

- **Village Development Ordinance**

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- **Horizon West**

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Horizon West is generally located south of John's Lake and west of the Butler Chain of Lakes to the Lake County Line.

The Horizon West Plan envisages a transition for this area from rural land uses to urban villages that will provide housing opportunities for the many employees of the tourism industry. The unique "Village" Land Use Classification provides for the development of compact, integrated master-planned villages through a specific planning process that addresses regional environmental, transportation and housing issues.

Villages must provide "adequate public facilities" to support the proposed development, including a road network, drainage system, water and sewer, parks and public school sites. Transfers of development rights are allowed within each village to provide the necessary rights-of-way and encourage the preservation of wetland and upland habitat.

Every village will be surrounded by a greenbelt and is comprised of a Village Center (providing a mixture of residential, commercial, office and civic uses) and two to four neighborhoods. Each neighborhood within the village will contain a variety of housing types connected by a network of bikepaths and footpaths to a neighborhood school, park and neighborhood stores.

- **Lakeside Village**

Lakeside Village is the first village approved under the Horizon West Plan. Adopted in May 1997, the Lakeside Village Specific Area Plan (SAP) outlines the proposed development of 5,194 acres of land south of Lake Butler and west of Lake Tibet. The master plan for Lakeside Village includes a Village Center located on Winter Garden-Vineland Road (C.R. 535) east of Lake Spar, three neighborhoods, and significant wetland/greenbelt in the west and southwest portions of the development area.

- **Village of Bridgewater**

Village of Bridgewater is the second village approved under the Horizon West Plan. Adopted in March 1999, the Village of Bridgewater Specific Area Plan (SAP) outlines the proposed development of 4022 acres of land south of Tilden Road and west of Fiquette and Winter Garden-Vineland Roads. A large portion of the western boundary abuts Conserve II. The master plan includes a Village Center east of Lake Speer, three neighborhoods, and significant wetlands/greenbelt throughout the center area southeast and southwest of Lake Speer.

6.1.1

GENERAL VILLAGE PRINCIPLES

(Added 6/95, Ord.#95-13;

Amend. 5/97, Ord.#97-07

Amend. 05/01,Ord.#01-11)

Each Village must adhere to the following Community Planning Principles:

A. Planning for the Village shall be in the form of complete and integrated neighborhoods containing housing, shops,

workplaces, schools, parks and civic facilities essential to the daily life of the Village residents.

- B. Village size shall be designed so that housing is generally within a 1.2 mile radius of the Village Center's (shops, services and other activities). This radius may be relaxed where natural or community facilities and services interrupt the design.
- C. A Village shall contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.
- D. Wherever possible, as many activities as possible shall be located within an easy walking distance of an existing or designated transit stop.
- E. The Village and each neighborhood shall have a center focus that combines commercial, civic, cultural and recreational uses. Higher density residential development should be encouraged in proximity to these centers., with, the highest density/attached housing encouraged in proximity to the Village Center.
- F. The Village shall contain an ample supply of specialized open space in the form of squares, greens and parks whose frequent use is encouraged through placement and design.
- G. Each Village shall have a well-defined edge, such as greenbelts or wildlife corridors permanently protected from development.
- H. Local and collector streets, pedestrian paths and bike paths shall contribute to a system of fully-connected and interesting routes from individual neighborhoods to the Village Center and to other villages. Their design should encourage pedestrian and bicycle use by being spatially defined by buildings, trees, and lighting; and by discouraging high speed traffic.
- I. Wherever possible, the natural terrain, drainage and vegetation of the area shall be preserved with superior examples contained within parks or greenbelts.

J. The Village Center shall be designed to encourage and accommodate linkage with the regional transit system.

6.1.2

(Added 6/95, Ord.#95-13;
Amend. 5/97, Ord.#97-07;
Amend. 3/99, Ord.#99-04
Amend. 5/01, Ord.#01-11)

TOWN CENTER

A Town Center shall be developed through the SAP process as defined in Policy 6.1 in support of the Villages in West Orange

County. The purpose of the Town Center will be to provide a place for residential, office, retail and light industrial land uses with a more regional market base that serves as an employment center, the scale of which should not be permitted in the villages. The Town Center shall be oriented towards serving the residents of the Villages and surrounding area and not designed as a tourist destination. The Town Center shall be planned and established with limited access expressways within the greenbelt (as defined in Policy 6.1.9) of the Town Center. In order for development to take place, the Town Center must be located so that it has immediate access to an interchange or interchanges of the Western Beltway or similar facility with connections to the regional market base. The Town Center must be designed to encourage and accommodate linkage with the regional transit system and must provide for connections to and be integrated with the collector streets, pedestrian and bike path system provided in individual villages. One high school site and one activity-based community park site shall be provided within the Town Center SAP.

