

## HOUSING ELEMENT



CITY OF GROVELAND

LAKE COUNTY, FLORIDA

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**HOUSING ELEMENT  
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## CHAPTER 3 HOUSING ELEMENT

### A. INTRODUCTION

#### 1. Purpose

The purpose of this *Element* is to provide guidance to the City of Groveland to develop appropriate plans and policies to demonstrate their commitment to meet identified or projected deficits in the supply of housing. These plans and policies address government activities as well as provide direction and assistance to the efforts of the private sector.

### B. INVENTORY

An examination of the City's housing stock by type, age, tenure, rent, value, condition, and rent/cost-to income ratios is essential in determining the type of new housing which should be built within the City. This information can be used in adjusting the future land use map to accommodate these needs. To a large extent, characteristics of existing structures determine what can be built and marketed in the future. The following comprises a housing inventory, the first step in a supply side analysis, compiled primarily from the 2010 US Census, the American Community Survey (ACS) and the Shimberg Center for Housing. Each local housing characteristic will be examined below in at least one separate paragraph. Data and analysis will be used to determine the significance of each for the purposes of local government planning activity.

According to the 2010 Census data, the City had 3,477 dwelling units in 2010. In 2016, the Florida Housing Data Clearinghouse (Shimberg) reported that the number of dwellings increased to 3,477 units.

#### 1. Housing Characteristics

This section provides an inventory of Groveland's dwelling units by their type (single family, multi-family, and mobile home), age, tenure (owner- or renter-occupied), and cost.

##### a. Housing Unit Structure

The 16 ACS found that about 78 percent (2,727 units) of the City's housing stock was comprised of single family units (see Table 1). The County had a lower percentage (67 percent) of single family homes than the City. There were 507 mobile homes in the City, which is about 15% of the housing stock, compared to 20% for Lake County.]. It is very notable that, in the last six years, the number of housing units increased by 386%.

**TABLE 1: HOUSING UNIT BY STRUCTURE TYPE, 2016**

| Structure Type           | Groveland       |                        | Lake County     |                        |
|--------------------------|-----------------|------------------------|-----------------|------------------------|
|                          | Number of Units | Percent of Total Units | Number of Units | Percent of Total Units |
| Single-Family Detached   | 2628            | 75.58%                 | 95,546          | 64.83%                 |
| Single-Family Attached   | 99              | 2.85%                  | 3,385           | 2.29%                  |
| Two-Family*              | 117             | 3.36%                  | 5,730           | 3.89%                  |
| Multi-Family (5 or more) | 63              | 1.81%                  | 12,919          | 8.76%                  |
| Mobile Homes             | 507             | 14.58%                 | 29,316          | 19.89%                 |
| Other                    | 69              | 1.98%                  | 476             | 0.32%                  |
| <b>Total</b>             | <b>3477</b>     | <b>100.00%</b>         | <b>147,372</b>  | <b>100.00%</b>         |

Note: \* These are units in structures containing 2-4 housing units

Source: U.S. Census, 2016 ACS Data

**b. Age of Housing Units**

The residential construction housing boom between 1950 and 1989 has been dwarfed by the rate of new construction beginning in 2000. As a consequence, about 75% of housing in the City is less than 17 years old and 85% is less than 50 years old (see Table 2). Generally speaking, the economically useful age of residential structures is considered to be approximately 50 years. Once a residence has reached that age, repairs become costlier and the ability to modernize the structure to include amenities considered standard for today’s lifestyles is diminished. Therefore, when a community’s housing stock reaches this age threshold, the need for housing rehabilitation, demolition, and new construction may become more apparent. As indicated in Table 2, about 15 percent of the City’s housing stock is 50 or more years of age. Consequently, redevelopment of existing housing will constitute a small amount of Groveland’s future housing supply.

**TABLE 2: NUMBER OF YEAR-ROUND UNITS BY AGE, 2015**

| Year Constructed | Groveland            |                       | Lake County          |                       |
|------------------|----------------------|-----------------------|----------------------|-----------------------|
|                  | 2015 Number of Units | 2015 Percent of Total | 2015 Number of Units | 2015 Percent of Total |
| 2013-2016        | 61                   | 2.28%                 | 935                  | 0.61%                 |
| 2010-2013        | 79                   | 2.95%                 | 3,396                | 2.23%                 |
| 2000-2009        | 1641                 | 61.21%                | 44,932               | 29.54%                |
| 1990- 2000       | 207                  | 7.72%                 | 35,394               | 23.27%                |
| 1980-1989        | 96                   | 3.58%                 | 26,621               | 17.50%                |
| 1970-1979        | 138                  | 5.15%                 | 19,059               | 12.53%                |
| 1960-1969        | 190                  | 7.09%                 | 8,560                | 5.63%                 |

| Year Constructed | Groveland            |                       | Lake County          |                       |
|------------------|----------------------|-----------------------|----------------------|-----------------------|
|                  | 2015 Number of Units | 2015 Percent of Total | 2015 Number of Units | 2015 Percent of Total |
| 1950-1959        | 149                  | 5.58%                 | 7,168                |                       |
| 1940-1949        | 66                   | 2.26%                 | 2,581                |                       |
| 1939 or Earlier  | 54                   | 2.21%                 | 3,447                |                       |
| <b>Total</b>     | <b>2681</b>          | <b>100.00%</b>        | <b>152,093</b>       | <b>100.00%</b>        |

Source: American Community Survey, 2016

**c. Tenure and Vacancy**

Based on 2000 Census data, about 97% (3,501) of the City’s dwelling units were occupied and only 166 units were vacant. This was much higher than the dwelling unit occupancy rate for the County at 83 percent. A smaller percentage of the vacant units in the City were used for seasonal, recreational, or occasional use than in Lake County, though the rate has risen since the last census. Additionally, there were 2,734 owner-occupied units (75.6% of the total units) in the City in 2016 (see Table 3) [9J-5.010 (1)(a) and (b), F.A.C.]. This represents a significant shift from renter to owner occupied units as Groveland continues to add housing units at an unprecedented rate.

**TABLE 3: HOUSING CHARACTERISTICS BY TENURE, 2016**

| Tenure  | Groveland | % of Units | Lake County | % of Units |
|---|-----------|------------|-------------|------------|
| Total Housing Units                                     | 3,617     | 100.00%    | 147,392     | 100.00%    |
| Owner-Occupied  | 2734      | 75.6%      | 90,282      | 61.25%     |
| Renter Occupied   | 767       | 21.21%     | 31,7546     | 21.54%     |
| Vacant Housing Units (Non-Seasonal or Recreational)     | 116       | 3.21%      | 25,336      | 17.19%     |
| Vacant Housing Units (For Seasonal or Recreational Use) | 290       | 100%       | 13,882      | 100%       |
| Vacant Units for Rent                                   | 136       | 46.90%     | 3,560       | 25.64%     |
| Vacant Units for Sale                                   | 83        | 28.62%     | 3,440       | 24.78%     |
| Vacant Units Not Rented, Not Sold, Not Occupied         | 0         | 0.00%      | 378         | 2.72%      |
| Vacant Units for Migrant Workers                        | 0         | 0.00%      | 0           | 0.00%      |
| Other Vacant Units                                      | 17        | 5.86%      | 3,119       | 22.46%     |

Source: ACS 2016

**d. Housing Values and Rent**

***Value and Cost of Owner-Occupied Housing***

The American Community Survey data indicates that Groveland has a higher percentage of homes in the mid-range of \$100,000 to \$200,000 homes than the county, and a lower percentage at the lower and higher ranges. (see Table 4). The median value of these dwelling units in the City in 2016 was \$147,900, an increase of 96% since 2000. This value is similar to Lake County’s median housing value of \$145,100].

