



**LEESBURG**  
*The Lakefront City*

City of Leesburg

Growth Management Plan  
FUTURE LAND USE ELEMENT

Ordinance #03-90

Exhibit A

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CHAPTER I  
FUTURE LAND USE ELEMENT

**A. INTRODUCTION**

The purpose of this Element is to anticipate, and to the extent feasible, manage how and where Leesburg will develop during the next twenty year planning horizon; to maximize the positive aspects of growth while minimizing the negative aspects. The Future Land Use Element designates areas that are appropriate to accommodate future growth within the 20 year planning timeframe and influences the location of land use types and the density allowable in specified areas. The Future Land Use Element, together with the other elements of the Comprehensive Plan, provides a basis for the timing of development approvals; makes provision for infrastructure and services needed to support development; protects the natural resources of the City; and, maintains the quality of life for the citizenry.

Land use designations on the Future Land Use Map (Map I-1) represent an allocation of development over the 20 year planning period. The Future Land Use Element attempts to strike a balance between private and public property rights and the property rights of adjacent property owners.

**B. EXISTING LAND USE DATA**

The Future Land Use Element is to be based upon the collection of a series of data required by Chapter 9J-5, Florida Administrative Code. These data include existing land use categories and their geographic dispersal; natural resources; existing land uses in adjacent jurisdictions; areas of critical state concern; and, population projections. Of the five required data, only the fourth is inapplicable, i.e., there are no areas of critical state concern designated in the City. Additionally, the population projections which provide critical data for the analysis section are contained in the appendix of this element rather than this section.

**1. Land Use Definitions**

The approval or denial of new development and redevelopment must maximize the positive aspects of growth and minimize the negative impacts.

Pursuant to 9J-5.006(1),(c), the City's existing land use categories have been tabulated by gross land area in Table I-1. The range and the maximum densities and intensities for each land use category are included in Table I-1.

These land use categories were developed for many functions to ensure adequate locations for all types of uses within the City. The categories are intended to be tools to protect the City's natural resources; to provide transitional uses to protect the quality of life; and, to ensure that development does not occur before infrastructure and public facilities are in place concurrently to serve the development.

The land use categories are defined below, including the types of uses that are allowed within each category. Additionally, the accompanying text defines the general location and dispersal

of the existing land uses categories throughout the City. The Existing Land Use Map (Map I-2) identifies the location of the existing land uses and vacant land throughout the City.

a. Estate Residential (up to 4 units per gross acre)

This land use category is intended for residences in urbanized areas and some rural communities that have adequate infrastructure and public facilities to support the density of up to four (4) units per acre. Due to the maximum density allowed in this land use category, the typical type of units will be single-family detached housing, mobile homes and manufactured homes. Mobile homes are only permitted in registered mobile home parks unless the approved lot sizes are one unit per five (5) acres or larger. Parks, churches and public schools are also permitted in the estate density residential land use category if they are designed to be compatible with the surrounding land uses. Some commercial and other non-residential uses may be permitted in the Estate Residential land use category if the site has Planned Unit Development (PUD) zoning and the uses are compatible with adjacent properties. Community support uses (such as, utility sub-stations; fire and police stations; and other similar community facilities) require conditional use approval.

b. Low Density Residential (up to 8 units per gross acre)

The low density land use category is intended to encourage design and development of suitable areas for various types of residential dwellings. This land use category is generally located in densely urbanized areas. The maximum density allowed is eight (8) units per acre and requires that infrastructure and public facilities are in place to support the requested density. Some commercial and other non-residential uses may be permitted in the Low Density Residential land use category if the site has Planned Unit Development (PUD) zoning and the uses are compatible with adjacent properties. The types of various units typically permitted within this category include single-family detached housing, manufactured homes and with special approval utilizing the Conditional Use Permit process, duplexes, triplexes, townhouses, condominiums, apartments, and mobile homes. Parks, churches and public schools are also permitted in the low density residential land use category if they are compatible with the surrounding land uses. Mobile homes are only permitted in registered mobile home parks. This land use category also allows the transition of older residential areas to a combination of residences and restricted professional business services if the change is compatible with the surrounding neighborhood and adjacent to a higher capacity roadway. Community support uses (such as, utility sub-stations; fire and police stations; and other similar community facilities) require conditional use approval.

c. Medium Density Residential (up to 12 units per gross acre)

The medium density land use category is intended to encourage design and development of suitable areas for various types of residential dwellings. This land use category is generally located in densely urbanized areas. The maximum density allowed is twelve (12) units per acre and requires that infrastructure and public

facilities are in place to support the requested density. Some commercial and other non-residential uses may be permitted in the Medium Density Residential land use category if the site has Planned Unit Development (PUD) zoning and the uses are compatible with adjacent properties. The types of various units typically permitted within this category include dense single-family attached housing, duplexes, triplexes, townhouses, rowhouses, condominiums, apartments, mobile homes and manufactured homes. Mobile homes are only permitted in registered mobile home parks. Parks, churches and public schools are also permitted in the medium density residential land use category if they are compatible with the surrounding land uses and adjacent to a higher capacity roadway. This land use category also allows the transition of older residential areas to a combination of residences and restricted professional business services if the change is compatible with the surrounding neighborhood and adjacent to a higher capacity roadway. Community support uses (such as, utility sub-stations; fire and police stations; and other similar community facilities) require conditional use approval.

d. High Density Residential (up to 18 units per gross acre)

This land use category is intended to encourage design and development of suitable areas for various types of high density residential developments. This land use category is located in the most urbanized areas of the City that have adequate facilities in place to support the density. The maximum density allowed is eighteen (18) units per acre. Some commercial and other non-residential uses are permitted in the High Density Residential if the site has Planned Unit Development (PUD) zoning and the uses are compatible with the adjacent land uses.

The types of various units typically permitted within this category include rowhouses, duplexes, triplexes, townhouses, condominiums, apartments, mobile homes and manufactured homes. Mobile homes are only permitted in registered mobile home parks. Parks, churches and public schools are also permitted in the high density residential land use category if they are compatible with the surrounding land uses and adjacent to a higher capacity roadway. This land use category also allows the transition of older residential areas to a combination of residences and restricted professional business services if the change is compatible with the surrounding neighborhood and adjacent to a higher capacity roadway. Community support uses (such as, utility sub-stations; fire and police stations; and other similar community facilities) require conditional use approval.

e. Downtown Mixed-Use

The Downtown Mixed Use land use category is established to encourage economic activity, living quarters and local employment opportunities within the historic downtown of Leesburg. This category is established to allow development patterns that are conducive to pedestrian traffic typical of a downtown shopping core. This category permits the highest commercial floor area ratios in the City. Less pervious surface is also required to encourage mass transit and public parking facilities. Downtown Mixed Use land uses consist of a variety of retail, convenience,

entertainment, personal, business and other professional services, as well as a diversity of housing types and churches. The downtown mixed use land use category is only permitted within the Leesburg Central Business District.

f. General Commercial

The general commercial land use category is established to encourage economic activity and local employment opportunities. General commercial land uses consist of a variety of retail, convenience, entertainment, personal, business and other professional services outside of the historic downtown district. Residential uses are permitted in the General Commercial Category if the site has Planned Unit Development (PUD) zoning and it is compatible with the adjacent properties. Churches are permitted in the General Commercial Category.

g. Institutional

This category includes public structures or lands that are owned, leased, or operated by a government entity, such as civic and community centers, airports, hospitals, libraries, police and fire stations, and government administration buildings. Additionally, the institutional uses include not-for-profit and semi-public uses; such as, churches, institutions, group homes, cemeteries, nursing homes, hospitals, emergency shelters and other similar uses. Education facilities are included within this category, such as public or private schools (primary or secondary), vocational and technical schools, and colleges and universities, however, educational facilities are also allowed in several other land use categories.

h. Industrial

The industrial land use category includes both light and heavy industrial land uses. The types of uses encouraged within the industrial land use category include distribution centers; manufacturing, processing, and fabrication plants; and recycling centers. The approval of industrial zoning in the Industrial land use category will depend upon the compatibility of the proposed uses with the surrounding land uses.

i. Recreation

This land use category includes park and recreation facilities owned by the City. Private parks and golf courses, as well as, recreation facilities located at area schools that are under lease to the City may also be included the Recreation land use category. Open space may be included in the Recreation land use category. Open space includes those areas deemed worthy of preservation; such as, common open spaces in private developments and significant right-of-way buffers along major roadways and drainage systems. The recreational element provides a complete inventory of sites and the facilities provided for these recreation uses. The recreation use category includes lands committed to both active and passive recreational uses.

j. Vacant

This category includes vacant, undeveloped and some underdeveloped acreage. This category includes lands that are in subdivisions which are platted, but not over fifty percent developed, as well as lands which currently have no active uses. There are over 4,298 vacant/undeveloped acres within the City and an additional 3,411 acres of recently annexed vacant/undeveloped land.

k. Conservation

The conservation designation includes public lands that have been acquired and private land areas that have been reserved by mutual agreement with the property owner for the preservation and protection of City's natural resources. For lands designated as Conservation, residential or non-residential development shall not be allowed. Passive Recreational uses shall be allowed such as trails, boardwalks, etc.

l. Land Use Overlays

An overlay on the Future Land Use Map is a tool used to geographically locate areas that have special conditions and issues, such as environmentally sensitive areas or areas that require special design standards or historic preservation.

(1) Conservation Overlay

The conservation overlay area shown on the Future Land Use Map (Map I-1) is intended to protect areas that may potentially contain protected wildlife habitat areas, hydric soils/wetlands, and special vegetative communities. Included within the Conservation Overlay definition are areas within a public water well radius of 500 feet, within the 100-year floodplain, and other areas subject to environmental or topographic constraints. The area designated as conservation overlay on the FLUM is not intended to prevent development, but rather identify sensitive areas that need to be reviewed carefully during the review process to determine whether development should be permitted or if some form of mitigation may be necessary. If the areas are determined not to be sensitive, then the underlying land use development density and/or intensity will be applicable. Conservation Overlay areas are subject to the following conditions for approval:

- A final determination of the suitability for development of any individual parcel, as it relates to a Conservation Overlay area on the Future Land Use Map, shall be determined prior to issuance of any development approval.
- The Conservation Overlay area on the Future Land Use Map is not to be considered the exact boundary of the conservation area, but to act as an indicator of a potential conservation area. The exact boundary shall be determined by a qualified professional at the expense of the Developer.

- The Conservation Overlay area is not all inclusive and other areas that do not fall within the boundaries that meet the definition of conservation areas are also subject to the regulations affecting them.
- Development approval will be subject to an environmental study as to the extent of the impact of development or redevelopment for any lands within Conservation Overlay areas.
- Natural resources discovered as a result of the required environmental study will be protected. The environmental study will require that a qualified professional analyze the natural functions of eco-systems and connectivity of resource corridors.
- A conservation easement will be required prior to receipt of a development order to protect natural resources. If the conservation easement is over 10 acres, the area will be submitted with the City's next land use amendment cycle for re-designation as Conservation land use, at the developer's expense.
- If an area within the Conservation Overlay area is determined to be developable and all mitigation requirements have been met, then the underlying land use on the Future Land Use Map will apply.
- Any property in a Conservation Overlay area is encouraged to undergo the planned unit development procedure which includes site specific plan approval and the clustering of density to protect these areas.

## **2. Existing Land Use Locations**

The first pioneer settlement in what is now called Leesburg occurred in 1843. This settlement was a 320 acre homestead owned by Thomas Robertson and his son, John Robertson. The homestead was located in the area now comprising the historic downtown section of the City from Lake Griffin to Lake Harris. In 1847, the citrus industry was introduced to the area and became the major agricultural crop until 1894 when a major freeze killed off the citrus trees.

The first merchant, and generally recognized founder of Leesburg, was Evander M. Lee who arrived in the area in 1857. Leesburg became a trading center in 1867 as a result of the arrival of the first steamboat on the shore Lake Griffin.

In 1875, the town of Leesburg was incorporated. The town limits were Palmetto Street to the east, Ninth Street to the west, Lake Griffin on the north to Lake Harris on the south. Between 1868 and 1881, the town was the County seat of Sumter County. Two railroads extended their lines to Leesburg in 1885 which initiated a period of rapid growth that did not slow until the citrus crops failed in 1894.

a. Estate Residential

There are several sporadic large concentrations of estate residential development. Some of the existing sites are currently large ranch homes located on previously agricultural lands that are converting to urban uses consistent with the character of the City. The shores of Lake Griffin and Lake Harris are predominantly estate residential. Estate residential currently accounts for majority of all residential development totaling nearly 767 acres.

b. Low Density Residential

There are currently only 700 acres of low density residential located within the City limits.

c. Medium Density Residential

There are currently 8 acres of medium density residential located within the City limits.

d. High Density Residential

There are many sporadic sites that have high density development within and surrounding the downtown. One of the largest existing concentrations is on the north shore of Lake Harris. There are 421 acres of high density residential located within the City limits.

e. Downtown Mixed Use

The downtown mixed use category is consistent with the boundaries of the Central Business District.

f. General Commercial

The majority of the general commercial land use category has developed as strip commercial development along the City's major roadway corridors including US 411, US 27 and Main Street leading into the Central Business District.

g. Institutional

Institutional land uses are strategically located throughout the City to best serve the needs of the residents. The two largest institutional land use concentrations are the Leesburg Municipal Airport and the sprayfields recently purchased along the Ronald Reagan Turnpike. There are many additional sites located surrounding the downtown.

h. Industrial

The predominant concentrations of industrial land uses are located west of US 27 in the City. There are additional large sites located along Main Street.

i. Recreational

Not all recreational uses are identified on the Future Land Use Map because several recreational uses that are City property are designated Institutional. Since the City did not have a Geographic Information System (GIS) Future Land Use database until 2002, a future study should be conducted to determine the exact recreation parcels and update the map. Currently, all recreation parcels are identified within a 2 mile radius of the downtown. There are no existing or proposed public recreation areas south of Lake Denham; the demand for recreation needs should be taken into careful consideration as parcels request development orders in the southern area of the City.

j. Vacant

The majority of the southern half of the City is currently vacant or recently annexed. There are additional vacant parcels located throughout the City, particularly along the periphery of the City.

k. Conservation

The most predominant conservation area by far in the City is the Okahumpka Swamp in the southern part of the City. The second largest conservation area is adjacent to the western boundary of the Leesburg Municipal Airport. Additional smaller concentrations of conservation land uses are associated with wetlands along the shores of Lake Griffin and Lake Harris.

**3. Natural Resources**

Natural features within Leesburg have had a major impact on development patterns and the shape of the City. Three significant resources, Lake Harris, Lake Griffin and the Okahumpka Swamp, have had the most dramatic impact on the City. Lake Harris is the ninth largest lake in the State and limits Leesburg's growth to the east. Lake Griffin is the fourteenth largest lake in the State and it limits Leesburg growth to the north. The Okahumpka Swamp is four miles long and traverses the southern area of the City. Since Lady Lake has purchased property all the way up to the western boundary of the City, the two lakes and the swamp have forced Leesburg into a predominantly funnel shaped pattern until 2001 when growth began to occur to the south of the swamp as a result of the Ronald Reagan Turnpike and proposed interchange.

a. Climate

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

b. Water Bodies

Surface water resources within Leesburg consist predominantly of the southern portion of Lake Griffin, Silver Lake, Lake Denham and the north portion of Lake Harris and Lake Denham. These dominant features are depicted on Map I-2. There are additional small water bodies scattered throughout the City.

c. Wetlands

There are wetlands scattered throughout the City of Leesburg. Most of the wetland habitat is found along the shores of Lake Harris and Lake Griffin, adjacent to the western airport boundary and in the Okahumpka Swamp. The location of wetlands throughout the City are identified on a map (Map IX-2) in the Conservation Element. As can be seen in the map, the wetlands in the City are predominantly classified as lacustrine; which are, by definition, lake-associated and may include freshwater marshes aquatic and lake shores and is generally sparsely vegetated. However, there are also palustrine wetlands, consisting of hydric hammocks and hardwood swamps with small areas of cypress, bayhead and wet prairie, as defined in more detail in the Conservation Element.

d. Development in the Floodplain

There are 100 year flood plain areas located within Leesburg, as identified in the Conservation Element (Map IX-4). These areas are predominantly limited to the shorelines adjacent to Lake Harris, Lake Griffin, Lake Denham, and Silver Lake.

Although several state and federal agencies such as the Federal Emergency Management Agency (FEMA), the U.S. Army Corp of Engineers (USACOE), the Water Management Districts, and the Florida Fish and Wildlife Conservation Commission (FFWCC) have programs for the protection and preservation of floodplains, additional measures are necessary to ensure that floodplains are protected locally.

The City of Leesburg currently participates in, and shall continue to participate in, the National Flood Insurance Program (NFIP) administered by FEMA. The minimum rules and regulations of the NFIP, which set the standards for construction in the floodplain, have been included in the City of Leesburg's Land Development Code. As per these standards, compensatory storage is required for developments that will adversely impact the floodplain.

e. Topography

The physiographic features in the City of Leesburg consist of spectacular natural beauty with rolling hills. Leesburg is identified as part of the "Florida Alps". The lower elevations dipping down to 53 feet below sea level are found sloping down to the shoreline of Lake Harris and adjacent to the creek beds. The higher elevations are found in the northwestern portions of the City up to 192 feet above sea level.

f. Soils

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

Soil classifications have been determined for the City of Leesburg by the Soil Conservation Service (SCS) of the U.S. Department of Agriculture. Map IX-6 presents the soil types within the City of Leesburg. The Conservation Element presents a more detailed discussion on this subject and soil types that are suitable for development or have erosion control problems.

The dominant soils in Leesburg consist Everglades, Ocoee, Oklawaha Muck, Candler, Apopka, Eureka and Urban Land Complex soils which have their respective characteristics defined in the Conservation Element.

g. Minerals

The City's most prevalent mineral resources are peat, medium to fine sand and silt and clayey sand. There have been historic sand mining operations, but currently, there are no mining operations within the City limits.

### C. LAND USE ANALYSIS

The second step in preparation of the future land use element is to perform analyses as outlined in 9J-5.006(2). This analysis reviews (a) the facilities and services available to serve projected growth, (b) suitability of vacant or undeveloped land for development, (c) land needs of the projected population, and (d) the need for redevelopment.