The following standards should be used in designing the Town Center:

Maximum Size Plan	To be determined by Specific Area
Minimum Density	3.5 units/gross acre and 5.0 net acre (as defined in Policy 6.1.3)
Maximum F.A.R.	.60
Density Incentives	Up to 24 DU/net acre with Transfer of Development Rights (TDR)

MAXIMUM AREA	MINIMUM LAND AREA LAND
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	LAND USE MIX PERMITTED	REQUIRED
30%	1. Residential*	15%
70%	2. Commercial and Retail Services*	40%
30%	3. Regional Office	0%
20%	4. Light Industrial	0%
70%	5. Overall Office, Commercial and Industrial (2-5)	0%
No Max.	6. Public and Civic	10%
No Max.	7. Public Parks and Open Space	5%

*Residential dwellings are permitted above ground floor commercial uses.

The Town Center must be integrated with the regional transit system. The design shall include designated locations for establishment of transit stations as a component of a mixed-use development.

6.1.3
(Added 6/95, Ord.#95-13,
Amend. 5/97, Ord.#97-07

Amend. 3/99, Ord.#99004

Amend. 05/01, Ord.#01-11
with Future
Amend. 05/03, Ord.#03-03)

VILLAGE SIZE

Each Village shall be designed so that it includes no less than one thousand (1,000) and no greater than three thousand five hundred (3,500) acres of developable land area. In accordance Land Use Element Policy 1.1.11, developable land area within the boundaries of the Village is based on the total land area excluding natural water bodies and designated conservation (wetland) areas.

The Village shall be composed of up to four (4) but no less than two (2) neighborhoods of approximately five hundred (500) acres of developable land area. The minimum overall net density within the Village shall be five (5) units per net developable acre, unless an alternative density is approved as part of an adopted Specific Area Plan. The net density

refers to the total number of units divided by the net developable area. The net developable land area is defined as developable land area less land for Adequate Public Facilities, public open space, upland greenbelts, and stormwater when incorporated into a publicly accessible open space system and landscape amenity. Each Village shall contain space for up to four Elementary Schools and one Middle School. In addition to the high school requirement included in Policy 6.1.2, the need for additional high school sites and activity-based community park sites shall be evaluated with the adoption of any SAP after January 1, 2001.

6.1.4

(Added 6/95, Ord.#95-13,
Amend. 5/97, Ord.#97-07,

Amend. 3/99, Ord.#99-04

Amend 5/01, Ord.#01-11)

NEIGHBORHOOD DEVELOPMENT

Residential neighborhoods should not exceed six hundred (600)

acres of net developable land area and shall offer neighborhood

facilities and services including passive and active recreation facilities, school sites, sidewalks and bikeways. Each neighborhood shall contain a Neighborhood Center as a central public focal point consisting of an elementary school site, a minimum five (5) acre park in conjunction with the elementary school and may include other public facilities such as churches or community center or neighborhood commercial uses as described in Policy 6.1.5. The development of a variety of housing types is encouraged with generally higher densities located in proximity to the village center and neighborhood center (focal point). Public open space shall be provided within each neighborhood. Where physically possible, each neighborhood shall be designed so that most housing units are within a 1/2 mile radius of The Neighborhood Center.

6.1.5

(Added 6/95, Ord.#95-13,
Amend. 5/97, Ord.#97-07

Amend. 3/99, Ord.#99-04

Amend. 5/01, Ord.#01-11)

COMMERCIAL DEVELOPMENT

Commercial development shall be permitted in conjunction with a

Neighborhood or Village Center.

A. Neighborhood Center

Commercial development shall be permitted in Neighborhood Centers in association with the following standards:

- * Total land area of the commercial development may not exceed two (2) acres
- * Floor area ratio (FAR) may not exceed .4 FAR with maximum gross floor area of up to approximately 20,000 square feet
- * Located within walking distance (generally no greater than 1/2 mile) of most neighborhood residents
- * Must be located central to the neighborhood separated from major collector or arterial roads
- * Site design which places parking behind or beside buildings and incorporates the use of landscaping and pedestrian amenities such as benches, bike parking and coordinated architectural scheme must be linked to the adjoining neighborhood by sidewalks and bike paths
- * Residential dwellings shall be permitted only above ground floor commercial uses (not to exceed five (5) dwelling units per net developable acre unless increased through the use of TDRs).
- * Users shall be limited to convenience retail service operations and office, which are designed to serve the immediate neighborhood population

When a neighborhood elementary school is located adjacent to the Village Center, the Neighborhood Center commercial uses should be located adjacent to or within the Village Center.