**TABLE 4: VALUE<sup>1</sup> OF SPECIFIED OWNER-OCCUPIED HOUSING UNITS, 2016**

| Total Value         | Groveland       |                  | Lake County     |                  |
|---------------------|-----------------|------------------|-----------------|------------------|
|                     | Number of Units | Percent of Total | Number of Units | Percent of Total |
| <\$50,000           | 176 129         | 8.07%            | 13,102          | 14.51%           |
| \$50,000-\$99,999   | 390 226         | 17.89%           | 15,946          | 17.66%           |
| \$100,000-\$149,999 | 579 118         | 26.56%           | 17,877          | 19.79%           |
| \$150,000-\$199,999 | 578 53          | 26.51%           | 18,672          | 20.67%           |
| \$200,000-\$299,999 | 282 4           | 12.93%           | 14,587          | 16.15%           |
| \$300,000-\$499,000 | 152 0           | 6.97%            | 7,188           | 7.86%            |
| \$500,000-\$999,999 | 23 0            | 1.06%            | 2,188           | 2.42%            |
| \$1,000,000 or more | 0               |                  | 772             | 0.86%            |
| <b>Total</b>        | <b>2180</b>     | <b>100.00%</b>   | <b>90,322</b>   | <b>100.00%</b>   |

Source: MySidewalk, 2018

***Cost of Rental Housing***

Table 5 presents the monthly charge for the City’s rental units with the exception of single-family houses on 10 acres or more (US Census 2000). In comparison to the County as a whole, the City’s residents pay slightly less than the average rent for rental housing units. In 2000, about 70% of the renter occupied units paid between \$200 and \$749 per month and 9% paid \$850 or more per month. The County’s rental housing cost percentages were slightly lower with about 69% of the units paying between \$200 and \$749 per month and significantly higher with 17% paying \$850 or more per month. These charges, called ‘gross rent,’ include the estimated average monthly cost of utilities (electricity, gas, water and sewer). The median home rent for Groveland is \$1,145 based on the 2016 ACS.

<sup>1</sup> Include only single-family houses on less than 10 acres without a business or medical office on the property; mobile homes are not included.

**TABLE 5: GROSS RENT FOR SPECIFIED RENTER-OCCUPIED HOUSING UNITS, 2016, 5 YEAR ESTIMATES**

| Gross Rent      | Groveland       |                  | Lake County     |                  |
|-----------------|-----------------|------------------|-----------------|------------------|
|                 | Number of Units | Percent Of Total | Number of Units | Percent of Total |
| <\$200          | 0               | 0                | 268             | 0.84             |
| \$200-\$299     | 0               | 0                | 538             | 1.69%            |
| \$300-\$499     | 20              | 2.23%            | 1319            | 4.15%            |
| \$500-\$749     | 213             | 23.77%           | 5458            | 17.18%           |
| \$750-\$999     | 113             | 12.61%           | 9082            | 28.65%           |
| \$1,000-\$1,499 | 399             | 44.53%           | 10,243          | 32.26%           |
| \$1,500 or more | 127             | 14.17%           | 3404            | 10.72%           |
| No cash rent    | 24              | 2.68%            | 1,442           | 4.54%            |
| <b>Total</b>    | <b>896</b>      | <b>100.00%</b>   | <b>31754</b>    | <b>100.00%</b>   |

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

Note: No cash rent not reported for Groveland and assumed to be unchanged for these calculations. No data reported for <\$200 through \$499 range for Groveland, however 20 homes added to \$300-\$499 range to reach Shimberg Center 896 total. For Lake County, all categories reported and “No cash rent” category computed as difference between total and sum of other categories.

***Housing Affordability***

Housing affordability is defined by housing cost as a percentage of household income. Monthly payments of more than 30 percent of income are considered a cost burden. In 2008, 680 households (25%) in Groveland paid more than 30% of their income for housing. By comparison, 23% of households in the County were cost-burdened. Additionally, 275 households in Groveland (10%) and 11,196 households in Lake County (9%) paid more than 50% of their income for housing. See Table 6.

**TABLE 6: HOUSEHOLDS BY COST BURDEN, 2016**

| Location             | Amount of Income Paid on Housing |           |             | Total         |
|----------------------|----------------------------------|-----------|-------------|---------------|
|                      | 0 – 30%                          | 30% - 50% | 50% or more |               |
| Groveland (Owner)    | 1446                             | 583*      | na          | <b>na</b>     |
| Groveland (Renter)   | 489                              | 223       | 136         | <b>848</b>    |
| Lake County (Owner)  | 31,402                           | 15,949*   | na          | <b>na</b>     |
| Lake County (Renter) | 13,522                           | 8,290     | 7928        | <b>29,740</b> |

Source: Florida Housing Clearinghouse – Shimberg Center for Affordable Housing; Regional Profiles; Obtained online from <http://flhousingdata.shimberg.ufl.edu> in August of 2018. \*Only owner cost burdened categories for 30% and greater are available, so this number includes 50% or more as well. 50% or more not reported in latest update.

***Subsidized Housing***

According to the Florida Housing Data Clearinghouse, as of April 2016, there are 2 renter-occupied housing developments in Groveland listed in the Assisted Housing Inventory database with 70 subsidized units (see Table 7)]. Overall, there are 66 subsidized housing developments in the County with 5,324 subsidized units.

**TABLE 7: ASSISTED HOUSING INVENTORY, 2008**

| <b>Development Name</b> | <b>Address</b>                            | <b>Total Units</b> | <b>Assisted Units</b> | <b>Housing Program(s)</b>                             |
|-------------------------|---|--------------------|-----------------------|---|
| Greenleaf Village       | 162 Jim Payne Rd.,<br>Groveland, FL 32736 | 37                 | 37                    | Housing Credits 9%; Rental Assistance/RD; Section 515 |
| Sun Village, Ltd.       | 829 Village Cir,<br>Groveland, FL 34736   | 34                 | 33                    | Rental Assistance/RD;<br>Section 515                  |

Source: Florida Housing Clearinghouse – Shimberg Center for Affordable Housing; Regional Profiles; Obtained online from <http://flhousingdata.shimberg.ufl.edu> in August, 2018.

**2. Group Homes**

The Florida Department of Children and Family Services (DCF) licenses group homes for children 19 years or less. Group homes that serve persons with disabilities are regulated by the Agency for Persons with Disabilities (APD). The Agency for Health Care Administration (AHCA) licenses group homes for the elderly. In April 2010, the APD reported that there were no licensed group home facilities for residents with disabilities in Groveland. According to the AHCA, as of April 2010, there is a licensed assisted living facility<sup>2</sup> (1055 Kansas Avenue) and a licensed adult family care home<sup>3</sup> (17925 Coralwood Lane) in the City. The 2000 Census data indicated there were no group quarters such as nursing homes, correctional institutions, boarding homes, and juvenile institutions in the City. It is important to note that due to the sensitivity of the group homes licensed by DCF, these facilities were omitted from the analysis and specific details regarding these facilities can be obtained from DCF.

<sup>2</sup> Assisted living facilities provide full-time living arrangements in the least restrictive and most home-like setting. The basic services include, but are not limited to: housing and nutritional meals; help with the activities of daily living, like bathing, dressing, eating, walking, physical transfer, giving medications or helping residents give themselves medications; arrange for health care services; provide or arrange for transportation to health care services; health monitoring; respite care; and social activities.

<sup>3</sup> Adult family care homes provide full-time, family-type living in a private home for up to five elderly persons or adults with a disability, who are not related to the owner. The owner lives in the same house as the residents. The basic services include, but are not limited to: housing and nutritional meals; help with the activities of daily living, like bathing, dressing, eating, walking, physical transfer, giving medications or helping residents give themselves medications; supervision of residents; arrange for health care services; provide or arrange for transportation to health care services; health monitoring; and social activities.

The City has adopted and it enforces Land Development Regulations which specifically address group homes. Foster homes are allowed in residential districts; nursing homes are permitted in the institutional zoning district; and by special exception in the commercial zoning district.

### **3. Housing Conditions**

Effective public policy requires that the condition of housing be measured on an objective scale. To measure adequacy, the U.S. Census records the presence or absence of items such as water supply, kitchen facilities, central heating and plumbing and whether or not housing units are overcrowded<sup>4</sup>. Plumbing facilities have usually been singled out as the equipment most relevant to an overall evaluation of housing conditions.

The information regarding the City of Groveland relating to the number of housing units without plumbing, a kitchen or that are overcrowded is not available at this time, and will be updated when 2020 census information is available.

#### **a. Housing Improvement Strategies**

The key to implementing a housing improvement strategy is selecting the appropriate treatment for an area and applying it at the proper time. There are essentially three approaches to halting or preventing structural quality decline. They are preservation, rehabilitation, and redevelopment.

**Preservation.** The preservation technique is appropriate for structures found to be in sound condition. The concept of preservation involves continued maintenance and protection of the existing housing stock through code enforcement, as well as the provision of necessary public facilities and services.

Preservation is intended to be a long-term approach to combat structural decay. The process jointly involves property owners, tenants, local officials, and private lending institutions. Further, preservation techniques involve conservation, maintenance, continued protection through ordinance enforcement, and infrastructure improvement in areas where most structures are found to be in sound condition, with only a small percentage rated as deteriorating or substandard.