Based upon the existing land use inventory, this section focuses upon the future needs and the City's capability to absorb and distribute anticipated growth in a logical development pattern. This analysis will be the framework for the delineation of future land uses on the future land use map series, as well as the approval of future Development Orders.

A major precept of this analysis is that every piece of property in the City of Leesburg cannot be equally developable at any given point in time. The distribution of land use types and the various densities and intensities is to be based upon suitability of the land, sustainability and concurrency.

#### 1. Infrastructure

Land use designations shall not provide a legal basis for requiring the City to provide facilities in addition to or in advance of the schedule of improvements included in the five-year Capital Improvements Program or those improvements specified in the city-prepared 10-Year Water Supply Facilities Work Plan (Attachment A of the Potable Water Element). If a property owner or developer proposes development which requires facilities that are not included in, or requires facilities in advance of the schedule of improvements in, the five-year Capital Improvement Program or 10-Year Water Supply Facilities Work Plan, the property owner or developer shall be responsible for the provision of adequate facilities or

demonstrate that adequate facilities will be provided concurrent with the impacts of the development.

Section 9J-5.006 (2)(a) requires an analysis of the availability of transportation, solid waste, potable and reclaimed water, sewer and drainage facilities as they relate to the vacant property and proposed development. The following sections provide a brief summary of the demand and supply of infrastructure facilities and services as they relate to future development.

a. Transportation

By far the most expensive public investment, the construction of roads is the foremost improvement necessary to allow development. Without access, property is not developable. As stated in the Traffic Circulation Element, roadway and, if feasible, mass transit improvements need to be scheduled in a timely manner. However, the relationship between property and the adjacent roadway have to be considered.

In the Traffic Circulation Element, Map II-1 illustrates the existing and proposed roadways by functional classifications. Interstates, principal and minor arterials, and major and minor collectors are illustrated for the base year of 2001 and the future year of 2010 and 2020.

b. Sanitary Sewer

The City of Leesburg currently owns, operates and maintains a central sanitary sewer system, which consists of two wastewater treatment plants, 104 lift stations, several miles of sewer forcemain and gravity mains. The City is just beginning to construct reclaimed water distribution mains. The City's collection and treatment system provides service to both residential and non-residential users. The City has historically been able to provide adequate sanitary sewer service to meet the demand within the City's boundaries and provide surplus treatment service to residents in Lake County adjacent to the City.

c. Solid Waste

Currently, there are no operational solid waste facilities within the City limits of Leesburg. The old Leesburg Landfill was closed in 1997 and is now monitored and maintained by the City. The City provides garbage and refuse collection service for residential, commercial, and industrial customers. Over 68% of the solid waste is sent to Okahumpka for incineration at the Lake County Recovery Facility. The other 32% is either sent to the Construction and Demolition landfill in Okahumpka, or furniture is sent to the Keene Road landfill in Apopka, and the remainder is hauled to the Lake County Solid Waste Management Facility in Astatula.

d. Potable Water

The City of Leesburg currently owns, operates and maintains a central potable water distribution system, which consists of five water treatment plants and seventeen

potable water wells, with the addition two Lower Floridan wells at the Highland Lakes and Royal Highlands water treatment plants in 2004. Four of the treatment plants are interconnected, but the Royal Highlands plant stands alone. The City's potable water system provides water for both residential and non-residential purposes, including fire-fighting demands. The City has historically been able to provide adequate potable water service to meet the demand within the City's boundaries. The City also provides surplus service to unincorporated areas of Lake County.

e. Reclaimed Water

The City is currently implementing its reclaimed water program to reduce the amount of potable water needed to serve irrigation water demand needs. The city currently treats wastewater at the Turnpike Wastewater Treatment Facility to public access reclaimed water standards, and by 2006, the Canal Street Wastewater Treatment Plant treatment capabilities will also be to reclaimed water standards. In 2004, the city will begin construction of reclaimed water mains needed to serve 14 large irrigation accounts (customers) located in the city's central/east service area by 2006. In 2004, the city is also scheduled to construct reclaimed water mains to serve the current Legacy PUD and planned Arlington Ridge PUD and Golf Course, located in the city's south service area. In this 10-year planning period (by 2013) the city is projected to supply 3.475 MGD of reclaimed water to customers in its combined utility service area, offsetting the use of potable water to serve irrigation water demand needs.

## 2. **Analysis of Vacant Land**

Vacant land is defined as undeveloped property with no current improvements. Undeveloped vested property is defined as undeveloped property with development approvals, such as Planned Unit Developments and Development of Regional Impact, or other development orders. The vacant land identified on the Existing Land Use Map includes undeveloped vested properties.

According to the estimates included in Table I-1 there are approximately 3,779 acres of vacant land, which does not includes recent annexations. Section 9J-5.006(2)(a) requires an analysis of the developability of these areas by analyzing soils, topography, natural resources and historic areas to determine to what extent they represent a constraint to development. This analysis is presented below.

a. Soils

A variety of soil types can be found within the City of Leesburg's 3,779 acres of vacant property. Within this vacant land, soils suitable for development include Apopka and Candler sands, which are well-drained, and Pomello sand, which is moderately well-drained. Immokalee and Pompano sands are also found. However,

due to the poorly drained characteristic of these soil types, they are generally unsuitable for development.

b. Topography

Topography presents little constraint to development for the City of Leesburg. There are no areas where excessive topographical relief could preclude development. Areas of “low” elevation are typically reflected in either areas of unsuitable soils, floodplains or wetlands.

c. Wildlife and Vegetation

Although a wildlife and vegetative survey has not been performed for the City’s vacant lands, it is likely that Listed Wildlife Species may inhabit vacant lands south of Lake Griffin, or may live in the vicinity of vacant lands located in the southern portion of the City of Leesburg. A small area of vacant land located between Lake Griffin and U.S. 27/441 has been identified as a Strategic Habitat Conservation Area by the Florida Fish and Wildlife Conservation Commission (FFWCC). In the southern portion of the City, vacant land, which was recently annexed, has been identified as a Strategic Habitat Conservation Area by the FFWCC as well. Due to the sensitive nature of these areas, they are not suitable for development.

d. Aquifer Recharge

The majority of vacant land within the City of Leesburg’s municipal boundary receives zero (0) to four (4) inches of rainfall annually, or is an area of discharge. However, some vacant land located in the northern portion of the City, receives over twelve (12) inches of rainfall annually. In approximately fifteen years (2020) the base recharge is anticipated to increase an additional 11.96 inches per year in some areas of the city’s planning area from the application of reclaimed water, as calculated by the 1995 SJRWMD East Central Florida Groundwater Model, using an updated base reclaimed water application rate of 4.717 MGD (the projected reclaimed water application rate in 2020). The calculated average increase in base recharge over the entire Leesburg area by 2020 as a result of implemented use of reclaimed water is 2.32 inches per year (from 18.51 to 20.83). The total amount of additional recharge the city’s reuse program will supply was calculated to be 176.82 inches per year. In order to protect these areas of high recharge, much of this land has been designated with a Conservation Overlay on the Existing and Future Land Use Maps, and is not suitable for development.

e. Public Wellfields

In the northern part of the City, between Lakes Griffin and Harris, there are two (2) public wellfields, which are located on vacant land. This land has been given a Conservation Overlay on the Existing and Future Land Use Maps. The City adheres to the standards adopted for wellhead protection by the St. Johns River Water Management District and the FDEP.

f. Development and Redevelopment in Floodplains

The City of Leesburg participates in the Federal Flood Insurance Program. This program, which is mandated by the Federal Government, delineated areas subject to the 100-year flood (a.k.a. floodplain or flood prone). The 100-year floodplain is further required to be divided into floodplain and floodway. The latter is designated by the Federal Government as an area where, due to potential floodwater velocity, only structures which will not impede or be affected by movement of floodwater may be erected. The former area has only the threat of rising floodwaters.

Floodplain exists in many parts of the City and it is imperative that development incorporates provisions to 1) protect the development from a 100-year flood event and 2) protect adjacent properties from off-site flooding from the proposed development. The City's policy to address floodplain and floodway development has been to require that a building permit be obtained before construction or development begins within any area of special flood hazard. When new construction and substantial improvements do occur in areas of special flood hazards, they shall be constructed with materials and utility equipment resistant to flood damage and shall be constructed using methods and practices that minimize flood damage. Additional requirements ensure that all new construction and substantial improvements shall be anchored to prevent flotation, collapse, or lateral movement of the structure during a storm event. The lowest floor elevation of one-and-a-half (1.5) feet above the level of the base flood elevation or one-half foot above the highest elevation of streets serving the structure site, whichever is greater. In addition, electrical, heating, ventilation, plumbing, air conditioning equipment, and other service facilities must be above the base flood elevation to prevent water from entering or accumulating within their components during the conditions of flooding.

g. Historic Resources

According to the inventory of historic sites there are two National Historic Landmarks which are identified on Map I-3. These two National Historic Landmarks are the Leesburg High School and the Mote Morris House. Map I-3 will act as an information source for prospective developers to see where these two National Historic Landmarks are located.

There are many additional historically significant sites located throughout the City. These additional sites, while not listed on the National Register, have local significance and the potential to be listed one day in the future. The City commissioned a study in 1994 that identified structures generally in the downtown area that are over 50 years old, and subsequently identified on a map which structures are historically contributing structures to create the downtown Historic District. At the time this document was being prepared, the historic district was initially being formed. The City will have to coordinate development and redevelopment with this new district and refer to the historic survey prior to allowing redevelopment.

### 3. Projected Land Use Needs

This section of the Future Land Use Element projects the amount of land for different land use categories that will be necessary to accommodate future population growth. The methodology used to project the future demand for the various land uses was based on the current proportion of land use acreage to population.

#### a. Future Residential Land

An analysis of residential lands within the City of Leesburg was conducted to determine current densities and availability of vacant residential lands. Table I-3 presents the amount of developable residential lands by land use category within the City.

There are 4,716 acres of developable residential land shown on the Future Land Use Map. Of this total, roughly 1,896 acres had been developed by 2001. Some of the dwelling units projected for the planning period will be developed in areas that are already approved and committed to residential development that still have vacant lots.

The Housing Element presents an analysis of the vacant residential land uses within the City of Leesburg. The element identifies the maximum dwelling units that could be accommodated within the various land use categories. Maximum allowable densities within the City's vacant residential land range between four dwelling unit per gross acre for single-family to 18 units per gross acre for high density category.

In 1995, according to the Shimberg Center for Affordable Housing, there were 6,446 estimated dwelling units in the City of Leesburg. Based on the Housing Needs Assessment methodology prepared by Andreyev Engineering Inc., in its preparation of the City's 10-Year Water Supply Facilities Work Plan and 2004 CUP Application submittal using the Historic Trends Plus Development Forecasting methodology, it is estimated that approximately 10,794 total housing units will be needed by 2010 to serve the City residents (5,463 new units from 2003 to 2010). This projection includes both permanent and seasonal dwelling units.

In support of city 10-Year Water Supply Facilities Work Plan and 2004 CUP Application process, service area population projections were calculated through 2025, upon evaluation of city water account data, data received from the University of Florida Bureau of Economic and Business Research (BEBR) data (from years 1980, 1985, 1990, 1995 through 2000 and 2003), and the U.S. Census Bureau data (from 2000-2003). Actual city water account data from 1996 through 2003 was then used with the BEBR population data to calculate the population per residential family for the historic period (1996-2003) and then averaged over the period of 2000-2003 for use in future population forecasting. The resulting city/family population factor was calculated to be 3.1 persons per household over this period, and was subsequently used, with projected historic water service area residential growth factors calculated over the same period (2000-2003) to project population. For those instances where the entire water service area is composed of retirement

population, the estimated residential retirement population factor of 2.0 persons per household was used, with the corresponding historic water service area residential growth factor, to calculate growth trends. Additional new development projections were also added to these projections, resulting in a population forecasting methodology identified as the Historic Trends Plus Development methodology.

Based on the updated population forecast, it is estimated that by 2013, approximately 12,747 housing units will be located in the incorporated areas of the city, and a total of 18,047 housing units will be located in the city's utility service area and will be served by the city's Water Utility. These projections correspond to a total of 7,416 new units in the city from 2003 to 2013. The historic population estimates (by BEBR) is provided in Tables P-1 through P-3, located in Section P of this document. The projected population forecasted using the Future Trends Plus Development Forecasting methodology is presented in Table P-3 for years 2003 through 2025 for the incorporated area of the city, and unincorporated areas of the city's water utility service area. Population projections of these two areas are also broken down to show the population associated with each area's city WTP system service areas, including water demands projected for the city's future-planned Pruitt property WTP service area. The city's current water service area and future proposed 5-20 year water service area is presented in Map I-5.

The proportion of current developable acreage of land use categories to population was used to determine future land use categories. This demand was determined based upon a comparison to the existing number of acres per 1,000 residents for each land use category with modifications for already approved development.

b. Future Commercial Land Use

The projected increase in population will result in the need for more commercial development to serve these new residents. In 2001, there were 725 developed commercial acres within the City of Leesburg. Projections of future commercial land were based on ratios of acres to population. Based on the 2001 population of 16,033, the ratio was approximately 37 commercial developable acres per 1,000 population. However, opportunities do exist for infill development and increases in density and intensity of development. The amount of additional commercial acres necessary to support future growth through the year 2013 is estimated to be an additional 1,095 acres of developable land, based on the ratio of 45 commercial developable acres per 1,000 population and 600 acres of commercial acreage currently available in the city. The Future Land Use Map shows approximately only 784 acres for commercial development, however, some of the additional need will be met through recent annexations.

c. Future Downtown Mixed Use

Diversity is encouraged by the City to provide places to both work and live, therefore, it is anticipated and encouraged that the amount of mixed-use properties will increase in the future.

d. Future Industrial Land Use

Industrial land use projections were calculated using the same basic methodology as described above for commercial lands. The amount of industrial acreage required to meet future growth is shown in Table I-4. Currently, there are almost 293 acres of developed industrial lands within the City of Leesburg. For every 1,000 people, there are 18 industrial acres. Based upon recent annexations and proposals for increased industrial acreage, it is projected that the demand will increase to nearly 50 acres per 1,000 population. Therefore, an additional 1,591 industrial acres will be required by the year 2013 to meet the demand, based on 293 acres of industrial acreage currently available in the city. There are currently 855 acres identified as industrial on the Future Land Use Map.

e. Future Recreation Land Use

The Existing Land Use Map show approximately 66 acres of recreation land use. This category includes public and private facilities, such as City parks, private golf courses, public open space areas, etc. The Recreation and Open Space Element analyzes in detail the current and future public park and open space needs of the City population. The Element concluded that in order to accommodate the projected population and meet the adopted levels of service, the City would have to provide a total of 188 acres of parkland by 2013. Based on the current park acreage and population projections, an additional 122 acres of parks land will be needed by 2013, considering the 66 acres of recreation land currently located in the City. The amount of recreation land needed drops to 59 acres, considering the 129 acres of recreation area identified on the Future Land Use Map. Additional recreation lands may also be necessary based upon density concentrations and geographic separation of facilities.

f. Future Conservation/Conservation Overlay Land Use

These land use categories include those lands which contain valuable and threatened natural resources, such as floodplains, estuarine properties, and unique ecological communities. There are several very noteworthy areas to be considered for possible conservation designations on the Future Land Use Map. The majority of these areas are shown as conservation overlay.

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

The City shall pursue purchasing those areas that are desirable for permanent designation as conservation land uses on the Future Land Use Map, or pursue agreements with property owners to preserve these resources.

Tables I-1 and I-2 show that the amount of conservation lands are anticipated to grow by over 1,517 acres over the next 10 years. The majority of the substantial increase will be in the Okahumpka Swamp area.

#### **4. Demand for Land Related to Population Growth**

Projected population is the driving force behind future facility needs and land requirements. Projected population must be taken into consideration in preparing the Future Land Use Element and the spatial requirements necessary to meet this future growth. Population estimates and projections were prepared by Land Design Innovations, Inc. as part of background information for the Comprehensive Plan. These projections and associated methodologies can be found in the section titled “Population Projections” of this Comprehensive Plan.

As can be seen, the estimated 2001 population for the City of Leesburg was 16,033 total residents. By the year 2013, this population is expected to reach 37,672. The projected average rate of population growth for the planning period (2003-2013) is 8.72 percent annually. The city population is expected to reach 52,740 by 2023. The projected average rate of population growth during the 10-year period of 2013-2023 is 3.44%. The projected average rate of population growth during the 20-year period of 2003-2023 is 5.76% annually. The Projected average rate of population growth during the 23-year period of 2000-2023 is 4.47% annually.

In 2000, there were approximately 5,182 households in the City of Leesburg. By the year 2023, the number of households is projected to reach over 17,736 based upon projections made in the City’s 10-Year Water Supply Facilities Work Plan and 2004 CUP Application submittals prepared by Andreyev Engineering, Inc..

The seasonal component in Leesburg has been less significant than the permanent population. The existing number of seasonal dwelling units in 2000 was estimated to be 270, approximately 5.21% of the total households (per Shimberg Center for Affordable Housing, 1998 estimates). By 2013, the number of seasonal units is projected to increase to 664 dwellings, based on 5.21% of 12,747 total residential city units. A summary of the seasonal housing and population projection is provided in Table P-8. The city’s current water service area and future proposed 5-20 year water service area is presented in Map I-5.

#### **5. Redevelopment Analysis**

The City of Leesburg has actively been pursuing the rehabilitation of deteriorating structures in the City. The older homes that were part of the original town that are still occupied have not typically been allowed to degrade below standard conditions. However, residences and commercial establishments that are unoccupied have continued to degrade and pose a serious threat to Leesburg’s economic vitality. As a result, the City and several not-for-profit

organizations have joined forces to reinvest in the downtown; create grand civic outdoor spaces; and, preserve the historic character of Leesburg.

a. Blighted Areas

The City has several Community Redevelopment Areas that are receiving State grants toward revitalization, such as the Carver Height's CRA. As mentioned above, a lot of redevelopment has occurred recently in the downtown. Pine Street has been an additional target area for future redevelopment efforts. Continued efforts will be necessary to improve the quality of life in these areas. The City will need to continue to monitor other developments in the City as they begin to age to maintain the quality of life.

b. Elimination or Reduction of Inconsistent Uses

Section 9J-5.006(2)(d) 2 requires an analysis of the elimination or reduction of uses inconsistent with the City of Leesburg's character and proposed future land uses. There are two areas in the City of Leesburg which merit future elimination or reduction. The first is the reduction of the negative impacts of the existing strip commercial development along US 441 and US 27. The commercial uses are not inconsistent, per se, but many have developed inconsistent with good planning practices. In the past, insufficient attention has been given to minimizing the traffic impacts on the adjacent roadways, e.g., requiring service roads, interconnecting driveways, etc. In addition, non-automobile modes of transportation have not been feasible in the past with available revenues. In both of these cases, more recent standards as well as standards that will comprise the City of Leesburg's Land Development Code will be applied to parcels as they redevelop or expand. In either case, any increased transportation impact would be regulated by closing and combining driveways, thereby minimizing points of conflict.

