

# FUTURE LAND USE ELEMENT



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**Future Land Use Element Data and Analysis  
Table of Contents**

<b><u>Section</u></b>	<b><u>Page</u></b>
Introduction	3
Planning Time Frames	3
Population Projections	3
Historical Growth	3
Current and Projected Population	4
Existing Land Use	5
Annexations	5
Existing Land Use Analysis	6
Development Pattern	8
Inconsistent uses	9
Suitability of Vacant Land	9
Redevelopment	11
Community Redevelopment Area	11
Waterfronts Florida Designated Area	12
Civic Master Plan	12
Special Areas	14
Coastal High Hazard Area	14
Energy Conservation Resources	14
Electric Distribution Substations	14
Hazard Mitigation Plans	14
Areas of Critical State Concern	15
Dredge Spoil Sites	15
Future Land Use	16
Future Land Use Categories	16
Changes to the FLUM Categories	16
FLUM Amendments Between 2011 and 2020	18
FLUM Changes	18
Future Land Use Needs and Projections	20
2021-2030 FLUM: Acreage by Category	21
<b><u>List of Tables</u></b>	<b><u>Page</u></b>
City of Crystal River Population Projections	4
Annexations by Existing Land Use	5
Existing Land Use, 2010	6
Lot Coverage	17
FLUM Amendments 2011-2020	18

Future Land Use Needs Through 2030	21
Future Land Use Map Categories and Acreage 2021-2030	22
<b>Appendices</b>	
FLUE-1: Future Land Use Needs	23
FLUE-2: Future Land Use Map Categories and Descriptions	24
FLUE-3: Future Land Use Amendments 2004-2020	26
FLUE-4: Annexations 2004 through 2020	32
FLUE-5: Future Land Use Map 2021-2030	37

# Future Land Use Element Data and Analysis

## Introduction

The Future Land Use Element of the Crystal River Comprehensive Plan (Plan) is updated with changes to the Goals, Objectives, and Policies based on the following data and analysis. These updates are made in accordance with Chapter 163, Florida Statutes, as well as changes in the city, and in State legislation through 2020. The future land use data and analysis focuses on population, growth patterns, and the future use of land. Although the data and analysis document is not adopted, it is the basis for policy changes used to direct future growth and development within the city.

The City of Crystal River contains approximately 4,927 acres<sup>1</sup> in area and is located on the shores of Kings Bay and the Crystal River in the northwest quarter of Citrus County. Kings Bay is a complex group of first-magnitude springs that is the source of the Crystal River which flows west approximately 6 miles to the Gulf of Mexico. Crystal River and its tributaries are a habitat for the Florida Manatee, particularly in the colder winter months. Two major arterials, US Highway 19, which runs north to south, and State Road 44, which runs east to west, dominate the city and provide the main transportation corridors.

## Planning Time Frames

The planning time periods for the comprehensive plan amendment are 2025 and 2030.

## Population Projections

### Historical Growth

In 1960, the population of Crystal River represented approximately 15 percent of the county's total population. By 1980, the city contained 2,778 people, mostly attributable to annexation rather than growth in the core of the city. Citrus County was Florida's fastest growing county between 1970 and 1980. Between 1980 and 2008, the county's population increased by 87,340 residents, or approximately 160 percent. During that same time period, Crystal River's population continued to grow, reaching a peak population in 1990 of 4,055 residents. In 2000, the permanent population was recorded as 3,485 people by the U.S. Bureau of the Census. The decline in population between 1990 and 2000 is attributed primarily to the destruction of a 200-unit mobile home park in the northwest quadrant of the city along the Crystal River. This park was destroyed in a major storm event in March 1993; the property was later purchased with state funds from the Conservation and Recreational Lands (CARL) program. In 2020, the population of Crystal River represented approximately two percent of the county's total population.

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<sup>1</sup> Acreage estimated using the land area (excluding water bodies) in the **FLUE-5 – Future Land Use Map 2016-2030**, that includes the land area annexed between 2011 and 2020.

