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**II-1. INTRODUCTION**

The City of Lake Helen has, through ongoing visioning sessions and economic development planning, determined that its five most important needs related to the City's future development are to: (1) preserve the existing quality of life that is afforded to its residents and visitors; (2) preserve its small town charm; (3) honor and build upon its historical heritage; (4) preserve its existing residential and rural character; and, (5) and promote economic vitality. The City strongly believes that it is the combination of its existing attributes that makes Lake Helen a unique and wonderful place to live.

The City vision recognizes that the City's uniquely quiet, peaceful, tree-shaded small town ambience, strong connection to its historical past, sensitivity to the environment, and residential/rural character must be protected and preserved if the City is to maintain its sense of place in the future. As such, the City of Lake Helen realizes that to protect its unique place in Central Florida, it will have to act proactively, not reactively, and act in such a manner that will balance growth management techniques with economic vitality to assure the continued sustainability of government and its citizens by providing opportunities for job creation while maintaining its rural character.

**II-2. INVENTORY**

**A. General Setting**

The City of Lake Helen is located in the southwestern part of Volusia County .The City of Daytona Beach is approximately twenty miles to the northeast and the City of Orlando is approximately 35 miles to the southwest. Deland, the county seat, adjoins the western border of Lake Helen. Orange City is five miles to the southwest. The City of Deltona is located less than .5 miles to the south of Lake Helen. With the exception of the shared border with the City of Deland, Lake Helen is surrounded by unincorporated Volusia County.

The City of Lake Helen is 4.6 square miles in area and, with the exception of a number of parcels of land located south of Kicklighter Road (annexed in the 1990s and in 2005), is approximately 2 miles by 2 miles square. But, within these four square miles exists a quality of life that is unique to the Central Florida area.

As the City's name implies, there are numerous lakes in the City. Lake Helen and Lake Macy are the largest lakes in the City, at 26 acres and 20 acres respectively, and the remaining lakes vary in size from a few acres to less than one acre in area.

73 The City is blessed with an abundance of trees and most roads in the City have a heavy tree  
74 canopy. Approximately one-half of the City remains very sparsely developed and rural in  
75 nature.

76  
77 Horses are a part of everyday life in Lake Helen, where residents are allowed to house horses  
78 in any residential zoning district, where horse riding is allowed on any City street and where a  
79 principal feature of the City's park system is an equestrian facility.

80  
81 The City also has a rich historic heritage, having been founded by Henry Deland in 1883 and  
82 named for his daughter Helen. Nearly 20% of the City's housing stock is comprised of historic  
83 homes, and many of the City's churches, Hopkins Hall Community Center and City Hall are  
84 historic as well.

85  
86 The overall character of the City is that of a small, quaint, charming, quiet, village. The  
87 ambience of the City is one that promotes a feeling of peace, calm and friendliness. It is a  
88 quality of life that is not only cherished by residents of the City but also enjoyed, and often  
89 remarked upon, by visitors as well.

90  
91 The existing development pattern of the City is reflective of the town plan originally conceived  
92 by Henry Deland in the 1880s. Deland's plan was laid out in a typical orthogonal grid  
93 immediately west and north of Lake Helen Lake, while several curvilinear roads and irregular  
94 blocks and lots were laid out to provide for development around the lake. East of Lake Helen  
95 Lake the land was, and largely remains, platted in larger tracts (ten acres or greater), which was  
96 not only reflective of the agricultural use of the land but also, in many areas, indicative of soil  
97 conditions that were not conducive to dense development.

98  
99 Deland's plan provided for the highest concentration of development to occur immediately  
100 west and northwest of Lake Helen Lake. As such, building lots in these areas were typically  
101 small in size in order to accommodate the dense single-family and commercial development  
102 that would have been typical of the era during which the plan was conceived. Outside of the  
103 area of proposed dense development, the plan provided for the division of land into larger  
104 parcels for homesteads and citrus groves.

105  
106 Primary roads servicing the City west of Lake Helen Lake, from its inception through the  
107 present, include High Street, Euclid Avenue and Lakeview Avenue as north-south corridors and  
108 New York Avenue, Main Street and Ohio Avenue as east-west corridors. Major roads  
109 servicing the City east of Lake Helen Lake included Orange Avenue as a north-south  
110 corridor and Lemon Street and Tangerine Avenue as east-west corridors.