The second area meriting future action are areas of inconsistent zoning. As will be outlined in the vesting section of the Land Development Code, portions of these areas deserve to be vested. This status is most prevalent where residential plats have been at least partially developed and individual ownership of lots makes other usage impractical. In those cases where vesting cannot be realized, the City will act to rezone those properties to a usage that complies with this Plan.

**Table I- 1: Existing Land Use Table (2001)**

<b>Existing Land Use Categories</b>	<b>Density/ Intensity</b>	<b>ELUM Acreage</b>	<b>Percent of Developed Land</b>
Estate Residential	Up to 4 units/acre	767	10.20
Low Density Residential	Up to 8 units/acre	700	9.30
Medium Density Residential	Up to 12 units/acre	8	0.12
High Density Residential	Up to 18 units/acre	421	5.60
Downtown Mixed-Use	4.0 FAR/100% ISR	20	0.26
General Commercial	2.0 FAR/80% ISR	725	9.63
Institutional	2.0 FAR/80% ISR	4,211	55.97
Industrial	2.0 FAR/80% ISR	503	6.69
Recreation	0.25 FAR	168	2.23
<b>Total Developed</b>		<b>7,523</b>	<b>100</b>
Vacant	varies	3,779	NA
Conservation	NA	2,096	NA
Recent Annexations	NA	3,411	NA
<b>Total Undeveloped</b>		<b>9,286</b>	<b>NA</b>
<b>GRAND TOTAL</b>		<b>16,809</b>	<b>NA</b>

Sources: Land Design Innovations, Inc, 2001.

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

<b>Future Land Use Categories</b>	<b>Maximum Density/Intensity</b>	<b>FLUM Acreages</b>	<b>Percent of Total Developable Land</b>
Estate Residential	Up to 4 units/acre	1,501	11.21
Low Density Residential	Up to 8 units/acre	2,420	18.07
Medium Density Residential	Up to 12 units/acre	88	0.65
High Density Residential	Up to 18 units/acre	707	5.30
Downtown Mixed-Use	4.0 FAR/100% ISR	26	0.20
General Commercial	2.0 FAR/80% ISR	976	7.30
Institutional	2.0 FAR/80% ISR	2,824	21.10
Industrial	2.0 FAR/80% ISR	1,248	9.32
Recreation	0.25 FAR	184	1.37
Recent Annexations	N/A	3,411	25.50
<b>Developable</b>		<b>13,385</b>	<b>100</b>
Conservation	Developments must comply with applicable regulations - varies	3,463	NA
<b>Not developable</b>		<b>3,463</b>	<b>NA</b>
<b>GRAND TOTAL</b>		<b>16,848</b>	<b>NA</b>

Sources: Land Design Innovations, Inc, 2001.

**Table I-3: Vacant Land Analysis**

<b>Land Use Categories</b>	<b>2001 Developable Acreage</b>	<b>FLUM Developable Acreage</b>	<b>2001 to <del>2013</del> 2010 Acreage Change</b>
Estate Residential	767	1,501	734
Low Density Residential	700	2,420	1,720
Medium Density Residential	8	88	80
High Density Residential	421	707	286
Downtown Mixed-Use	20	26	6
General Commercial	725	976	251
Institutional	4,211	2,824	-1,387
Industrial	503	1,248	745
Recreation	168	184	16
<b>TOTAL</b>	<b>7,523</b>	<b>9,974</b>	<b>2,451</b>

Note: The above table does not include conservation, ROW or water bodies.  
Sources: Land Design Innovations, Inc, 2001.

CITY OF LEESBURG  
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**Table I- 4: Projected Demand for Vacant Land (2013)**

<b>Future Land Use Categories</b>	<b>2001 Developable Acreage</b>	<b>2001 Acreage per 1,000 Population</b>	<b>Proposed Acreage per 1,000 Pop. (2013)</b>	<b>2013 Land Use Demand</b>	<b>FLUM Developable</b>
<b>Population</b>	16,033		37,672		
Estate Residential	1,430	89.14	200.00	7,534	3,079
Low Density Residential	1	0.10	5.00	188	20
Medium Density Residential	0	0	5.00	188	0
High Density Residential	218	13.62	25.00	942	466
Downtown Mixed-Use	27	1.69	1.50	56	27
General Commercial	600	37.42	45.00	1,695	784
Institutional	1,761	109.84	110.00	4,143	1,917
Industrial	293	18.24	50.00	1,883	855
Recreation	66	4.12	5.00	188	129
Recent Annexations	1,511	94.21	NA	NA	1,511
Vacant	2,914	182.25	NA	NA	NA

Note: The above table does not include conservation, ROW or water bodies.

Sources: Land Design Innovations, Inc, 2001, City staff, and Andreyev Engineering Inc., 2004.

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**Table I- 5: Annexations 1992-2002**

Ordinance or Resolution Number	Purpose	Property Owner		City Zoning
92-6	Annex	Paquette Paving Co.		M-1
92-10	Annex	Marvin and Pamela Smallwood		R-1
92-16	Annex	Robert D. Little		R-2
92-22	Annex	City of Leesburg		Public
92-38	Annex	St. Johns River Water Management District		Public
93-01 (Parcel 1)	Annex	Frank T. and Helen Wais		C-3
93-01 (Parcel 2)	Annex	Sue Ann McEachern, John B and Roberta J Cutter, Jim F. and Ruth Sherred		C-3
93-18	Annex	Lillian Young		R-2
93-27	Annex	City of Leesburg		Public
4767	Annex			
94-01	Annex	Donovan and Linda Muldrow		R-2
94-04	Annex	Marc T. and Jeanne L. Matthews		M-1
94-14	Annex	Clifford M. and Emmagene Shedd		M-1
94-18	Annex	Carlton Collis		R-2
94-19	Annex	Francis A. Meador		M-1
94-21	Annex	Alan Keough		R-2
95-01	Annex	United Parcel Service Inc.		M-1
95-13	Annex	Zebulon Teeter and Jeff Rix		M-1
95-14	Annex	A. A. Mouhktara, Inc.		M-1
95-15	Annex	Cloyce F. and Carol L. Gordon		M-1
95-17	Annex	Paquette Paving Co.		M-1
95-24	Annex	Leesburg Church of God in Christ		R-2
95-25	Annex	United Southern Bank		C-3
96-01	Annex	Robert J. Clark		C-3
96-02	Annex	John C. and Susan K. Thomas		C-3
96-03	Annex	Dale E. Bartch		R-2
96-05	Annex	B. Murray and Charles B. Tucker		M-1
96-24	Annex	E.L. Williams Inc.	7.5	C-3
96-44	Annex	American Seagull, Inc.	19.64	C-3
97-06	Annex	Linda A. Tan	0.75	C-3
97-10	Annex	Albert Leeberg	280	M-1
97-11	Annex	William B. Mahan, Sr.	5.26	M-1

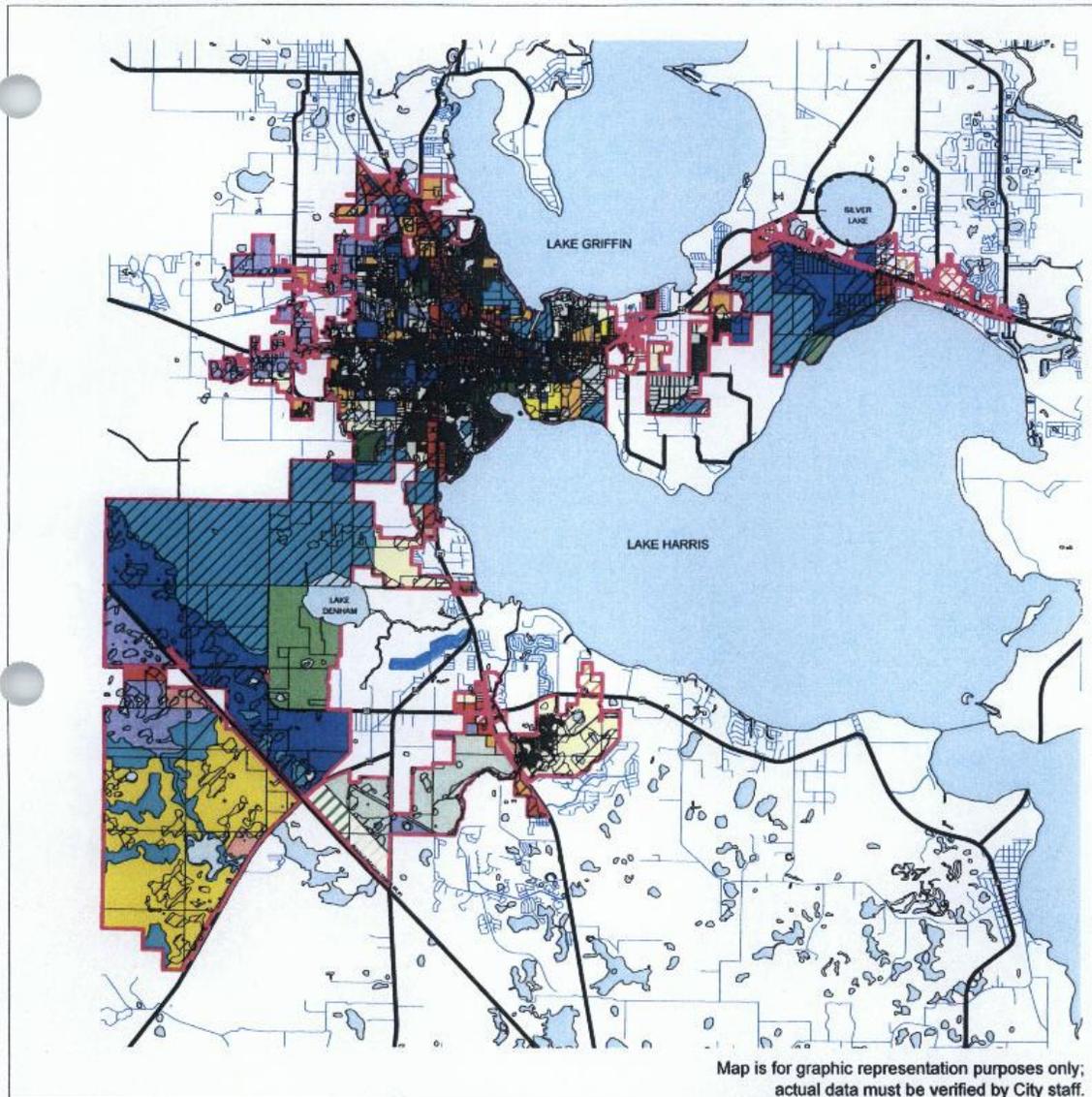
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Ordinance or Resolution Number	Purpose	Property Owner		City Zoning
97-15	Annex	Charles B.P. Sellar	5.81	C-3
97-18	Annex	Robert V. Millikan	1	C-3
97-23	Annex	C.W. and Debra H. Shepherd	8	C-3
97-24	Annex	Rosemary Pl Purdum	15	A
97-25	Annex	Strong Brothers Partnership	20	R-2
97-27	Annex	City of Leesburg	72.33	P
97-28	Annex	City of Leesburg	199.96	P
97-31	Annex	Wilkins Partnership Limited	261.07	R-2
97-32	Annex	FRA Investments, LTD	620	M-1, R-2, C-3, R-3
98-01	Annex	G.A. Smith, Jr.	50	C-3
98-02	Annex	Reed Hunter Logan	1	C-3
98-03	Annex	City of Leesburg	7	C-3
98-21	Annex	Ray Dickinson	5	
98-33	Annex	Jordan W. and Helen R. Hypes	0.39	C-3
98-41	Annex	Kinnari, Inc.	1.5	C-3
98-42	Annex	George M. and Sondra Sue Pilkington	1	C-3
98-44	Annex	William A. and Ann K. Mattick and A. P. Peterson	10	P
98-45	Annex	David M. Barcus and Beverly Ohnstad	36	C-3, R-2
98-46	Annex	Jimmy Darrell Edwards, Ronald J. Exum, Jr., Lois Exum, Jeanie Brown, Candy Sue Edwards, Jeanie Allen, Lake County Eagles Aerie #4273, Inc., Esther Keilson, Ray Taine, James W. and Carol Ann Caulk	12	C-3
98-47	Annex	F. Browne Gregg	7	M-1
98-55	Annex	Rosemary P. and Jack N. Purdum	25	C-3
98-57	Annex	F. Browne Gregg	3.07	M-1
99-10	Annex	Zebulon and Louise Teeter	1.4	M-1
99-17	Annex	Phycorp Land Developers, Inc.	494.49	R-1-A, C-1
99-51	Annex	Arlen W. Fridley	0.3	C-3
99-61	Annex	Island Food Stores, LTD	2.9	C-3
99-72	Annex	Borodine Groves, Inc.	37	R-3
00-05	Annex	Irene S. Bolling	0.28	C-3
00-13	Annex	Robert R. Sharp	4.8	C-3
00-19	Annex	Michael and Susan Bruner	5.6	C-3

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<b>Ordinance or Resolution Number</b>	<b>Purpose</b>	<b>Property Owner</b>		<b>City Zoning</b>
00-20	Annex	Ronald J. Collins	3	C-3
00-26	Annex	City of Leesburg	4.78	P
00-27	Annex	City of Leesburg	7.7	P
00-28	Annex	City of Leesburg	4.13	P
00-31	Annex	John C. Adams, Inc.	5.11	M-1
00-44	Annex	Karen V. Coker	26	R-2
00-45	Annex	John C. and Arlene A. Malik	3	C-3
00-48	Annex	James A. Moore, Jr.	0.55	I
00-49	Annex	Charles B.P. Sellar	0.37	C-3
00-50	Annex	George O. Craig	2.5	C-3
00-64	Annex	Zappala, Muscarella & Associates, Inc.	29.8	R-3
01-03	Annex	Sam Rodgers Enterprises	95.66	R-1-A
01-08	Annex	Shirley Carter	0.79	R-2
01-16	Annex	Lagomar Groves, Inc.	73	R-1, R-3
01-23	Annex	Dr. Crayton Pruitt	3443.37	R-2, R-3, C-1, C-3, M-1
01-24	Annex	Highlands Growth Property, Inc.	160	C-3, M-1
01-26	Annex	William L. and Lynne G. Polk	1.75	M-1
01-28	Annex	Charlene Mae Nelson	8.45	C-3
01-47	Annex	Beryl N. Stokes, Jr.	6.21	M-1
02-29	Annex	Paul Buchanan	1.72	C-3
02-31	Annex	Evena B. Ogden	6.6	C-3
02-39	Annex	City of Leesburg	3.6	P

Map I-1: Future Land Use Map



Map is for graphic representation purposes only; actual data must be verified by City staff.

Map I-1. Future Land Use

FUTURE LAND USE:			

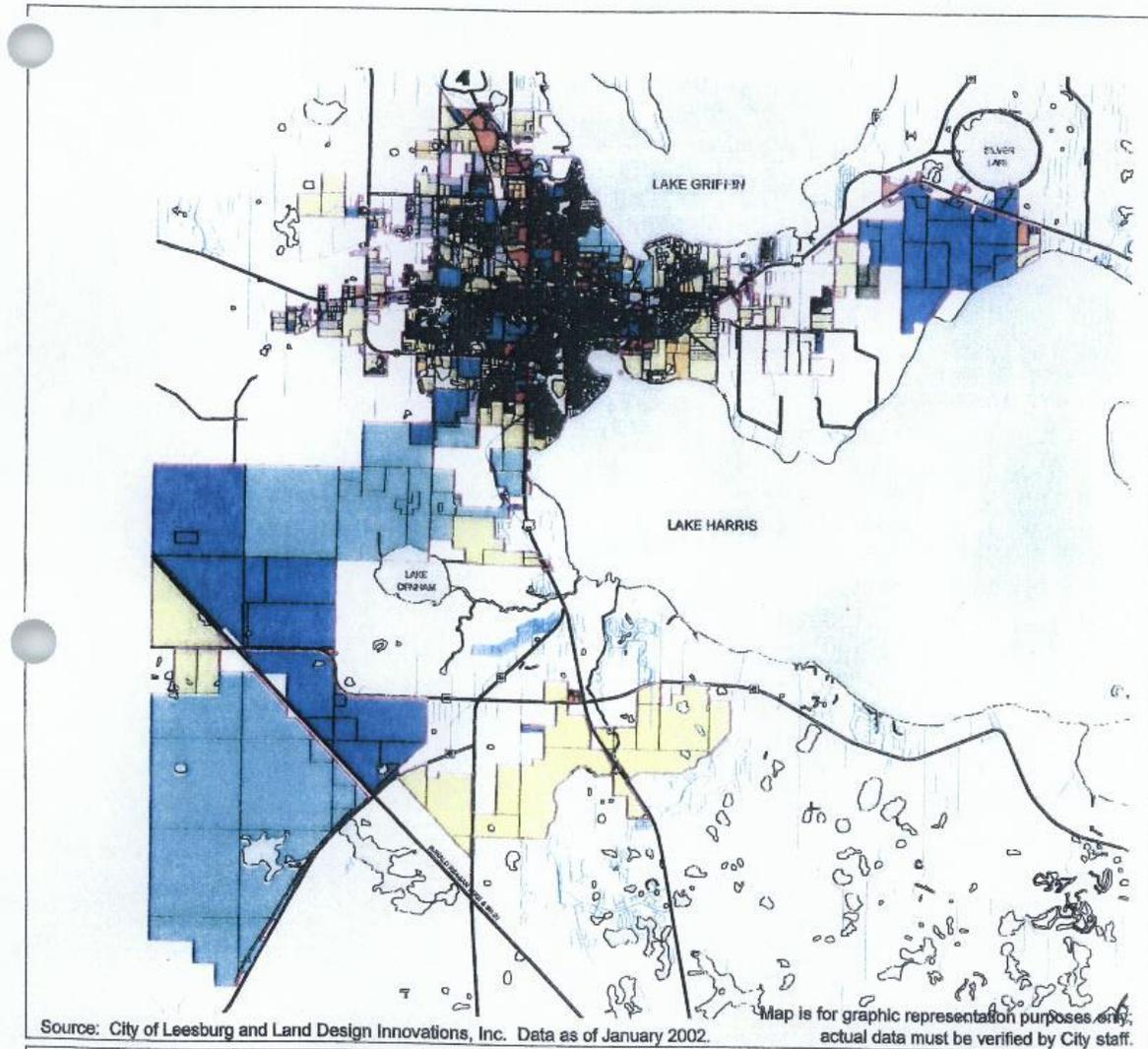


DISCLAIMER: The data displayed on this map are from a variety of sources. This map is not a survey and should only be used for planning purposes. The information on this map is provided in an "as is" condition. For further information, contact the City of Leesburg, Planning Division at (352) 728-9760.