B. Village Center

The Village Center should function as a community of compatible uses in a compact setting serving the adjoining neighborhoods. The Village Center should provide for a mix of land uses including residential, commercial and office uses, personal and household service establishments, institutional uses, public facilities, parks, playgrounds, and other similar services designed to meet the needs of the adjoining neighborhoods. The Village Center shall be generally located central to the Village that it serves. In order to account for student population, the Village Center shall be incorporated into the boundaries of a neighborhood. The design of the

Village Center shall not be oriented primarily to serve “pass-by” trips and the focus shall be on serving the immediate neighborhood needs. The following standards should be used in designing the Village Center:

Maximum Size	60 acres; and location to be determined by Specific Area Plan
Minimum Density	5.0 units/net developable acre as applied to the residential land area only
Maximum FAR	.40
Density Incentives	Up to 16 units/net acre with Transfer of Development Rights (TDR)

LAND USE MIX	MINIMUM LAND AREA REQUIRED	MAXIMUM LAND AREA PERMITTED
1. Residential [‡]	25%	40%
2. Commercial Retail and Services [*]	20%	60%
3. Office	10%	25%
4. Overall Business (2&3 Combined)	30%	60%
5. Public and Civic	10%	No Max.
6. Public Parks and Open Space	5%	No Max.

^{*}Residential dwellings are permitted above ground floor commercial and office uses at a density of 5.0 units/net developable acre, unless increased through the use of TDRs.

The Village Center should be located on a collector road serving the village or at the junction of two (2) collector roads. The collector road may not split the Village Center unless the posted speed is reduced to 25 mph. The Village Center may be located on an arterial road provided that it is not a principal arterial road as defined by Orange County and that the center is not designed to be located on both sides of the arterial road. The Village Center shall be planned and established with limited access expressways within the greenbelt (as defined in Policy 6.1.9) of the Village Center. The Village Center shall be designed to accommodate linkage with the regional transit system. The transit stops should be located so that they are easily accessible to commercial

uses. The Village Center may not be consolidated into a larger commercial complex serving more than one Village. The Village Center should maintain a minimum separation of approximately 10,000 feet from another Village Center and 2,640 feet from a neighborhood center. Prior to approving a development plan or subdivision for a Village Center, a middle school site within the Village shall have been conveyed, or a developers agreement for such conveyance shall have been approved by Orange County. School sites shall not be included in the computation for maximum size of the Village Center.

6.1.6
(Added 6/95, Ord.#95-13
Amend. 3/99, Ord.#99-04
Amend. 5/01, Ord.#01-11)

INITIATION OF A VILLAGE SPECIFIC AREA PLAN

The addition of the Village Land Use Classification to the Future

Land Use Map FLUM shall not in any way alter the Conservation Areas as they currently appear on the FLUM. The Village Land Use Classification shall be subject to the policies of the Orange County Comprehensive Policy Plan Conservation Element. When a Specific Area Plan (SAP) is approved by the Board of County Commissioners, the net developable land area allocated for urban development by the SAP shall be counted against the amount of additional land identified by FLUE Policy 1.1.2.

Detailed village boundaries must be established through the adoption of a SAP. No development shall be permitted within a Neighborhood, Neighborhood Center or Village Center until a SAP for the entire village has been approved by the Orange County Board of County Commissioners. A SAP must be developed in sufficient detail to allow evaluation of the interrelationship of its parts and establish consistency with Policies (6.1.1-6.1.12) in this section. The SAP must include at a minimum the following information:

I. Identification of Preliminary SAP Boundaries

The preliminary boundaries for a SAP must be approved by Orange County before proceeding with design of any Village. Preliminary boundaries will be based on the criteria contained in Policies 6.1.1 through 6.1.13 of the Village Land Use Classification, as well as other applicable provisions of the Orange County Comprehensive Policy Plan.