111  
112 County roads Prevatt Avenue (a major north-south corridor between the City of Deltona and  
113 the City of Deland on the east side of Lake Helen), C.R. 4139 (which connects Lake Helen with  
114 its "sister" community, the unincorporated town of Cassadaga, to the south and the City of  
115 Deland to the north) and Kicklighter Road (an east-west corridor on the City's southern border).

116 East-west interstate access is provided by Interstate 4, which separates approximately 90 acres  
117 of Lake Helen, along the City's western border, from the remainder of the City east of I-4.  
118 Interstate Interchange 116 provides direct access to I-4 from both the City of Lake Helen and  
119 the City of Deland.

120  
121 An examination of the City's existing land use pattern, over 100 years after the City's inception,  
122 reveals a remarkable similarity to the development pattern proposed by Henry Deland. While  
123 not as densely developed as was originally proposed, the densest development in the City  
124 has occurred largely where originally proposed (immediately west and north of Lake Helen  
125 Lake), and development outside of these areas has typically been larger lot/larger parcel  
126 development for homesteads and for agricultural production.

127  
128 The economy of the community is based primarily on single-family residential development and  
129 a very small amount of commercial/light industrial development. Once a thriving citrus  
130 farming area, citrus production is now almost non-existent as a result of the freezes that  
131 occurred in the 1980s.

132  
133 Approximately 44 % of the land in the City remains in an undeveloped state; however, of this  
134 amount approximately 31% (900 acres) is vacant and available for development.

135  
136 **B. Description of Land Uses**

137  
138 The proposed 2035 Future Land Use Map is shown in Map 2-1. Generally, the following land  
139 use categories are shown on the proposed 2035 Future Land Use Map:

- 140     ▪ Single Family Residential (RR)
- 141     ▪ Single Family Residential (R1)
- 142     ▪ Single Family Residential (R2)
- 143     ▪ Single Family Low Density (SFLD)
- 144     ▪ Single Family Manufactured Housing (RM)
- 145     ▪ Residential Mixed Use (RMU)
- 146     ▪ Transitional
- 147     ▪ Downtown Commercial
- 148     ▪ Neighborhood Commercial
- 149     ▪ Transitional Commercial
- 150     ▪ Employment Center
- 151     ▪ Gateway Employment District
- 152     ▪ Commercial Support Intersections
- 153     ▪ Public Land & Institutions
- 154     ▪ Conservation

155  
156 The Public Land & Institutions category permits public/private schools and colleges, children's  
157 day care, hospitals and medical clinics, churches, religious institutions and cemeteries,

158 social/public service agencies, municipal office buildings, library, public safety facilities and  
159 emergency service buildings, and public recreation facilities.

160

161 The residential use categories range from 6 units per acre to 1 unit per 5 acres. Within these  
162 different residential land use designations, a range of residential uses are permitted. Mixed use  
163 development will be permitted through the use of Planned Development zoning.

164

165 Non-residential designations provide for a range of commercial and light industrial uses in order  
166 to assist in stimulating the economy of the City and provide jobs for local residents.

167

168 **GENERAL RANGE, DENSITY, AND INTENSITY OF EXISTING LAND USES**

169

170 Breakdown of Existing Land Uses

171

172 Table 2-1 and Map 2-2 provides a summary of the existing land use acreage (and percentage)  
173 by category for the City of Lake Helen.