City of Leesburg  
GIS Division  
Compiled by: J. Meier  
Date: June 1, 2004  
Revised: Feb. 26, 2005  
Sheet: 1 of 1  
File: FLU\_8x11.mxd



Map I- 2: Existing Land Use Map



**Map I-2. Existing Land Use**

<ul style="list-style-type: none"> <li> CITY OF LEESBURG MUNICIPAL BOUNDARY</li> <li> MAJOR ROADS</li> <li> LOCAL ROADS</li> <li> CONSERVATION OVERLAY</li> </ul>	<p><b>EXISTING LAND USE:</b></p> <ul style="list-style-type: none"> <li> ESTATE</li> <li> LOW DENSITY</li> <li> MEDIUM DENSITY</li> <li> HIGH DENSITY</li> <li> DOWNTOWN MIXED USE</li> <li> GENERAL COMMERCIAL</li> </ul>	<ul style="list-style-type: none"> <li> INSTITUTIONAL</li> <li> INDUSTRIAL</li> <li> RECREATION</li> <li> CONSERVATION</li> <li> VACANT</li> <li> WATER BODIES</li> <li> RECENT ANNEXATIONS</li> </ul>
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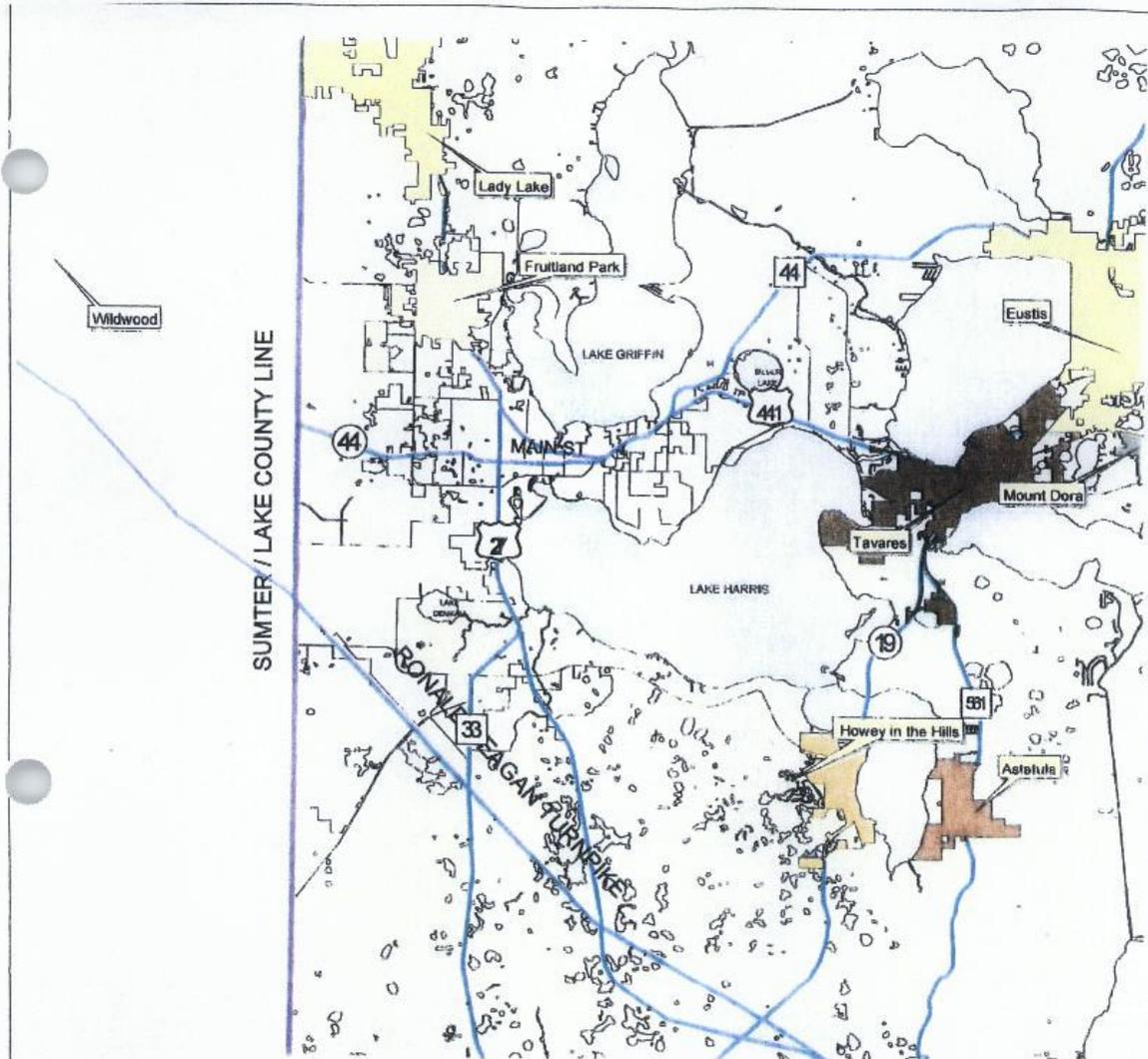
**Revised March 6, 2003**

140 North Orlando Avenue, Suite 295  
Winter Park, Florida 32789  
407 945 1273

Map I- 3: National Historic Landmarks



Map I- 4: Intergovernmental Coordination Map



Source: Land Design Innovations, Inc., August 2002

Map is for graphic representation purposes only; actual data must be verified by City staff.

Map I-4: Intergovernmental Coordination Map

-  MAJOR ROADS
-  CITY OF LEESBURG MUNICIPAL BOUNDARY
- COUNTIES:
-  LAKE
-  SUMTER
-  WATER FEATURES

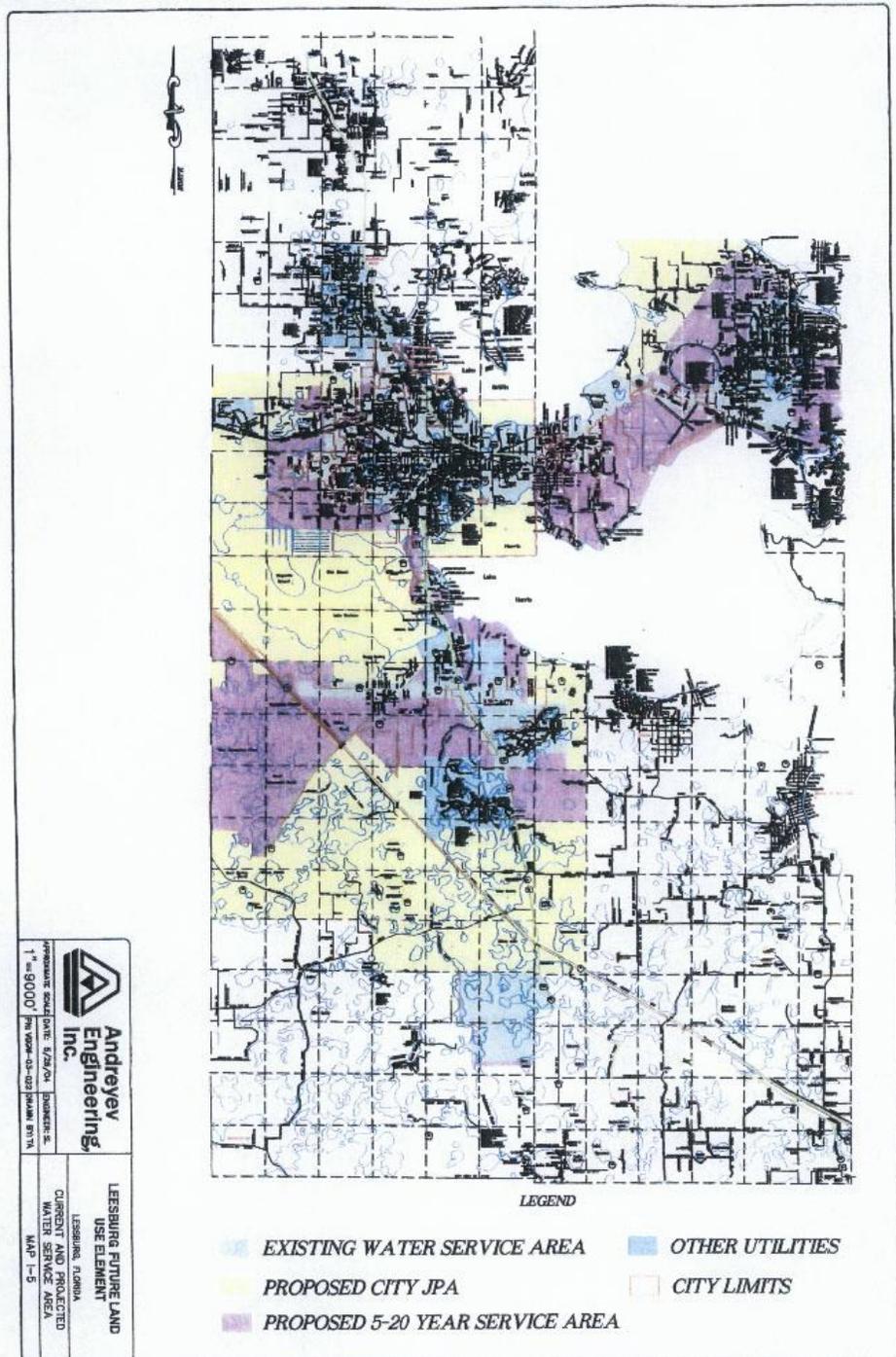


City of Leesburg  
GIS Division  
2010 Griffin Road  
Leesburg, FL

Date: 3/10/03



Map I – 5: Current Water Service Area And Future Proposed 5-20 Year Water Service Area.



D. **GOALS, OBJECTIVES AND POLICIES**

**GOAL 1: *Quality of Life.*** The City of Leesburg shall implement Smart Growth through comprehensive, consistent and effective policies, regulations, capital projects and incentives for effective management of the land use pattern in the City to enhance the quality of life for its citizens; promote economic vitality; and, accommodate population and development growth in an environmentally acceptable manner.

**Objective 1.1: *Land Use Categories and Overlays.*** The City shall maintain regulations for land use categories and a Future Land Use Map to ensure the coordination of future land uses with existing and adjacent land uses and those land uses which support the implementation of the city’s 10-Year Water Supply Facilities Work Plan.

**Policy 1.1.1: *Future Land Use Map.*** The adopted Future Land Use Map shall contain and identify appropriate locations for the following land use categories, as defined in the data and analysis of this element.

<b>Land Use Categories</b>	<b>Maximum Density/Intensity</b>
Estate Density Residential	Up to 4 units/gross acre
Low Density Residential	Up to 8 units/gross acre
Medium Density Residential	Up to 12 units/gross acre
High Density Residential	Up to 18 units/gross acre
Downtown Mixed-Use	4.0 FAR/100% ISR
General Commercial	2.0 FAR/80% ISR
Institutional	2.0 FAR/75% ISR
Industrial	2.0 FAR/80% ISR
Recreation	0.25 FAR
Conservation	Development must comply with applicable regulations
Mixed-Use	Up to 4 units/gross acre 2.0 FAR/80% ISR

**Policy 1.1.2: *Density/Intensity.*** The City shall adopt maximum densities and intensities for each land use category which encourage economic development while protecting the natural environment as indicated in the above table.

**Policy 1.1.3: *Zoning Districts.*** By 2004, the City shall maintain a zoning matrix which shall establish zoning districts that correspond to specific land use categories. The matrix shall further define allowable densities and intensities in each zoning district.

**Policy 1.1.4: *Recreation and Open Space.*** Public or private lands may be designated as recreation and open space. If the facility is resourced-based, a maximum of 25% impervious area shall be allowed in areas

designated as Recreation and Open Space to ensure their protection, proper development and future public use and benefit. Urban infill plazas/areas and special use facilities (such as community centers) do not have to adhere to the 25% maximum impervious surface requirement; these facilities will follow the regulations for downtown mixed-use or commercial development. If development occurs in this land use category, it should be for a public benefit.

**Policy 1.1.5:** ***Conservation Overlay.*** Properties that are designated as Conservation Overlay areas may potentially contain wildlife habitat areas, hydric soils/wetlands (as defined in the Conservation Element), special vegetative communities, areas within a public water well radii of 500 feet, 100 year floodplain areas, and other areas subject to environmental or topographic constraints. Conservation Overlay areas are subject to the following conditions for approval:

- A final determination of the suitability for development of any individual parcel, as it relates to a Conservation Overlay area on the Future Land Use Map, shall be determined prior to issuance of any development approval.
- The Conservation Overlay area on the Future Land Use Map is not to be considered the exact boundary of the conservation area, but to act as an indicator of a potential conservation area. The exact boundary shall be determined by a qualified professional at the expense of the Developer.
- The Conservation Overlay area is not all inclusive and other areas that do not fall within the boundaries that meet the definition of conservation areas are also subject to the regulations affecting them.
- Development approval will be subject to an Environmental Study as to the extent of the impact of development or redevelopment for any lands within Conservation Overlay areas.
- Natural resources discovered as a result of the required Environmental Study will be protected. The Environmental Study will require that a qualified professional analyze the natural functions of eco-systems and connectivity of resource corridors. A conservation easement will be required to protect the functions of natural resources. Mitigation may be allowed on a case by case basis through the appropriate reviewing agencies.
- If an area within the Conservation Overlay area is determined to be developable and all mitigation requirements have been met, then the underlying land use on the Future Land Use Map will apply.

- Areas that are designated as conservation easements and over 10 acres in size will be required to amend the land use designation to Conservation during the City's next regularly scheduled amendment cycle.
- Any property in a Conservation Overlay area is encouraged to undergo the planned unit development procedure which includes site specific plan approval and the clustering of density to protect these areas.

**Objective 1.2:**        *Protect Neighborhoods and Diversify Housing.* The City will preserve and protect stable residential neighborhoods, provide opportunities for diverse residential areas and encourage various housing types to meet the life-styles and needs of all residents.

**Policy 1.2.1:**        *Housing Diversity.* The Future Land Use Map shall contain an adequate diversity of lands for residential uses to meet the future demand for residential densities identified in the Housing Element.

**Policy 1.2.2:**        *Neighborhood Capital Improvements.* The City of Leesburg shall prioritize needed improvements to maintain the quality of its neighborhoods and secure funding for said improvements through local funding, interlocal agreements with Lake County and grants from various state and federal agencies.

**Policy 1.2.3:**        *Neighborhood Lakes.* The City shall encourage subdivisions to be designed to maintain lake edges for ring roads or linear parks and the enjoyment of the neighborhood, rather than allowing residential lots to completely encompass the lakes.

**Policy 1.2.4:**        *New Residential Development.* Encourage high standards of architectural design and landscaping for new residential construction through the land development regulations and development review process.

**Policy 1.2.5:**        *Innovative Housing and Development.* Periodically review and amend the land development regulations to permit innovative housing types and subdivision designs that are compatible with the character of Leesburg.

**Policy 1.2.6:**        *Energy Efficient Housing.* Administering the State's Energy Efficiency Codes with respect to new construction.

**Policy 1.2.7:**        *Neighborhood Roadways.* Protect single-family residential neighborhoods from the potential undesirable impacts of through-traffic movements by assuring that alternate traffic improvements are

considered to prevent overloading the existing roads, as well as providing adequate buffering and landscaping.

**Policy 1.2.8:** *Impacts of Infill.* Protect single-family residential neighborhoods from the potential undesirable impacts of in-fill developments by assuring that in-fill developments shall be of a design, type, height, bulk and density not to overpower the existing architecture of the neighborhood.

**Policy 1.2.9:** *Residential Density.* Balance residential densities with the capacity of existing or scheduled improvements to public services and facilities through appropriate zoning and concurrency regulations, as well as the development review process.

**Policy 1.2.10:** Require that proposed residential densities be compatible with existing development in the area and that it be regulated so as to avoid detrimental effects on the existing development and the environment.

**Policy 1.2.11:** *Code Enforcement.* The City shall periodically evaluate the program for the systematic inspection and enforcement of the City's codes and ordinances relative to housing and litter to prevent blighted area from developing.

**Objective 1.3:** *Redevelopment.* The City will encourage redevelopment and renewal of blighted areas to maintain and enhance the quality of life and economic base throughout Leesburg.

**Policy 1.3.1:** *Inventory.* By 2007, Leesburg shall inventory the remaining areas of the City identified as blighted i.e. developed areas containing substandard or lacking infrastructure including paved roads, central sewer and central water and continue to initiate programs or prepare goals to address those needs.

**Policy 1.3.2:** *Blighted Areas.* If additional blighted or otherwise deteriorated areas develop within the City, the areas shall be targeted for special consideration through a redevelopment plan and the City shall pursue available federal, state, county and local funds for redevelopment.

**Policy 1.3.3:** *Redevelopment and Infill Limitations.* If necessary, the City may reduce land development regulation limitations on infill and redevelopment activities consistent with the land uses and densities indicated in this plan in situations that will not jeopardize public health, safety or welfare.

**Objective 1.4:** *Sustainable Development.* The City of Leesburg shall propose a Smart Growth development pattern that makes efficient use of the developable land, fully utilizes urban services and infrastructure, promotes a wide variety of transportation and housing options, absorbs and effectively serves a significant portion of the anticipated future population growth of the City,

protects the architectural and environmental character of the City through compatible, high quality, and environmentally sensitive development practices, and recognizes the City's role as a regional hub of commerce and employment.