**Rehabilitation.** Rehabilitation is appropriate for areas where between 10 and 49 percent of the residential structures are classified as deteriorating or in substandard condition. A more recent inventory is needed in the City to

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<sup>4</sup> Meaning that more than one person per room was housed in the occupied housing unit.

determine the amount of residential units classified as deteriorating or substandard.

Rehabilitation strategies include the repair of existing structural defects, the correction of environmental deficiencies, and the upgrading of public services and facilities to eliminate blighting conditions. Deteriorating units can be improved to meet the standards of established codes. Construction or reconstruction in the vicinity of these dwelling units may also be necessary to increase the potential for private investment. Rehabilitation activities would require the City to provide information to property owners describing procedures and methods of undertaking rehabilitation projects. Participation in housing assistance programs may be a component of this strategy. Homeowners may be eligible for financial assistance from the County administered programs.

***Redevelopment.*** A rehabilitation program may not be economically feasible if 50 percent or more of the dwelling units in an area are rated as deteriorated or substandard. In such case, a redevelopment strategy is appropriate. Redevelopment primarily involves the clearance of existing structures to allow for the construction of new structures in the area in accordance with an approved plan. This treatment is intended to have a long-term effect, ensuring satisfactory conditions for 50 years or more.

The City has established a Community Redevelopment Area and Community Redevelopment Agency to address the rehabilitation and redevelopment needs of the City.

#### **4. Historically Significant Housing**

The Florida Division of Historical Resources maintains and regularly updates the Florida Master Site File. The Florida Master Site File is a paper file archive and computer database of recorded historical cultural resources in Florida. Categories of resources recorded at the Site File include archaeological sites, historical structures, historical cemeteries, historical bridges and historic districts. The Site File also holds copies of survey reports and other manuscripts relevant to Florida history and prehistory. As of April 2010, there were 8 historic structures, 1 bridge, and 41 sites included in the State's *Master Site File* from Groveland. The Edge House is listed in the National Register of Historic Places (see Table 9). No need is indicated for conservation, rehabilitation or demolition activities at this time.

**TABLE 9: HISTORIC SITES AND STRUCTURES**

| Site Name           | Address/Site Type   | Year Built | Architectural Style/<br>Archaeological Culture  | Date Certified |
|---------------------|---|------------|---|----------------|
| Sprayfield South    |   |            | Prehistoric with pottery  |                |
| Minniflora Heights  | Land-terrestrial; Single artifact or isolated find  |            | Prehistoric lacking pottery   |                |
| Groveland WWTP      |   |            | Prehistoric lacking pottery   |                |
| Sprayfield North    |   |            | Prehistoric lacking pottery   |                |
| Little Everglades   | Campsite (prehistoric); Land-terrestrial  |            | Prehistoric   |                |
| Ressurrection       | Campsite (prehistoric); Land-terrestrial  |            | St. Johns II, A.D. 800-1500   |                |
| Hollow Hills        | Land-terrestrial; Single artifact or isolated find  |            | Prehistoric lacking pottery   |                |
| O'brien 2           | Land-terrestrial  |            | Prehistoric   |                |
| Schoolhouse Lake    | Lithic scatter/quarry (prehistoric: no ceramics)  |            | Archaic, 8500 B.C.-1000 B.C.  |                |
| Schoolhouse Wetland | Artifact scatter-low density (< 2 per sq meter); Lithic scatter/quarry (prehistoric: no ceramics) |            | Archaic, 8500 B.C.-1000 B.C.  |                |
| Buried Dog Site     | Artifact scatter-low density (< 2 per sq meter)   |            | Twentieth century American, 1900-present; St. Johns II, A.D. 800-1500                                 |                |
| Wilson Island Site  | Building remains; Artifact scatter-low density (< 2 per sq meter)                                 |            | Twentieth century American, 1900-present; St. Johns II, A.D. 800-1500                                 |                |
| Grape Vine Site     | Artifact scatter-low density (< 2 per sq meter)   |            | Twentieth century American, 1900-present; Archaic, 8500 B.C.-1000 B.C.; St. Johns, 700 B.C.-A.D. 1500 |                |
| Paw Paw Site        | Artifact scatter-low density (< 2 per sq meter)   |            | Twentieth century American, 1900-present; Prehistoric lacking pottery                                 |                |
| Stuck Truck         | Campsite (prehistoric); Lithic scatter/quarry (prehistoric: no ceramics)                          |            | Archaic, 8500 B.C.-1000 B.C.  |                |
| Howling Coyote      | Campsite (prehistoric); Lithic scatter/quarry (prehistoric: no ceramics)                          |            | Archaic, 8500 B.C.-1000 B.C.  |                |

| Site Name             | Address/Site Type   | Year Built | Architectural Style/<br>Archaeological Culture   | Date Certified |
|-----------------------|---|------------|--|----------------|
| Lake Douglas          | Campsite (prehistoric); Artifact scatter-dense (> 2 per sq meter) |            | Archaic, 8500 B.C.-1000 B.C.; St. Johns, 700 B.C.-A.D. 1500                                      |                |
| Marsh Hammock         | Land-terrestrial  |            | Prehistoric lacking pottery  |                |
| Outside edge site     | Land-terrestrial  |            | Prehistoric with pottery   |                |
| Southern edge site    | Land-terrestrial  |            | Prehistoric lacking pottery  |                |
| Mowista Site          | Land-terrestrial  |            | Prehistoric lacking pottery  |                |
| Marsh Pointe          | Habitation (prehistoric); Land-terrestrial                        |            | St. Johns IIa  |                |
| Juan Gets Bear Caught | Artifact scatter-low density (< 2 per sq meter)                   |            | Twentieth century American, 1900-present; Archaic, 8500 B.C.-1000 B.C.; Prehistoric with pottery |                |
| Spiders-a-Million     | Campsite (prehistoric)  |            | Prehistoric lacking pottery  |                |
| Villa City            | Land-terrestrial  |            | Prehistoric  |                |
| Lake Marshall North   | Land-terrestrial  |            | Prehistoric  |                |
| West Grove            | Land-terrestrial  |            | Deptford, 700 B.C.-300 B.C.  |                |
| Marshgrove            | Land-terrestrial  |            | Prehistoric  |                |
| Lake Lucy Island      | Land-terrestrial  |            | Late Archaic   |                |
| Northwest Villa       | Land-terrestrial  |            | Prehistoric  |                |
| Lake Lucy West        | Land-terrestrial  |            | Prehistoric  |                |
| Cherry Lake           | Lithic scatter/quarry (prehistoric: no ceramics)                  |            | Late Archaic; Middle Archaic   |                |
| Sumner Lake SW        | Campsite (prehistoric)  |            | Late Archaic; Middle Archaic; St. Johns, 700 B.C.-A.D. 1500; Transitional, 1000 B.C.-700 B.C.    |                |
| Sumner Lake N         | Campsite (prehistoric)  |            | Late Archaic; Middle Archaic; St. Johns, 700 B.C.-A.D. 1500; Transitional, 1000 B.C.-700 B.C.    |                |
| Sumner Lake SE        | Campsite (prehistoric)  |            | Late Archaic   |                |
| Sumner Lake S         | Artifact scatter-low density (< 2 per sq meter)                   |            |  |                |

| Site Name                        | Address/Site Type  | Year Built | Architectural Style/<br>Archaeological Culture   | Date Certified |
|----------------------------------|--|------------|--|----------------|
| Lisa Marie                       | Campsite (prehistoric)   |            | Archaic, 8500 B.C.-1000 B.C.   |                |
| Colonel Parker                   | Lithic scatter/quarry (prehistoric: no ceramics)                         |            | Archaic, 8500 B.C.-1000 B.C.   |                |
| Priscilla                        | Lithic scatter/quarry (prehistoric: no ceramics)                         |            | Archaic, 8500 B.C.-1000 B.C.   |                |
| Gladys                           | Campsite (prehistoric); Lithic scatter/quarry (prehistoric: no ceramics) |            | Archaic, 8500 B.C.-1000 B.C.   |                |
| SR 50                            | Campsite (prehistoric); Habitation (prehistoric)                         |            | Prehistoric  |                |
| Wilson Island House              | Unknown  | 1885       | Frame Vernacular; L-shaped; Wood frame; Drop siding; Private residence                     |                |
| Wilson Island Pump House         | Unknown  | 1955       | Other; Rectangular; Wood frame; Metal; Agricultural  |                |
| Groveland Train Depot            | 305 W Broad St.  | 1912       | Craftsman; Square; Brick; Brick; Office  |                |
| Piece of Junk House              | 15635 Battleground Lake Ln.  | c1930      | Frame Vernacular; Rectangular; Wood frame; Weatherboard, Clapboard; Private residence      |                |
| Groveland Sr. Women's Club Bldg. | 458 S Lake Rd  | 1933       | Craftsman; U-shaped; Balloon wood frame; Other; Community center (e.g., recreation hall)   |                |
| 1941 Lucy Lee Road               | 1941 Lucy Lee Rd.  | 1952       | Masonry vernacular; Irregular; Concrete block; Vertical plank; Private residence           |                |
| The Edge House                   | 1218 W Broad St  | 1902       | Queen Anne (Revival) ca. 1880-1910; Irregular; Other; Wood Frame; Other; Private residence | 10/5/2006      |
| Sumner Lake House                | 13000 Montevista Rd  | 1950       | Ranch; Rectangular; Concrete block; Concrete block; Private residence                      |                |
| Wilson Island Bridge             | Engineer – Cyrus Henry Wilson  | 1980       | Frame; Wood  |                |