174

175  
176  
177

**Table 2-1: Existing Land Use 2015**

Land Use Category	Number of Acres	Vacant Acreage	Potential Residential Units <sup>1</sup>	Percent of Total
Downtown Commercial	31.40	9.83	29	1.08%
Employment Center	72.69	72.69		2.98%
Employment Center Conservation Overlay	15.35			0.05%
Interstate Commercial	25.16	16.50		0.88%
Interstate Commercial Conservation Overlay	3.13			0.09%
Transitional Commercial	52.39	35.08	105	1.83%
Transitional Commercial Conservation Overlay	0.78			0.0%
Neighborhood Commercial	2.73	.59		0.09%
RCO – Redevelopment Commercial Overlay	22.24	.34		0.81%
RCO Conservation Overlay	6.38			0.18%
<b>Subtotal Commercial</b>	<b>206.61</b>	<b>135.03</b>		<b>6.68%</b>
<b>Subtotal Conservation Overlay</b>	<b>25.64</b>			<b>0.32%</b>
Light Industrial Overlay	14.11	4.30		0.49%
Light Industrial Conservation Overlay	0.06			0.0%
<b>Subtotal Light Industrial</b>	<b>14.11</b>	<b>4.30</b>		<b>0.49%</b>
<b>Subtotal Conservation Overlay</b>	<b>0.06</b>			<b>0.0%</b>
Public Land and Institutions	94.48	41.42		3.29 %
Public Land and Institutions Conversation Overlay	9.72			0.3%
<b>Subtotal Public Lands</b>	<b>94.48</b>	<b>41.42</b>		<b>3.29%</b>
<b>Subtotal Public Lands Conservation Overlay</b>	<b>9.72</b>			<b>0.3%</b>
R-1 – Single Family Residential (1 du/1.25 ac)	163.00	58.76	47	5.56%
R-1 Conservation Overlay	18.68			0.7%
R-2 Single Family Residential (2 du/ac)	239.61	106.30	212	8.22%
R-2 Conservation Overlay	60.12			2.1%
RR – Single Family Residential (1 du/2.5 ac)	808.55	370.99	148	27.61%
RR Conservation Overlay	114.99			4.2%
R-3 Single Family Residential (3 du/ac)	343.26	94.11	282	11.86%
R-3 Conservation Overlay	0.95			0.0%
RE – Single Family Residential (1 du/5 ac)	355.56	237.13	47	12.32%
RE Conservation Overlay	118.32			4.0%
RM – SF Manufactured Housing (6 du/ac)	59.03	19.88	119	2.0%
RM Conservation Overlay	2.53			0.1%
<b>Subtotal Residential</b>	<b>1969.01</b>	<b>887.17</b>		<b>68%</b>
<b>Subtotal Residential Conservation Overlay</b>	<b>315.59</b>			<b>11%</b>
<b>Right of Way (ROW)</b>	<b>258.76</b>	<b>.60</b>		<b>8.9%</b>
<b>ROW Conservation Overlay</b>	<b>8.76</b>			<b>0.3%</b>
<b>Total Land Use Acreage</b>	<b>2,542.63</b>			<b>87.6%</b>

<b>Total Conservation Overlay</b>	<b>360.72</b>			<b>12.4%</b>
<b>Grand Total</b>	<b>2,903.35</b>			<b>100%</b>
<b>Total Potential Residential Units</b>			<b>989</b>	
<b>Total Vacant Lands Available for Development</b>		<b>1068.52</b>		

178 1. Gross Density. Assumes 4 units/acre in Downtown Commercial District. Assumes maximum  
 179 build out at 75%

180

181 Represents acreage contained within the Existing Future Land Use Map 2005

182

183

184 **Vacant Land**

185

186 The City has over 1,000 acres of vacant land available for development (excluding the  
 187 conservation overlay). These are listed in Table 2-2 below and Map 2-3.