- Policy 1.4.1:**        *Mixed-Use Development.* Mixed-use developments and mixed-use buildings shall be encouraged within the City of Leesburg with appropriate buffers between uses to ensure compatibility.
- Policy 1.4.2:**        *Infill Development.* Compatible, higher density commercial and residential infill development shall be encouraged within the City of Leesburg's urban areas.
- Policy 1.4.3:**        *New Development.* New development should promote a sustainable land development pattern.
- Policy 1.4.4:**        *Traditional Neighborhood Development.* Traditional neighborhood development patterns shall be encouraged in areas that can appropriately handle the density.
- Policy 1.4.5:**        *Economic Development.* Discretionary block grant and local funding for affordable housing and economic development should be used to support a Smart Growth development pattern.
- Policy 1.4.6:**        *Industrial Development.* Industrially zoned land should be reserved for industrial uses.
- Policy 1.4.7:**        *Environmental Sensitivity.* Environmentally sensitive areas should be identified and preserved while allowing alternatives to development that protect private property rights.
- Policy 1.4.8:**        *Existing Development.* Existing neighborhoods near urban areas should be strengthened through infill development, housing rehabilitation, proactive enforcement of zoning and building standards, and housing code enforcement.
- Policy 1.4.9:**        *Clustering.* Developments may be allowed to transfer densities on the site from environmentally sensitive areas to upland areas that are more suitable for development permitted the project goes through the planned unit development process and does not exceed a transfer density of 1 unit per 1 acre.
- Policy 1.4.10:**       *Areas of Critical State Concern.* When all or a portion of the land in the City's corporate city limits is or becomes part of a designated area of critical state concern, the city will:

- clearly identify areas of critical state concern on the Existing Land Use Map.
- clearly identify these locations in those portions of the city's Comprehensive Plan that are applicable to the area of critical state concern.
- evaluate its current and proposed land uses for compatibility with the Comprehensive Plan requirements and all other regulations governing land uses for areas of critical state concern.

**Objective 1.5:**        *Natural Resource Protection.* The City shall maintain land development regulations that protect natural resources (such as, groundwater, surface water, floodplains, wildlife habitat, wetlands and other vegetative communities) and areas of critical state concern from the impact of development. Additionally, the City will limit development in areas that have inadequate soils, topography or other constraints to protect public health and welfare.

**Policy 1.5.1:**        *Carrying Capacity.* Development Orders will be approved only in those areas which are primarily capable of supporting the impacts of development.

**Policy 1.5.2:**        *Aquifer Recharge.* The City shall explore the feasibility of an aquifer recharge ordinance, which would provide incentives for developers to minimize impervious surfaces in prime recharge areas.

**Policy 1.5.3:**        *Septic Tanks.* Septic tanks will only be allowed if the Environmental Services Department determines that extension of central sewer service is not feasible. When financially feasible, the City shall extend central sewer service to all developed properties within the current City limits. The City will also coordinate with the County to limit septic tank permits in unincorporated areas adjacent to the City's urban boundary.

**Policy 1.5.4:**        *Sewer.* All previously developed properties are required to connect to central sewer when it becomes available within 200 feet of the property and their system has been determined to be detrimental to the health, safety, and welfare of the general public. All new development and redevelopment is required to connect to or extend the central sewer system to provide service to said development.

**Policy 1.5.5:**        *Septic/Soils.* By 2006, the City shall complete a study that identifies all existing development that is utilizing septic systems on unsuitable soils. The City shall pursue funding to prioritize the retrofit of these developments and connect them to the central system.

- Policy 1.5.6:** By 2004, the City of Leesburg shall adopt as part of the Land Development Code measures to protect potable water wellfields and environmentally sensitive lands.
- Policy 1.5.7:** *Wellheads.* Industrial and commercial land uses that produce hazardous wastes and any other land use determined by the City to be potentially detrimental shall be prohibited within 500 feet of all public potable water well radii.
- Policy 1.5.8:** *Floodplains.* The City shall maintain a floodplain management ordinance which includes the development standards required for participation in the National Flood Insurance Program. Furthermore, the ordinance shall require that new construction or substantial improvement of any structure have the lowest floor elevated to eighteen (18) inches above the established 100-year flood elevation.
- Policy 1.5.9:** *Stormwater.* The City shall maintain stormwater management requirements in the Code of Ordinances which provide specific standards for the design of on-site stormwater systems, as well as strategies and measures to minimize runoff into natural water bodies.
- Policy 1.5.10:** *Stormwater Master Plan.* No development orders shall be issued unless the proposed development is determined to be in compliance with the City's Stormwater Master Plan.
- Policy 1.5.11:** *Environmental Study.* The City shall utilize the Conservation Overlay map, as well as, the natural vegetative map, FEMA, USGS Soil Conservation Service and the Hydric Soils of Florida Handbook to identify properties which have potential development constraints based upon hydric soils, wetland and vegetation, wildlife species, flood hazard potential or other topographic constraints, and, if necessary, require an Environmental Study.
- Policy 1.5.12:** *Conservation Easements.* Areas determined to need protection through the Environmental Study process will be placed into a permanent conservation easement or appropriately mitigated prior to final development order approval.
- Policy 1.5.13:** *Lake Buffers/Fill.* The minimum upland lake buffer shall be fifty (50) feet. No fill shall be placed in lakes, except as permitted by applicable state, regional and federal agencies. The City will observe safe development lines for the surrounding lakes.
- Policy 1.5.14:** *Wetlands.* Wetlands shall be delineated on the site plan according to FDEP, SJRWMD, and USACOE definitions, whichever standard is

more restrictive. Wetlands shall mean those areas established as jurisdictional by the above agencies.

**Policy 1.5.15:** *Wetland Buffers.* The minimum vegetative cover buffer required upland from a wetland is twenty-five (25) feet.

**Policy 1.5.16:** *Areas of Critical State Concern.* Revise city Land Development Regulations as necessary to protect land designated as an area of critical state concern in accordance with State of Florida requirements.

**Objective 1.6:** *Land Use Compatibility.* Future development must be consistent with the adopted Future Land Use Map and support the city's 10-Year Water Supply Facilities Work Plan. Existing incompatible uses shall not be allowed to expand and shall be eliminated, when feasible.

**Policy 1.6.1:** *Inconsistencies.* Proposed land use amendments which are inconsistent with the character of the community or inconsistent with adjacent future land uses shall not be approved by the City.

**Policy 1.6.2:** *Redevelopment/Demolition.* By 2004, the City's Code of Ordinances shall contain provisions that prohibit the repair or rehabilitation of an inconsistent structure that is abandoned or damaged (even if by natural causes) beyond fifty (50) percent of its replacement value and require demolition of the structure. Redevelopment of the property will only be allowed if it is consistent with the Future Land Use Map.

**Policy 1.6.3:** *Conversions.* In areas where residences can be converted to commercial uses, the following standards will apply to ensure the protection of established neighborhoods and feasibility of the proposed changes:

- The roadways, utilities and access to the property must be adequate to support the proposed change.
- Adequate parking must be provided for the proposed use of the property, including the standards of the American Disabilities Act.
- Appropriate buffering will be required adjacent to existing residences.
- The size and lighting of the signage for the proposed use must be consistent with the character of the neighborhood.
- Ensure that the proposed site plan adequately addresses drainage and stormwater management, open space, safe and convenient on-site traffic flow, safe and adequate ingress and egress, and adequate vehicle parking.

- Policy 1.6.4:** The City’s Land Development Code shall contain land development regulations that help provide methods to address land use compatibility, e.g., buffering and setbacks.
- Policy 1.6.5:** *Compatibility.* Compatibility with surrounding established neighborhoods shall be considered during the Comprehensive Plan amendment process. This compatibility will include consideration of surrounding housing types, neighborhood stability, transitional uses and scheduled infrastructure improvements, including those planned improvements stated in the city’s 10-Year Water Supply Facilities Work Plan.
- Policy 1.6.6:** When all or a portion of the land in the corporate city limits is or becomes part of a designated area of critical state concern, the city will evaluate its current and proposed land uses for compatibility with the Comprehensive Plan requirements and all other regulations governing land uses for areas of critical state concern.
- Policy 1.6.7:** *Buffers.* Low-density residential areas shall be buffered from intensive commercial and industrial land uses. This will be accomplished by locating less intensive transitional uses in between, or by buffering with berms, trees, walls or other methods to be included in the Land Development Code as deemed appropriate by the City.
- Policy 1.6.8:** The City shall maintain a landscape ordinance that requires adequate buffering between incompatible uses.
- Policy 1.6.9:** The City shall maintain site design requirements and subdivision regulations in the Land Development Code which adequately address the impacts of new development on adjacent properties in all land use categories and zoning districts.
- Policy 1.6.10:** The City’s land development regulations shall limit signage and the glare from lighting which can be viewed from residential property and restrict the location of signs which interfere with traffic flow and sight distance.
- Policy 1.6.11:** *Industrial.* As implemented through the adoption of the City’s land development regulations, lands designated “Industrial” on the Future Land Use Map shall also serve as an area to locate authorized land uses and activities which could have adverse secondary effects (e.g. increased crime; neighborhood deterioration and blight; property devaluation; economic deterioration; health risks; and other adverse effects) on residential areas, religious institutions, schools, parks, day care centers, and other public institutions located within the City.

**Objective 1.7:**        ***Transportation/Land Use Compatibility.*** The City will ensure that population densities, housing types, employment patterns, and land uses are consistent with the City's transportation network.

- Policy 1.7.1:**        Curb-cuts and points of access to the traffic circulation system shall be minimized.
- Policy 1.7.2:**        Shared driveways and cross access between adjacent properties shall be encouraged.
- Policy 1.7.3:**        Proposed transportation improvements shall be consistent with the land use patterns on the Future Land Use Map.
- Policy 1.7.4:**        Land uses that generate high traffic and truck counts shall be encouraged to locate adjacent to arterial roads and mass transit systems.
- Policy 1.7.5:**        The City shall require an adequate quantity of on-site parking to accommodate land uses.
- Policy 1.7.6:**        The City shall require new developments to provide safe and convenient on-site traffic flow.

**Objective 1.8:**        ***Adjacent Jurisdictions.*** The City shall promote compatibility of adjacent land uses with Lake County and the neighboring cities.

- Policy 1.8.1:**        When reviewing land use amendments, the City shall consider the existing and proposed land uses in any jurisdictions that are adjacent to the proposed amendment.
- Policy 1.8.2:**        ***JPA.*** The City shall continue to pursue a Joint Planning Agreement with the County and adjacent cities.
- Policy 1.8.3:**        ***Annexation.*** The City shall pursue a policy of annexation which will provide for the most efficient use of public facilities and services, eliminate areas of jurisdictional problems, and provide for sound growth and development of the City and surrounding area.
- Policy 1.8.4:**        In order to reduce land use conflicts and for efficient public service provision, the City shall investigate and, where feasible, annex all enclaves as soon as possible.
- Policy 1.8.5:**        New development proposed within the County in areas that are contiguous to the City shall be annexed into the City and developed to City standards as a condition for the extension of public utilities.

**Objective 1.9:**        *Capital Improvements.*    Promoting development to occur where commitments have been made for requisite facilities and services shall discourage urban sprawl.

**Policy 1.9.1:**        Capital Improvements shall be prioritized in the Capital Improvements Element to be constructed on the basis of growth-related needs, those needs identified in the city's 10-Year Water Supply Facilities Work Plan, and those needs which support adopted level of service standards.

**Policy 1.9.2:**        To ensure that facilities and services meet or exceed the City's level of service standards and support required water supply projects identified in the city's 10-Year Water Supply Facilities Work Plan, the capital improvements schedule will be updated annually.

**Policy 1.9.3:**        The City of Leesburg shall address the issue of the provision of central sewer and water, as well as transportation, with Lake County. Interlocal agreements shall spell-out the responsibilities of each jurisdiction including funding and timing of expansion/improvements.

**Policy 1.9.4:**        Capital Improvements that are identified in the city's 10-Year Water Supply Facilities Work Plan as being required in the first 5-years of the applicable 10-year planning period shall be prioritized in the Capital Improvements Element.

**Objective 1.10:**       *Concurrency.*    The City shall ensure that future development is provided essential services and facilities at acceptable standards through the establishment of a growth management program that incorporates the following policies into the site plan review process and the City's concurrency management system to best serve the needs of current and future City of Leesburg residents.

**Policy 1.10.1:**       *Development Orders.*    Development Orders will be granted only if requisite facilities and services are available or will be available concurrent with the projects impacts at/or above the City's adopted level of service standard.

**Policy 1.10.2:**       Development Orders and permits will be specifically conditioned on the availability of such facilities and services.

**Policy 1.10.3:**       The City will continue to seek fiscal resources to extend City service areas, expand water and wastewater collection zones, improve City roadways, and make other improvements necessary to accommodate growth and maintain services and facilities at adopted standards.

**Objective 1.11:**       *Historic Preservation.*    The City shall identify, designate and protect historically significant housing and significant archeological sites and ensure the preservation of local historical, cultural and archaeological features through their identification, designation, and protection.

- Policy 1.11.1:** Assist the City of Leesburg's Historical Society in identifying and providing landmark designation for historically significant housing in the City.
- Policy 1.11.2:** The City shall require all development proposals to include a preliminary survey of archaeological, cultural and historical features for those sites that are known to contain such features, or for which there is a high probability that they contain these features.
- Policy 1.11.3:** The preliminary survey will be used prior to the commencement of development, including land clearing activities, to develop and implement a plan to protect these historical, cultural and/or archaeological features, in coordination with the Department of State, Division of Historical Resources.
- Policy 1.11.4:** The City will protect and preserve its historic sites and properties, buildings, artifacts, and objects of antiquity which have scientific or historic value, or are of interest to the public.
- Policy 1.11.5:** Development shall be prohibited which alters or damages any site or building determined to be historically significant that is contained in the Florida Master Site File maintained by the State of Florida.
- Policy 1.11.6:** By 2004, the City shall maintain an electronic database that identifies the location of potential archeological and historic sites and review all future development and redevelopment to prevent any negative impact to these sites.
- Policy 1.11.7:** By 2004, the City shall establish more restrictive standards for historic preservation in the Land Development Code to ensure the protection of historically significant cultural sites and historic structures from development or redevelopment.

**Objective 1.12:** *Public Utilities.* The City will maintain regulations and procedures in the Land Development Code which will require provision of land for utility facilities necessary to support development and will limit land development activities when such land for utility facilities is not available, as specified in the following policies:

- Policy 1.12.1:** Proposed development shall be reviewed in relation to existing and projected utility systems and any land needs of these systems; such as, water and sewer plants; transmission corridors for electric and other utilities; easements for maintenance; and, other requirements.

**Policy 1.12.2:** No development orders shall be issued unless it can be demonstrated that the land required for utility systems serving the City will be preserved.

**Policy 1.12.3:** No future land use map amendments or changes shall be approved unless adequate water supplies and associated public facilities are available or will be available to meet projected growth demands.

**Objective 1.13:** *Public Schools.* The City shall implement standards for the siting of public schools to increase the quality of life and local educational opportunities for its citizens.

**Policy 1.13.1:** Public school facilities will be permitted within the following future land use categories: Low Density Residential, Medium Density Residential, High Density Residential, Estate Density Residential and Institutional.

**Policy 1.13.2:** New school sites must not be adjacent to any noxious industrial uses or other property from which noise, vibration, odors, dust, toxic materials, traffic conditions or other disturbances that would have a negative impact.

**Policy 1.13.3:** New schools should minimize detrimental impacts on residential neighborhoods, hospitals, nursing homes and similar uses through proper site location, configuration, design layout, access, parking, traffic controls and buffers.

**Policy 1.13.4:** The size of new school facilities and land areas should satisfy the minimum standards established by the Lake County School Board, whenever possible.

**Policy 1.13.5:** Schools shall be located in close proximity to existing or anticipated concentrations of residential development with the exception for high schools and specialized schools which are suitable for other locations due to their special characteristics.

**Policy 1.13.6:** New school sites should be well drained and education buildings should be located away from floodplains, wetlands, and other environmentally sensitive lands. Education facilities should not have an adverse impact on historic or archaeological resources.

**Policy 1.13.7:** Public utilities, as well as police and fire protection, should be available concurrently with the construction of new school sites.

**Policy 1.13.8:** New school sites should have frontage on or direct access to a collector or arterial road and should have suitable ingress and egress for pedestrians, bicycles, cars, buses, service vehicles, and emergency vehicles.

- Policy 1.13.9:** To the extent possible, during pre-development program planning and school site selection activities, the City shall coordinate with the Lake County School Board to collocate public facilities, such as parks, libraries, and community centers, with schools.
- Policy 1.13.10:** Portions of new schools should be constructed to serve adequately as emergency shelters in case of natural disasters.
- Policy 1.13.11:** Schools will be developed consistent with the City’s Comprehensive Plan and land development regulations and any mutual agreement between the City and the Lake County School Board.

**Objective 1.14**

The City shall apply the Mixed-Use Future Land Use designation where appropriate. The Mixed-Use land use designation requires a mixture of compatible uses, which reinforces an efficient pattern of development, reduces excessive travel demands, promotes multi-modal transportation opportunities, is bicycle and pedestrian-friendly, seeks a jobs-housing balance, provides varied housing opportunities, protects and enhances sensitive environmental areas, and provides sites for schools, parks, and other community services. The Mixed-Use designation is intended for newly developing areas which are suitable for urban development and are under unified control for master planning. The purpose of the Mixed-Use designation is to encourage flexible and creative site design.

**Policy 1.14.1**

The Mixed-Use Land Use designation requires a mix of residential, commercial, and office land uses, and allows light industrial, hotel, institutional, and recreational land uses. All development designated Mixed-Use shall be rezoned to a Planned Unit Development (PUD). The Mixed-Use designation may only apply to contiguous property that is a minimum of 300 gross acres.

The maximum floor area ratios and residential units for the Mixed-Use designation shall be as provided in **Policy 1.1.1 Future Land Use Map**—The Mixed-Use designation shall permit the following mix and range of uses, calculated as a percentage of gross acreage:

LAND USE	MINIMUM	MAXIMUM
Residential	50%	80%
Commercial	5%	45%
Office	5%	45%
Light Industrial	0%	40%
Hotel	0%	40%
Institutional	N/A	

Residential over retail or office shall be permitted in mixed-use areas but the residential component shall be excluded from the percentage calculation of gross acreage listed above.