## Current and Projected Population

The U.S. Bureau of the Census conducted its ten-year census of population on April 1, 2020. This data is not available for this update. The most current population estimate, 3,190, is from the University of Florida, Bureau of Economics and Business Research (BEBR).<sup>2</sup> Between 2010 and 2020, the city’s population grew by 82 people, or approximately two percent. This data shows that the population continues to increase slowly. Therefore, the city’s population is projected based on its historic growth. A linear progression of the population takes the decline in 2000 into account by slowing the growth of the city over time. The population projections for the planning periods of 2025 and 2040 are shown in the table below, **City of Crystal River Population Projections**. This table also shows the relative percent of the city’s population to that of Citrus County. Since 2005, the City has annexed approximately 1,016 acres. The land use changes for the annexed land, and changes in potential residential units, are discussed in the section titled “FLUM Changes” later in this data and analysis report.

**City of Crystal River Population Projections**

HISTORIC DATA	YEAR	CRYSTAL RIVER POPULATION (1)	CITRUS COUNTY POPULATION (1)	CRYSTAL RIVER PERCENT OF CITRUS COUNTY
	1960	1,423	9,268	15.4
	1970	1,696	19,196	8.7
	1980	2,778	54,703	5.0
	1990	4,055	93,515	4.3
	2000	3,485	118,085	3.0
	2010	3,108	141,236	2.2
	Estimate	2020	3,190 (2)	149,383 (2)
LINEAR PROJECTION	YEAR	CRYSTAL RIVER POPULATION (3)	CITRUS COUNTY POPULATION (2)	CRYSTAL RIVER PERCENT OF CITRUS COUNTY
	2025	3,456	157,100	2.2
	2030	3,536	163,600	2.2
	2035	3,715	168,900	2.2
	2040	3,852	173,400	2.2

Sources:

- (1) Crystal River Comprehensive Plan, historical data; U.S. Census Bureau, 2000, 2010.
- (2) Bureau of Economic and Business Research, 2020.
- (3) Population 1960 through 2020 projected in a linear progression through the year 2040 using Excel.

<sup>2</sup> University of Florida, BEBR, December 2020.

## Existing Land Use

### Annexations

For a number of years, the City maintained a policy limiting annexations to those voluntarily initiated. This policy was affirmed in an interlocal agreement with Citrus County that stated unincorporated properties receiving city water and sewer services would not be required to annex into the city if or when these properties became contiguous. No annexations occurred between 1997 and 2004. By 2004, the City began to look at annexation as part of the process of providing sanitary sewer to properties along the Bay and the Crystal River, including unincorporated areas. In 2004, the City initiated an involuntary annexation that included multiple properties. Citrus County sued and the annexation was overturned in a court decision. This led to a revised annexation policy and more discussion with Citrus County.

The City entered into an interlocal agreement (07-O-49) with the County in 2007. This interlocal agreement was initiated over negotiations to annex the Plantation Inn and Country Club, a large resort contiguous to the city on its southwest boundary. The interlocal agreement spelled out where services would be provided, a process and schedule for annexation, fiscal responsibilities, and delineation of residential areas that would not be annexed. This interlocal agreement also required that the City and County enter into a Joint Planning Agreement, governed by Section 163.3171, *F.S.*, to be adopted into the city's Plan.

From 2005 through July 2020, the City annexed 1,030.63 acres. These annexations increased the city's total land area by almost 26 percent. The largest annexation included multiple parcels on the south side of Crystal River and along US 19 and was completed by Ordinance 10-O-04 in February 2010. Between 2011 and 2020, the City annexed approximately 113 acres. In total, approximately half of the land (50%) is urbanized with 25 percent of the land used for commercial purposes. Institutional and public lands make up 21 percent of the annexations, including the Bicentennial Park, the Crystal River Airport, and the Crystal River National Guard.

#### Annexations by Existing Land Use

EXISTING USE	ACRES	PERCENT
Residential	25.64	2.5
Commercial	261.02	25.3
Institutional/Public	214.97	20.9
Industrial	10.06	1.0
Vacant	518.94	50.3
<b>Total Acres</b>	<b>1,030.63</b>	<b>100.0</b>

Source: City of Crystal River Annexations, 1998-2020

Approximately 50 percent of the annexed acreage is vacant; 195.19 acres of the vacant land is designated for commercial uses (19.21%).