188

189  
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191

**Table 2-2: Proposed Future Land Use 2035**

Land Use Category	Number of Acres	Vacant Acreage	Potential Residential Units <sup>1</sup>	Vacant Percent of Category	Percent of Total
Downtown Commercial	75.41	18.17	55	24%	2.62%
DC Conservation Overlay	6.43				0.2%
Employment Center	72.69	72.69		100%	2.53%
Employment Center Conservation Overlay	15.35				0.5%
Gateway Employment District	64.73	48.15		74%	2.35%
GED Conservation Overlay	3.91				0.01%
Transitional Commercial	11.38	3.44	10	30%	0.39%
Neighborhood Commercial	1.08	0.58		54%	0.04%
<b>Subtotal Commercial</b>	<b>225.29</b>	<b>143.03</b>		<b>63%</b>	<b>7.93%</b>
<b>Subtotal Conservation Overlay</b>	<b>25.69</b>				<b>0.71%</b>
Public Land and Institutions	135.94	47.47		35 %	4.74%
Public Land Conversation Overlay	10.51				0.3%
<b>Subtotal Public Lands</b>	<b>135.94</b>	<b>47.47</b>		<b>35%</b>	<b>5.03%</b>
<b>Subtotal Public Lands Conservation Overlay</b>	<b>10.51</b>				<b>0.01%</b>
Single Family Low Density (Up to 3 units/acre)	501.32	197.17	592	38%	17.87%
SFLD Conservation Overlay	20.43				0.1%
R2-SF Residential (2 du/ac)	230.49	137.97	276	57%	10.21%
R2 Conservation Overlay	66.51				0.02%
RE – SF Residential (1 du/5 ac)	358.65	240.21	48	67%	16.94%
RE Conservation Overlay	134.89				0.06%
R1 – SF Residential (1 du/1.25 ac)	303.55	156.91	126	52%	11.37%
R1 Conservation Overlay	26.89				0.01%
RR – SF Residential (1 du/2.5 ac)	449.63	124.19	50	28%	17.65%
RR Conservation Overlay	63.54				0.03%
RM – SF Manufactured Housing (6 du/ac)	59.02	19.88	119	34%	2.11%
RM Conservation Overlay	2.53				0.01%
Residential Mixed Use (4 units/acre)					
RMU Conservation Overlay					
Transitional	20.33	1.11	3	.05%	0.70%
<b>Subtotal Residential</b>	<b>1922.99</b>	<b>877.44</b>		<b>46%</b>	<b>66.2%</b>
<b>Subtotal Residential Conservation Overlay</b>	<b>314.79</b>				<b>10.8%</b>
<b>Right of Way (ROW)</b>	<b>258.76</b>	<b>0.60</b>			<b>8.9%</b>
<b>ROW Conservation Overlay</b>	<b>8.76</b>				<b>.46%</b>
<b>Total Land Use Acreage</b>	<b>2543.60</b>				<b>87.6%</b>
<b>Total Conservation Overlay</b>	<b>359.77</b>				<b>12.4%</b>
<b>Grand Total</b>	<b>2,903.37</b>				<b>100%</b>
<b>Total Potential Residential Units</b>			<b>1279</b>		

<b>Total Vacant Lands Available for Development</b>		<b>1068.54</b>			<b>37%</b>
---	--	----------------	--	--	------------

192 1. Gross Density. Assumes 4 units/acre in Downtown Commercial District and Transitional  
193 Commercial. Assumes maximum build out of 75%.

194  
195 **C. Natural Resources**

196  
197 **Waterwells and Well Head Protection Areas**

198  
199 The existing water supply system operated by the City consists of two (2) major components:  
200 the well/water plants that withdraw the ground water for storage and disinfection, and a  
201 distribution system that consists of various sizes of water main piping.

202  
203 The City currently operates three (3) wells located throughout the City’s utility service area.  
204 The three wells are interconnected. The location of the City wells is shown on Map 2-4. All  
205 development within the City is connected to the municipal water system. The majority of the  
206 service connections are for residential use. Many residents have private wells that are used for  
207 watering of lawns, washing of automobiles, and purposes which do not require potable water.

208  
209 The City’s existing Consumptive Use Permit (CUP) was issued May 27, 2009 (permit #382). This  
210 enables the City to withdraw a maximum annual of 118.26 million gallons of water a year by  
211 2029 on a sliding scale from 105.12 million gallons in 2009.

212  
213 The City has identified a primary well head protection area of 200 feet around all wells as  
214 shown on Map 2-4. Within this area, the City prohibits development. A secondary well head  
215 protection area of 500 feet around all wells prohibits all uses which could have a detrimental  
216 impact on the water system in order to prevent risk to human health and the environment.

217  
218 **Beaches, Shores, and Estuarine Systems**

219  
220 There are no beaches, shores or estuarine systems in the City.

221  
222 **Areas of Critical State Concern**

223  
224 There are no designated Areas of Critical State Concern, pursuant to Section 380.05, Florida  
225 Statutes, located within the City of Lake Helen.