Source: Florida Department of Historical Resources, Florida Master Site File – April 2010.

**5. Mobile Home Parks**

The Florida Department of Business and Professional Regulation (DBPR) maintains an inventory of the licensed mobile home projects in Florida. As of April 2010, DBPR reported that there are 3 mobile home parks in Groveland:

- Groveland Mobile Home Park built in 1987 with 11 lots located at 117 N. Main Avenue;
- Timber Village Mobile Home Park built in 1985 with 99 lots located at 15130 Timber Village Road; and
- Woodlands at Church Lake built in 1980, age-restricted (55+) community with 219 lots located at 1124 Heritage Drive. [9J-5.010 (1)(a)(f), F.A.C.]

Mobile homes are permitted in the Moderate Density Residential and General Commercial/Central Business zoning districts by special exception if the units comply with the guidelines established in the Land Development Regulations.

**6. Housing Construction**

The City experienced a residential boom between 2000 and 2007. During this time, the average rate of development of single-family housing was 227 units per year (see Table 10). However, the pace of development has slowed significantly in Groveland in the past few years, consistent with the national economic downturn.

**TABLE 10: NUMBER OF HOUSES CONSTRUCTED BY TYPE, 2000 – 2009**

| Year | Single Family | Multi-family | Mobile Homes | Total |
|------|---------------|--------------|--------------|-------|
| 2000 | 147           | 2            | 0            | 149   |
| 2001 | 186           | 0            | 0            | 186   |
| 2002 | 150           | 8            | 0            | 158   |
| 2003 | 202           | 8            | 0            | 210   |
| 2004 | 210           | 6            | 0            | 216   |
| 2005 | 228           | 6            | 0            | 234   |
| 2006 | 479           | 0            | 0            | 479   |
| 2007 | 212           | 0            | 0            | 212   |
| 2008 | 58            | 0            | 0            | 58    |
| 2009 | 34            | 0            | 0            | 34    |

Source: City of Groveland, April 2010

**C. PROJECTED HOUSING DEMANDS AND NEEDS**

This section addresses the City’s housing needs through out the *Comprehensive Plan* planning period (year 2040). Estimates and projections of population and households (i.e., housing demand) from the Affordable Housing Assessment prepared by the Shimberg Center for

Affordable Housing were utilized for the analyses presented. The Affordable Housing Needs Assessment Methodology Report in its entirety is kept on file and available from the City.

Estimates and projections of households by tenure, size, and income were developed]. After incorporating a vacancy rate, the household estimates and projections are used to develop estimates of the demand for housing units. Demand includes the projected total demand for housing units (the total number needed in the City at any point in time to accommodate both the number of households and the necessary vacant units) and the projected demand for units by type, tenure, cost and rent ranges, size of household, and for the elderly.

The final stage in the housing needs assessment is the projected need for housing. The need for housing units nets the estimated and projected demand for units against updated supply. The result is the number of units that will have to be provided to meet the demand for units, as well as the distribution of those units by type, tenure, and value and rent ranges (with value and rent ranges being matched with income ranges of households). The ultimate result of the analysis is the distribution of need for housing units by household income and value or rent of units.

To determine the total number of additional housing units which will be in demand in the City in the planning period, the relationship between households and housing units must be established. The number of housing units that are in demand at any point in time is equal to the number of households plus the number needed to provide an adequate supply from which householders may choose. Only units that are in the permanent housing supply, not seasonal units, are considered in this analysis. The vacancy rate necessary in the local community is assumed to be the rate in the 2000 Census.

### **1. Population Projections**

Population is the basis of estimates and projections of households and the difference between households and housing inventory is equal to the basic construction need for housing units. Population projections prepared by the Shimberg Center for Affordable Housing indicate that Groveland will have over 25,000 new residents by the year 2040, however, this does not account for recent annexations or for the backlog of applications for over 2000 new homes or the backlog of approved homes in the permitting process. In order to more accurately estimate future Groveland growth and the resulting need for future land uses to accommodate this growth, several assumptions were made for calculating growth beyond the numbers in the Shimberg Center estimates; 1) the 2,300 homes awaiting initial review and the 500 already approved lots awaiting permitting were added to 2025, and 2) the approved Villa City project that was recently annexed will be assumed to buildout by 2040 with population distributed evenly into years 2025, 2030, 2035 and 2040. Only half of the Villa City Project was added and the 2035 buildout was pushed back to 2040. Table 11 depicts the Shimberg Center population growth and Table 11B depicts the Shimberg Center numbers with the (see Table 11) [9J-5.010 (2)(b), F.A.C.].

**TABLE 11: POPULATION PROJECTION BY AGE, 2008 – 2025**

Source: Shimberg Center for Affordable Housing, University of Florida – April 19, 2010.

| Age Group       | 2010        | 2016         | 2020         | 2025         | 2030         | 2035         | 2040         |
|-----------------|-------------|--------------|--------------|--------------|--------------|--------------|--------------|
| 0-14 years old  | 2226        | 3539         | 4685         | 8,129        | 9,795        | 11,364       | 12,760       |
| 15-24 years old | 1096        | 1839         | 2374         | 4,207        | 5,047        | 5,762        | 6,620        |
| 25-34 years old | 1197        | 1704         | 2133         | 4,098        | 4,835        | 4,607        | 6,369        |
| 35-44 years old | 1428        | 2159         | 2870         | 4,631        | 5,395        | 6,621        | 7,347        |
| 45-54 years old | 1053        | 1787         | 2352         | 3,868        | 4,757        | 5,155        | 5,678        |
| 55-64 years old | 851         | 1263         | 1607         | 3,091        | 3,766        | 4,233        | 4,915        |
| 65-74 years old | 578         | 944          | 1228         | 2,163        | 2,568        | 3,131        | 3,610        |
| 75+ years old   | 300         | 371          | 430          | 842          | 1,050        | 1,233        | 1,419        |
| <b>Total</b>    | <b>8729</b> | <b>13606</b> | <b>17679</b> | <b>31029</b> | <b>37214</b> | <b>42105</b> | <b>48717</b> |

Source: Shimberg Center for Affordable Housing, University of Florida 2016 and East Central Florida Regional Planning Council assumptions.

**2. Households by Size**

As shown in Table 12, one- to two-person households are predominant in the City, accounting for about 41 percent of the total in each year of the planning period. This is closely followed by 5+ person households at 34 percent. This may reflect vacation homes that have been built within the last decade. Three to four person homes account for about a quarter of the homes, which is normally the largest segment.

**TABLE 12: HOUSEHOLDS BY HOUSEHOLD SIZE, 2008 - 2025**

| Household Size | 2015*        | 2016**        |
|----------------|--------------|---------------|
| 1 to 2 persons | 2,519        | 1594          |
| 3 to 4 persons | 874          | 936           |
| 5+ persons     | 274          | 1,327         |
| <b>Total</b>   | <b>3,667</b> | <b>3,857</b>  |
|                |              | <b>+5.18%</b> |

Source: \*Shimberg Center for Affordable Housing, University of Florida – April 2010.