## Existing Land Use Analysis

The Citrus County Property Appraiser’s Office produced acreage summaries for the existing land use in the City. A summary description of the major land uses is shown in the table Existing Land Use, 2020.

**Existing Land Use, 2020**

<b>LAND USE CATEGORY</b>	<b>EXISTING LAND USE ACREAGE</b>	<b>PERCENT</b>
Residential Single-family and multifamily	564.12	13.4
Commercial General and office	613.21	14.6
Industrial	18.36	0.4
<b>Total Public/Semi-Public</b>	<b>532.61</b>	<b>12.7</b>
Public/Semi-Public	402.89	9.6
Educational	86.7	2.1
Transportation/Communication/Utilities	43.02	1.0
<b>Vacant, agriculture and non-ag</b>	<b>2,481.55</b>	<b>58.9</b>
Non-agriculture	2,194.61	52.1
Agriculture	100.87	2.4
Other, Wastelands	186.07	4.4
<b>TOTAL</b>	<b>4,209.85</b>	<b>100.0</b>

Source: Citrus County Property Appraiser, January 2021.

Acreage by land use for 2020 is based on codes for taxable land values as assigned by the Citrus County Property Appraiser. The total acreage estimated for the city is 4,209.85 acres. Rights-of-way are not generally calculated within the existing land use acreage totals. There are also fewer acres identified in the Public/Semi-public category because portions of the land area within the Preserve State Park are separated from the acreage within the city limits and included with a total for property shown within Citrus County.

### Residential

The maximum residential density in Crystal River is 12 dwelling units per acre. For the existing land use analysis, all residential lands were combined into one category, regardless of density. Existing residential uses account for 564 acres, or approximately 14 percent of the incorporated area. While the majority of the residential land appears to be in medium to high density land uses in 2020, city records show that most multi-family developments contain 10 or fewer units. The largest multi-family complex has 50 units.<sup>3</sup> The average residential density in Crystal River is 3.55

<sup>3</sup> Citrus County Property Appraiser, 2020.

units per acre<sup>4</sup>. Privately-owned lands classified as Conservation on the Future Land Use Map include the potential for residential development of up to 1 dwelling unit per 2 acres.

### Commercial

Commercial properties account for approximately 613 acres of land, or about 15 percent of the total land area in the city. Commercial land has increased by almost 250 percent since 1996. Nationally, commercial lands often account for 15 to 17 percent of a city's land area. Higher numbers are often seen in areas with significant tourism, as more commercial land is required to support both resident and visitor needs. Because Crystal River is a popular tourist destination for viewing the Florida Manatee, and for fishing and boating, it is not surprising that the commercial-oriented development has increased over the past 14 years. It is anticipated that commercial acreage will continue to increase relative to the population during the planning periods.

### Industrial

The total acreage used for industrial land has decreased from 25.1 acres in 2010 to 18.36 acres in 2020. The current acreage is less than 1 percent of city lands.

### Public/Semi-Public

Public/semi-public designations include government offices, the library, churches or other places of worship, and civic facilities. Other public, semi-public, and institutional lands include education, transportation/communication/utility, and recreation land uses. All public, semi-public, educational, recreational and transportation/communication/utility land uses total 533 acres, or approximately 13 percent of the city's land area.

1. Educational lands include the three school sites owned by the Citrus County School Board, one primary school, one middle school, and one high school. There are approximately 87 acres of land in this category. In February 2003, the School Board added 148 acres of land to the Crystal River High School site for the development of ball fields and to reroute school traffic on to N. Turkey Oak Drive. While this additional land is adjacent to the original school site, it is not incorporated into the city. Additional acreage has been acquired for the primary school from adjacent properties, including right-of-way from the closure of a portion of NE 10<sup>th</sup> Avenue, for a total of about 24 acres.
2. Recreational lands account for about 260 acres, or about 6 percent, of the incorporated area. Recreational acreages include nine parks, both activity and resource-based. The Bicentennial Park, which was annexed in early 2010, is classified by the County as public/semi-public rather than recreational land use; this regional park is operated by the County and contains approximately 148 acres. In 2017, approximately 0.56 acre was added to Hunter Springs Park to facilitate a major renovation of the park.
3. Transportation/Communication/Utility lands are identified on 37.3 acres, and include easements for access, water, sewer, power, telephone, and other utilities. This category includes piers, marinas, airports, and rights-of-way, where calculated. The Crystal River Airport owned by the County but privately operated is classified as public/semi-public in