226  
227 The City of Lake Helen is blessed with an abundance of natural resources that have been, and  
228 will continue to be, influential in the development of the City, the establishment and  
229 maintenance of the City's unique character and ambiance, and the creation and continuance  
230 of the quality of life that is enjoyed by the City's residents and visitors alike. The City considers  
231 the protection and conservation of its natural resources to be of paramount importance in

232 preserving the communities' character and quality of life. The following is a discussion of the  
233 salient natural resource features that influence land use planning in Lake Helen.

234  
235 (a). Topography. Lake Helen is located on the eastern edge of the Deland Ridge where it meets  
236 the Talbot Terrace. Based on geological records, the Deland Ridge appears to be an ancient  
237 marine terrace which formed when the ocean level was much higher than today. This once flat  
238 surface has been altered by erosion and the collapse of caverns (sinkholes) formed by the  
239 solvent action of water on the underlying limestone. The local relief on the Deland Ridge is  
240 greater than any other region in Volusia County.

241  
242 The Talbot Terrace is a broad, nearly level, poorly drained area with numerous shallow  
243 depressions and poorly defined drainage flow paths. The surface drainage patterns are in an  
244 early stage of development with respect to geologic time.

245  
246 Map 2-5 shows the physical contours of Lake Helen and the surrounding land areas. The  
247 highest ground elevations are found in the southwestern part of the city where the elevation  
248 reaches 90 feet above mean sea level or more (based on NGVD).

249 Elevations in the northeastern portion of the city drop to near 40 feet above mean sea level.

250  
251 (b). Surface Waters. There are numerous lakes within the city. The largest lakes in the City are  
252 Lake Helen at nearly 26 acres, and Lake Macy at 20 acres. There are several other lakes that  
253 vary in size from over ten acres to less than one acre. Most of the lakes are totally landlocked  
254 and all are relatively shallow. Lakes within the City are depicted within the Conservation land  
255 use designated areas on Map 2-6.

256  
257 (c). Wetlands. There are extensive wetlands within the city. These wetlands consist primarily  
258 of cypress, gum and ash sloughs that are valuable areas for stormwater storage and treatment,  
259 as well as being home to many mammals, birds, reptiles and wetland floral species. Wetland  
260 areas within the City are depicted on Map 2-6.

261  
262 (d). Floodplains. Some areas within the city are susceptible to flooding during periods of  
263 intense storm duration. However, these areas are localized and do not constitute a major  
264 problem, as development within the City's floodplains has been minimal. Map 2-7 depicts the  
265 FEMA flood hazard areas within the City.

266  
267 (e). Aquifers. There are two aquifer systems in the Lake Helen area: the surficial groundwater  
268 aquifer and the Floridan aquifer. A clay layer from the Miocene or Pliocene age lies above the  
269 Floridan aquifer and forms the confining bed that retards water movement between the two  
270 aquifer systems.

271  
272 The surficial groundwater aquifer is used primarily for lawn irrigation and for various  
273 agricultural uses. The city draws its drinking water from the Floridan aquifer. The quality of

274 this water is very good. It is low in mineral content, non-corrosive and is colorless. It only  
275 requires chlorination prior to distribution.

276

277 (f). Aquifer Recharge Area. Lake Helen is located on the edge of the Deland Ridge which is the  
278 major recharge area for the Floridan aquifer in Volusia County. Map 2-8 depicts the areas of  
279 high recharge in the vicinity of Lake Helen.

280

281 (g). Soil Characteristics. Based on the Soil Conservation Services (SCS) Soil Survey of Volusia  
282 County, February, 1980, there are 21 major soil groups in the city. Soils in Lake Helen  
283 generally exhibit favorable characteristics for development with the exception of the areas  
284 indicated on Map 2-9 that depict soil limitations on the use of septic tanks and drainfields.

285

### 286 **II-3. ANALYSIS**

287

#### 288 **A. Perspective**

289

290 It has been noted that the City of Lake Helen considers its setting, sense of place and quality of  
291 life to be unique within the Central Florida region. It is also worth reiterating that City officials  
292 believe that it is of paramount importance that the City not succumb to the development  
293 pressures it faces, but to act proactively to protect and preserve the City's charm, character and  
294 lifestyle into the future. The following is a discussion of many of the salient issues,  
295 deliberations and decisions that have been influential in the development of the City's  
296 desired plan for managing its future growth.

