Commercial/Office, and Tourist Commercial - are entirely unique to the Halifax Activity Center Plan and are applicable only to the Activity Centers. The remaining designations are either synonymous to, or are modifications of, existing designations with the Plan's Future Land Use Element.

Regardless, all of these designations are considered to be urban and require the provision of facilities and services consistent with the levels of service standards of the Comprehensive Plan.

- (i) Activity Center Industrial - Except as provided for herein, the purpose and intent (including permissible uses) are identical to that described by the Future Land Use Element. Within an Activity Center, an Industrial Planned Unit Development (IPUD) may contain ancillary commercial uses provided that said uses do not represent over ten percent (10%) of the land area encompassed by the IPUD. Ancillary commercial uses, if proposed by an IPUD, shall be located and designed primarily to serve the needs of the IPUD. In furtherance of this requirement, ancillary commercial uses which are proposed to be established outside of structures housing primarily industrial functions, shall:
  - Be sited primarily adjacent to non-thoroughfare roads so as not to attract off-premises users/customers,
  - be linked by an internal circulation system (i.e., walkways, streets, etc.) to other structures within the IPUD,
  - be of a type and intensity (i.e., amount of square footage) of use which is clearly correlated to the larger industrial function(s) of the IPUD, and
  - be accessible to vehicular traffic only from streets within the IPUD.
- (ii) Tourist Commercial - The purpose and intent of this specialized designation are to provide areas adjacent to interstate interchanges strictly for tourist accommodations and related uses which service and promote tourism (i.e., amusement facilities, automobile service stations, restaurants, and similar uses). The maximum FAR allowed will be 0.35.
- (iii) Office - The intent of this designation is to provide areas solely for general/professional office use and supporting ancillary uses. Up to a 0.55 FAR will be allowed in this designation.

- (iv) Commercial/Office - It is intended that this designation accommodate a mixture of commercial and office development. Flexibility in the siting and intermixture of uses within areas accorded this designation is encouraged. However, the commercial or office segment of a development shall not exceed sixty (60) percent of the property. A development which proposes to exceed this threshold shall require that the Activity Center Plan be amended to the appropriate designation. Building intensity of up to a 0.55 FAR will be allowed in this category.

## VOLUSIA GROWTH MANAGEMENT COMMISSION CONDITIONS

The Volusia Growth Management Commission (VGMC) requires a comprehensive traffic study for any development proposed for the Halifax Activity Center where the proposed development program would generate trips in excess of 10% Level of Service "C" peak hour traffic volumes (significance) for any roadway segment in the County's Transportation Element. The traffic study shall be submitted to the VGMC for a determination of consistency. The VGMC shall review the traffic study based on the criteria expressly established in Volusia County Ordinance 87-24, as amended, and issue a determination of no adverse impact to adjacent local governments. Unless and until the VGMC finally determines that the study demonstrates that no adverse impacts will occur on adjacent jurisdictions, no development with the traffic impacts described above shall be permitted on any of the property covered by said map amendment.

The VGMC also requires any proposed development, except residential in excess of 10 acres, within the area which comprises the Halifax Activity Center to be approved as a planned development. The proposed planned development shall be forwarded to the VGMC for review and approval before issuing any development orders permitting such development. The VGMC shall review the planned development based on the criteria expressly established in Volusia County Ordinance 87-24, as amended, and issue a determination of whether the proposal shall be submitted as a comprehensive plan amendment or allow Volusia County to proceed with permitting. No development as described above shall take place on the property covered by said map amendment.

## GOAL, OBJECTIVES, AND POLICIES

Development within the Halifax Activity Center shall be consistent with the statements enumerated below. These statements shall not be interpreted, either individually or collectively, as relieving compliance with other elements of the Comprehensive Plan and/or other County land development regulations. Rather, it is the purpose of these statements to supplement, not substitute or supersede, the Comprehensive Plan and other land development regulations.

### GOAL:

- HAL 1.6                    Achieve an integrated and well-planned mixture of urban land uses within the Halifax Activity Center.

### OBJECTIVE:

- HAL 1.6.1                Provide adequate and appropriate areas resulting in a mixture of urban land uses.

## POLICIES:

- HAL 1.6.1.1 The future land use map for the Halifax Activity Center is incorporated as part of the Volusia County Comprehensive Plan (Ordinance 90-10, as amended). Said map serves as a graphic guide for the future development of property with the Activity Center. Build-out of the Activity Center properties may extend beyond 2010. The Activity Center has been partitioned into phases as depicted by the future land use map.
- HAL 1.6.1.2 Subsequent to the completion of a study designed to suggest necessary improvements for the Tomoka Farms Road, Bellevue Avenue, and U.S. 92 intersections, a specific land use plan for Phase II of the Activity Center shall be prepared. Adoption of the plan for this phase of the Activity Center shall require an amendment to the Comprehensive Plan. However, development of properties situated within Phase II may proceed through the Planned Unit Development process consistent with applicable provisions of the Comprehensive Plan.
- HAL 1.6.1.3 All development within the Halifax Activity Center shall be consistent with the future land use designations depicted by the corresponding future land use map, the description of the land use designation(s), and all other appropriate sections of the Comprehensive Plan and land development regulations.
- HAL 1.6.1.4 The maximum building coverage for non-residential development within the Halifax Activity Center shall not exceed thirty-five (35%) percent of an individual lot.
- HAL 1.6.1.5 New residential development within that portion of the Halifax Activity Center, east of Interstate 95, shall be discouraged. New residential development within said area may be permissible only after compatibility with the Daytona Beach International Airport has been determined. Existing residential development in said area may continue in a manner consistent with the County's land development regulations and other applicable State and Federal requirements.
- HAL 1.6.1.6 The conceptual alignments of the proposed roads as depicted by the Proposed Roads Map of the support document for the Activity Center plan should be maintained to the extent possible when reviewing development proposals for the Activity Center. However, modifications to these conceptual alignments shall not require an amendment to the Center's future land use map.
- HAL 1.6.1.7 Future development of lands within the Activity Center shall require rezoning to a Planned Unit Development (PUD) or amendment to an existing PUD (if said development is not permitted by the previously approved PUD). Provided, however, that any development of an existing parcel that is one and a half (1 -1/2) acres or less in size and which is permissible by the existing zoning classification assigned the parcel shall not require rezoning to PUD if the existing zoning classification is consistent with the future land use designation assigned the parcel by the Activity Center Plan.

Where a single ownership of land or unified project may encompass two or more future land use designations, the physical arrangement of land uses on the property may be modified during the required Planned Unit Development (PUD). However the intensity and acreage (exclusive of wetland areas) accorded the resultant land use mix shall be consistent with, and does not introduce land uses which differ from, that accorded the property by the adopted future land use map. The land use pattern shall also comply with the appropriate locational criteria and policies specified by the Comprehensive Plan.

HAL 1.6.1.8 Primary office development should be encouraged to locate at premium and high visibility sites within the Activity Center.

HAL 1.6.1.9 Research and development uses should be encouraged to locate at premium and high visibility sites within the Activity Center.

OBJECTIVE:

HAL 1.6.2 Individual developments within the Activity Center shall be designated to provide visual compatibility and functional continuity with other adjacent developments within the Activity Center.

POLICIES:

HAL 1.6.2.1 New development (includes redevelopment) shall, at a minimum, be required to:

- provide visual harmony by, but not limited to, such mechanisms as sign control (i.e., number, height, and copy area), establishing landscape screening/buffering requirements (i.e., width and composition), requiring the use of underground utilities, and establishing building setbacks and height requirements;
- use shared parking, access and loading facilities, as practical in an effort to reduce impervious surfaces;
- promote vehicular, pedestrian and non-vehicular movement throughout the Activity Center;
- provide a network of unifying open spaces (said open spaces shall be in, or predominately in, a natural state) which promote linkage with other adjoining developments; and
- use common frontage/service roads, and
- use shared or joint facilities such as stormwater, bus stops, and utility easements.

It is not intended that each development within the Activity Center be aesthetically identical. Development shall be consistent with Zoning Ordinance design requirements and the Thoroughfare Overlay Zone Regulations.

HAL 1.6.2.2 All uses within the Activity Center shall be designed to minimize the disruptive effects of lighting, noise, and signage on residential areas.

OBJECTIVE:

HAL 1.6.3 Promote development within the Activity Center which protects and enhances the natural and built environment.

POLICIES:

HAL 1.6.3.1 The clustering of activities and structures shall be encouraged so as to promote open space areas.

HAL 1.6.3.2 Development adjacent to the Environmental System Corridor (ESC) surrounding the Tomoka River shall be consistent with applicable State and County regulations.

HAL 1.6.3.3 To the fullest extent possible, developments shall be designed to integrate wetlands and other environmentally sensitive lands into an open space network. This network, which may include upland areas, should be linked to similar systems on the same property or adjacent properties, including parcels outside of the Activity Center.

HAL 1.6.3.4 Wetlands are generally depicted by the supporting document for the Activity Center plan and are not intended to strictly represent jurisdictional areas. Specific boundaries will be determined by field evaluations agreed upon by the County, landowner, and other agencies.

HAL 1.6.3.5 Future design and construction of structures adjacent to Daytona Beach International Airport shall be required to achieve noise reduction levels, consistent with the standards found in the Code of Federal Regulations.