**Policy 1.14.2**

Residential uses shall be located so as to facilitate bicycle/pedestrian access to retail, office, and other non-residential uses, and to future transit links. Residential uses may be vertically integrated with office and retail uses. Mixed-Use developments shall include a diversity of housing types to provide options for residents from a wide range of economic levels and age groups. Attached housing units in the form of apartments, condominiums, and/or townhomes, shall be required.

**Policy 1.14.3**

A bicycle/pedestrian network shall connect the residential neighborhoods with non-residential uses and recreational areas. A network of interconnected on-site roadways shall be established to reduce travel time and external trips.

**Policy 1.14.4**

The PUD ordinance shall include design guidelines that emphasize the pedestrian experience and promote a sense of place. Design guidelines shall include: building mass and form; pedestrian, bicycle, and vehicular circulation; vehicular access; sidewalks; setbacks; open space; parking; service areas; architectural standards; materials; lighting; signage; and streetscapes.

**Policy 1.14.5**

Office uses shall be positioned to attract high-tech/high-value employment. Design of office uses may include corporate campus style development.

**Policy 1.14.6**

Institutional land uses shall be comprised of schools, civic, cultural, and recreational uses. Parks and other recreational facilities shall be located and designed to encourage frequent use and enhance the community's quality of life. The design of Mixed-Use developments shall be consistent with the City's Level of Service standards for parks and recreation, set forth in Policy 1.1.1 of the Recreation and Open Space Element of the Comprehensive Plan. The location and timing of schools shall be addressed within the PUD ordinance and shall be consistent with the Goals, Objectives and Policies of the Public School Facilities Ordinance. Where possible, schools shall be co-located with parks and other public facilities, consistent with Goal 1, Objectives 3 and 4 and associated policies of the Public School Facilities Element.

**Policy 1.14.7**

The City of Leesburg shall adopt site-specific sub-policies for any property designated Mixed-Use on the Future Land Use Map. The site-specific sub-policies shall address the following items at a minimum:

- Development program, including the maximum number of residential units and non-residential square footage allowed on the property

- Development phasing plan
- Public facilities analysis and mitigation, including strategies to address the supply of the following, at a minimum:
  - Transportation facilities
  - Stormwater facilities
  - Water and wastewater facilities
  - Water supply
  - Public school facilities

All development designated Mixed-Use shall be rezoned to a Planned Unit Development (PUD). The PUD ordinance shall establish the permitted development program and may include a land use conversion matrix that will allow the developer to modify the approved acreages and/or square feet permitted for each land use, within certain defined thresholds. These conversions may be made to accommodate changes in market conditions etc. provided they do not exceed 10% of the approved residential units, non-residential floor area ratio, and acreage of the corresponding land use and as long as there is no net increase in impacts as a result of the land use conversion. (including transportation, potable water, water supply, sewer, stormwater and public school supply). These conversions must also remain within the range of minimum and maximum mixture of uses permitted for the mixed use category (consistent with Future Land Use Element Policy 1.14.1).

### **Secret Promise DRI**

#### **Objective 1.14.1**

The Secret Promise DRI (referred to under Objective 1.14.1 and the supporting policies as “the DRI” or “the project”) is designated as both Mixed Use and Conservation as depicted on the City’s Future Land Use Map and is consistent with the supporting policies identified in this Objective.

#### **Policy 1.14.1.1**

The Secret Promise Development of Regional Impact (DRI) Application for Development Approval (ADA) and sufficiency responses serve as supporting data and analysis for the project. The ADA provides a comprehensive analysis of the suitability of the area for the project proposed and its impacts. This DRI analysis can be used by the City of Leesburg to guide the timing, location, type and amount of future development. Thus, the ADA, sufficiency responses and the DRI Development Order provide supporting data and analysis for the Future Land Use Map (FLUM) and text amendments. Additionally, the Secret Promise DRI Development Order by implementing these provisions ensures consistency of the Mixed Use and Conservation land use designations on the FLUM with Objective 1.14.1 and supporting policies and future conditions maps of the City of Leesburg Comprehensive Plan.

**Policy 1.14.1.2**

The Secret Promise DRI is a mixed use development that shall include a functional integration of residential, commercial and office and may include hotel, institutional, light industrial, recreation uses and supporting infrastructure (e.g. roads, water, sewer, etc.). The planning timeframe for the project is anticipated to be 2009 through build-out in 2025 but may be extended within the DRI development order. The project is scheduled to move forward in three phases. The maximum non-residential land use intensity shall not exceed 1.0 Floor Area Ratio (FAR). The maximum residential density shall not exceed 4 dwelling units per gross acre. Consistent with these intensity/density standards, the Secret Promise DRI is limited to the following development entitlements:

Residential (single family and multi-family)	4,000 dwelling units and 2,800 age-restricted units
Affordable Housing Units	Maximum of 340 density bonus dwelling units (not to exceed 5% of 6,800 total dwelling units)*
Commercial	1,600,000 SF
Office	1,500,000 SF
Industrial	500,000 SF
Hotel	400 rooms
Assisted Living	200 units

\*If density bonus units are built off-site, they would receive a 5% increase in density, above the established maximum number of units per acre in the applicable Future Land Use category. The units shall be allowed in any Future Land Use category that allows residential uses.

These entitlements do not include public/institutional or civic uses needed to serve the community. These entitlements may be converted through mechanisms described in the DRI development order. Conversions must not create a net increase in public facility impacts (including transportation, potable water, water supply, sewer, stormwater and public school supply) and must remain within the range of the minimum and maximum mixture of uses permitted for the mixed use category (consistent with Future Land Use Element Policy 1.14.1). Additionally, conversions must not exceed 10% of the approved residential units, non-residential entitlements and acreage of the corresponding land use in order to maintain the character of the development.

The minimum and maximum mixture of uses and distribution of uses (not including support infrastructure, open space and natural areas) as a percent of the project's acreage are as follows (consistent with Future Land Use Element Policy 1.14.1):

	Minimum	Maximum
Residential	50%	80%
Commercial	5%	45%

Office	5%	45%
All other uses	0%	40%

This policy does not guarantee the approval of development orders which are in accordance with the percent distribution of acreage mix. The approval of development orders shall be consistent with this policy and other policies under Objective 1.14.1 and future conditions maps.

**Policy 1.14.1.3**

The Secret Promise DRI will meet all required local, state and federal regulations as specified in the DRI development order and zoning requirements.

**Policy 1.14.1.4**

The Secret Promise DRI as analyzed in the ADA is determined to be suitable for the land uses proposed for the site and will remain compatible with the surrounding area through design requirements including standards for buffering and landscaping. The project will also be developed as an intense urban center providing the benefits of a mixed use project that will include pedestrian activity and other modes of transportation such as sidewalks, bike lanes and golf cart paths.

**Policy 1.14.1.5**

Amendments to the DRI through the Notice of Proposed Change process pursuant to s. 380.06(19), FS, including the use of density bonus units for affordable housing, shall not require a plan amendment, provided the change does not include the addition of land or a new use and is otherwise consistent with the comprehensive plan. Changes to a DRI Development Order adopted by the City of Leesburg shall be reflected in the Conceptual Master Plan and other zoning support documents as a ministerial function.

**Policy 1.14.1.6**

The wetlands, wildlife conservation areas and upland preservation areas identified on the Secret Promise DRI Map H dated September 2009 are designated Conservation on the City's Future Land Use Map. No development is permitted in areas designated Conservation except those land use activities permitted in the Secret Promise DRI Development Order and Wildlife Management Plan such as passive recreation, trails, and boardwalks.

## POPULATION PROJECTIONS AND METHODOLOGY

### A. INTRODUCTION

In order to plan for the future needs of the residents of Leesburg, it is important to define the demographics and how the population trends are anticipated to change over time. The historic, present and future demographic compositions of the City are described in this section.

Population estimates and projections are required for each locality submitting comprehensive plans in compliance with Chapter 163 of the Florida Statutes and Rule 9J-5 of the Florida Administrative Code. These estimates and projections are essential for the various elements comprising the Comprehensive Plan, including land use, housing, recreation and the various infrastructure related elements. Estimates and projections have been made using approved Florida Department of Community Affairs data sources and projection methods. Population projections for the water, wastewater and electric service areas have also been prepared.

### B. HISTORIC POPULATION TRENDS 1960-2000

The City of Leesburg, located in Lake County about forty miles northwest of Orlando, was named after Evander Lee who settled in the Leesburg area in 1857.

The City of Leesburg was incorporated in 1875. Table P - 1 illustrates the historic population growth data between 1960 and 2000. The City demonstrated moderate growth between 1960 and 2000. Population increased from 11,172 in 1960 to 15,956 in 2000, an increase of 42.8 percent or 4,784 residents. The majority of the population increase occurred between 1980 and 1990 when the population grew by approximately 13 percent or 1,712 residents. Between 1960 and 1970, the population increased by 6.2 percent or 697 residents. Between 1970 and 1980, the population increased by 11.1 percent or 1,322 residents. Between 1990 and 2000, the population increased by 7.1 percent or 1,053 residents.

The Leesburg community has more than doubled the land area within the municipal boundary through the annexation process. However, the population growth has not maintained the same growth trend. As of 1992, there were 7,485 acres within the City limits; by 1997 there were approximately 14,620 acres with the Leesburg City Limits. In contrast to this, the population grew by around 1,053 people or seven (7) percent.

The City's growth rate as compared to the Lake County growth rate has continued to decline since 1960. In 1960, Leesburg represented 19.5 of the population of Lake County. Where as today, the City represents only 7.6 percent of the population of Lake County, indicating that the City is not growing as fast as the population in the surrounding municipalities and unincorporated areas of Lake County.

### C. RECENT POPULATION TRENDS 1990-2000

Table P - 1 illustrates the historic population growth data between 1990 and 2000. The population grew from 14,903 to 15,956, a 7.1 percent increase over the decade. Table P - 1 illustrates that the population estimates for the nineties were overestimated, resulting in a 1995 population that was larger than the actual 2000 figure from the Census Bureau. For the purpose of this report, the 1995

population estimate has been recalculated by taking the average between the 1990 and 2000 population.

#### **D. POPULATION PROJECTION TECHNIQUES**

Population forecasts for Leesburg to the year 2025 were performed using the City's historic population data, water account data, historic build-out rates for current developments, and future development build-out projections provided by city staff.

##### **1. Historic City Population Calculation**

In support of City 10-Year Water Supply Facilities Work Plan and City 2004 CUP Application development, city population estimates from the University of Florida Bureau of Economic and Business Research (BEBR) for years 1980, 1985, 1990, 1995 through 2000 and 2003, and the U.S. Census Bureau data (for years 2000-2003) were first evaluated. Actual city water account data from 1996 through 2003 was then used with BEBR population estimates to calculate the population per city central (residential family) account. The average historic population per dwelling unit over the period 1996-2003 was calculated to be 2.26 persons/dwelling unit. However, based on the accuracy of available city water account information and evaluation of the growth trend during this period, the average population per dwelling unit was calculated over the period 2000-2003, corresponding to 3.1 population per residential (family) dwelling unit. The retirement population per dwelling unit (used for retirement PUD's) was estimated to be 2.0 persons/dwelling unit over the entire historic period 1996-2003, and future population projection period 2003-2025, where applicable. The summary of historic population and calculated annual and average annual population per dwelling unit (account), using BEBR population estimates and city water account data is presented in Table P-2. The historic average annual increase in population was evaluated over the period from 1980 through 2003 was evaluated to identify growth trends.

The historic city population is made up of the central city area identified as "Leesburg In" and the "Legacy Development", retirement PUD, as shown in Table P-2). A break-out of the population corresponding to these city areas is found on page 2 of Table P-3.

##### **2. Future Forecast**

Using the calculated average city residential family population factor of 3.1 persons/dwelling unit and the estimated retirement population factor of 2.0 persons/dwelling unit (for all retirement PUD's), the average annual percent historic growth for the city (Leesburg In) and existing PUD (Legacy) dwelling units (which is equal to the number of water accounts), future projections were calculated for dwelling units and population for the period 2004-2025. The population resulting from this calculation is identified as the Historic Trend Forecast. Since several PUD's are anticipated to be added to the city corporate limits in this 20-year planning period, development build-out estimates from 2004-2025 (provided by city staff) were combined to the Historic Trend Forecast, resulting in a population forecast identified as the Historic Trends Plus Development Forecast. The additional (new) PUD's anticipated in this 20-year planning period include the following:

- Pruitt Property (family) PUD – at 8,000 dwelling units and 24,800 population
- Arlington Ridge (retirement) PUD – at 900 dwelling units and population 1,800
- Thomas Rd. Village Apartments (retirement) PUD – 138 units and population 276
- Crossings Apartments (family) PUD – 168 units and population 521
- Mount Clair Oaks Apartments (family) PUD – 140 units and population 434
- Sleepy Hollow Apartments (family) PUD – 117 units and population 363

Based on the Historic Trends Plus Development Forecast, it is estimated that by 2013, approximately 12,747 housing units will be located within incorporated areas of the city, and a total of 18,047 housing units in the city's utility service area are expected to be served potable water from the city's water utility system. These projections correspond to a total of 7,416 new dwelling units (and water, sewer and electric utility accounts) in the city from 2003 to 2013, assuming water and sewer utility accounts increase at the same rate as water utility accounts. By 2023, the above forecasting method predicts a city populace of 52,740, and a water utility service area (in-city and out-of-city) population of 67,533. Assuming that both sewer and electric utility accounts will also increase by the same amount, the total anticipated increase in utility accounts over the 20-year period 2003-2023 (for combined in-city and out-of-city service area) will be 40,099 accounts, using the Historic Trends Plus Development Forecast methodology. Table P-3 presents the population projections for this 20-year planning horizon for both "in-city" areas and "out-of-city" areas located in the city's water utility service area. Additionally, Table P-3 presents the calculated historic average growth factor and calculated population for each existing and planned water treatment plant (WTP) service area.

## E. EVALUATION OF FORECASTS

The results of the historic population estimates forecasted by BEBR shown in ~~Table P--22~~. Because the percentage of the City population relative to the Lake County population has declined since 1960 and the Shift Share methodology formally used by the city projects the city population based on the City's relative population to the County population, the Shift Share method projected the City population declining significantly over the next 20 years. However, there is no evidence that the City population will actually decrease, on the contrary, it is anticipated that the city population will continue to increase, due to the annexation of the Pruitt property into the city and other family and retirement PUD's anticipated to be constructed in this 20-year planning period.

### 1. Evaluation of Forecasting Methods

The alternative forecasts scenarios prepared for Leesburg for the Future Land Use Element adopted through Ordinance #03-90 on September 22, 2003 were evaluated in 2004 and determined not appropriate for use where anticipated growth due to development is highly anticipated. Therefore, due to the low forecasts using the Shift Share methodology, these methodologies were not considered as feasible forecasts and were not included in Table P-3, Table P-4, or addressed in the narrative.

The most favorable population projection technique is the one that most accurately projects a historic trend into the future. Of course, the statistics population projection methods are purely mathematical in nature and do not take into account other factors. For example, if a rapidly developing community has developed most of its residential land, then it will certainly not experience the same amount of growth in the future, neither in absolute nor relative terms. Almost always, developing communities experience a slowdown in growth, at least in relative terms, prior to the initial “boom.” Further, some communities may implement policies to manage the magnitude, nature and timing of growth.

In light of the inherent inability of purely current water service area and future proposed 5-20 year water service area mathematical population evaluation methods to take these external factors into account, the Historic Trends Plus Development Forecasting methodology was used to forecast population in the 10-and 20-year planning horizon. This methodology will provide the city with a more realistic population forecast and will better forecast future population trends associated with moderate-to-high growth scenario anticipated for the city and city utility service area ~~These characteristics serve as a reasonableness check to balance the forecasted trends with rational expectations about how Leesburg will likely grow. A summary of population projection findings are summarized as follows They include:~~

### 2.a Total Population Change

The ~~2023 2020~~ population forecast ~~for each extrapolation technique~~ was compared to the 2000 population count to determine the total population change, both in absolute and relative terms. This characteristic measures the total magnitude of change ~~for each forecast. Table P-4 presents the summary of city population change forecasted by the Historic Trends Plus Development Forecasting methodology, compared to the 2000 city population estimate by BEBR, and can be summarized as follows: -~~

- The City population increased by 7.1 percent over the last ten years (1990 to 2000), and 21 percent over the past twenty years (1980-2000).
- The population change over the ~~23 20~~-year period ~~varies significantly among the various forecast approaches used. As Table P-2 shows,~~ the projected net increase in population ~~would vary from a low of 2,576 residents (16.15 percent) using the linear historic population trend forecast to a high of will be 36,784 3,703 residents (330 23.21 percent over the entire 23-year period)~~ using the Historic Trends Plus Development Forecasting Methodology ~~parabolic historic population trend forecast.~~

Even though the City has experienced a slow growth rate in the past, it is most likely that the City will start experiencing a faster increase over the next 20 years, as this population projection method predicts. This assumption is based on recent large annexations and recently approved development plans.

### 3.b Average Annual Growth Rate

The average annual (compound) growth rate between the 2000-population count and the ~~2023 2020~~ forecast was calculated for to be 4.47 percent, using the Historic Trends Plus Development Forecasting methodology (as shown on Table P-4) each extrapolation technique. This

number was compared to the historic annual average growth rate for the City between 1960 and 2000, which was 0.9 percent or 120 individuals per year.

In general, communities such as Leesburg are anticipated to experience a slower growth rate over time unless special circumstances are added to the equation, such as new employment opportunities, special attractions or increased accessibility. As noted above, the City has been annexing lands in the past few years, and some of those lands are expected to develop with residential uses, bringing more population to the area. Also, the construction of the Turnpike interchange will improve accessibility to the City. Therefore, the City's population growth is expected to start experiencing a faster pace of growth in the next few years, **as the Historic Trends Plus Development Forecasting methodology predicts.**

The City experienced an average annual growth rate of 0.9 percent between 1960 and 2000. The **alternative forecasts scenarios included in the city's Future Land Use Element adopted through Ordinance #03-90 on September 22, 2003 reported the** geometric historic population forecast, at 0.96 percent, the parabolic historic trend forecast, at 0.99 percent, and the linear historic trend forecast at 0.75 percent, **resulting in produce** average annual growth rates that closely resemble what occurred over the past 40 years, **not what is forecasted for the next 20 years.**

#### **4.e Gross Residential Density**

The gross residential density in the City was calculated to determine the reasonableness of each forecast to the amount of vacant residential land in the City. Gross residential density, in terms of persons per square mile, was calculated by dividing the ~~2023~~ 2020 population count by the amount of land designated for residential use in the Future Land Use Element (FLUE) of the City's Comprehensive Plan.