297

#### 298 (a). Population

299

300 Typically, population projections are used as a primary basis for determining, or justifying,  
301 how much land is needed to support various uses of land.

302 The City of Lake Helen has chosen a somewhat nontraditional approach to managing its  
303 growth. Rather than seeking the maximum population growth and development that the land  
304 which lies within the City's boundaries can accommodate, and tacitly accept and approve  
305 of the lifestyle changes that inevitably come with such growth, the City has taken the  
306 approach that maintaining the existing character of the City, and the lifestyle afforded its  
307 residents and visitors, is more important than encouraging the type of growth that will  
308 ultimately result in Lake Helen being assimilated into the faceless, homogeneous Central  
309 Florida urban landscape.

310

311

312 City officials decided to take a nontraditional approach in linking population with land use. That  
313 is, rather than accommodating maximum projected population growth through land use  
314 allocation City officials chose to preserve and protect Lake Helen's way of life by  
315 establishing the maximum desirable build-out population for the City and linking land use

316 allocation to the desired population. After considerable discussions, a consensus was reached  
317 that an acceptable future build-out population for the City of Lake Helen would be an  
318 approximate doubling of the existing population to approximately 6000-6500 people; however,  
319 Shimberg Center for Housing Studies population projections indicate that the City's population  
320 is expected to decline over the next twenty (20) years. A small, mostly residential community  
321 would typically not see growth without building new homes or establishing a new business  
322 sector into the community.

323

324

325

326 A future land use map will need to be prepared that provides for a distribution of residential  
327 land uses and densities that accommodates a build-out population of approximately 6000  
328 people, while preserving the essential character and quality of life of the community and  
329 promote economic vitality. The proposed land use categories are intended to help meet the  
330 following goals of the City:

331

- 332       ▪ To encourage a mix and location of land uses designed to increase accessibility of Lake  
333       Helens residents to receive services, recreation, and jobs
- 334       ▪ To encourage the co-location of jobs with housing and expand residents' ability to work  
335       in close proximity to their homes
- 336       ▪ To develop a network of parks and walkways to encourage a sense of place and the  
337       overall health and well being of the community

338

339

#### 340 (b). Natural Conditions Affecting Development

341

342 Environmental conditions play a dominant role in development within the City. Approximately  
343 40% of the City has some form of natural constraint (lakes, wetlands, flood hazard areas, soils)  
344 that serves to limit development. Such constraints have been considered in the distribution  
345 of land uses on the future land use map and the densities/intensities of use allowed  
346 within the distribution.

347

348 The City's future land use plan provides for lower densities than would typically be expected  
349 to be seen in an urban environment (transitioning from a maximum density of six dwelling  
350 unit to one acre to a minimum density of 1 dwelling unit to 5 acres). Additionally, much of the  
351 land that is located in the more environmentally sensitive areas of the City has been assigned  
352 the lowest densities of use.

#### 353 (c). Man-made Conditions Affecting Development

354

355 The three dominant man-made conditions affecting development within the City are: (1) the  
356 decision to rely on septic tanks, rather than wastewater treatment plants, for wastewater

357 treatment other than limited specific areas; (2) the extent and condition of the City's  
358 transportation system; and, (3) the size and condition of the City's potable water system.

359

360 The roadway system within the municipal boundary of the City is increasingly impacted by  
361 vehicle trips that originate from outside its borders. Managing these impacts presents a  
362 considerable challenge since the City has limited ability to influence development decisions  
363 made in the adjacent local governments. Other issues that affect the ability to implement  
364 future roadway projects include, physical constraints with buildings that are adjacent to right-  
365 of-way lines, policy constraints of other governmental agencies, escalating right-of-way costs,  
366 neighborhood oppositions, environmental impacts, etc.

367

368 Traffic circulation throughout the City represents reasonably unimpeded traffic flow operations  
369 at average vehicle speed. The ability to maneuver within the traffic stream is only slightly  
370 restricted and stopped delays are minor.

371

372

373 The City has three potable water wells that are located within the City (Map 2-4 depicts the  
374 location of the wells and their protection areas). The City's intent is to minimize its impact on  
375 water resources into the future through water conservation efforts and by constraining  
376 population growth such that the City's needs can be accommodated by its existing well fields,  
377 rather than by drilling new wells or tapping alternative water sources.