OBJECTIVE:

HAL 1.6.4 Promote cooperation and coordination between governmental jurisdictions and agencies when reviewing development proposals.

POLICIES:

HAL 1.6.4.1 Volusia County shall, in cooperation with the Florida Department of Transportation, evaluate the impacts of specific land development proposals upon future improvements to Interstate interchanges. Where possible, development approvals shall be designed to protect land critical for future interchange improvements.

HAL 1.6.4.2 Volusia County shall evaluate the impacts of specific land development proposals upon the continued operation of, and programmed future improvements to Daytona Beach International Airport.

HAL 1.6.4.4 Volusia County shall solicit comments from the City of Daytona Beach when reviewing development proposals within the Halifax Activity Center.

OBJECTIVE:

HAL 1.6.5 Promote development which enhances the economic base of the County.

POLICIES:

HAL 1.6.5.1 Volusia County shall establish a program, consistent with the County Economic Development Plan, to attract and promote appropriate development within the Activity Center.

HAL 1.6.5.2 If deemed appropriate, Volusia County shall explore various funding alternatives for the construction of required infrastructure. Examples of these financial mechanisms may include, but may not be limited to, Special Assessment Districts, Economic Development Administration Grants, and Tax Increment Financing Programs.

HAL 1.6.5.3 When evaluating proposed Planned Unit Developments, preference shall be given to those uses which are dependent upon, or related to, the Daytona Beach International Airport and/or which supplement uses within the Foreign Trade Zone.

OBJECTIVE:

HAL 1.6.6 Provide for the correction/mitigation of existing roadway problems.

POLICIES:

HAL 1.6.6.1 Volusia County shall cooperate with the Florida Department of Transportation, the City of Daytona Beach, and affected landowners so as to ensure the safe and efficient function of the intersection of Tomoka Farms Road, Bellevue Avenue, and U.S. 92.

HAL 1.6.6.2 Volusia County, in conjunction with affected landowners, shall strive to construct, if warranted, thoroughfares/roadways transversing the Activity Center which parallel existing thoroughfares.

OBJECTIVE:

HAL 1.6.7 Promote development and programs which are designed to alleviate traffic congestion.

POLICIES:

- HAL 1.6.7.1 Volusia County shall, in cooperation with the appropriate agencies, seek to promote mass transit service to the Activity Center.
- HAL 1.6.7.2 Mixed use buildings shall be encouraged within a development.
- HAL 1.6.7.3 Prior to 1995, Volusia County shall study other methods of promoting traffic reduction, which may include, but may not be limited to, the feasibility of adopting a Traffic Reduction Ordinance, requiring a transportation management agreement as a condition of project approval, the formation of Traffic Management Associations, and the establishment of a Transportation Concurrency Management Area.
- HAL 1.6.7.4 Site planning/design for proposed projects shall, as a condition of approval by the County; facilitate and encourage the internal movement of mass transit vehicles (only where the size/intensity of the proposed development warrants such considerations), and provide preferential off-street parking locations for carpool and vanpool usage.
- HAL 1.6.7.5 Commercial development which demonstrates appropriate pedestrian linkages, internal trip captures, and reduced impact on thoroughfare roads shall be encouraged.

### 3. SOUTHEAST ACTIVITY CENTER

#### **FUTURE LAND USE MAP AND DESCRIPTIONS OF FUTURE LAND USE DESIGNATIONS**

Each of the future land use designations specified by the Southeast Activity Center Plan, and the relationship of these designations to the Comprehensive Plan's Future Land Use Element, is presented below.

Two of these designations - Office and Tourist Commercial - are entirely unique to the Activity Center Plan. The remaining designations are either synonymous to, or are modifications of, existing designations with the Plan's Future Land Use Element.

Regardless, all of these designations are considered to be urban and require the provision of facilities and services consistent with the levels of service standards of the Comprehensive Plan.

#### A. Non-Residential

- (i) Activity Center Industrial - Except as provided for herein, the purpose and intent (including permissible uses) is identical to that described by the Future Land Use Element. Within an Activity Center, an Industrial Planned Unit Development (IPUD) may contain ancillary commercial uses provided that said uses do not represent over ten percent (10%) of the land area encompassed by the IPUD. Ancillary commercial uses, if proposed by an IPUD, shall be located and designed primarily to serve the needs of the IPUD. In furtherance of this requirement, ancillary commercial uses which are proposed to be established outside of structures housing primarily industrial functions, shall:
  - Be sited primarily adjacent to non-thoroughfare roads so as not to attract off-premises users/customers,
  - be linked by an internal circulation system (i.e., walkways, streets, etc.) to other structures within the IPUD,
  - be of a type and intensity (i.e., amount of square footage) of use which is clearly correlated to the larger industrial function(s) of the IPUD, and
  - be accessible to vehicular traffic only from streets within the IPUD.
- (ii) Commercial - Purpose and intent, including permissible uses, identical to that described by Future Land Use Element and those uses accommodated by the Tourist Commercial designation described below are not permitted by this designation within the Activity Center.
- (iii) Public/Semi-public - Purpose and intent, including permissible uses, identical to that described by Future Land Use Element.
- (iv) Tourist Commercial - The purpose and intent of this specialized designation is to provide areas adjacent to interstate interchanges strictly for tourist

accommodations and related uses which service and promote tourism (i.e., amusement facilities, automobile service stations, restaurants, and similar uses). Up to a 0.35 FAR will be allowed in this category.

- (v) Office - The intent of this designation is to provide areas solely for general/professional office use and supporting ancillary uses. Up to a 0.55 FAR will be allowed in this category.

B. Residential

Three residential designations of differing densities are contained in the Activity Center. The permitted principal uses allowed by these designations would be exclusively residential in nature and, unlike the associated Low Impact Urban, Urban Low Intensity, Urban Medium Intensity, and Urban High Intensity designations contained in the Future Land Use Element will not permit commercial or industrial land uses. The density of residential development to be permitted by each of the residential designations is outlined as follows:

- (i) low-medium (2.01 to 5.00 units/acre)
- (ii) medium (5.01 to 12 units/acre)
- (iii) high (12.01 to 20.00 units/acre)

VOLUSIA GROWTH MANAGEMENT COMMISSION CONDITIONS

The Volusia Growth Management Commission (VGMC) requires a comprehensive traffic study for any development proposed for the Southeast Activity Center where the proposed development program would generate trips in excess of 10% Level of Service "C" peak hour traffic volumes (significance) for any roadway segment in the County's Transportation Element. The traffic study shall be submitted to the VGMC for a determination of consistency. The VGMC shall review the traffic study based on the criteria expressly established in Volusia County Ordinance 87-24, as amended, and issue a determination of no adverse impact to adjacent local governments. Unless and until the VGMC finally determines that the study demonstrates that no adverse impacts will occur on adjacent jurisdictions, no development with the traffic impacts described above shall be permitted on any of the property covered by said map amendment.

The VGMC also requires any proposed development, except residential in excess of 10 acres, within the area which comprises the Southeast Activity Center to be approved as a planned development. The proposed planned development shall be forwarded to the VGMC for review and approval before issuing any development orders permitting such development. The VGMC shall review the planned development based on the criteria expressly established in Volusia County Ordinance 87-24, as amended, and issue a determination of whether the proposal shall be submitted as a comprehensive plan amendment or allow Volusia County to proceed with permitting. No development as described above shall take place on the property covered by said map amendment.

## **GOAL, OBJECTIVES, AND POLICIES**

Development within the Southeast Activity Center shall be consistent with the Goal, Objective, and Policy statements enumerated below. These statements shall not be interpreted, either individually or collectively, as relieving compliance with other Elements of the Comprehensive Plan and/or other County land development regulations. Rather, it is the purpose of these statements to complement, not substitute or supersede the Comprehensive Plan and other land development regulations.

### **GOAL:**

SE 1.7                    Achieve an integrated and well-planned mixture of urban land uses within the Southeast Activity Center.

### **OBJECTIVE:**

SE 1.7.1                Provide adequate and appropriate areas resulting in a mixture of urban land uses.

### **POLICIES:**

SE 1.7.1.1            The Future Land Use Map for the Southeast Activity Center is incorporated as part of the Volusia County Comprehensive Plan (Ordinance 90-10, as amended). Said Map serves as a graphic guide for the future development of property within the Activity Center. Buildout of the Activity Center properties may extend beyond 2010. The Activity Center is partitioned into phases as depicted by the Future Land Use Map.

SE 1.7.1.2            All development within the Activity Center shall be consistent with the future land use designations depicted by the Activity Center Future Land Use Map, the description of the land use designation(s), and all other appropriate sections of the Comprehensive Plan and Land Development Regulations.

SE 1.7.1.3            The maximum building coverage for non-residential development within the Southeast Activity Center shall not exceed thirty-five (35%) percent of an individual lot.

SE 1.7.1.4            The provision of affordable housing within residential areas shall be encouraged.

SE 1.7.1.5            Future development of lands within the Activity Center shall require rezoning to a Planned Unit Development (PUD) or amendment to an existing PUD (if said development is not permitted by the previously approved PUD). Provided, however, that any development of an existing parcel that is one acre or less in size and which is permissible by the existing zoning classification assigned the parcel shall not require rezoning to PUD if the existing zoning classification is consistent with the Future Land Use designation assigned the parcel by the Activity Center Plan.