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<sup>4</sup> Citrus County Property Appraiser, 2020 Tax Roll for City of Crystal River by PC Codes 01, 02, 03, 04/housing units (1,585) divided by residential acreage (564).



addition, the marina in Crystal River is privately owned. This acreage was not included in the overall public lands total.

4. State-owned lands are included in the overall public/semi-public acreage total. These lands include about 896 acres of land owned by the State of Florida, under the Board of Trustees of the Internal Improvement Trust Fund (TIITF). State-owned land represent almost one-quarter of the city's total land area and are not available for development, other than passive recreation or managed resource-based activities. These acreages may not be fully reported on the existing land use acreage based on the state's break down of land and water areas within the Preserve State Park.

#### Vacant

Agriculture and non-agriculture categories include approximately 2,481.55 acres, or about 60 percent of the city's land area. About 101 acres are currently classified by the Property Appraiser's Office as agricultural land; the use is primarily for silviculture, rather than animal husbandry or other, more active farm-type operations. Traditionally, the City's regulations have prohibited domestic farm animals within the city limits. Much of the total vacant acreage may be available for future development.

#### Water or wetlands

It should be noted that wetlands and water bodies are not separately represented and may be included in some of the other land use categories. In addition, the category "Other, Wastelands" is considered non-developable land and includes such things as wetlands, sinkholes, drainage areas.

#### **Development Pattern**

There have been some changes to the future land use map since adoption of the plan in 1989. Annexations since 2010 have increased the total size of the city by approximately four percent. Both development activities and annexations have resulted in a change in the ratios of the various land uses as shown in the **Existing Land Use, 2020** table. However, the overall pattern of development within the city is not significantly different as a result of either development or annexations. The pattern of development continues to fall within the guidelines of the Future Land Use Map as envisioned in 1989.

Commercial uses continue in a linear pattern along US 19, SR 44, and Citrus Avenue, in the same pattern as in 1989. The commercial development along north and south Citrus Avenue contains mostly specialty retail, personal services, and restaurants. Development since 2010 has occurred as infill development on vacant lots or as redevelopment of properties with existing development. This redevelopment includes a number of older waterfront homes being demolished and replaced with larger homes that use the entire available building envelope. Properties within the Community Redevelopment Area have converted to professional office uses and small retail shops. In addition to the 1988 designation of the Community Redevelopment Area, a Waterfronts Florida Designated Area was established in coordination with the Florida Department of Community Affairs (DCA) in 2004. Another major change in the city occurred in July 2010 when the Florida Community Trust (FCT) provided assistance to the City in the planned purchase of a 57-acre property adjacent to and including a first-magnitude springs group, the Three Sisters Springs. The land use has since

been amended from Medium Density Residential to Conservation on both the Future Land Use Map and the Zoning Map. The City and SWFWMD jointly own the land, and it is managed by USFWS under the Crystal River National Wildlife Refuge Complex.

### **Inconsistent Uses**

Where the actual use differs from the designated use on the future land use map, the City of Crystal River has in place nonconforming use requirements intended to reduce or eliminate such nonconforming uses. No further data or analysis is required.

### **Suitability of Vacant Land**

As indicated in the **Existing Land Use, 2020** table, there are just under 2,500 acres of vacant land within the city limits. The amount of vacant land has decreased since initial plan adoption in 1989; however, the condition of the vacant land has not changed significantly. The 917 acres of land annexed into the city lies mostly east of US 19, but contains land within the 100-year flood plain, some wetlands, and is mostly within the Coastal High Hazard Area. Due to expansion of the wastewater treatment plant and the extension of service throughout the city, public facilities and services are available to most of the vacant land. Excluding any wetland areas, the availability of water and sewer makes it possible to develop vacant properties while protecting water quality. Since 2010, approximately 95 vacant acres have been annexed and amended to Coastal Low Density Residential, allowing up to 190 dwelling units.