The existing gross residential density within the City of Leesburg is approximately 798 persons per square mile based on the 2000 population count of 15,956, and 1,896 acres (2.96 square miles) of existing developed residential land within the City. Given historical public preference trends for lower-density suburban communities and assuming that the City will not plan for significantly higher residential densities in the future, this represents an upper threshold or ceiling for future population.

The Future Land Use Map shows approximately 4,716 acres of residential land use. Table P-~~4~~ 3 indicates the projected gross residential density ~~for under each of~~ the forecast scenarios. **This method** The forecasts ~~range from 662 persons per square mile using the linear historic trend forecast to 670~~ 4,318 persons per square mile ~~using the parabolic historic trend forecast.~~ **This figure does** ~~These figures do~~ not account for any future annexation of residential lands and assume that only 2,820 acres within the existing City boundaries will be converted into additional residential lands, based on the existing and future land use maps.

#### **5.d Building Permits**

The actual number of building permits issued within the City between the years 1996 and 2000 was compared to the average annual number of building permits that would need to be issued, **using the selected population projection methodology for each extrapolation technique.**

As shown in Table P-~~5~~ 4, the number of residential building permits issued annually between 1990 and March of 2000 varied from 24 to 79 permits. During this period, the City issued an average of approximately 56 permits per year.

The average household size figure used for the calculations was ~~3.08~~ ~~2.26~~ (persons per occupied unit), as reported by ~~BEBR the Census~~ for the year 2000. The total number of new residential building permits per year that would be anticipated each year by each extrapolation is identified in Table P-4 ~~3~~. The number of annual permits projected for the period 1990 through 2023 is 605 varies from 57 for the linear forecast to 82 for the parabolic forecast. This estimate assumes that only one building permit will be issued for each planned apartment complex construction project during this period (Thomas Road Apartments, Crossings, Sleepy Hollow Apartments, and Mont Clair Oaks Apartments).

## F. UTILITY SERVICE AREA PROJECTIONS

The City provides water, wastewater and electric services to City residents as well as some residents in the unincorporated areas. The utilities elements explain in more detail the extent of the service areas. In order to calculate projections of utility customers, historic figures were used, as described in Section D above. Table P-6 ~~5~~ shows the historical data and the projections by type of service.

Electric and Sewer Utility population forecasts were based on the population estimates calculated for the water utility, and assumes that all three utility service areas will grow by the same rate of expansion. The water and sewer utility service area (and number of accounts) are essentially the same, with about 40 fewer sewer accounts than water accounts. However, the Electric utility currently serves a much larger population than the water and sewer utilities do. This larger Electric Utility service area includes a population with more customers located outside the city's corporate limits (Lake County). Therefore, it was assumed that this "out-of-city" population resembles the makeup of the calculated "in-city" family population of 3.1 persons per dwelling unit (or account). Additionally, it was assumed that all future projected water customers (and developments) will be served by the city's Electric and Sewer Utility.

## G. SEASONAL POPULATION – ESTIMATES AND PROJECTIONS

Seasonal population consists of housing units held for occupancy only during limited portions of the year, such as winter residents, and time-share condominiums. Anticipating this component of the population is especially important for infrastructure planning. However, since both Water and Sewer Utilities must have sufficient supply/capacity to serve the entire population, seasonal demand projections are not as important for these utilities as they may be for other utilities (Electric) and city services (Sanitation).

The US Census tabulates seasonal housing units under vacant housing for seasonal, recreational or occasional use, and also for migrant workers, and "other" (for example, units held for occupancy by a caretaker or janitor, and units held for personal reasons of the owner). The 2000 Census indicated that there were 200 seasonal, recreational, or occasional use housing units, no migratory workers housing, and 182 other type of vacant units. The total of seasonal units comes up to 382, accounting for approximately 5.21 percent of the City's total housing stock for the year 2000.

### 1. Seasonal Housing by Type

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The Census Bureau does not release information on seasonal housing by type. The Shimberg Center for Affordable Housing tables show that 13.7 percent of the seasonal units in 1990 were single family, 3.87 percent were multifamily, 49.9 were mobile homes, and 32.6 percent fall under the “other” category (See Table P-7 6). Those same percentages were applied to the seasonal unit figure from the 2000 Census to calculate the number of seasonal dwelling units by type for the year 2000.

## 2. Seasonal Population Estimates

The seasonal population was estimated by applying ~~2.0~~ 2.37 persons per household average (retirement household), which was the average household size estimated for the seasonal population in City’s 10-Year Water Supply Facilities Work Plan and 2004 CUP Application submittals. The estimated population per household was then multiplied by the number of rental units in the City in 2000 (5.21%). Seasonal population projections have been prepared based on the total population projections and the assumption that the seasonal population will continue to be 5.21% of the total population. Table P-8 7 shows seasonal population projections through ~~2023~~ 2020 for Leesburg.

The number of seasonal residents in Leesburg is very low when compared to the total population, supporting the concept that Leesburg is predominantly a year-round, live-in community. ~~The 2000 seasonal estimate of 837 may even be too high, due to the fact that the renters’ household size figure (2.37) was used. Generally, many seasonal residents are retired households having no children. Typically, these households range in size from 1.5 to 2.0 persons.~~

## H. RECOMMENDED POPULATION FORECAST

The Historic Trends Plus Development Forecasting Methodology ~~parabolic historic trend forecast~~ most closely corresponds to expectations regarding future growth in Leesburg. This method projects that the City will add approximately ~~36,784~~ 3,703 residents (a ~~330.5~~ 23.2 percent increase) between 2000 and ~~2023~~ 2020. It assumes an average growth rate of approximately ~~4.47~~ 1.05 percent per year, compared to a historic rate of 0.69 percent between 1990 and 2000, and 0.9 percent between 1960 and 2000. The ~~2023~~ 2020 population forecast allows for acceptable growth given the amount of already approved development and future land use density of vacant residential land in the City. ~~The parabolic historic trend forecast did not have the lowest CRV (0.31) evaluation statistic but had the lowest MAPE (0.88) evaluation statistic.~~

Table P ~~9~~ 8 shows the recommended ~~2023~~ 2020 population forecast for the City of Leesburg, along with forecasts for ~~2008~~ 2005, and ~~2013~~ 2010. ~~Forecasts developed by the Shimberg Center for Affordable Housing are included where available for comparison purposes. The Shimberg projections were prepared in 1998, prior to the release of the 2000 Census figures.~~

~~It should be noted that the population extrapolation methods used in this report are optimized for 10 to 20 year horizons. As a result, forecasts within the one to 10 year time frame are often inaccurate. Unfortunately, the extrapolation methods require that historic data be provided in five year increments, rendering odd year data unusable.~~

The population forecasts in this report were evaluated under the assumption that the amount and future land use density of vacant residential land would remain constant. The City has annexed land from Lake County into the City in the past, and will likely continue to do so in the future to provide continuity and efficiency of services to residents of that part of the County. The future annexation of the planned Arlington Ridge PDU property into the city will add approximately 900 units into the city. Other future ~~Future~~ annexations, however, are not expected to be substantial.

The Water and Sewer utility service projections were derived by multiplying utility account data (provided by the city) with the population per dwelling unit estimated from historic BEBR data (for years 1996-2000), to calculate population for each utility. However, the Electric utility historically (and currently) serves a much larger population than the water and sewer utilities do. This larger Electric Utility service area includes a population with more customers located outside the city's corporate limits (Lake County). Therefore, it was assumed that the Electric Utility "out-of-city" population resembles the makeup of the calculated "in-city" family population, as calculated using the appropriate BEBR city/family population forecast (per account) for the year evaluated (for 1996-2000).

Future utility population projections for 2004-2025 were based on using the methodology described in Section D above to calculate the projected number of additional accounts, multiplied by the number of family and retirement residential population. The average calculated family population factor of 3.1 persons/account (averaged BEBR data over the period 2000-2003) and the estimated retirement population factor of 2.0 persons/account were used to estimate population for each service area. for the number of accounts that exceeded the number of established water utility accounts. It was also assumed that the Electric Utility "out-of-city" population resembles the makeup of the calculated "in-city" family population, and thus a population factor of 3.1 persons/account was used for those number of accounts in excess of that calculated for the Water Utility. The ~~calculating the~~ ratio of utility service area customer population was then compared with customers to City population for 1990 to 2000, and then the average number of accounts per year was calculated over the periods 1971-1980 and 1990-2000 ~~calculating the average per year~~. The average number of electric customers per year between 1990 and 2000 was 17,522 accounts, and a residential customer population of 48,669 (293.5% 104.6% of the city population); for water it was 9,799 accounts, and a residential customer population of 30,209 (163.7% 58.5% of the city population); and for Wastewater it was 9,757 accounts, and a residential customer population of 29,937 (164.8% 58.2% of the city population). Table P-~~6~~ 5 shows the projections for the years 2008 2005, 2013 2010, 2018 2015 and 2023 2020.

**Table P - 1: City of Leesburg and Lake County Historic Population Growth**

Year	Leesburg	Net Change	Percent Change	Lake County	Percent Change	City to County
1960	11,172	--	--	57,383	--	19.5
1965	NA	--	--	62,600	9.1	--
1970	11,869	697	6.2	69,305	10.7	17.1
1975	12,530*	661	11.8	86,718	25.1	14.4
1980	13,191	661	-0.6	104,870	20.9	12.6
1985	14,063	872	6.6	124,278	18.5	11.3
1990	14,903	840	6.0	152,104	22.4	9.8
1995	16,225	1,322	8.9	177,588	16.8	9.1
1996	16,842	617	3.8	183,002	3.0	9.2
1997	17,310	468	2.8	188,632	3.1	9.2
1998	17,597	287	1.7	194,810	3.3	9.0
1999	17,612	15	0.1	202,177	3.8	8.7
2000	15,956	-1,656	-9.4	210,528	4.1	7.6
1960-1970		697	6.2		20.8	
1970-1980		1,322	11.1		51.3	
1980-1990		1,712	13.0		45.0	
1990-2000		1,053	7.1		38.4	
Total Change		4,784	42.8	153,145	266.9	
Average Annual Change		119.6	1.07	3,828.6	6.67	

**Source:** 1960-2000 population figures are from the University of Florida, Bureau of Economic and Business Research and Census Bureau. Calculations performed by Land Design Innovations, Inc., December 2001.

\* - The original 1975 population projection was high (13,269) therefore the midpoint between 1970 and 1980 population figures (12,530) was used.

**Table P-2: Population Projections**

Year	Actual	Shimberg Forecasts	Historic Population Trend Forecast			Shift Share Approach		
			Linear	Geometric	Parabolic	Linear	Geometric	Parabolic
2000	15,956	-	-	-	-	-	-	-
2005	-	15,624	16,609	16,898	16,969	12,808	16,200	14,789
2010	-	15,838	17,250	17,727	17,827	10,110	15,970	13,643
2015	-	NA	17,891	18,597	18,723	6,570	15,619	12,210
2020	-	NA	18,532	19,509	19,659	2,151	15,177	10,546
<b>Total Change</b>			2,576	3,553	3,703	-13,805	-779	-5,410
<b>Percent Change</b>			16.15%	22.27%	23.21%	-86.52%	-4.88%	-33.91%
<b>Average Annual Change</b>			129	178	185	-690	-39	-271
<b>Annual Growth Rate</b>			0.75%	1.01%	1.05%	-9.53%	-0.25%	-2.05%

Source: Land Design Innovations, Inc., December 2001.

Insert Table P-2

Table P-2  
Historic Population Household Estimates

Historic City of Leesburg Population per BEBR and Calculated Population per Unit/Account							
Year	LESBG IN Units	Legacy Units	Total City Units	BEBR Reported Population	Calculated Pop per Unit	Average Population per Unit/Account	Average Population per Unit/Account
1996	4,978	0	4,978	16,842	3.38	3.26	3.43
1997	5,033	0	5,033	17,310	3.44		
1998	5,092	0	5,092	17,597	3.46		
1999	5,120	0	5,120	17,612	3.44		
2000	5,160	22	5,182	15,956	3.08		
2001	5,242	59	5,301	16,137	3.06	3.10	
2002	5,155	96	5,251	16,477	3.16		
2003	5,192	139	5,331	16,290	3.08		

**Key:**

BEBR = Bureau of Economic and Business Research, University of Florida.

**Notes:**

- (1) BEBR Population projection for April 1st of each year shown above.
- (2) The average population per unit of 3.1 was selected to estimate "average family" population, due to the accuracy of account information available from the city from 2000 to present.
- (3) The average population per unit of 2.0 was selected to estimate "average retirement" population in city water service area population estimates and in City 2004 CUP Application submissions.
- (4) The Calculated Population/Unit for years 1990 and 1995 was 3.38.



Insert Table P-3, Page 2 of 2

Table P-3, Cont...  
Population Projections

Area	Pratt	Leakey	Thomas Rd Village Area	Arlington Ridge	Main City Area	Crossings	Mt. Clair Oaks	Sheezy Hollow	Total Leesburg In-City	Total Water Utility Service Area Population	Est. Pop. Family/yr		
Growth Factor	500 Units/Year	50 Units/Year	Units	Population Retirement Units	Historic Growth Factor = 1.017	Pop. Units Family	Pop. Units Family	Pop. Units Family	Population (Accounts)	Population (Accounts)	Population (Family/yr)		
Year	Units	Population Retirement Units	Units	Population Retirement Units	Units	Units	Units	Units	Units (Accounts)	Population	Population (Family/yr)		
1996	-	-	-	-	4,978	16,842	-	-	4,978	16,842	7,440	24,476	3,369A
1997	-	-	-	-	5,033	17,310	-	-	5,033	17,310	7,481	25,481	3,469A
1998	-	-	-	-	5,092	17,587	-	-	5,092	17,587	7,522	26,486	3,569A
1999	-	-	-	-	5,150	17,864	-	-	5,150	17,864	7,563	27,491	3,669A
2000	-	22	44	-	5,160	15,812	-	-	5,162	15,956	6,982	25,622	3,082D
2001	-	59	118	-	5,242	16,019	-	-	5,301	16,137	1,135	9,286	2,620D
2002	-	96	182	-	5,155	16,285	-	-	5,251	16,477	9,425	27,014	3,162D
2003	-	139	278	-	5,182	16,412	-	-	5,331	16,286	9,722	27,351	3,082D
2004	-	182	378	-	5,280	16,389	168	521	6,160	18,596	14,195	30,333	3,120D
2005	4,550	238	478	138	5,370	16,647	168	521	6,928	20,781	11,744	32,770	3,120D
2006	3,100	289	578	138	5,461	16,930	168	521	7,697	22,870	10,535	37,531	3,120D
2007	1,500	339	678	138	5,554	17,218	168	521	8,469	25,165	9,556	40,246	3,120D
2008	2,000	389	778	138	5,648	17,511	168	521	9,243	27,366	8,745	43,883	3,120D
2009	2,500	439	878	138	5,742	17,808	168	521	10,018	29,572	7,935	47,520	3,120D
2010	3,000	489	978	138	5,842	18,119	168	521	10,794	31,783	7,124	51,162	3,120D
2011	3,500	539	1,078	138	5,942	18,439	168	521	11,569	34,000	6,313	54,803	3,120D
2012	4,000	589	1,178	138	6,042	18,762	168	521	12,345	36,227	5,502	58,444	3,120D
2013	4,500	639	1,278	138	6,142	19,089	168	521	13,120	38,464	4,691	62,085	3,120D
2014	5,000	689	1,378	138	6,250	19,424	168	521	13,895	40,712	3,880	65,726	3,120D
2015	5,500	739	1,478	138	6,358	19,774	168	521	14,670	42,969	3,069	69,367	3,120D
2016	6,000	789	1,578	138	6,464	20,139	168	521	15,445	45,236	2,258	73,008	3,120D
2017	6,500	839	1,678	138	6,574	20,519	168	521	16,220	47,513	1,447	76,649	3,120D
2018	7,000	889	1,778	138	6,688	20,914	168	521	17,000	49,800	6,636	80,290	3,120D
2019	7,500	939	1,878	138	6,798	21,324	168	521	17,785	52,107	5,825	83,931	3,120D
2020	8,000	989	1,978	138	6,915	21,759	168	521	18,570	54,434	5,014	87,572	3,120D
2021	8,000	989	1,988	138	7,033	22,217	168	521	19,355	56,781	4,203	91,213	3,120D
2022	8,000	989	1,998	138	7,152	22,700	168	521	20,140	59,150	3,392	94,854	3,120D
2023	8,000	989	1,998	138	7,274	23,208	168	521	20,925	61,541	2,581	98,495	3,120D
2024	8,000	989	1,998	138	7,397	23,741	168	521	21,710	63,952	1,770	102,136	3,120D
2025	8,000	989	1,998	138	7,523	24,300	168	521	22,500	66,383	959	105,777	3,120D

Notes: (1) The stated population and population factor for 1996-2003 per BLSR.  
 (2) The stated population for 2004-2025 is based on the average family population and residential population calculated over years 2000-2003 and the actual make-up of the population (family or residential), and the historic family and/or residential growth factor for each sector.  
 (3) The average family population factor calculated for each family or residential FAD from 2000-2025.  
 (4) The average retirement population factor estimated for period 1996-2025 is 2.0 persons per Unit/Account.  
 (5) Historic Growth Factors calculated from the average % increase in the number of residential water accounts over the period 1996-2003.  
 (6) Assumes that Arlington Ridge property will be annexed into the city prior to PID construction.