Where a single ownership of land or unified project may encompass two or more future land use designations, the physical arrangement of land uses on the property may be modified during the required Planned Unit Development (PUD). However, the intensity and acreage (exclusive of wetland areas) accorded the resultant land use mix shall be consistent with, and does not introduce land uses which differ from, that accorded the

property by the adopted Future Land Use Map. The land use pattern shall also comply with the appropriate locational criteria and policies specified by the Comprehensive Plan.

- SE 1.7.1.6 Commercial development which demonstrates appropriate pedestrian linkages, internal trip capture, and reduced impact on thoroughfare roads shall be encouraged.
- SE 1.7.1.7 Primary office development should be encouraged to locate at premium and high visibility sites within the Activity Center.
- SE 1.7.1.8 Research and development uses should be encouraged to locate at premium and high visibility sites within the Activity Center.

OBJECTIVE:

- SE 1.7.2 Individual developments within the Activity Center shall be designed to provide visual compatibility and functional continuity with other adjacent developments within the Activity Center.

POLICIES:

- SE 1.7.2.1 New development (includes redevelopment) shall, at a minimum, be required to:
  - provide visual harmony by, but not limited to, such mechanisms as sign control (i.e., number, height and copy area), establishing landscape screening/buffering requirements (i.e., width and composition), requiring the use of underground utilities, and establishing building setbacks and height requirements;
  - encourage building orientation which promotes interaction between different projects and discourages creating unnecessary separation or the isolation of projects;
  - use shared parking, access and loading facilities, as practical in an effort to reduce impervious surfaces;
  - promote vehicular, pedestrian, and non-vehicular movement throughout the Activity Center;
  - provide a network of unifying open spaces (said open spaces shall be in, or predominantly in, a natural state) which promote linkage with other adjoining developments; and
  - use common frontage/service roads; and
  - use shared or joint facilities, such as stormwater, bus stops, and utility easements.

It is not intended that each development within an Activity Center be aesthetically identical. Development shall be consistent with the design requirements of the Zoning Ordinance.

SE 1.7.2.2 Development of those portions of the Activity Center fronting upon State Road 44 shall be consistent with the requirements of the Thoroughfare Overlay Zone Regulations.

SE 1.7.2.3 All uses within the Activity Center shall be designed to minimize the disruptive effects of lighting, noise, and signage on residential areas.

OBJECTIVE:

SE 1.7.3 Promote development within the Activity Center which protects and enhances the natural environment.

POLICIES:

SE 1.7.3.1 The clustering of activities and structures shall be encouraged so as to promote open space areas.

SE 1.7.3.2 To the fullest extent possible, developments shall be designed to integrate wetlands and other environmentally sensitive lands into an open space network. This network, which may include upland areas, should be linked to similar systems on the same property or adjacent properties, including parcels outside the Activity Center.

SE 1.7.3.3 Wetlands are generally depicted by the supporting document for the Activity Center Plan and are not intended to strictly represent jurisdictional areas. Specific boundaries of the wetland areas will be determined by field evaluations agreed upon by the County, land owner, and other agencies.

SE 1.7.3.4 Development within that portion of the Activity Center located west of Interstate 95 shall comply with the requirements of the Natural Resources Management Area.

OBJECTIVE:

SE 1.7.4 Promote cooperation and coordination between governmental jurisdictions and agencies when reviewing development proposals.

POLICIES:

SE 1.7.4.1 Volusia County shall, in cooperation with the Florida Department of Transportation, evaluate the impacts of specific land development proposals upon any future improvements to the Interstate 95 - State Road 44 interchange. Where possible, development approvals shall be designed to protect land critical for future interchange improvements.

SE 1.7.4.2 Volusia County shall solicit comments from the appropriate adjacent municipalities when reviewing PUD applications within Activity Centers.

OBJECTIVE:

SE 1.7.5 Promote development and programs which are designed to alleviate traffic congestion.

POLICIES:

SE 1.7.5.1 Volusia County shall, in cooperation with the appropriate agencies, seek to promote mass transit service to the Activity Center.

SE 1.7.5.2 Mixed use buildings shall be required, where feasible.

OBJECTIVE:

SE 1.7.6 Promote development which enhances the economic base of the County.

POLICIES:

SE 1.7.6.1 Volusia County shall cooperate with Enterprise Volusia and the Southeast Volusia Advertising Authority to attract and promote appropriate development within the Activity Center.

SE 1.7.6.2 Volusia County shall explore various funding alternatives for the construction of required infrastructure. Examples of these financial mechanisms may include, but may not be limited to, special assessment districts, economic development administration grants, and tax increment financing programs.

SE 1.7.6.3 Development shall be coordinated with the City of New Smyrna Beach.

## **4. SOUTHWEST ACTIVITY CENTER**

### **THE VISION FOR THE SOUTHWEST ACTIVITY CENTER**

For many years, Volusia County has lagged behind the Orlando metropolitan area in terms of economic development. There is a severe imbalance in the East Central Florida region's economic activity. Orange County clearly is the dominant employment and income attractor and generator in the region while the surrounding counties have a negative outflow of employment and income. In recent years, Seminole County has emerged as the focal point for new economic activity north of Orlando. Due in part to the availability of affordable housing, the southwestern portion of Volusia County has historically been viewed as a "bedroom community" serving the Orange/Seminole County market. In order to reverse this trend, the southwestern part of Volusia County needs to become an active partner in the north Orlando suburban market. Strong business and civic leadership must be demonstrated soon or the modest opportunities for the future may be lost. The development of the Southwest Activity Center is envisioned to be one of the most significant steps necessary for Volusia County to compete and link up with Orange and Seminole Counties by becoming an economic focal point of West Volusia.

The vision is that the Activity Center will become one of the major centers or places of synergy in the urban network of Central Florida. The Southwest Activity Center will become one of the principal employment centers in Volusia County, especially generating well paying jobs in the office and industrial oriented sectors of the economy for residents of Volusia County, especially West Volusia. The Southwest Activity Center can provide the residents and consumers of West Volusia with a greater array of comparison and shopping goods choices by having these additional retail opportunities in the County. The Activity Center's development will be controlled by the adopted Areawide Development of Regional Impact (DRI) development order and specific Southwest Activity Center land development regulations to avoid the negative impacts of unplanned piecemeal development. The time has come for Volusia County to implement its plan for its share of the north Orlando suburban market and to develop the I-4/SR 472 intersection as a focal point for the urbanizing area of southwest Volusia. Our vision is that the Southwest Activity Center can provide a more identifiable place for community life for West and Southwest Volusia than currently exists today.

### **LAND USE GUIDELINES**

In the County's efforts to promote the Southwest Activity Center, guidance is needed in pursuing appropriate economic growth and to maintain a focus on the ultimate goal of developing a key employment area for Volusia County. The following land use guidelines will be utilized throughout the planning and implementation process of bringing the Southwest Activity Center to fruition.

#### **1. Office Space Guideline**

Develop part of the Southwest Activity Center in a manner so that it will be considered a major competitor along the I-4 Corridor, north of the City of Orlando, with existing and other proposed office centers along this corridor such as: the Maitland Center, Heathrow Business Park, Seminole Town Center area, and other similar significant office centers.

#### **2. Light Industrial/"Flex Space" Guideline**

Develop the Southwest Activity Center in a manner that contributes to the creation of quality light industrial space market for Southwest Volusia which can compete with the Lake Mary/Heathrow area and other areas in north Orange County and Seminole County for this land use product.

3. Warehousing/Distribution Guideline

To use the Southwest Activity Center's proximity to both Interstate Four (I-4) and Interstate Ninety Five (I-95) as a major asset to become one of the County's (especially for West Volusia) principal centers for warehousing/distribution activities.

4. Retail Commercial Use Guidelines

(a) To facilitate the development of a major regional scale facility(s) which can offer the residents a wide variety of "comparison" or "shoppers goods" which can reduce the need for West Volusia consumers to travel outside Volusia County to obtain such goods, and enjoy such shopping experiences.

(b) To facilitate the development of neighborhood scale retail facilities which will supply the residential areas within the activity center, and generally residents/households within an approximate three mile radius from the activity center with convenience goods and services which are typically required to support households/families on a weekly or frequent basis.

5. Hotels/Motels/Lodging Services Guideline

To develop an adequate range of lodging facilities and services to support the business travel functions related to the office and industrial segments of the Southwest Activity Center.

6. Ancillary and Support Uses Guideline

Encourage the necessary retail, service, institutional, and other uses necessary to support large scale office and industrial markets envisioned for this activity center.

GOAL, OBJECTIVES, AND POLICIES

Development within the Southwest Activity Center shall be consistent with the goals, objectives, and policies enumerated below. These goals, objectives, and policies shall not be interpreted, either individually or collectively, as relieving compliance with other elements of the Comprehensive Plan and/or other County land development regulations. Rather, it is the purpose of these goals, objectives, and policies to supplement, not substitute or supersede, the Comprehensive Plan and other land development regulations.

GOAL:

SW 1.8 Achieve an integrated and well-planned mixture of urban land uses within the Southwest Activity Center that encourages the creation of an employment center.

OBJECTIVE:

- SW 1.8.1 Provide adequate and appropriate areas resulting in a mixture of urban land uses to reduce adverse impacts on adjacent jurisdictions.