II. Site Analysis

1. Identification of extent and location of natural features in the SAP area. The preparation of any SAP shall utilize, but not be limited to, the baseline environmental mapping prepared for the Horizon West Study Report.
2. Identification of the environmental opportunities and constraints to development within the area.
3. Identification of the net usable land area.
4. Identification of the preliminary area suitable to address stormwater management requirements.
5. Identification of public facilities and services available to the area; capacity available; and, any deficiencies.
6. Preparation of specific goals and objectives for staff and community review which will guide the planning process.
7. Conduct a public design workshop to generate design ideas and gather additional information.

III. Master Plan

1. Prepare up to three (3) rough sketch plans for staff and community review. The sketch plans should include:
 - a. The location of each neighborhood, neighborhood center and village center in conjunction with the requirements of the provisions of the Village Land Use Classification. For the neighborhoods, a computation of the net density should be provided along with the permitted uses and proposed lot sizes. For neighborhood and village center, a computation of net density should be provided, as well as the area and percentage of land use mix in conjunction with the categories found in Policy 6.1.5.

- b. Circulation routes for auto, transit, pedestrian, bicycles and pedestrians, including consideration for connection with the surrounding area. For each facility to be included in the SAP, design criteria should be included addressing:

- * Right-of-way width
- * On street parking (if applicable)
- * Landscape and streetscape requirements
- * Design cross section
- * Streetscape

- c. The proposed location, size or capacity of major infrastructure components including wastewater, water, stormwater and solid waste.

- d. Preliminary design criteria proposed for each land use category proposed for the SAP including, but not limited to:

- * Minimum lot size
- * Setbacks
- * Height
- * Density
- * Floor Area Ratio (commercial)
- * Signage

- e. Illustrate how existing development, if any, is to be integrated within the plan.

- f. Hold informational workshop open to the public to present the alternative master plans for the Village and how each relates to the goals and objectives established at the Site Analysis Workshop. Each property owner in the SAP and each property owner within 1,000 feet of the boundary of the SAP must be notified of the workshop as well as special interest groups identified by the Orange County Planning Department, and it must also be advertised in a newspaper of general circulation in the area. Substantial compliance with the provisions of this policy

regarding the various methods for providing notice shall be sufficient to constitute notice to all affected parties. Comments from the public must be documented and included in a report to the Orange County Planning Department along with the consensus recommendation for the preferred plan alternative.

IV. Recommended Plan

Based on the results of the informational workshop described in III.f., prepare the preliminary Village Master Plan including the following elements:

1. Statement of the community goals and objectives to be accomplished by the Village SAP.
2. Preparation of the SAP exhibits:
 - a. Detailed land use plan indicating the location of neighborhoods, the neighborhood center, and village center including the proposed locations for transportation facilities (auto, transit, bike, pedestrian), major community services (water and wastewater plants, solid waste transfer stations, fire and police substations, government buildings), neighborhood school(s), parks, greenbelt and any conservation areas.
 - b. A Village Transportation Plan. This plan should include the location of all arterial and collector roadways necessary to serve the Village, their right-of-way width, and design cross section. It should also address the proposed location of transit routes and the manner in which they can be integrated into the regional transportation system. The location of all bikeways and pedestrian paths should be provided demonstrating the ability to access all schools, commercial and civic areas from any point in the Village. The transportation plan should be

(Added 6/95, Ord.#95-13
Amend. 5/97, Ord.#97-07

Amend. 3/99, Ord.#99-04)

In order to encourage the implementation of the greenbelt

requirements in Policy 6.1.8, preserve other important uplands, agriculture areas, water reuse area, Floridan aquifer recharge, wetland connections and wildlife corridors, Orange County may allow the Transfer of Development Rights from these sending areas to receiving areas in Orange County. To provide rights-of-way for limited expressways or principal arterial roadways necessary to support the villages, Orange County will allow Transfer of Development Rights (TDR) from the rights-of-way to developable receiving areas. Transfer will be limited to the property on which the right-of-way is located or within 1/4 mile of the right-of-way sending area, whichever is greater. Net density in Village Centers and the Town Center may be increased from 5.0 DU/net developable acre up to 16 DU/net developable acre where TDRs are utilized. However, the implementation of the greenbelt requirements in Policy 6.1.8 and the preservation of other important uplands, agricultural areas, water reuse areas, critical Floridan Aquifer recharge sites, wetland connections and wildlife corridors will not be limited to Transfer of Development Rights. Orange County may allow for purchase of these areas through special taxing districts and special impact fees for a specific Village to be utilized in the establishment of that Village. Orange County shall implement an ordinance implementing Transfer of Development Rights. The TDR ordinance shall enhance the preservation of ecologically sensitive areas and reinforce the defined village edge by identifying TDR sending areas within the Village Greenbelt as identified in policy 6.1.8. The use of TDRs also provides for protection of private property rights within the sending areas. Additionally, as identified by the SAP, limits will be placed on the amount of development rights that can be transferred within any neighborhood to ensure a compact and integrated development form that has a population density to meet the requirements of a neighborhood school while providing for a diversity of housing types. The TDR limits established in the SAP do not create entitlements for their use within any particular development. The use of TDR credits is subject to approval by the Board of County Commissioners on a case by case basis.