### **Natural Resources**

Vacant land in Crystal River contains much of its natural resources. Protection of these natural resources should be considered in making land use decisions.

1. Springs. The property around and adjacent to the Three Sisters Springs was purchased in July 2010 by public and private funds. The property contains approximately 57 acres, a man-made lake, and is adjacent to and part of the first magnitude Kings Bay springs group known as Three Sisters Springs. This property is owned jointly by the City of Crystal River and the Southwest Florida Water Management District (SWFWMD) and will be managed by the US Fish and Wildlife Service.
2. The City and SWFWMD continue to implement the Surface Water Improvement & Management Program (SWIM) for Crystal River and Kings Bay. Coordination is ongoing with SWFWMD, FDOT, and FDEP to remove or filter the stormwater runoff from US Hwy 19. Runoff from Cutler's Spur and adjacent businesses was addressed during improvements to that roadway (2010).<sup>5</sup>
3. Another natural resource associated with vacant land is the forested land. The city has many acres of hardwoods as well as pines. These forested areas serve as habitat for much of the city's wildlife.

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<sup>5</sup> SWIM, 2000.

4. Wetlands are an important resource to the city and to the life of the river. Use of these areas should be limited to conservation uses. Large portions of the wetlands and hardwood forests are publicly-owned by TIITF; portions were purchased through the Conservation and Recreation Lands program and remain largely undisturbed. These areas provide retention and purification of stormwater, habitat for a variety of plants and animals, as well as nutrients for food for plants and animals in the river. Wildlife is abundant on vacant lands in the city. Small mammals such as the opossum, gray squirrel, and armadillo are common. Wetlands, conservation land areas, and a FLUCCS vegetation map are included in the Conservation Element.

### Topography

Most of the vacant land in the city lies in a flat coastal plain. The area is characterized by karst features such as sinkholes and depressions. Although sinkholes are common, most are only a few feet in diameter. The plain is broken by sand dune ridges that rise 10 to 15 feet above the surrounding elevation. The elevation of vacant land ranges from 0 to 20 feet above sea level with most land at the 5 foot elevation. None of the slopes are steep enough to impede density. Lands annexed since 2005 are within the same coastal plain and do not vary substantially in topography from the remainder of the city. Most of the city lies within the 100-year floodplain. Development activities must accommodate drainage issues to minimize stormwater flooding for other properties. The Conservation Element contains portions of the future land use map series, including the Wetlands Map.

### Flooding

The city is also subject to high tides. Kings Bay and Crystal River are influenced by low and high tides on a normal basis. During heavy rainstorms, tropical storms, and other rain events, the city experiences localized street flooding. Drainage canals east of US 19 were dug as part of a mosquito control program. In most cases, these canals are located in public rights-of-way shown as streets. These drainage canals experience periodic fluctuation based on tidal influence. Nearly all property in the City is designated by the Federal Emergency Management Agency (FEMA) as being located in a Special Flood Hazard Area. In order to reduce the risk of flooding, the development of residential and non-residential buildings must be elevated to a minimum base flood elevation as identified on FEMA's Flood Insurance Rate Map (FIRM). As part of the City's participation in the National Flood Insurance Program (NFIP), residents and businesses are eligible to obtain flood insurance policies. The City of Crystal River joined the Community Rating System (CRS) in 2016, and is currently a Class 7 community, resulting in a 15 percent reduction in flood insurance premiums.

Refer to the Conservation Element for more discussion of flood prone areas and the 100-Year Floodplain Map.

## Redevelopment

The City is focusing on two primary areas for redevelopment. These are the Community Redevelopment Area and the Waterfronts Florida Designated Area. These areas are shown on the Future Land Use Map. The Waterfronts Florida Area lies within the Community Redevelopment Area and focuses on the waterfront properties and traditional waterfront development, both of which include working waterfront and recreation-based activities.