POLICIES:

- SW 1.8.1.1 The Future Land Use Map Figure 1-15 for the Southwest Activity Center is incorporated as part of the Volusia County Comprehensive Plan (Ordinance 90-10, as amended). Said map serves as a graphic guide for the future development of property within the Activity Center consistent with the adopted Areawide DRI development order. Build-out of the Activity Center properties may extend beyond the planning horizon of this Comprehensive Plan.
- SW 1.8.1.2 All development within the Southwest Activity Center shall be consistent with the adopted Areawide DRI development order, future land use designations depicted by the corresponding Future Land Use Map Figure 1-15, the description of the land use designation(s), and all other appropriate sections of the Comprehensive Plan and land development regulations.
- SW 1.8.1.3 The maximum development yield for non-residential development within the Southwest Activity Center shall not exceed the development program as specified in the Areawide DRI development order.
- SW 1.8.1.4 The conceptual alignments of the proposed internal roads for the SWAC are depicted within the Future Land Use Map exhibit for the Activity Center. Modifications to these conceptual alignments shall be subject to provisions for such modifications in the Areawide DRI development order and shall not require an amendment to the Activity Center's future land use map.
- SW 1.8.1.5 Future development of lands within the Activity Center shall require rezoning to a Planned Unit Development (PUD).
- The proposed land use pattern, development densities and intensities, project design, and specific uses shall comply with the appropriate locational criteria and policies specified by the Comprehensive Plan, adopted Areawide DRI development order, and Southwest Activity Center land development regulations.
- SW 1.8.1.6 Mixed-use shall be encouraged for appropriate locations in the SWAC through development of incentives in the Southwest Activity Center land development regulations and other appropriate mechanisms.
- SW 1.8.1.7 Existing uses within the boundary of the SWAC may continue, but any new development or expansion of existing uses shall be consistent with the Future Land Uses for the SWAC, adopted Areawide DRI development order, and specific Southwest Activity Center land development regulations.

- SW 1.8.1.8 Office park and research and development uses should be encouraged to locate at premium and high visibility sites within the Activity Center.
- SW 1.8.1.9 Retail type commercial shall be located at appropriate locations consistent with the adopted Areawide DRI development order and specific Southwest Activity Center land development regulations.
- SW 1.8.1.10 Hotel accommodations should be in close proximity and have easy access to the office and industrial segments of the SW Activity Center.
- SW 1.8.1.11 Encourage innovation in the design of power centers by including support uses such as food courts, amusement arcades, limited exhibit vendor areas and related uses.
- SW 1.8.1.12 In order to facilitate both the regional commercial/retail and other retail activity, as well as the safe and efficient movement of auto traffic from one center/store to another, require the use of common access arrangements during the development review process for the activity center.
- SW 1.8.1.13 Any change that is determined to be a substantial deviation, pursuant to Chapter 380.06, F.S., to the Areawide DRI for Interstate 4/State Road 472 Activity Center shall constitute a comprehensive plan amendment and is subject to VGMC consistency review and certification requirements.

OBJECTIVE:

- SW 1.8.2 Individual developments within the Activity Center shall be designed to provide visual compatibility and functional continuity with other adjacent developments within the Activity Center.

POLICIES:

- SW 1.8.2.1 New development (includes redevelopment) may, at a minimum, be required to:
- provide for a compatible and consistent appearance by utilizing such mechanisms as sign control (i.e., number, height, and copy area), landscape screening/buffering requirements (i.e., width and composition), underground utilities, and building setbacks and height requirements;
  - require shared access and use shared parking and loading facilities, as practical in an effort to reduce impervious surfaces and multiple access points on the thoroughfare and internal road system shown within the SWAC in Exhibit 1-15;
  - require interconnected vehicular, transit and non-vehicular movement throughout the Activity Center;

- provide a network of unifying open spaces (said open spaces shall be in, or predominately in, a natural state) which promote linkage with other adjoining developments; and
- cluster in order to protect listed species and their habitat;
- use common frontage/service roads, and
- use shared or joint facilities such as stormwater, bus stops, and utility easements.

It is not intended that each development within the Activity Center be aesthetically identical. However, the County's land development regulations shall be amended to include certain minimal standards addressing the items listed above which will be applicable to development within Southwest Activity Center. Until those regulations are adopted, development of properties within the Southwest Activity Center will be subject to the adopted Areawide DRI development order and these policies.

SW 1.8.2.2 All uses within the Activity Center abutting residential areas shall be designed to minimize the disruptive effects of lighting, noise, and signage.

SW 1.8.2.3 Non-residential projects sharing a common boundary with an area planned for residential use shall be sensitive with the scale of a residential neighborhood. The design of non-residential uses should take into account adjacent residential styles (if existing), location of building masses, overall height, setbacks and areas in need of buffering.

SW 1.8.2.4 Encourage mixed use development such as during the development review process, whenever practical, to encourage complementary uses as part of office and "flex space" buildings as a business and worker amenity.

SW 1.8.2.5 Encourage the creation of high value or prestige sites in the interior of large projects with commonly used development techniques to create focal points that the development can be centered around such features as plazas, parks, gardens, courtyards, recreation facilities or other open space areas.

OBJECTIVE:

SW 1.8.3 Promote development within the Activity Center which protects and enhances the natural and built environment.

POLICIES:

SW 1.8.3.1 The clustering of activities and structures shall be encouraged so as to promote open space areas.

SW 1.8.3.2 Developments shall be designed to integrate wetlands and other environmentally sensitive lands into an open space network. This network should be linked to

similar systems on the same property or adjacent properties, including parcels outside of the Activity Center.

- SW 1.8.3.3 Wetlands and wildlife habitat are generally depicted by the Application for Development Approval for the Areawide DRI and are not intended to strictly represent jurisdictional areas. Specific boundaries will be determined by field evaluations agreed upon by the County, landowner, and other agencies.
- SW 1.8.3.4 Where feasible, listed species and their habitat will remain undisturbed. If listed species and their habitat are unavoidably impacted by development mitigation shall be required. Mitigation activities may include preservation, creation, or management of like habitat. A combination of the above mentioned mitigation approaches shall also be considered. All mitigation proposals shall be in compliance as applicable with Federal, State, and local agencies. Mitigation plans shall be consistent with the requirements of these agencies and the Areawide DRI development Order to afford long term sustainability for listed species populations.
- SW 1.8.3.5 Open space areas will be identified prior to the issuance of a development order/permit for individual projects to promote the overall intent of the activity center concept. The open space designation will also be utilized in identifying areas for habitat preservation or mitigation. The open space areas may allow the following or similar uses: public places, retention, landscaping or tree protection, passive recreation, or habitat protection. If the open space is utilized for habitat purposes, site plans or development agreements will identify these areas for such purposes and restrict future usage in these areas.
- SW 1.8.3.6 All mitigation activities for listed species shall include a management plan intended to ensure the long term vitality of listed species populations.
- SW 1.8.3.7 If deemed appropriate, the County will explore the feasibility of creating a mitigation area for SWAC development on existing County land located in the vicinity of the SWAC.
- SW 1.8.3.8 All landscaping plans shall be required to utilize water-efficient landscaping techniques. Water-efficient landscaping techniques include the utilization of plants indigenous to the subject physiographic area of the County, strategic locations of plants, water-efficient irrigation systems, water reuse systems, and maintenance of native vegetation stands.

OBJECTIVE:

- SW 1.8.4 Promote cooperation and coordination between governmental jurisdictions and agencies when reviewing development proposals.

POLICIES:

- SW 1.8.4.1 Volusia County shall, in cooperation with the Florida Department of Transportation, evaluate the impacts of specific land development proposals upon

the existing and future plans for the roadway network. Development shall be designed to protect land critical for future interchange, roadway, and intersection capacity improvements.

- SW 1.8.4.2 The Future Land Use Map Figure 1-15 for the Southwest Activity Center serves as a guide in locating land uses. Public facilities and support uses are not shown on the map, but they may be allowed under the various land use categories. A public use is not necessarily required to meet the minimum acreage required by the Future Land Use category provided that said use contains sufficient land area to serve the intended purpose.
- SW 1.8.4.3 The Florida Fish and Wildlife Conservation Commission, the U.S. Fish and Wildlife Service, or other appropriate agencies shall be notified of any land development proposal within the Southwest Activity Center that may impact listed species or associated habitat. If deemed appropriate, the County shall coordinate with State and Federal agencies to ensure the proper management of listed species occurring on the Southwest Activity Center.
- SW 1.8.4.4 Volusia County will continue to work with the Cities of DeLand and Deltona to coordinate activities necessary to implement the shared requirements of each respective local government's adopted Areawide DRI development order.
- SW 1.8.4.5 Volusia County will continue to work with the Cities of DeLand and Deltona to create and implement consistent development design standards for the Southwest Activity Center.
- SW 1.8.4.6 Volusia County will continue to coordinate activities related to the requirements of the Areawide DRI development order and other planning and implementation activities of the SWAC with affected local governments.

OBJECTIVE:

- SW 1.8.5 Promote development which enhances the economic base of the County.