378

379 Solid waste management appears not to be an issue for the City, as the City utilizes the  
380 Volusia County solid waste disposal system, which according to Volusia County officials has  
381 a life expectancy of at least 50 years.

382

383 (d). Suitability of Vacant or Undeveloped Land Area for Development

384

385 Approximately 31% of the land area within the City of Lake Helen can be classified as vacant  
386 or undeveloped and suitable for development. Lands have generally been assigned future  
387 land use densities, or land use designations such as Rural Residential or Single Family Low  
388 Density Residential that take such constraints into account.

389

390 The plan proposes the development of light industrial, commercial and office park- oriented  
391 areas on undeveloped land that is located immediately east and west of the I-4 interchange.  
392 This facilitates the movement of heavy traffic and limits such traffic within residential areas.  
393 Approximately 800,000 square feet of office park- oriented development has been approved  
394 west of I-4 as part of the Victoria Hills (Arvida) DRI. The potable water and wastewater  
395 treatment needs of this development will be provided by the City of Deland in accordance  
396 with the development order for the project.

397

398

399 (e). Need for Redevelopment of Flood Plain Areas

400

401 There are no flood plain areas within the city that are in need of redevelopment. Those areas  
402 that are subject to occasional flooding are primarily located adjacent to lakes within the city or  
403 are in the wetland areas located throughout the City. Development within these areas has  
404 been minimal and the structures that are threatened by flooding are docks and small  
405 storage sheds. The City's participation in the National Flood Insurance Program will further  
406 limit development in these areas.

407

408 (f). Land Use

409

410 The following is: (1) an inventory of the amounts of land in the City that are allocated for  
411 development under the current Future Land Use Map land use district designations of the City  
412 of Lake Helen's current comprehensive plan; (2) an inventory of the amount of land that  
413 has been developed within each land use district designation; and, (3) a discussion of  
414 future land use visioning and deliberations influential to the creation of the future land use  
415 district designations that are depicted on the Future Land Use Map, and are further elaborated  
416 on in the Goals, Objectives and Policies section of this document.

417

418 **1. Residential Land Use.**

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421 Residential land use accounts for approximately 51% of the City's current comprehensive plan  
422 with the majority of the existing housing being single family detached (93%). The highest  
423 concentration of residential homes occurs in the northwest portion of the City. Multi-family  
424 structures within the downtown commercial land use account for less than 1% of the City's  
425 housing stock. Manufactured homes account for 6% of the housing stock.

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427

428 **2. Commercial Land Use.** The City's current comprehensive plan has five future land use  
429 district designations that permit commercial development - Downtown Commercial;  
430 Neighborhood Commercial; Transitional Commercial, Industrial Commercial and,  
431 Employment Center/Workplace (; however, retail sales are limited to the Downtown  
432 Commercial with limited options in the RCO land use.

433

434 The City has approximately 200 acres of land that have a future land use district designation  
435 that permits commercial development (including 83 acres of land that have the  
436 aforementioned Industrial land use designation). Of the 200 acres of land upon which  
437 commercial development is allowed, approximately 66 acres have been developed for  
438 commercial purposes; however, the commercial land use districts account for less than 10% of  
439 the total acreage within the city.

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442 **3. Industrial Land Use.** The City has approximately 14 acres of land that currently have a  
443 future land use district designation overlay for industrial development.

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446 **4. Recreational and Open Space Land Uses.** The City has approximately 26 acres of land that  
447 currently have a land use district designation for, and are used for, public recreation and  
448 park/open space related activities. During the City's future land use visioning and deliberations,  
449 both the City's intent to continue to acquire land for recreation and open space purposes, and  
450 the City's intent to involve developers in the creation of open space and recreation areas within  
451 the City was affirmed.

452  
453 **5. Conservation Land Use.** The City has approximately 360 acres of land that currently have a  
454 future land use district designation that encompasses the City's lakes and wetlands. The  
455 conservation land use district designation severely limits development activities, in order that  
456 lakes and wetlands can be protected and conserved.