Average % increase from 2003-2013:	Average % increase from 2003-2023:	Average % increase from 2003-2023:
5.27%	5.47%	4.17%

Table P – 4 3: Evaluation of Forecasts

Characteristic	Actual Population	Historic Population Trend Plus Development Forecasting Methodology		
		Linear	Geometric	Parabolic
<b>Evaluation Statistics</b>				
<b>Coefficient of Relative Variation (CRV)</b>		<b>0.31</b>	<b>0.29</b>	<b>4.32</b>
<b>Mean Absolute Percentage Error (MAPE)</b>		<b>0.88</b>	<b>1.06</b>	<b>1.00</b>
<b>Other Evaluation Characteristics</b>				
Existing Population (2000) <u>per BEBR data:</u>	15,956			
Population Forecast ( <del>2023</del> 2020)		<del>52,740</del> 18,532	19,509	19,659
Total Population Change (1960-2000; 2000- <del>2023</del> 2020)	4,784	<del>36,784</del> 2,576	3,553	3,703
Avg. Annual Pop. Change (1960-2000; 2000- <del>2023</del> 2020)	120	<del>1,599</del> 129	178	185
Avg. Annual Growth Rate (1960-2000; 2000- <del>2023</del> 2020)	0.90%	<del>4.47%</del> 0.75%	1.01%	1.05%
Gross Residential Density (pop./sq. mile)	798	---	---	---
2010 Gross Residential Density (pop./sq. mile)	---	<del>4,318</del> 662	669	670
Annual Building Permits (Actual 1990-2000; and <u>as calculated for the stated Needed per Methodology during the period 1990-2023</u> )	56	<del>605</del> 57	79	82

**Notes:**

**(1):** There were 1,896 acres (2.96 square miles) of developed residential in 2000. The 2010 FLUM shows 4,716 acres (7.36 square miles) of residential land.

**(2):** Using the BEBR 2000 Population and number of residential water accounts from 2000-2003, the average city (family) population/dwelling unit was calculated to be 3.1 persons/home. This population estimate, combined with the estimated retirement population of 2.0 persons/home was then used to calculate city population for 2000-2025, using the Historic Trend plus Development Forecasting Methodology.

**(3):** The annual building permits forecast was calculated based on the above population forecasting methodology, and assumes that only one building permit will be issued for each planned apartment/multi-dwelling unit complex construction project (Thomas Road Apartments, Crossings, Mount Clair Oaks Apartments), although these projects account for a total of 446 dwelling units.

**Source:** Land Design Innovations, Inc., and City of Leesburg, December 2001, and Andreyev Engineering Inc., and City of Leesburg, May 2004.

**Table P -5 4: Residential Building Permits 1995-2000**

	SF	DUP	MF	MH*	Total New Units	Demolished Units	Annexed Units	Net Addl. Unit
April 1995-2000	40	0	71	**	111	21	0	90
1996	41	0	4	27	72	19	0	53
1997	43	0	4	16	63	12	0	51
1998	47	32	0	9	88	19	0	69
1999	27	22	3	11	63	36	0	27
Mar-00	12	12	0	1	25	20	0	5
<b>Total</b>	<b>210</b>	<b>66</b>	<b>82</b>	<b>64</b>	<b>422</b>	<b>127</b>	<b>0</b>	<b>295</b>
<b>Annual Average</b>	<b>21</b>	<b>7</b>	<b>8</b>	<b>6</b>	<b>42</b>	<b>13</b>	<b>0</b>	<b>29</b>

Source: Population Report for 95-00 (<http://www.census.gov/const/www/newresconindex.html>), Shimberg Tables for 90-95 (Sdat/95IN\_DATA), and City of Leesburg Community Development Department

\* Although The Shimberg Center showed a decrease of 205 mobile home units between 1990 and 1995, this was not due to removal of these units. This was due to reclassification of mobile homes.

\*\* Data not available

Table P – 6.5: Utility Service Area Projections

YEAR	CITY POP.	ELECTRIC ACCOUNTS			% of POP	WATER ACCOUNTS			% of POP	WASTEWATER ACCOUNTS			% of POP	
		Resid	Comm	Total		Resid	Comm	Total		Resid	Comm	Total		
1970	11,869	NA	NA	NA		NA	NA			NA	NA	NA	NA	
1971	NA	NA	NA	10,119	NA	NA	NA	3,947	NA	NA	NA	NA	NA	
1972	NA	NA	NA	10,807	NA	NA	NA	4,123	NA	NA	NA	NA	NA	
1973	NA	NA	NA	10,679	NA	NA	NA	4,350	NA	NA	NA	NA	NA	
1974	NA	NA	NA	11,172	NA	NA	NA	4,412	NA	NA	NA	NA	NA	
1975	12,530	NA	NA	11,545	92.14	NA	NA	4,448	35.50	NA	NA	NA	NA	
1976	NA	NA	NA	10,949	NA	NA	NA	4,531	NA	NA	NA	NA	NA	
1977	NA	NA	NA	11,484	NA	NA	NA	4,638	NA	NA	NA	NA	NA	
1978	NA	NA	NA	14,750	NA	NA	NA	4,535	NA	NA	NA	NA	NA	
1979	NA	NA	NA	14,028	NA	NA	NA	4,052	NA	NA	NA	NA	NA	
1980	13,191	NA	NA	13,349	101.20	NA	NA	4,921	37.31	NA	NA	NA	NA	
1985	14,063	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	
1990	14,903	13,524	NA	NA	NA	5,740	NA	NA	NA	NA	NA	NA	NA	
1995	15,430	14,219	2,751	16,970	311.47 109.98	7,446	1,524	8,970	163.11 58.13	7,600	1,477	9,077	166.48 59	
1996	16,842	14,299	2,803	17,102	286.96 101.54	7,697	1,574	9,271	154.47 55.05	7,742	1,490	9,232	155.37 55	
1997	17,310	14,551	2,825	17,376	289.17 100.38	8,001	1,626	9,627	159.00 55.62	8,093	1,521	9,614	160.83 56	
1998	17,597	14,750	2,902	17,652	290.02 100.31	8,362	1,676	10,038	164.42 57.04	8,425	1,532	9,957	165.65 57	
1999	17,612	14,930	2,941	17,871	291.61 101.47	8,619	1,678	10,297	168.35 58.47	8,630	1,539	10,169	168.56 58	
2000*	15,956	15,125	3,038	18,163	291.95 113.83	8,982	1,609	10,591	173.38 66.38	8,901	1,591	10,492	171.82 66	
Average 1971 - 1980				11,888	NA			4,396	NA			NA	NA	
Average 1990-2000		14,485		17,522	293.53 104.59	7,835		9,799	163.79 58.45	8,231		9,757	164.78 58.21	
<b>PROJECTIONS</b>														
	<u>Population</u>		<u>Accounts Population</u>			<u>Accounts Population</u>			<u>Accounts Population</u>					
2008 2005	27,366	16,969		23,447	17,748	68,354		14,266	9,918	39,893		14,226	9,878	39,769
2013 2010	37,672	17,827		27,228	18,644	79,430		18,047	10,419	50,969		18,005	10,377	50,839
1018 2015	47,597	18,723		30,758	19,582	90,027		21,577	10,943	61,611		21,533	10,899	61,475
2023 2020	52,740	19,659		32,717	20,561	95,994		23,536	11,490	67,533		23,489	11,443	67,387

Source: City of Leesburg, Enterprise Fund Service Connections History from 1971-2000; Land Design Innovations, Inc., August 2002. Projections by Andreyev Engineering Inc., May 2004.

Notes: 2008-2023 population estimates are based on the average pop. per residential family water account (3.1) and retirement water account (2.0) over the period 2000-2003.

Note: Above Electric Estimates based on same methodology used for water and sewer estimates, and assumes that outside city population is the same make-up as water and sewer city population make-up, and assumes that the Pruitt Property PUD will be served by City Electric.

**Table P – 7 6: Seasonal Housing Units by Type of Unit, 1990 – 2000**

Type of Housing	1990				2000
	Total Units	Seasonal Units	% of Seasonal Units by Type	% of Total Seasonal Units	Estimate of Seasonal Units
Single Family	3,901	60	1.54	13.67	52
Multi-Family	2,134	17	0.80	3.87	15
Mobile Home	1,206	219	18.16	49.89	191
Other	85	143	168.24	32.57	124
<b>TOTAL</b>	7,326	439	5.99	100.00	*382

\*Actual Census 2000 figure (includes seasonal, recreational, occasional and migratory workers housing units).

**NOTES:**

- Seasonal units do not include for rent, for sale, rented/sold not occupied, but include migrant worker housing, or other otherwise vacant units.
- The number of seasonal units by type for 2000 was calculated by applying the 1990 percentages to the seasonal unit figure from the 2000 Census.

**Sources:** Land Design Innovations, Inc., August 2002.  
US Census Bureau, 2000 US Census  
Shimberg Center for Affordable Housing (1990-1995), Stab\_lak.xls/SRM-TAB

Table P – 8 7: Seasonal Population Projections

Year	Recom. Pop.Proj.	Households	Persons Per Household	Seasonal Units (5.21%)	Seasonal Units PPH	Seasonal Population
2000	15,956	5,182	3.08*	270	2.00	540
2008	27,366	9,243	2.96**	482	2.00	964
2013	37,672	12,747	2.96**	664	2.00	1,328
2018	47,597	16,038	2.97**	836	2.00	1,672
2023	52,740	17,736	2.97**	924	2.00	1,848
2025	53,513	17,985	2.97**	937	2.00	1,874

\* = The average number of persons per household calculated by BEBR.

\*\* = The average number of persons per household calculated from 2000-2003 BEBR data for the entire city population. The general city (and family) population was calculated to be 3.1 persons/household and the retirement population was estimated at 2.0 persons/household, per City 2004 CUP Application.

Sources: Dwelling Unit projections for 2000 by Shimberg Center for Affordable Housing, 1998, and Land Design Innovations, Inc., August 2002. Projections for 2008-2025 by and Andreyev Engineering Inc., May 2004.

**Table P – 9 8: Summary of Recommended Population Forecast for City and Water Utility Service Area**

<b>Year</b>	<b>Recommended Population Forecast <del>Parabolic Historic Trend</del></b>	<b>Water Utility Service Area Population Forecast Shimberg-Center Forecast**</b>
2000	15,956*	<u>25,706</u> <del>15,365</del>
<u>2008</u> <del>2005</del>	<u>27,366</u> <del>16,969</del>	<u>39,893</u> <del>15,624</del>
<u>2013</u> <del>2010</del>	<u>37,672</u> <del>17,827</del>	<u>50,969</u> <del>15,838</del>
<u>2018</u> <del>2015</del>	<u>47,597</u> <del>18,723</del>	<u>61,611</u> <del>NA</del>
<u>2023</u> <del>2020</del>	<u>52,740</u> <del>19,659</del>	<u>67,533</u> <del>NA</del>
<u>2025</u>	<u>53,513</u>	<u>68,637</u>

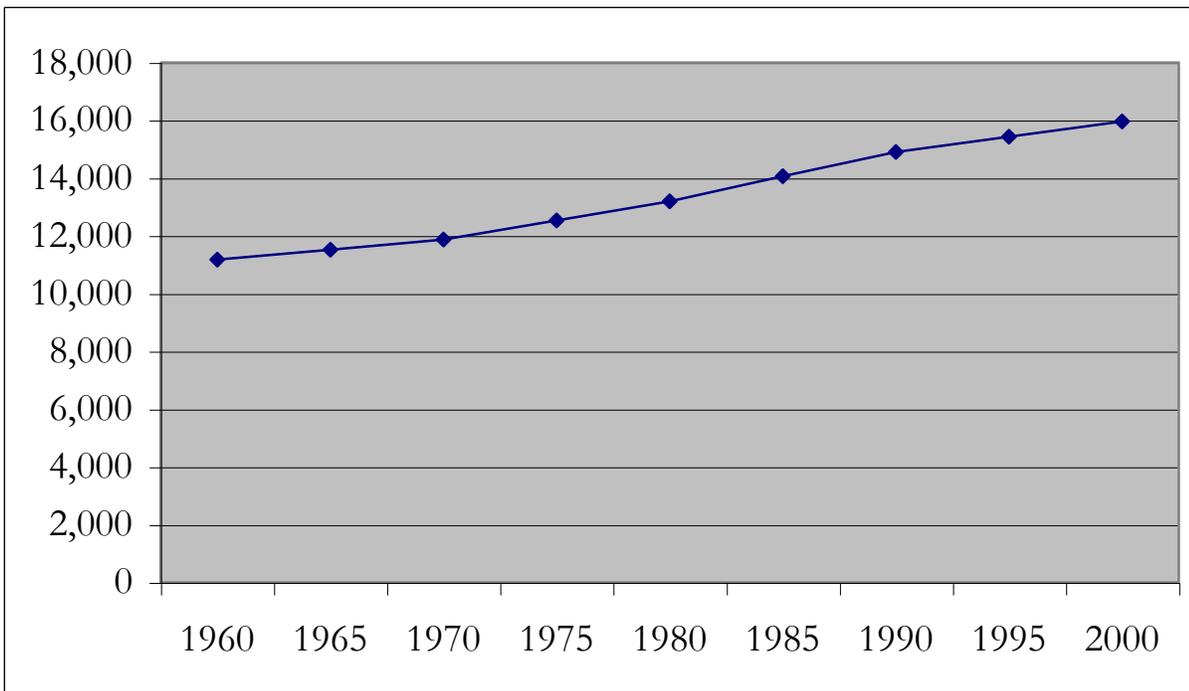
\* Actual figure from the 2000 **BEBR** Census **data**.

**\*\* Prior to adjusting to reflect Locally Defined Projections**

**Note: ~~The Shimberg projections were prepared prior to the release of the Census 2000 data. Above projections for 2008-2025 based on Historic Trends Plus Development Forecasting Methodology.~~**

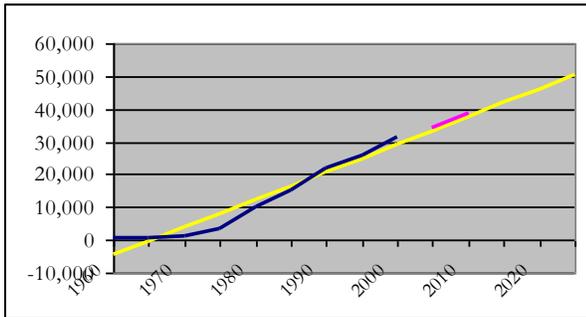
**Sources: 2000 Population Forecast by Land Design Innovations, Inc., July 2001, and Shimberg Center for Affordable Housing, June 1998. 2008-2025 Population Forecast and 2000-2025 Water Utility Service Area by Andreyev Engineering, Inc., May, 2004.**

**Figure P- 1: Historic Population Growth**

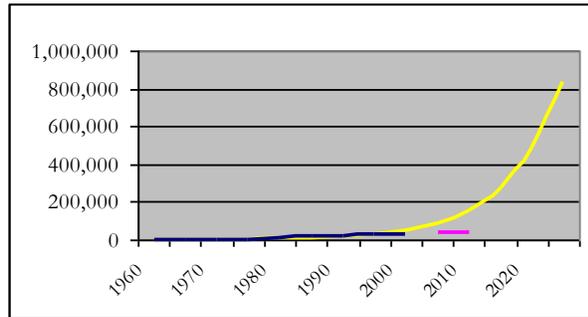


**Source:** Land Design Innovations, Inc. December 2001.

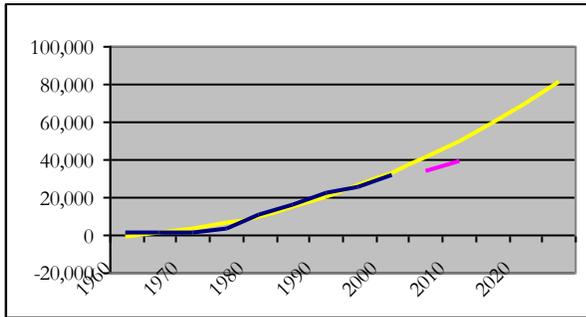
**Figure P-2: Forecasts**



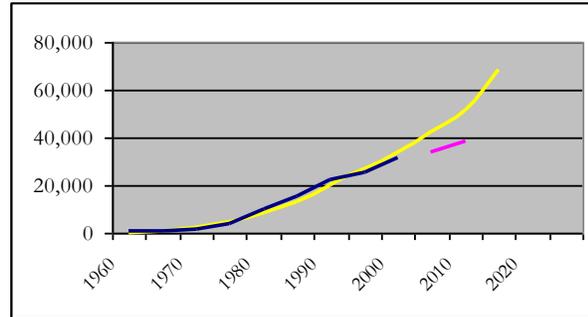
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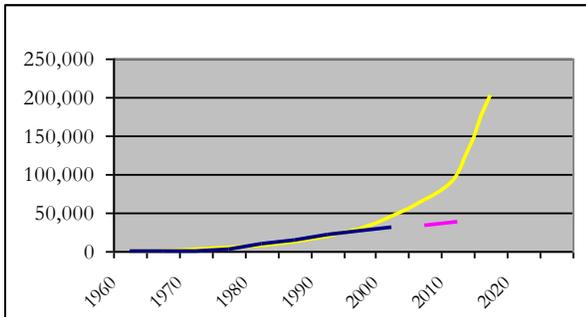
**Geometric**



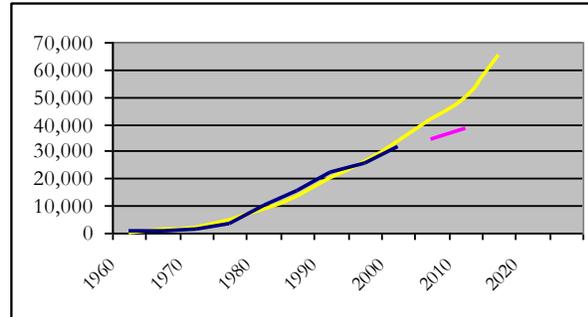
**Parabolic**



**Linear Shift Share**



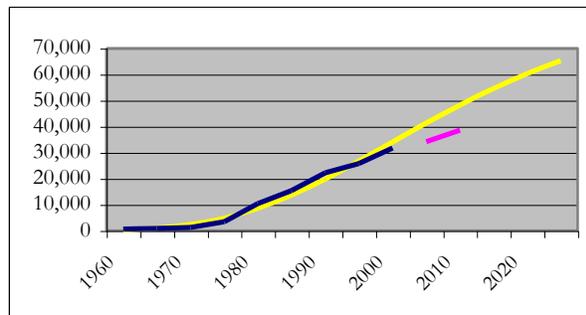
**Geometric Shift Share**



**Parabolic Shift Share**

- Projection
- Actual
- Shimberg

Source: LDI, Inc. September 2001



**Gompertz**