POLICIES:

- SW 1.8.5.1 Volusia County shall attract and promote development within the Activity Center in a manner that is consistent with the County's Overall Economic Development Plan (OEDP) and the Southwest Activity Center vision statement.
- SW 1.8.5.2 Volusia County shall explore various funding alternatives for the construction of required infrastructure. Examples of these financial mechanisms may include, but may not be limited to, Special Assessment Districts, Economic Development Administration Grants, and Tax Increment Financing Programs.
- SW 1.8.5.3 When evaluating proposed Planned Unit Developments, preference shall be given to those uses which are considered to provide high value-added industries. Preference may be in the form of administrative rezoning, reduction in fees, administrative processing of permits, installation of utilities, or financial incentives.

OBJECTIVE:

SW 1.8.6 Provide for the correction/mitigation of existing roadway problems.

POLICIES:

SW 1.8.6.1 Volusia County, in conjunction with affected landowners, local governments, and Florida Department of Transportation, shall assure that necessary transportation improvements for the thoroughfares/roadways identified in the Areawide DRI development order are completed or appropriately mitigated as pursuant to the requirements of State Statute and Rule 9J-2, Florida Administrative Code.

SW 1.8.6.2 The needed roadway improvements identified by the Areawide DRI and future monitoring and modeling to mitigate projected LOS impacts shall be consistent with the Thoroughfare Plan of the Transportation Element.

SW 1.8.6.3 Development shall be monitored and transportation impacts assessed as required by the transportation conditions of the adopted Areawide DRI development order.

OBJECTIVE:

SW 1.8.7 Promote development and programs which are designed to alleviate traffic congestion.

POLICIES:

SW 1.8.7.1 Volusia County shall, in cooperation with the appropriate agencies, seek to promote mass transit service to the Activity Center.

SW 1.8.7.2 Mixed use buildings and projects shall be encouraged within a development in order to provide internal trip capture.

SW 1.8.7.3 Volusia County shall study other methods of promoting traffic reduction, which may include, but may not be limited to, the feasibility of adopting a traffic reduction ordinance, requiring a transportation management agreement as a condition of project approval, the formation of traffic management associations, and the establishment of a transportation concurrency management area.

SW 1.8.7.4 Site planning/design for proposed projects shall, as a condition of approval by the County, facilitate and encourage the internal movement of mass transit vehicles (only where the size/intensity of the proposed development warrants such considerations), and provide preferential off-street parking locations for carpool and vanpool usage.

SW 1.8.7.5 Commercial development which demonstrates appropriate pedestrian linkages, internal trip captures, and reduced impact on thoroughfare roads shall be encouraged.

- SW 1.8.7.6 Volusia County shall work with FDOT to identify appropriate sites and establish an area inside the Activity Center for a multi-model transportation facility such as a high occupancy vehicle facility that may be developed along I-4 and/or to serve other regional mass transit uses pursuant to the adopted DRI development order.
- SW 1.8.7.7 Encourage beneficial development patterns during the development review process whenever practical, so that complementary uses can be located in close proximity to facilitate walking, bicycling or the use of local but not thoroughfare roads for auto trips from home to work to dining.
- SW 1.8.7.8 Encourage convenient pedestrian and local road access from lodging facilities to restaurants.

## DESCRIPTIONS OF FUTURE LAND USE DESIGNATIONS

Each of the Areawide DRI development program districts shown on the Southwest Activity Center Plan map (Figure 1-15) and their relationship to the Comprehensive Plan's Future Land Use Element are presented below.

The Areawide DRI is comprised of five development program districts of which three (Commerce, Community, and West Center) are located within the unincorporated portion of the Southwest Activity Center. The three development program districts located in the unincorporated area of the Southwest Activity Center are also shared by the City of DeLand that is a partnering local government in the Areawide DRI along with the City of Deltona. The other two development districts (Workplace and East Center) are located within the municipal limits of the City of Deltona. Each development program district is defined by a mix of land uses and corresponding development yield in non-residential building area and residential units that are specified in the Areawide DRI development order. The development program districts were formulated as part as the key component of a master plan initiated as the first step in the Areawide DRI process. The master plan was incorporated into the Application for Development Approval by the three partnering local governments and subsequent adoption of individual development orders.

The following is a description of non-residential and residential future land use categories that are intended for the unincorporated portion of the Southwest Activity Center. This is followed by a description of each of the development program districts shown in Figure 1-15 and a list of the future land use categories and associated land use distribution and development yield targets that are allowed in each District.

All of the following land uses are considered to be urban and require the provision of urban facilities and services as set forth in the Comprehensive Plan.

### A. Non-Residential

- (i) Light Industrial/Business Park - The purpose and intent of this specialized use is to provide areas for multi-uses dependent upon industrial development. These parks may contain a variety of uses including, but not limited to, warehouse/distribution, light-

manufacturing and assembly, research and development, flex space, industrial and business headquarter offices, general/professional office, back offices, supporting ancillary uses, wholesale/retail showrooms, and incubator spaces for emerging companies.

- (ii) Office/Office Park - The intent of this use is to provide areas for corporate headquarters, general/professional use, and supporting ancillary uses. Mixed office/retail uses are encouraged for areas where either use is permitted by the Areawide DRI development order and specific development regulations.
- (iii) Commercial: Power Center - It is intended that this use accommodate an emerging trend in retailing, the super community shopping center. The power center is generally larger than the traditional community shopping center with a typical range of 250,000 to 700,000 square feet. The center generally has from 2 to 5 primary anchor stores, usually discount and specialty super stores. Retail space is dominated by the large anchors with little or no space for small local stores.
- (iv) Commercial: Neighborhood Retail - The intent of this use is to provide areas for neighborhood and convenience shopping including, but not limited to, supermarkets, neighborhood drugstores, video rental stores and convenience stores. The modern neighborhood shopping centers typically range in size from 50,000 to 200,000 square feet. This category also includes the convenience center, either a stand alone or in combination with a small strip center up to 10,000 sq. ft.
- (v) Commercial: Activity Center Support/Ancillary Uses - The intent of this use is to provide ancillary commercial retail uses including restaurant and related support center uses including financial/banking, recreational facilities, health clubs, day care centers, and hotel/hotel conference centers, primarily for the office and industrial uses.
- (vi) Public/Semi-public - Purpose and intent, including permissible uses, identical to that described by Future Land Use Element and the adopted Areawide DRI development order. Specific locations have not been identified on the Future Land Use Map. Small scale uses such as fire stations and lift stations will be permitted in each category.

B. Residential

Purpose of this use is to provide an immediate locational opportunity for housing related to employment, pedestrian linkage, and trip capture within the SWAC. The two types of residential land uses are single-family and multi-family. A mix of residential uses and office/retail uses may be permitted in a PUD where such conversion of non-residential uses is allowed by the Areawide DRI development order.

C. Development Program Districts

- (i) West Center District - The intent of this district is to provide a mix of commercial uses, primarily office and retail, with ancillary support commercial. Specific uses allowed:

Office/Office Park  
Commercial: Power Center

Commercial: Activity Center Support/Ancillary Uses  
Non-residential/Residential Mix  
Public/Semi-public

Areawide DRI Target Land Use Distribution:

|                   |     |
|-------------------|-----|
| Commercial/Retail | 52% |
| Office            | 45% |
| Hotel             | 3%  |

Areawide DRI Target Building Program Entitlement Yield (Cumulative Per Acre):

|                   |                        |
|-------------------|------------------------|
| Commercial/Retail | 5,440 square feet;     |
| Office            | 3,925 square feet; and |
| Hotel             | 1 unit                 |

- (ii) Commerce District – The intent of this district is to provide a mix of office and light industrial, with ancillary support uses. Specific uses allowed:

Industrial/Business Park  
Office/Office Park  
Commercial: Activity Center Support/Ancillary Uses  
Public/Semi-public

Areawide DRI Target Land Use Distribution:

|                   |     |
|-------------------|-----|
| Commercial/Retail | 7%  |
| Office            | 56% |
| Light Industrial  | 34% |
| Hotel             | 3%  |

Areawide DRI Target Building Program Entitlement Yield (Cumulative Per Acre):

|                   |                        |
|-------------------|------------------------|
| Commercial/Retail | 706 square feet;       |
| Office            | 6,800 square feet;     |
| Light Industrial  | 6,900 square feet; and |
| Hotel             | 1 Unit                 |

- (iii) Community District - The intent of this district is to provide for a mix of housing opportunities, primarily multi-family, with neighborhood retail commercial uses allowed to support the residential. Specific uses allowed:

Residential – Single-family and Multi-family  
Commercial: Neighborhood Retail  
Public/Semi-public

Areawide DRI Target Land Use Distribution (Entire District):

|               |     |
|---------------|-----|
| Multi-family  | 66% |
| Single-family | 30% |
| Retail        | 4%  |

Areawide DRI Target Building Program Entitlement Yield (Cumulative Per Acre):

|               |                         |
|---------------|-------------------------|
| Multi-family  | 10 dwelling units;      |
| Single-family | 1.2 dwelling units; and |
| Retail        | 400 square feet         |

**(iii)** Changes to Areawide DRI Target Land Use Distribution and Building Program Entitlement Yield:

Changes to the Areawide DRI Target Land Use Distribution may vary as long as the cumulative Building Program Entitlement Yield for each District within the Areawide DRI is maintained or if changed using the Development Equivalency Matrix. Changes to the Areawide DRI Target Land Use Distribution and Building Program Entitlement Yield are subject to use of the Development Equivalency Matrix condition of the Areawide DRI development order. Use of the matrix may increase or decrease the total amount of each Target Land Use and Building Program Entitlement Yield by no more than the amount allowed for in the substantial deviation criteria identified in Chapter 380.06, F.S. Any changes greater than the those allowed by the substantial deviation criteria shall be subject to the development order amendment process specified in Chapter 380.06, F.S. Any time the matrix is used, the appropriate agencies including the Florida Department of Community Affairs, East Central Regional Planning Council, and the Florida Department of Transportation shall be notified as provided for in the Areawide DRI development order. Use of the matrix will be reported on an individual and cumulative basis and project impacts documented in the biennial report required by the Areawide DRI development order.