\*\*ACS 2016

### 3. Householders by Age and Tenure

Households are the fundamental unit of demand for housing, and are the way in which the population divides itself to occupy housing units. One member of a household is considered to be the representative of that household and is referred to as the householder. The percentage of the population in a given age group that are householders is the headship rate in that age group, or the propensity of persons in that age group to be household heads. Headship rates allow the conversion of the population of an age group into households. Different age groups have different propensities for forming households, so that as the age structure of the population shifts, the number of households that a given population would yield would also change. Estimates and projections of households are, therefore, based on age-specific headship rates. The headship rates are applied to the age-specific population projections. Householders by age and tenure are shown in Table 13.

#### a. Elderly and Disabled Households

The housing needs of elderly and disabled residents of Groveland require special attention. Data on the housing needs of the City’s residents 65 and older are provided by the Shimberg Center. Table 13 shows the projected demand for housing for the elderly by tenure. The figures indicate that by 2025 there will be a need for about 690 new housing units designed with certain features that the elderly population will require, such as smaller units that are barrier free and easily accessible. There will also be a need for additional group homes.

Group homes are permitted in the residential, institutional, and agricultural zoning districts and by special exception in the commercial zoning district. The City has the sufficient infrastructure needed to support group homes as well as assisted living facilities and nursing homes [9J-5.010 (2)(f)(4) F.A.C.].

**TABLE 13: HOUSEHOLDERS BY AGE AND TENURE, 2016 - 2040**

| Age of Householder | 2016        |            | 2020        |             | 2025        |             | 2030        |             | 2035        |             | 2040        |             |
|--------------------|-------------|------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
|                    | Owner       | Renter     | Owner       | Renter      | Owner       | Renter      | Owner       | Renter      | Owner       | Renter      | Owner       | Renter      |
| 15-24              | 80          | 69         | 103         | 92          | 136         | 119         | 160         | 140         | 183         | 162         | 211         | 186         |
| 25-44              | 1336        | 484        | 1731        | 628         | 2199        | 797         | 2561        | 928         | 3094        | 1122        | 3452        | 1252        |
| 45-64              | 1354        | 287        | 1757        | 376         | 2275        | 489         | 2817        | 604         | 3044        | 653         | 3422        | 732         |
| 65 or more         | 663         | 104        | 837         | 131         | 1078        | 166         | 1302        | 203         | 1594        | 249         | 1844        | 289         |
| <b>Total</b>       | <b>3433</b> | <b>944</b> | <b>4428</b> | <b>1227</b> | <b>5688</b> | <b>1571</b> | <b>6840</b> | <b>1875</b> | <b>7915</b> | <b>2186</b> | <b>8929</b> | <b>2459</b> |

Source: Shimberg Center for Affordable Housing, University of Florida – April 2016.

#### 4. Households by Income

According to the Shimberg Center, 80 percent of the area median income (AMI) is a traditional measure of eligibility for programmatic housing assistance or low-income housing. For example, all beneficiaries of the federal public housing program and federal HOME program must have incomes below this amount. In 2016, there were 1275 households in Groveland below the 80% AMI. This number is projected to increase to 3,349 by 2040 Table 14 provides a breakdown of households by income range.

**TABLE 14: HOUSEHOLDERS BY INCOME CATEGORY, 2016 - 2040**

| Year   | Number of Households        |                           |                                |                               |  | Total  |
|--------|-----------------------------|---------------------------|--------------------------------|-------------------------------|--|--------|
|        | Very Low<br>(≤ 30%<br>AMI*) | Low<br>(30.01-50%<br>AMI) | Moderate<br>(50.01-80%<br>AMI) | Middle<br>(80.01-120%<br>AMI) | Upper Middle<br>& High<br>(120.01+% AMI) |        |
| 2016   | 458                         | 307                       | 510                            | 964                           | 2,138                                    | 4,377  |
| 2020   | 593                         | 394                       | 661                            | 1,243                         | 2,764                                    | 5,655  |
| 2025   | 761                         | 503                       | 852                            | 1,594                         | 3,549                                    | 7,259  |
| 2030   | 919                         | 607                       | 1,017                          | 1,914                         | 4,258                                    | 8,715  |
| 2035   | 1,060                       | 711                       | 1,190                          | 2,218                         | 4,922                                    | 10,101 |
| 2040   | 1,197                       | 807                       | 1,345                          | 2,499                         | 5,540                                    | 11,388 |
| Totals | 5,351                       | 3,591                     | 6,066                          | 11,252                        | 24,894                                   | 51,154 |

Note: \* AMI = Area Median Income

Source: Shimberg Center for Affordable Housing, University of Florida – April 2016.

HUD establishes income eligibility standards for various housing programs based on percentages of median income, with parameters having been established to note different income groups as follows:

- Less than 30 percent of Median Income = Very Low Income Household;
- 30% to 50% of Median Income = Low Income Household;
- 50.01% to 80% of Median Income = Low/Moderate Income Household;
- 80.01% to 120% of Median Income = Moderate Income Household; and
- 120.01% or more of Median Income = Middle/Upper Income Household.

#### 5. Affordable Housing

The widely established measure of housing affordability remains spending no more than 30 percent of household income on housing cost, regardless of tenure status. Households spending more than that are referred to as “cost-burdened” by the Shimberg Center. In 2016, about 45% (1,955) of the households in Groveland were cost burdened. This number is projected to remain at about 45% (5,87) by 2040. Table 15 presents the

number of cost-burdened households in Groveland by tenure. The relevant home values and rents affordable for the income ranges can then be established using the affordability factors indicated previously ( $30\% \times \text{household income} / 12 = \text{monthly rent affordable}$ ).

**TABLE 15: HOUSEHOLDS BY HOUSING COST BURDEN, 2016- 2040**

| Year | Number of Households |        |                        |        |                 |        |              |              |
|------|----------------------|--------|------------------------|--------|-----------------|--------|--------------|--------------|
|      | <=30% of income      |        | 30.01% - 50% of income |        | > 50% of income |        | Total        |              |
|      | Owner                | Renter | Owner                  | Renter | Owner           | Renter | Owner        | Renter       |
| 2016 | 1,886                | 536    | 832                    | 189    | 715             | 219    | <b>3,433</b> | <b>944</b>   |
| 2020 | 2,434                | 696    | 1,074                  | 247    | 920             | 284    | <b>4,432</b> | <b>1,227</b> |
| 2025 | 3,128                | 892    | 1,377                  | 317    | 1,183           | 362    | <b>5,688</b> | <b>1,571</b> |
| 2030 | 3,763                | 1,061  | 1,651                  | 379    | 1,426           | 435    | <b>6,840</b> | <b>1,875</b> |
| 2035 | 4,352                | 1,233  | 1,915                  | 444    | 1,648           | 509    | <b>7,915</b> | <b>2,186</b> |
| 2040 | 4,914                | 1,387  | 2,157                  | 499    | 1,858           | 573    | <b>8,929</b> | <b>2,459</b> |

Source: Shimberg Center for Affordable Housing, University of Florida – April 2016.

Persistently high rents and lagging income growth have made gross rent burdens a pressing problem for renters. Typically, federal programs that offer rental subsidy, such as Section 8, allow the applicants to choose the location of their homes. Table 16 shows the current and anticipated number of households that have incomes below 80 percent of the Area Median Income and pay more than 50 percent of their income for housing (severely cost-burdened households).

**TABLE 16: SEVERELY COST-BURDENED LOW INCOME HOUSEHOLDS, 2016 - 2040**

Source: Shimberg Center for Affordable Housing, University of Florida – April 2010.

| Tenure          | Number of Households* |            |            |              |              |              |
|-----------------|-----------------------|------------|------------|--------------|--------------|--------------|
|                 | 2016                  | 2020       | 2025       | 2030         | 2035         | 2040         |
| Owner-occupied  | 365                   | 469        | 605        | 728          | 884          | 953          |
| Renter occupied | 219                   | 284        | 362        | 435          | 509          | 573          |
| <b>Total</b>    | <b>584</b>            | <b>753</b> | <b>967</b> | <b>1,162</b> | <b>1,393</b> | <b>1,526</b> |

Note: \* Equals the total number of households with incomes less than 80.01% of the Area Median Income and pay more than 50% of their income on housing costs.

Source: Shimberg Center for Affordable Housing, University of Florida – April 2017.

Low-income households have several choices (single-family residential, multi-family residential, and mobile homes) in new housing within Groveland. The City also encourages mixed-use developments in an effort to ensure a variety of housing types are available to residents, and also to include affordable housing within new developments.