In order to prevent urban sprawl and to be consistent with the residential densities provided for in Policy 6.1.3, the County

will evaluate the effect of the TDR program upon the average minimum density at the development of fifty (50) percent of any one neighborhood, or by January 1, 2006 (whichever occurs first). If the TDR program has influenced the overall density in such a manner that may jeopardize the Village concepts, the County shall amend the TDR ordinance. The County shall also consider other incentives to promote higher densities.

6.3.1

(Added 5/97, Ord.#97-07
property owner
Amend. 5/01, Ord.#01-11)

Development within any specific neighborhood may be initiated

only when a development agreement between the

and Orange County has been executed addressing the conveyance of the public land necessary to support the provision of adequate facilities and services to the neighborhood as required by Future Land Use Element Policy 6.1.7 and the Adequate Public Facilities Ordinance of the Orange County Code. Adequate public facilities lands required to support each neighborhood shall include the following as shown in the SAP (Exhibit 5.1) (Public Facilities Lands):

Road right-of-way for collector roads within the Village;
Sewage Treatment Plant;
Elementary School sites;
Park sites;
Bikeways.

No development of residential uses or of the Neighborhood Centers shall be permitted within any neighborhood of Lakeside Village unless the site for the neighborhood school and the adequate public facilities lands necessary to support a specific development proposal have been conveyed to the Orange County Board of County Commissioners or have been provided for in a developers agreement. The valuation for such adequate public facilities for impact fee credits shall not exceed \$22,500 per acre.

In addition, adequate public facilities lands required to support the Village Center shall include the following as shown in the SAP (Exhibit 5.1) (Public Facilities Lands):

Middle School site; and,
Village Center park and community space-

FINANCING

(Added 5/97, Ord.#97-07)

A variety of funding mechanisms shall be utilized to provide for the construction, operation, and maintenance of public infrastructure and other community facilities. Such mechanisms shall include, but are not limited to property tax revenues, special district tax revenues, utility connection fees, and transportation, school, recreate, fire and law enforcement impact fees.

6.3.12

(Added 5/97, Ord.#97-07)

Specific development financing mechanisms to be used within

Lakeside Village shall include an Adequate Public Facilities (APF) Lands mechanism which shall require each property owner to make provisions to set aside public land area in exchange for APF credits, according to a ratio of net usable land within the Village to the total public land area required. For Lakeside Village, the ratio is one (1 acre of public land for every 6.5 acres of developable land. For land areas which do not include public facilities lands or for which public facilities lands have been provided, a fee in lieu of donation shall be required. Such APF revenues shall be allocated for public facilities lands acquisition, support, and maintenance.

6.3.13

(Added 5/97, Ord.#97-07)

The County shall consider the establishment of a Special Taxing

District for Lakeside Village for the construction and maintenance of common open space and civic uses and adequate public facilities required to support development in the Village.

POLICIES

6.6.1

Development within any specific neighborhood may be initiated only when a development agreement between the property owner and orange County has been executed addressing the conveyance of the public land necessary to support the provision of adequate facilities and services to the neighborhood. Adequate public facilities lands required to support each neighborhood shall include the following as shown on in the SAP (Exhibit 5.1) (Adequate Public Facilities Lands, and shall be consistent with the requirements of Policy 6.5.2):

Road right-of-way for collector roads within the Village;

Elementary School sites;

Park sites;

Bikeways;
Wastewater facility, if applicable

No development shall be permitted within any neighborhood or the Village Center of the Village of Bridgewater unless the site for the neighborhood school and the Adequate Public Facilities lands necessary to support a specific development proposal have been conveyed to the Orange County Board of County Commissioners or have been provided for in a developers agreement. The valuation for such adequate Public Facilities for impact fees lands shall not exceed \$22,500 per acre.

In addition, Adequate Public Facilities lands required to support the Village Center shall include the following

Middle School site; and,
Village Center park and community space.