5. HONTOON ISLAND

The study area is located approximately 4 miles west of DeLand and consists of approximately 5200 acres. It is bounded on the north by the Lake Woodruff Wildlife Refuge and Highlands Park Road, on the east by the Seaboard Coast Line Railroad tracks, on the south by Hontoon State Park and Lake Beresford, and on the west by the St. John's River. (See Figure 1-16)

A portion of this study area is within the Wekiva River Aquatic Preserve. The boundaries of this preserve are described in Chapter 258.39 (30), Florida Statutes. In addition to the policies of this Plan, the guidelines and policies of the Wekiva River Aquatic Preserve Management Plan shall be followed within the preserve boundaries.

In order to bring about consistency and to retain the intent of the Hontoon Island Plan, the Comprehensive Plan incorporates most of the Hontoon Island Plan. However, because of the intent of the Hontoon Island Plan not to overburden the existing road system, a policy has been retained.

"No development shall be approved which will cause traffic to operate at worse than a level of service "C" on County roads within the Hontoon Island Study Area."

6. NORTH PENINSULA

The study area is located on the northern portion of Volusia County's barrier island, referred to as the "peninsula," hence the name North Peninsula. The City Limits of Ormond Beach form the southern boundary (Plaza Drive) and the Flagler County line is the northern limit.

The study area is bounded on the east by the Atlantic Ocean and on the west by the Halifax River. (See Figure 1-17)

The North Peninsula Plan was used as the foundation for the Future Land Use designation in the area. Modifications have been requested over the years to bring about consistency between the North Peninsula Plan and the Comprehensive Plan. The major differences are Urban Low Intensity designation along John Anderson Drive and Urban Medium Intensity designation along A1A, north of Sunnybeach Drive.

Through the North Peninsula Study Area Plan, a new policy should be developed to direct changes in the County's land development regulations that provide for the protection of solar access and air flow.

7. MOSQUITO LAGOON: WATER MANAGEMENT STUDY

The study area is bounded on the north by the southern City Limits of Edgewater, on the south by northern City Limits of Oak Hill, on the west by the east right-of-way line of US Highway 1, and the east by U.S. Highway A1A. (See Figure 1-18)

To retain the County's efforts at protecting the Mosquito Lagoon and the resulting regulations, the entire Mosquito Lagoon Water Management Study will be included with the support documents of the Comprehensive Plan.

## 8. ENTERPRISE LOCAL PLAN

### Background

On the evening of September 19, 2001, a meeting was held between Enterprise residents and County Representatives at the Methodist Children's Home. The purpose of the meeting was two-fold, first to provide area residents information regarding planning options for the area and secondly to give residents an opportunity to voice their concerns and ask questions. Following the County presentation a consensus was achieved that the County would prepare a plan. The plan would set out goals, objectives, policies and programs to encourage and promote the protection of Enterprise's historic, cultural, and scenic values.

A support document for the Enterprise study area was prepared which inventoried and evaluated the area's historic, cultural, and natural resources. A survey was conducted of the study area population and the results are summarized in the support document. The document is entitled "Support Document #1-12, Enterprise Study Area."

### GOAL:

ENT 1.9 Maintain the natural, historic, cultural and scenic values associated with the Enterprise Community within a framework which will allow for growth compatible with the established development pattern and current land use policies.

### OBJECTIVE:

ENT 1.9.1 Preserve the low density pattern of residential development in keeping with the established rural character of the Enterprise Community.

### POLICIES:

ENT 1.9.1.1 Discourage increases in the land use intensities and densities above those currently designated on the Volusia County Land Use Map for areas within the Enterprise Area Plan.

ENT 1.9.1.2 Encourage single family development at densities at the middle to lower end of the density range established for each residential land use category.

ENT 1.9.1.3 If needed for public health and safety sanitary sewer and potable water systems shall be allowed. Design capacity for any such systems should be sized at a level appropriate to support a low intensity development pattern.

ENT 1.9.1.4 Applications to convert a residential land use to non-residential use within the Enterprise Community shall be discouraged.

ENT 1.9.1.5 Commercial use should be limited to those areas currently designated for that purpose.

ENT 1.9.1.6 Limited commercial use as allowed in the Comprehensive Plan's Urban Land Use categories shall be subject to Planned Unit Development (PUD) requirements. Any

use developed as a PUD must demonstrate compatibility with the character and development pattern of the Enterprise Community and mitigation for any adverse impacts.

ENT 1.9.1.7 The pattern of land uses along the section of Main Street represent a mixture of institutional, commercial, and residential uses and are grouped into an Mixed-Use land use category.

OBJECTIVE:

ENT 1.9.2 Protect and enhance the environmental resources of Enterprise which define the area's rural character and visual appeal.

POLICIES:

ENT 1.9.2.1 The Natural Resource Management Area (NRMA) incorporates a large portion of the Enterprise area including the Environmental Systems Corridor (ESC) designated along the banks of Lake Monroe. The NRMA shall be expanded to include all of the Enterprise Community that is designated as Rural or Agricultural Resource on the Future Land Use Map.

ENT 1.9.2.2 The areas of Enterprise that are designated as Environmental Systems Corridor (ESC) shall retain this designation to ensure the protection of the environmental resources.

ENT 1.9.2.3 Preserve and promote the natural landform, native vegetation and tree cover for public and private spaces.

- a) Discourage large scale reshaping of the natural land form.
- b) Plant materials required under the Volusia County Tree Ordinance and landscaping requirements shall, where possible, be comprised of native plant and tree materials endemic to the Enterprise area.
- c) Review existing open space, landscaping, and buffer requirements to conform to the intent of this objective.
- d) Encourage residents to use native plant and tree materials for home landscaping projects.
- e) Fifty percent of required open space as provided in the County land development regulations shall be devoted to native vegetation.

ENT 1.9.2.4 Prioritize those road segments identified within Enterprise as scenic for compliance with the Scenic Road provisions of the Transportation Element.

ENT 1.9.2.5 Continue to support the designation of Lakeshore Drive (CR 5758) as a policy constrained facility.

ENT 1.9.2.6 Study the feasibility of using Thoroughfare Overlay Zones to control setbacks, vegetative buffers, and driveway cuts along roadways. Overlay zones may be instituted to ensure safe ingress and egress, to maintain roadway capacity, and to create an attractive streetscape in harmony with the character, resources, and scenic qualities found within the Enterprise Community.

OBJECTIVE:

ENT 1.9.3 Preserve the historic resources and character of the Enterprise Community

POLICIES:

ENT 1.9.3.1 Promote design and development standards which are compatible with the built character of the Enterprise Community.

ENT 1.9.3.2 Locate, record, and map sites and structures of local, state and national significance within the Enterprise Community.

OBJECTIVE:

ENT 1.9.4 Implementation of the Enterprise Area Plan shall be accomplished by the year 2008.

POLICIES:

ENT 1.9.4.1 The plans and programs for the Enterprise study area shall be implemented through amendments as necessary to the Comprehensive Plan, Zoning Ordinance, Historic Preservation Ordinance and Land Development Code. Implementation shall not be limited to the above and may be accomplished by any other appropriate means.

ENT 1.9.4.2 Specific implementation tools that may be used include:

- a) designation of a Historic District
- b) Use of an Overlay Zone
- c) Scenic Corridor provisions
- d) Rural Protection Plan
- e) Joint Planning Agreements

ENT 1.9.4.3 The County shall seek joint planning agreements with adjacent municipalities to ensure that annexation activity does not lead to development that is incompatible with the rural, natural, and historic character of Enterprise.

## 9. WILBUR-BY-THE-SEA LOCAL PLAN

### Background

A support document for the Wilbur study area was prepared which inventoried and evaluated the area's historic, cultural, and natural resources. A survey was conducted of the study area population and the results are summarized in the support document. The document is entitled "Support Document #1-13, Wilbur-by-the-Sea Study Area."

### GOAL:

WIL 1.10 Maintain the existing residential, cultural and scenic values associated with the Wilbur Community within a framework which will allow for growth compatible with the established development pattern and current land use policies.

### OBJECTIVE:

WIL 1.10.1 Preserve the residential scale of urban development in keeping with the historic residential pattern of Wilbur-by-the-Sea.

### POLICIES:

WIL 1.10.1.1 Applications for increases in the land use intensities and densities above those currently designated on the Volusia County Land Use Map shall be presumed inconsistent with the Wilbur-by-the-Sea Local Plan.