With the increased population growth in Groveland, the City will investigate additional ways to accommodate low income households such as inclusionary zoning, smaller unit sizes and other incentives to provide lower cost housing. It is expected that the private sector will be providing housing within the City, and it will be the private sector’s decision to include affordable housing. The City, however, can play a role in facilitating approvals for development that include an affordable component.

Other ways to lessen the housing burden include providing transit services so that lower income residents can get by without a car or a household can get by with one car instead of two cars. Also, by increasing the amount of mixed uses, residents could walk or bicycle to work if housing is located near to employment opportunities. Automobile ownership represents a large portion of low income household expenses, so ownership of one less car can make a large impact.

## 6. Land Requirement

The City’s *Existing Land Use Map*<sup>5</sup> shows that there are 954 acres of residential land use supporting 7,206 residents in 2008. At this ratio, the City will need 871 additional acres for residential development to support the 2025 population (see Table 17). The *Future Land Use Map* shows a total of 3,686 acres of residential lands [9J-5.010(2)(c), F.A.C.]. As such, the City has sufficient land to accommodate the projected housing needs for the short-range (2011-2015) and long-range (2025) planning period. Additionally, there are about 117 acres in the Mixed Use land use category to address the future housing need.

**TABLE 17: LAND REQUIREMENTS FOR PROJECTED HOUSING NEEDS, 2020 – 2040**

| Year | Population    | Residential Acres* Needed to Support Population | Total Residential Acres (FLU Map)** | Available Land (acres) |
|------|---------------|---|-------------------------------------|------------------------|
| 2020 | 17,679        | 2,341   | 5,244                               | 2,903                  |
| 2025 | <b>31,029</b> | 4,110   | 5,244                               | 1,134                  |
| 2030 | <b>37,214</b> | 4,929   | 5,244                               | 315                    |
| 2035 | <b>42,105</b> | 5,574   | 5,244                               | (-330)                 |

Notes: \*Based on the following formula – (2008 Acres of Occupied Residential Parcels ÷ 2008 Population) \* Projected Population.

\*\*Includes Green Swamp Single Family Low Density, Green Swamp Single Family Rural Density, High Density Residential, Lake County Rural, Lake County Urban, Lake County Urban Expansion, Lake County Urban Low Density, Medium Density Residential, Single Family Low Density, and Single Family Medium Density land use designations on the *Future Land Use Map*.

<sup>5</sup> Based on the 2008 Lake County Property Appraisal Geographic Information Systems database, as of April 2010. Does not include vacant residential.

**7. Private sector contribution**

All new construction or redevelopment is expected to be provided by the private sector as it has in the past. A number of builders currently build in the area. Groveland shall continue to work with developers interested in constructing residential units on the City's vacant residential lots].

**8. Provision of housing for very low, low, and moderate-income households**

The availability of land or housing for persons in the very low, low, and moderate-income groups is possible within the City. Single-family residential development is permitted in all residential zoning districts. Multi-family residential uses, including townhomes and duplexes, are permitted in the Low Density Residential, Moderate Density Residential, Green Swamp Residential, Green Swamp Low Density Residential, Central Business District, and Planned Unit Development zoning districts. Mobile home parks are permitted in the Commercial zoning district.

The County's State Housing Initiatives Partnership (SHIP) program is designed to assist low and moderate-income households with home purchases. The funds can be used for down payments, closing costs and mortgage buydowns for new homes, or for existing homes that have been or will be repaired within twelve months of transfer of title. Extremely low, very low and low-income households purchasing newly constructed homes will also be eligible for partial impact fee waivers. The City encourages low income residents seeking assistance with housing to participate in the County's SHIP program, and provides information on the program and contact information to interested residents.

While an *Affordable Housing Ordinance* is in place, to date the new developments that will be required to address this issue have yet to develop. Also, there is a provision in the *Ordinance* that allows developers the option of either including the affordable housing within their developments, or paying into a fund for the City to build the units elsewhere. During this slowdown in residential building, the City is studying this issue to determine whether amendments need to be made to the current regulations.

With the increased population growth in Groveland, the City will investigate additional ways to accommodate low income households such as inclusionary zoning, smaller unit sizes and other incentives to provide lower cost housing. It is expected that the private sector will be providing housing within the City, and it will be the private sector's decision to include affordable housing. The City, however, can play a role in facilitating approvals for development that include an affordable component in addition to the ordinances already in place.

Other ways to lessen the housing burden include providing transit services so that lower income residents can get by without a car or a household can get by with one car instead of two cars. Also, by increasing the amount of mixed uses, residents could walk or

bicycle to work if housing is located near to employment opportunities. Automobile ownership represents a large portion of low income household expenses, so ownership of one less car can make a large impact.

The City shall avoid the concentration of affordable housing units in specific areas of Groveland.

## **9. Infrastructure Requirements**

Housing is affected by the availability and quality of public services and facilities such as potable water, wastewater, stormwater drainage, and roadways. The level of service standards for the public services and facilities are presented in the *Capital Improvements Element*.

The City's Utility Service Area encompasses approximately 73 square miles with 100 miles of water pipelines, 9 production wells, 3 wastewater treatment facilities, 35 miles of sanitary force main, 52 lift stations, 50 miles of gravity sewer lines, and 30 miles of reclaimed water lines.

The City's wastewater treatment facilities currently provide approximately 420,000 gallons per day of reclaim water. Two facilities are currently designed to produce one million gallons per day at full build out. Both facilities have the capability of being expanded to three million gallons per day each.

The City ensures the provision of adequate stormwater drainage systems through the development review process. The City's adopted level of service standards are used in reviewing all new development. Permits are also required from all applicable State, Federal, and local agencies with regard to stormwater. No development is approved or is allowed to begin construction until all such permits are received by the City.

SR 19 from Lake Catherine Road to SR 50 is the only road with a LOS deficiency. The balance of the roads in the City have additional capacity to support growth. The primary transportation issue in Groveland in the future will be the realignment of SR 50. Although the majority of traffic on SR 50 is through traffic that does not originate nor end in Groveland, the City understands the need to address this issue. The realignment of SR 50 would be the best alternative to preserve Groveland's downtown historical character, improve the traffic flow, and enhance the pedestrian and bicycling activity in the downtown core. A detailed analysis of this and other proposed transportation projects in Groveland is featured in the *Transportation Element*.

The City provides once per week refuse collection, once per week yard waste collection, once per week recyclables collection, and a bulk pick up upon request within 48 hours through a contract with a private hauler.

The City does not currently have sufficient park land needed to support the demand for parks and recreational facilities during the short-range (2011-2015) and long-range (2025) planning periods; however, the City does have park impact fees set aside to address this deficiency and is in the process of searching for appropriate land to purchase. Additionally, the City will soon begin the design of a multi-field baseball park on a 20-acre site that Groveland already owns. As developments are considered, the City will continue to ensure that park space and bicycle/pedestrian pathways will be required as part of those residential developments and that adopted level of service standards are met. The City shall continue to ensure that the provision of housing is supported with the appropriate infrastructure for the current and anticipated residents of Groveland. A detailed analysis of the recreational facilities in Groveland is featured in the *Recreation and Open Space Element*.

## D. GOALS, OBJECTIVES, AND POLICIES

**GOAL 1:** Allocate sufficient land area to accommodate the diverse needs of existing and future populations, create opportunities for the private housing delivery system to meet all housing needs, and protect the character of residential neighborhoods by assuring the availability of supporting infrastructure and by precluding the encroachment of incompatible land uses.

**OBJECTIVE 1.1:** *Availability of Affordable Housing.* Assure the availability of affordable housing by promoting development opportunities conducive to an efficient housing delivery system.

**Policy 1.1.1:** *Accommodating a Diversity of Housing Needs.* The City shall allow a wide range of housing types to accommodate a diversity of housing needs. These may include single family attached or detached, zero lot lines, multi-family homes, small houses, accessory housing units and apartments.

**Policy 1.1.2:** *Coordinating the Provision of Affordable Housing.* The City shall coordinate the provision of affordable housing with other agencies and municipalities in the area.

**Policy 1.1.3:** *Defining Affordable Housing.* Affordable housing is hereby defined as housing meeting the needs of households with very low, low or moderate income where the monthly mortgage or rent expenses do not exceed thirty percent (30%) of the household's monthly income. A secondary criterion is that the monthly mortgage or rent expenses combined with transportation costs does not exceed forty-five percent (45%) of the household's monthly income.

**Policy 1.1.4:** *Job Training/Development and Economic Development.* The City shall support job training, job creation and economic development as a part of the overall strategy addressing the affordable housing needs of the City. [9J-5.010(3)(c)(8), F.A.C.]