457  
458 During the City's future land use visioning and deliberations, the City's long-term commitment  
459 to protecting its natural resources from development related degradation was  
460 reaffirmed.

461  
462 **6. Public Facilities Land Use.** The City has approximately 136 acres of land that currently have  
463 a future land use district designation specifically assigned for public facilities. These  
464 properties primarily are comprised of City facilities, the Volusia Pines Elementary School, and  
465 the U.S. Postal Service office.

466  
467 (h). Historic Resources

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469 The City's historical heritage dates back to its founding in the late 1800s by Henry Deland.  
470 Approximately 20% of the City's housing stock is classified as historic, as are most of the City's  
471 churches, and the City has a sizeable Historic District (Map 2-10 depicts the boundaries of the  
472 Lake Helen Historic District). The City hosts a biennial Tour of Homes and Churches to honor  
473 its historic past that attracts visitors from throughout the region.

474  
475 During the City's future land use visioning and deliberations, it was determined that  
476 maintaining and enhancing the City's connection to its historic past, by increasing the  
477 number of historic properties included in the Historic District, and through the enactment of  
478 appropriate land development regulations to preserve the historic character of the City, would  
479 be important in maintaining the City's sense of place into the future.

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**II-4. THE FUTURE LAND USE PLAN**

**A. Introduction**

The City of Lake Helen's future land use plan has been developed specifically to: preserve the existing quality of life afforded by the City to its residents and visitors; preserve the City's small town charm; honor and build upon the City's historical heritage; preserve the City's natural resources; preserve the City's residential and rural character, and promote economic vitality.

The plan represents : (1) the distribution of land uses and land use densities/intensities is designed to more closely emulate an older small historical village; (2) the distribution of land uses and land use densities/intensities which is designed to accommodate a build-out population of approximately 6000 people; (3) an increase of commercial acreage to promote economic vitality and provide local jobs, while protecting residential neighborhoods from commercial land use incompatibilities through the creation of commercial land use designations that provide for land use types, building sizes and design standards that offer a more aesthetic transition from commercial properties to residential properties; (4) a greater protection is afforded to the City's natural and historic resources; (5) a greater emphasis is placed on minimizing the necessity for the development of new infrastructure to support growth, as well as minimizing the adverse impacts of growth on existing infrastructure.

The Future Land Use Map Series (Maps 2-1 through 2-10) graphically depicts the planned distribution of land uses in the City (including depiction of lakes and wetlands areas), floodplains/flood hazard areas, soils conditions, public potable waterwells and well field protection areas, and the City's Historic District and designated historic properties. The land uses depicted on Map 2-1, their distribution and densities/intensities, and the land use types permitted within each land use district designation, are predicated upon the considerations discussed in Section II-3 and the below listed strategies for growth management in Lake Helen.

**B. Strategies for Managing Growth**

Population analysis indicates that the population of the City is expected to decline throughout the short range and long range planning period. This population decline has the potential to affect the existing housing stock. The 2010 census data indicated that there were approximately 100 vacant units within the City and a continuing declining population will result in additional vacant/abandoned structures which ultimately will affect the City's tax base. The City will need to analyze the benefits of allowing commercial development east of I-4 to supplement the City's tax base and keeping traffic on arterial and collector roadways.

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The proposed Future Land Use Element develops a strategy which contains a number of different elements that will provide a framework to ensure that the future development of the City is undertaken in a manner which provides for an efficient land use pattern in keeping with the City’s rural community while also providing for economic opportunities. The proposed land use categories are intended to help meet the following goals of the City:

- To encourage a mix and location of land uses designed to increase accessibility of Lake Helen’s residents to services, recreation, jobs and housing.
- To develop opportunities for transportation methods which reduce the use of fuel and encourage alternative forms of transportation.
- To encourage the co-location of jobs with housing and expand residents’ ability to work in close proximity to their homes.
- To develop a network of parks, walkways, equestrian trails, public art and cultural facilities to encourage a sense of place and the overall health and well being of the community.
- To encourage a mix of housing types and styles which provide people with affordable housing choices which can accommodate changes in lifestyle.

In order to achieve these goals, the strategy of the Future Land Use Element is to identify land for mixed use communities which will provide employment, recreation and public facilities.