WIL 1.10.1.2 Sanitary Sewer and potable water design capacity for any systems should be sized at a level appropriate to support a single family residential development pattern. It will not be used to justify increased density of a multi-family character typical of neighboring adjacent beach front communities

WIL 1.10.1.3 Applications to convert a residential single family land use to non-residential use or increase residential density within the Wilbur Community shall not be allowed, except for a valid public purpose pursuant to section 125.01, Florida Statutes on publicly owned property, which is also consistent with the Wilbur-by-the-Sea local area plan and zoning overlay.

WIL 1.10.1.4 Commercial use should be limited to areas currently designated for that purpose and in use.

WIL 1.10.1.5 Limited commercial use as allowed in the Comprehensive Plan's Urban Land Use categories shall be subject to Planned Unit Development (PUD) requirements. Any use developed as a PUD must demonstrate compatibility with the character and development pattern of the Wilbur Community.

WIL 1.10.1.6 The pattern of the predominant low density, low profile single family residential land uses shall be maintained. The limitation of density facilitates evacuation along the barrier island coastal community and protects the scenic views and the other estuary attributes associated with the river and ocean front areas in the Wilbur-by-the-Sea

community.

OBJECTIVE:

WIL 1.10.2 Protect and enhance the environmental and cultural resources of Wilbur-by-the-Sea which define the area's character and visual appeal.

POLICIES:

WIL 1.10.2.1 The areas of Wilbur-by-the-Sea that are designated as Environmental Systems Corridor (ESC) shall retain this designation to ensure the protection of the environmental resources.

WIL 1.10.2.2 The County shall continue to support the protection, historical significance, and recreational use of the Wilbur Boathouse.

OBJECTIVE:

WIL 1.10.3 The Wilbur Plan will continue to be implemented.

POLICIES:

WIL 1.10.3.1 Any plans and programs for the Wilbur-by-the-Sea study area that are deemed to be appropriate shall be implemented through amendments as necessary to the Comprehensive Plan, Zoning Ordinance, and Land Development Code. Implementation shall not be limited to the above and may be accomplished by any other appropriate means.

WIL 1.10.3.2 Specific implementation tools that may be used include, but are not limited to:  
a) Use of an Overlay Zone  
b) Joint Planning Agreements

WIL 1.10.3.3 The County shall seek joint planning agreements with adjacent municipalities to ensure that annexation activity does not lead to development that is incompatible with the character of the Wilbur-by-the-Sea Community and the intent of this plan.

## 10. SAMSULA LOCAL PLAN

### Background

A support document for the Samsula study area was prepared which inventoried and evaluated the area's historic, cultural, and natural resources. A survey was conducted of the study area population and the results are summarized in the support document. The document is entitled "Support Document #1-14 Samsula Study Area".

### GOAL:

SAM 1.11 Maintain the existing rural, agricultural, natural cultural and scenic values associated with the Samsula Community within a framework which will allow for growth compatible with the established development pattern and current land use policies.

### OBJECTIVE:

SAM 1.11.1 Preserve the low density residential scale in keeping with the historic, rural, residential and agricultural land use pattern of Samsula.

### POLICIES:

SAM 1.11.1.1 Discourage increases in the land use intensities and densities above those currently designated on the Volusia County Land Use Map for the area within the Samsula Local Plan.

SAM 1.11.1.2 Sanitary Sewer and potable water shall be discouraged in the Samsula rural community. Sewer and water may be provided only if absolutely necessary to protect the health, safety and welfare of the community but not to increase land use densities and intensities level.

SAM 1.11.1.3 Applications to convert beyond the existing rural land use level designations to non-residential use or increase beyond the existing rural residential density within the Samsula Rural Community shall be discouraged. Clustering and design standards may be utilized to keep the community's rural appearance and agricultural character.

SAM 1.11.1.4 Commercial use should be limited to designations currently existing for that land use.

SAM 1.11.1.5 Currently designated commercial use as allowed in the Comprehensive Plan's Future Land Use categories shall be subject to Planned Unit Development (PUD) requirements. Any commercial use developed as a PUD must demonstrate compatibility with the character and rural development pattern of the Samsula Community.

SAM 1.11.1.6 The pattern of the low density rural single family residential and agricultural land uses shall be maintained. Road improvements will be designed to move traffic through Samsula and not increase density/intensity to urban land uses.

SAM 1.11.1.7 Preference for commercial development within the Samsula community shall be those uses that support the agricultural heritage of Samsula.

OBJECTIVE:

SAM 1.11.2 Protect and enhance the rural residential and agricultural resources of Samsula which define the area's character and visual appeal.

POLICIES:

SAM 1.11.2.1 The areas of Samsula that are designated as Environmental Systems Corridor (ESC) shall retain this designation to ensure the protection of the environmental resources.

SAM 1.11.2.2 The County shall continue to maintain the rural and agricultural appearance of Samsula through the appropriate use of setbacks, visual appearance design standards and the PUD process.

SAM 1.11.2.3 Land use in the vicinity of the Samsula Community should not have an adverse effect on the existing character of the community.

OBJECTIVE:

SAM 1.11.3 Implementation of the Samsula Plan shall be accomplished by the year 2005.

POLICIES:

SAM 1.11.3.1 The County shall implement the Samsula Rural Protection Plan through its Comprehensive Plan, Land Development Code and its Zoning Ordinance and other means as appropriate.

SAM 1.11.3.2 Specific implementation tools that may be used include:

- a) Use of an Overlay Zone
- b) Joint Planning Agreements
- c) Rural Protection Plan

SAM 1.11.3.3 The County shall seek joint planning agreements with adjacent municipalities to ensure that annexation activity does not lead to development that is incompatible with the character of the Samsula Rural Community and the intent of this plan.

SAM 1.11.3.4 By 2012, Volusia County shall evaluate and report to the Volusia County Council land use trends for the following areas contained within the Samsula Local Area Plan:

- a) +/- 255 acres north of located north and south of Pioneer Trail, west of Airport Road/boundary of T-17S, R-32E and T-17S,R-33E and east of the Environmental Systems Corridor designated on the Spruce Creek drainage feature.

b) +/- 210 acres represented by the west 2650' of the north 3,450' of the South 5,350' of the Samsula Local Planning Area.

Based on this report and other local considerations, the County may determine whether the future land use map amendments that change the density and intensity within the two areas would be appropriate and/or timely.

## 11. TOMOKA FARMS VILLAGE LOCAL PLAN

### Background

A study for the Tomoka Farms area was prepared to analyze the area's zoning, existing land uses and natural resources. In addition, a survey was conducted of the study area population and the results are summarized in the support document. The document is entitled "Support Document #1-15 Tomoka Farms Area."

### GOAL:

TOM 1.12 Maintain the existing rural, agricultural, natural cultural and scenic values associated with the Tomoka Farms area within a framework which will allow for growth compatible with the established development pattern and current land use policies.

### OBJECTIVE:

TOM 1.12.1 Preserve the low density residential scale in keeping with the rural residential and agricultural land use pattern of Tomoka Farms area.

### POLICIES:

TOM 1.12.1.1 Preserve the existing land use intensities and densities currently designated on the Volusia County Land Use Map for the area within the Tomoka Farms Village Local Plan.

TOM 1.12.1.2 Central sanitary sewer and the use of potable water shall be discouraged in the Tomoka Farms Village Local Plan area. Sewer and water may be provided/used only if absolutely necessary to protect the health, safety and welfare of the community, but not to increase land use densities and intensities. Permission to use central water services must be approved by the County Council.

TOM 1.12.1.3 Applications to convert beyond the existing rural land use densities and intensities within the Tomoka Farms area shall be discouraged. Clustering, larger setbacks, and other design standards may be utilized to keep the community's rural appearance.

TOM 1.12.1.4 The pattern of the low density rural single family residential and agricultural land uses shall be maintained. Potential road improvements will be studied, planned and designed to move traffic through Tomoka Farms area and not increase density/intensity to urban land uses.

### OBJECTIVE:

TOM 1.12.2 Protect and enhance the rural residential and agricultural resources of the Tomoka Farms area which define the area's character and visual appeal.

### POLICIES:

TOM 1.12.2.1 The areas of the Tomoka Farms Village Local Plan that are designated as

Environmental Systems Corridor (ESC) shall retain this designation to ensure the protection of the environmental resources.

TOM 1.12.2.2 The County shall continue to maintain the rural and agricultural appearance of the Tomoka Farms area through the appropriate use of setbacks, visual appearance design standards and the PUD process.

TOM 1.12.2.3 Land use proposals in the vicinity of the Tomoka Farms area should not have an adverse effect on the existing character of the community.

OBJECTIVE:

TOM 1.12.3 Implementation of the Tomoka Farms Village Local Plan shall be accomplished by the year 2009.

POLICIES:

TOM 1.12.3.1 The County shall implement the Tomoka Farms Village Local Plan through its Comprehensive Plan, Land Development Code, Zoning Ordinance and other means as appropriate.

TOM 1.12.3.2 Specific implementation tools that may be used include:

- a) Use of an Overlay Zone
- b) Joint Planning Agreements
- c) Rural Protection Plan

TOM 1.12.3.3 The County shall seek joint planning agreements with adjacent municipalities to respect the rural boundaries of the Tomoka Farms community and to ensure that annexation activity does not lead to development that is incompatible with the character of the Tomoka Farms community and the intent of this plan.