**Policy 1.1.5:** *Concentration of Affordable Housing.* The City shall avoid the concentration of affordable housing units in specific areas of the City. Toward this end, the City shall promote the integration of various housing types and price points within each development approval of greater than 25 homes.

**Policy 1.1.6:** *Creating and Preserving Affordable Housing.* The City shall coordinate with the County in efforts to minimize the need for additional local affordable housing services by creating and

preserving affordable housing units in the City and encouraging developers to incorporate affordable/workforce housing in new developments.

**Policy 1.1.7:** *Streamline the Permitting Process for Affordable Housing.* By December 2012, the City shall amend the Land Development Regulations to incorporate provisions to streamline the permitting process and minimize costs and delays for affordable housing. [9J-5.010 (3)(c)2., F.A.C.]

**Policy 1.1.8** *Allowance of Small Housing Units.* The City will update its Land Development Code by 2021 to allow and plan for areas to accommodate small houses as an option for affordable housing

**Policy 1.1.9** *Allowance of Accessory Dwelling Units.* The City will update the Land Development Code by 2021 to allow and plan for accessory dwelling units by right on single family lots in order to address affordable housing shortages.

**Policy 1.1.10** A mix of land uses shall be promoted that will facilitate accomplishing the work trip without the need of automobile ownership.

**Policy 1.1.11** To the extent available, the City shall promote transit in areas where affordable housing residents may best take advantage of transit, thus freeing household income for other purposes rather than automobile ownership.

**OBJECTIVE 1.2: *Very-low, Low and Moderate Income Households.*** Assure adequate sites and distribution of housing opportunities for very-low, low and moderate-income households. [9J-5.010 (3)(b)3., F.A.C.]

**Policy 1.2.1:** *Promote a Diversity of Housing.* The City shall promote a diversity of housing types by designating an adequate amount of sites for single family, multiple-family, and affordable housing on the *Future Land Use Map*, and by allowing mixed residential development with incentives for affordable housing.

**Policy 1.2.2:** *Supporting Public/Private Partnerships.* The City shall further housing opportunities for very-low, low and moderate-income households by supporting public/private partnerships to improve the efficiency of the housing delivery system to meet demands for affordable housing.

**Policy 1.2.3:**        *Designating Land on the Future Land Use Map for Affordable Housing.* The City shall designate sufficient land and densities on the *Future Land Use Map* to accommodate the demand for affordable housing units during the short-range (2019-2025) and long-range (2040) planning periods.

**Policy 1.2.4**        *Integration of Affordable Housing.* The City shall update the Land Development Code to promote the integration of affordable housing units into subdivision approvals of greater than 25 homes.

**OBJECTIVE 1.3: *Special Needs Households.*** Assist the private sector in providing group homes, community care facilities, and foster care facilities licensed or funded by the Florida Department of Health and Rehabilitative Services

**Policy 1.3.1:**        *Housing for the Elderly and Handicapped Citizens.* The City shall support organizations that assist elderly and handicapped citizens in finding decent, accessible, and affordable housing. Such support may include:

- (A) technical assistance and alternative design standards and code requirements;
- (B) ensuring compatibility and consistency with surrounding land uses;
- (C) allowing group homes in accordance with State law; and
- (D) utilizing the development review process to review any proposed projects or City Code amendments that impact housing for special need populations.
- (E) making any updates needed to the Land Development Code to facilities the aforementioned.

**Policy 1.3.2:**        *Handicap Accessibility.* The City shall continue to ensure compliance with Federal and State laws on handicap accessibility.

**Policy 1.3.3:**        *Retirement/Multi-generation Housing.* The City shall support the development of innovative retirement/multi-generation housing including "Granny Cottages", and accessory apartments. Any changes needed to the Land Development Code needed for such innovative housing shall be made.

**Policy 1.3.4:**        *Supporting Elderly Housing Programs.* The City shall support programs that address elderly housing policies through the County's Community Services Department, and State and Federal efforts.

**Policy 1.3.5:**        *Location of Group Homes, Community Residential Facilities, and Foster Care Facilities.* The City shall continue to permit the location of foster care, community residential homes, and group homes in residential areas as well as any additional land use districts permitted in the City’s Land Development Regulations. These facilities shall serve as alternatives to institutionalization.

**OBJECTIVE 1.4: Archeological Sites and Historic Buildings.** Identify archeological sites and buildings of historical significance and develop means of preserving and/or maintaining such sites and/or structures.

**Policy 1.4.1:**        *Identification of Historically Significant Housing.* The City shall promote the identification of historically significant housing worthy of preservation by offering opportunities to the Lake County Historical Society, the Groveland Historical Society, and other historical and architectural societies to inform City officials of housing units and other structures containing significant historical or architectural value.

**Policy 1.4.2:**        *Providing Technical Assistance.* The City shall provide technical assistance to property owners of historically significant housing by supporting applications pursuing historical designations on the Florida Department of State Master File and the National Register of Historic Places. The City shall also promote the rehabilitation of historically significant structures through assistance with grantsmanship functions and with coordination with State technical services available for such activities.

**Policy 1.4.3:**        *Assisting Local Historical Societies.* The City shall assist the Lake County Historical Society and the Groveland Historical Society in the effort to inform and educate the public about local, State, and Federal historic preservation programs.

**Policy 1.4.4:**        *Rehabilitation or Relocation of Historic Structures.* Criteria pertaining to the rehabilitation or relocation of a designated historic structure shall follow the U.S. Secretary of the Interiors “Standard for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.” Additional criteria for approving the relocation, demolition, adaptive reuse, or rehabilitation of a historic structure shall follow provisions consistent with Florida State Statutes.

- Policy 1.4.5:** *Community Redevelopment Areas.* The City shall continue to utilize its Community Redevelopment Area (CRA) program and Federal programs such as the Community Development Block Grant (CDBG) program to facilitate redevelopment of dilapidated or abandoned buildings and the renovation, rehabilitation, or adaptive reuse of existing structures in the City's Redevelopment Areas.
- Policy 1.4.6:** *Adaptive Reuse and Commercial or Manufacturing Properties.* The City shall, through administration of the Land Development Regulations, encourage the adaptive re-use of no longer viable commercial or manufacturing properties.
- Policy 1.4.7:** *Priority of Adaptive Reuse of Historic Structures.* Adaptive reuse of historic structures in a manner that will preserve the historic value of such structures shall be given priority over demolition and/or redevelopment that will reduce historic value.

**OBJECTIVE 1.5: *Housing Rehabilitation, Demolition, and Improvements.*** Establish principles and guidelines through the Land Development Code to promote the rehabilitation of housing, regulate demolition, and improve the quality of housing and the availability of affordable housing.

- Policy 1.5.1:** *Regulating the Demolition of Housing.* To protect the useful life of existing housing, and to preserve the availability of affordable housing, the City shall continue to enforce the provisions in the Land Development Code which regulate the demolition of housing by establishing a permitting program to review the merits of all proposed demolitions.
- Policy 1.5.2:** *Maintaining the Quality of the Housing Stock.* The City shall continue to enforce building and housing codes; and enforce construction, electrical, septic and plumbing requirements to maintain the quality of existing housing stock and to protect public health and safety.
- Policy 1.5.3:** *Provision of Public Utilities.* The City shall assure that necessary potable water, sanitary sewer, solid waste collection, public school, and drainage facilities are available for residential areas. The City shall also coordinate with Lake County, the State of Florida, and the private sector to plan for facilities and services that cannot be provided within Groveland due to the regional nature or economy-of-scales associated with the provision of such facilities and services.

**Policy 1.5.4:** *Improving and Maintaining the CRA's Housing Stock.* The City shall continue to work with the City of Groveland Community Redevelopment Agency (CRA) to establish programs to improve and maintain the quality of the housing stock within the Community Redevelopment Area.

**OBJECTIVE 1.6: *Relocation of Housing.*** Assist households in the relocation of housing due to public initiated removal or demolition of residential structures.

**Policy 1.6.1:** *5-Year CIP and Schedule and Relocation of Households.* No projects scheduled within the *Five-Year Capital Improvements Program* and *Schedule* required land to be occupied by existing housing stock. However, if an unanticipated need should arise or if the SR 50 realignment creates an instance where housing must be destroyed to provide right-of-way or land for a public facility or service require to protect or enhance public health, safety, and welfare, the City shall assist in the relocation of households to homes within the incorporated or unincorporated areas of Lake County. This is in addition to any monetary compensation provided by the responsible agency.