## 12. Jacksonville Bombing Range Complex Military Zone

### GOAL:

JBCMZ 1.13 Protection of Jacksonville Bombing Range Complex to encourage the long-term viability of the military mission at the Pinecastle and Lake George Ranges, prevent encroachment that may degrade the training and readiness activities of the U.S. Navy, and facilitate the continued presence of the complex.

### OBJECTIVE:

JBCMZ 1.13.1 Ensure that future development within the Jacksonville Bombing Complex Military Zone (JBCMZ) is compatible with current and foreseeable training operations and minimize land use conflicts within this zone in accordance with section 163.3177(6), Florida Statutes.

### POLICIES:

JBCMZ 1.13.1.1 The County of Volusia hereby establishes the Jacksonville Bombing Complex Military Zone (JBCMZ) as an overlay of the Future Land Use Map. The JBCMZ consists of a series of four overlapping sub-areas of geographic concern: the Palatka 1 Military Operations Area (MOA); the Pinecastle Range and the associated Range Safety Zone (RSZ) "C" and Military Training Route (MTR) 1009; and the Lake George Range and the associated Restricted Airspace, R-2907A & R-2907B.

The JBCMZ is an area within the County affected by the training activities of the Pinecastle and Lake George Ranges. Certain land uses within this zone may expose the public to nuisance or safety risks associated with military operations and ordnance delivery or may pose a hazard to military personnel and aircraft engaged in training activities.

JBCMZ 1.13.1.2 To protect aircraft navigability within the JBCMZ, the County will notify the Navy of any proposal for a structure of 200 feet or higher within the Volusia County JBCMZ and grant the appropriate Navy representative an opportunity to comment on the proposed application.

Applications for cell tower approval shall include written evidence from the Navy representative that the location and height of the tower will not adversely affect aircraft navigability within the JBCMZ.

JBCMZ 1.13.1.3 The County will require that outdoor lighting fixtures within the areas of JBCMZ, including lights for building or structures, parking lot and roadway lighting, advertising signs, and lights for outdoor recreational facilities be fully shielded so that all light emitted by the fixture projects below the horizontal direction as determined by the photometric test or manufacturer certification. Any structural part of the light fixture providing this shielding must be permanently affixed.

Applications for a building permit shall include written evidence that the proposed lighting will comply with this standard, including the location of lighting fixtures on

the site, a description of all lighting fixtures, and photometric data demonstrating the angle of cut off light emissions.

JBCMZ 1.13.1.4 To minimize the risk of radio frequency interference (RFI) that may impact military flight operations, the County will require new major civilian spectrum operators within the JBCMZ, including industry, public safety agencies, telecommunications, and broadcast media to provide technical parameters on their proposed spectrum use, such as maximum power authorized from the transmitter, the maximum antenna height, the amount of spectrum occupied by the transmitted signal and the geographic area to be served by the communication devices. If the Navy representative determines that the proposed spectrum use may interfere with the electronic systems and communications equipment of military aircraft passing through range airspace, the County will require the operator to adopt appropriate filtering, shielding or other mitigation techniques as a condition of the issuance of a building permit.

JBCMZ 1.13.1.5 The County shall require an Areas of Military Impact form disclosing a parcel's location within the Volusia County JBCMZ for planned unit developments and other re-zonings and comprehensive plan amendments that increase the residential density.

OBJECTIVE:

JBCMZ 1.13.2 Foster meaningful intergovernmental coordination and communication among the County, Navy and other regional partners to ensure that growth management and land use policies work in concert to facilitate the continued safe operation of the JBCMZ and prevent incompatible land use activities in proximity to the ranges.

POLICIES:

JBCMZ 1.13.2.1 The County will notify the designated Navy representative of County Development Review Committee (DRC) and the Planning and Development Review Committee (PLDRC) and County Council meetings and provide agenda packages for any land use changes located within JBCMZ, as well as any relevant studies related to tower heights, radio frequencies, and outdoor lighting to further compatibility of adjacent or closely proximate lands within the JBCMZ.

JBCMZ 1.13.2.2 The County Development Review Committee (DRC) and the Planning and Development Review Committee (PLDRC) will include, as ex-officio non-voting members, designated Navy representatives to advise on land use issues with the potential to affect military facilities or operations.

JBCMZ 1.13.2.3 Prior to final action by the County, all proposed comprehensive plan amendments, land development code changes, applications for planned unit developments, rezonings, waivers, exceptions, variances and similar applications dealing with tower heights, radio frequencies, and outdoor lighting within the Volusia County JBCMZ boundaries, shall be referred to the designated Navy representative for review and comment.

JBCMZ 1.13.2.4 The designated Navy representative will review proposed comprehensive plan amendments, land development code changes, applications for planned unit developments, rezonings, waivers, exceptions, and variances, and applications dealing with tower heights, radio frequencies, and outdoor lighting within the JBCMZ and provide comments to the County on the impact that such actions may have on the Volusia County JBCMZ.

JBCMZ 1.13.2.5 The County will forward any review comments concerning the Volusia County JBCMZ received by the designated Navy representative to the Department of Community Affairs (DCA).

#### F. FUTURE LAND USE MAP:

The Future Land Use Map is actually made up of a series of maps. The maps are contained in Appendix 1, Maps and Figures, of the Comprehensive Plan, attached herewith and made a part hereof. The individual maps that make up the map Future Land Use Map series are as follows:

Figure 1-1. Public Potable Waterwells

Figure 1-2. Water Bodies

Figure 1-3. Major Wetland Systems

Figure 1-4 General Soil Categories

Figure 1-5. Mineral Resources and Extraction Sites

Figure 1-6. Population by Planning Region

Figure 1-7. Special Rural Areas

Figure 1-7A Rural Community – Seville

Figure 1-7B Rural Community – Volusia

Figure 1-7C Rural Community - Barberville

Figure 1-7D Rural Community – Deleon Springs

Figure 1-7E Rural Community – Cassadaga

Figure 1-7F Rural Community – Samsula

Figure 1-7G Rural Recreational – Pine Island

Figure 1-7H Rural Recreational – Shell Harbor Estates

Figure 1-7I Rural Recreational – Volusia Bar, South Moon, Paramore

Figure 1-7J Rural Recreational – Highland Park

Figure 1-7K Rural Recreational – Daisy Lake, Crows Bluff

Figure 1-7L Rural Recreational – Lemon Bluff

Figure 1-7M Rural Recreational – Baxter Point

Figure 1-7N Rural Recreation Community – Emporia

Figure 1-7O Rural Recreation – Lake View

Figure 1-7P Rural Recreation - St. Johns Gardens

Figure 1-8. Airport Obstructions and Clear Zones

Figure 1-9. 100-Year Flood Plain – Unincorporated Volusia County

Figure 1-10. Coastal High Hazard Area – Unincorporated Volusia County

Figure 1-11. Generalized Future Land Use Plan

Figure 1-12. Highridge Neighborhood

Figure 1-13. Halifax Activity Center

Figure 1-14. Southeast Activity Center

Figure 1-15. Southwest Activity Center

Figure 1-16. Hontoon Island

Figure 1-17. North Peninsula

Figure 1-18. Mosquito Lagoon

Figure 1-19. Enterprise Local Plan

Figure 1-20. Wilbur-by-the-Sea Local Plan

Figure 1-21. Samsula Local Plan

Figure 1-22. Tomoka Farms Village Local Plan

Figure 1-23 Jacksonville Bombing Range Complex Military Zone

The official Volusia County Future Land Use Map, at a scale of 1 inch equals 1 mile, is located at the Volusia County Administration Building, 123 West Indiana Avenue, DeLand, Florida 32720-4604. The official map shall be used to interpret or assist in the interpretations of the Comprehensive Plan.

The official Future Land Use Map is incorporated in this Ordinance by reference. The official map shall be entrusted to the County Manager or his/her designee. It shall be identified by the signature of the Chairman of the County Council, attested by the County Manager and shall bear the County seal under the following words: "This is to certify that this is the official Future Land Use Map of Volusia County, Florida referred to in Section F, Chapter 1 of the Future Land Use Element of the Volusia County Comprehensive Plan Ordinance 90-10, adopted on March 15, 1990."

All maps contained in the Comprehensive Plan are intended to guide land use decisions in conjunction with the official Future Land Use Map along with the policies and recommendations from the other elements.

Note: The official Future Land Use Map is not a Zoning Map. Within each category on the Future Land Use Map, numerous land uses, zoning classifications, and housing types may occur. The official Future Land Use Map may be interpreted only as provided in the Comprehensive Plan text. That text provides necessary definitions and standards for allowable land uses, densities or intensities of use for each map category, and for interpretation and application of the Plan as a whole. That text must be consulted in its entirety in interpreting any one plan map category, and no provision shall be used in isolation from the remainder.

Nothing on the official Future Land Use Map shall guarantee the achievement of development potential under any future land use category shown on any property. The right to develop property for a particular density or intensity is not provided by this map. Such right can only be obtained through the issuance of applicable development orders including but not limited to zoning.

The official map cannot be correctly interpreted independent of the Volusia County Comprehensive Plan, Ordinance No. 90-10, as the same may be amended from time to time. The locations and boundary lines shown on the official map are intended to be general and not fixed locations and boundaries. The map by itself shall not be used to determine when development should or should not occur because future development must be related to the Plan's Goals, Objectives, Policies, and recommendations, as well as conditions of the specific property being considered for development.