**Policy 1.6.2:** *Federal Housing Relocation Program.* The City shall pursue funds from the Federal Housing Relocation Program, administered by the Department of Housing and Urban Development, to financially assist displaced households.

**Policy 1.6.3:** *Availability of Housing for those Requiring Relocation.* The City shall also coordinate with Lake County and the private sector to assure the availability of comparable or improved housing for those requiring relocation. The availability of relocation housing shall be researched and verified by City Staff prior to commencement of any governmental residential revitalization program enacted for the City.

**Policy 1.6.4:** *Developer's Responsibility to find Temporary Housing.* Developers initiating housing projects for very low, low, and moderate-income households that require the demolition and removal of existing dwelling units shall assume full responsibility to find and obtain temporary housing for household that require relocation.

**Policy 1.6.5:** Residents of homes that are flooded due to climate change and the resulting increased incidence of high-water events should be encouraged to relocate to higher ground. The city shall encourage

relocation or, if rebuilding is preferred, encourage that the structure be raised to a level that will minimize the recurrence of damage to the structure.

**OBJECTIVE 1.7: *Housing Implementation Programs.*** Establish mechanisms to improve the implementation of housing programs. [9J-5.010 (3)(b)7., F.A.C.]

**Policy 1.7.1:**        ***Monitoring the Housing Demand.*** The City shall annually monitor housing demands to evaluate the effectiveness of housing policies within the *Housing Element* and the effectiveness of residential land use allocations on the *Future Land Use Map* to meet housing trends, as well as State and Federal-laws affecting the construction and the placement of housing.

**Policy 1.7.2:**        ***Reviewing and Updating Housing and Population Figures.*** The City shall continue to review and update housing and population figures as new information becomes available through population estimates, population projections and the 2020 Census.

**Policy 1.7.3:**        ***Analyzing the Code Enforcement Program.*** The City shall annually analyze the effectiveness of its housing code enforcement program and the adequacy of all City construction codes, and shall improve the regulatory and permitting processes as deemed necessary to promote public health, safety, and welfare, and to maintain the desired character of neighborhoods in the City.

**Policy 1.7.4:**        ***Coordination with State, Federal, and Local Agencies.*** The City shall coordinate housing issues, concerns, and problems with other relevant State, Federal, and local agencies pursuant to policies stipulated within the *Intergovernmental Coordination Element*.

**Policy 1.7.5:**        ***Federal, State, and Local Funding Sources.*** The City shall seek appropriate Federal, State, and local funding sources to help address housing issues.

**OBJECTIVE 1.8: *Green House Gas Emissions.*** Establish mechanisms within the Land Development Code to reduce greenhouse gas emissions and encourage the use of renewable resources in the design and construction of new housing. [9J-5.010 (3)(b)8., F.A.C.]

**Policy 1.8.1:**        ***Green Development.*** The City shall promote the highest feasible level of “green” development in both private and municipally-supported housing. Green development specifically relates to the environmental implications of development. Green building integrates the built environment with natural systems, using site

orientation, local sources, sustainable material selection and window placement to reduce energy demand and greenhouse gas emissions.

- Policy 1.8.2:** *Energy Efficiency.* The City shall require energy-efficient and water saving measures to be implemented in all new construction and redevelopment projects. The Building Code and/or Land Development Regulations shall be updated so that homes shall, at a minimum, meet the standards of Energy Star Homes and Water Star Homes.
- Policy 1.8.3:** *Renewable Energy Systems.* By December 2020, the City shall provide on its website guidelines that promote the benefits of installing renewable energy systems in City. The City shall continue to provide educational materials regarding energy efficiency, sustainable design, and climate change that encourage community residents and business owners to invest in energy-efficiency improvements through community outreach efforts.
- Policy 1.8.4:** *Establishing Green Building and Sustainability Practices.* By 2020, the City shall amend the Land Development Regulations to establish green building practices and sustainability development guidelines.
- Policy 1.8.5:** *Energy Conservation Techniques.* The City shall promote energy conservation techniques such as Federal Energy Star Standards, as consistent with the requirements of the Florida Building Code.
- Policy 1.8.6:** *Building Orientation.* The City shall encourage building orientation that maximizes energy efficiency and fosters the use of alternative energy sources where appropriate, such as solar or small wind energy systems, to reduce the demand for electricity and reduce greenhouse gas emissions.
- Policy 1.8.7:** *Orientation of Trees and Shrubs.* Encourage appropriate orientation of trees and shrubs on a development site to reduce cooling loads by taking advantage of evapotranspiration and shade.
- Policy 1.8.8:** *Florida Friendly Landscaping.* Maximize natural areas and assets and incorporate Florida Friendly landscaping into development projects to reduce energy and water consumption.
- Policy 1.8.9** *Low Impact Development.* The Land Development Code shall be amended to phase in the requirement that new development shall

use Low Impact Development techniques to lessen impacts to the environment.

**Policy 1.8.10**      *Clustered Development. The Land Development Code shall be updated to encourage the* clustering of homes within a subdivision or planned unit development to preserve open space, lessen environmental impacts and to provide recreation for residents.

**OBJECTIVE 1.9:**    *Elimination of Substandard Housing.* Establish mechanisms to identify and reduce substandard housing and improve the structural and aesthetic condition of the City's housing stock.

**Policy 1.9.1:**      *Conducting a Housing Condition Survey.* The City will conduct a housing condition survey every four years to monitor the number of substandard units.

**Policy 1.9.2:**      *Funding for Rehabilitation or Demolition of Substandard Housing.* The City will continue to seek Federal and State funding for the rehabilitation or demolition of identified substandard housing.

**Policy 1.9.3:**      *Concentrating CDBG Funds.* The City will continue to concentrate Community Development Block Grant funds where infrastructure improvements are needed in the urban revitalization target areas.

**Policy 1.9.4:**      *Providing Assistance to Habitat for Humanity.* The City will continue to assist the efforts of Habitat for Humanity to prevent blighted neighborhoods from further deterioration.

**Policy 1.9.5:**      *Upgrading Neighborhoods and Quality of Housing.* The City will continue to assist in the upgrading of neighborhoods and the quality of housing by providing code enforcement and crime prevention assistance, removing blighted structures, and concentrating capital improvements in the target neighborhoods.

**OBJECTIVE 1.10:** *Housing Opportunities for Rural and Farm Worker Households.* Provide housing opportunities for rural and farm worker households within agricultural areas.

**Policy 1.10.1:**    *Available Lands for Farm Worker Households.* The City shall ensure that adequate agricultural lands needed to support the rural and farm worker household demand during the short-range (2018-2025) and long-range (2040) planning period are designated on the *Future Land Use Map*. The City shall also continue to provide a

diversity of housing types to accommodate all income groups, including those employed by agricultural businesses.

**OBJECTIVE 1.11: *Mobile Homes and Low and Moderate-Income Housing.*** Ensure that Land Development Regulations do not prevent the provision of very low, low and moderate-income housing or mobile homes and assure that adequate sites are available for mobile homes.

**Policy 1.11.1:** *Available Lands for Mobile Homes.* The City shall ensure that adequate lands needed to support the demand for mobile homes during the short-range (-20120-2025) and long-range (2040) planning period are designated on the *Future Land Use Map*.

**Policy 1.11.2:** *Development Guidelines.* The City shall continue to ensure that guidelines established in the Land Development Regulations are not exclusionary, with respect to permitting very low, low and moderate income housing and mobile homes. The regulations shall also provide development guidelines for mobile homes and address the required public services and facilities needed to support mobile home developments.

**Policy 1.11.3:** *Criteria for the Location of Mobile Homes and Manufactured Development.* The City shall ensure that the following criteria are addressed in regards to the designation of future mobile home or manufactured developments:

- Shall be located adjacent to areas with a comparable density of development or near small-scale convenience or neighborhood commercial activity;
- Shall be in areas accessible to arterial, collector roads, and transit (in the event of public transit being established in the City);
- Shall be located on sites presently served by public water and sewer lines; and
- Shall be located within reasonable proximity to community facilities.

Where mobile home development or individual mobile homes are designated to be located adjacent to residential uses, especially those of lower densities, buffer areas as established in the Land Development Regulations shall be required to make the transition of land uses.

**Policy 1.11.4:**

***Low Income Housing.*** The City encourages mixing lower income housing among market rate housing in a fashion that homes appear similar on the outside.