### Community Redevelopment Area

The Community Development Area is shown on the Future Land Use Map as an overlay. Since its creation in 1988, the Community Redevelopment Agency (Agency) has made numerous improvements to the streetscape along Citrus Avenue in the downtown area and along NW 3<sup>rd</sup> Street, which is perpendicular to Citrus Avenue. Major accomplishments within the Community Redevelopment Area include the addition of the NW 3<sup>rd</sup> Street Pier and Kings Bay Park, the Cross Town Trail, additional sidewalks, and construction of a public parking area on NE 5<sup>th</sup> Street. The Agency continues to discuss plans to complete a river-walk along King's Bay and for revitalizing the waterfront area in conjunction with the Waterfronts Board. Phase I of the Riverwalk was completed in 2018. The City is currently working towards completing Phase 2. The **landward** portion of the Riverwalk is walkable from the Best Western Resort to Kings Bay Park. A plan for a Splash Pad Park is proposed to be located between Citrus Avenue and the existing Cross Town Trail (west of US-19) to serve as a focal point and attraction for the Community Redevelopment Area.

In addition to public improvements, other changes have taken place in the Community Redevelopment Area. Remodeling, renovations, and reconstructions have extended the life of numerous existing residential and non-residential uses. The area includes two important points of public access to King's Bay:

1. King's Bay Park and NW 3<sup>rd</sup> Street Pier. This land was purchased and improved in 2003-2005 and a public pier was constructed at the end of NW 3<sup>rd</sup> Street.
2. Hunters' Spring Park continues to be maintained and upgraded through a combination of city funding and grants from SWFWMD.

Citrus Avenue is the historic center of Crystal River. It remains primarily commercial in its development and has undergone redevelopment since the 1990s. Upgrades include sidewalks, crosswalks, off-street parking, and lighting. Several buildings along Citrus Avenue have been renovated and new restaurants, dive shops, antique stores, and other specialty retail and service establishments are located in this area. A private development, Heritage Village, located at the northeast corner of Citrus Avenue and US 19 maintains a number of businesses in both historic structures and new construction. The Community Redevelopment Area continues to provide money for improvements to the infrastructure to promote successful businesses within the traditional downtown area. The CRA provides the ability to combine residential uses with office, service, and retail uses that follows a pattern of development and design in a compact, pedestrian-oriented setting. Apartments may be permissible on upper stories above allowed business establishments. Apartment buildings may also be integrated in the downtown area that fronts and surrounds Citrus Avenue in the Office/Service Commercial District as designed within the CRA

Overlay. The CRA Waterfront District Master Plan was adopted by the City in 2013 to preserve the small waterfront community that has begun to redevelop in the area.

### **Waterfronts Florida Designated Area**

Waterfront Land Uses – The City qualified for and received a Waterfronts Florida Designated Area in 2003. The focus of the City’s waterfronts program is to maintain and enhance the environment for ecotourism and for fishing businesses. The City of Crystal River Waterfronts Partnership Advisory Board conducted a visioning program in 2004. As part of that process, the Advisory Board presented a draft resolution to the City Council in November 2004 to improve the water quality of the Kings’ Bay. Both ecotourism and fishing depend on the quality of the environment. The land uses adjacent to the waterfront should not degrade local natural systems, but should provide a reasonable mix of land uses to further both ecotourism and fishing.

The Coastal Management Element, Objective 2.3 and Policy A, states that applications for land use, zoning, and development orders will be reviewed based on a list of priorities for development along the waterfront: These include water-dependent uses and water-enhanced uses before other, non-water-dependent uses.

Historic Resources – There are a number of sites that date to the late 1800s within the Community Redevelopment and Waterfronts Area. These include:

1. Bayview Cemetery
2. Old Cedar Mill site
3. Heritage Village
4. Crystal City Addition to Crystal River, Plat 1894.

The historic sites may merit protection or special consideration because of their significance to the history of Crystal River. However, structures were surveyed to determine the date of construction and significance to the early growth and development of Crystal River and to identify potential historic districts. It was determined that individually significant buildings were too scattered to form a cohesive district.

### **Civic Master Plan**

The City is working with a consultant to develop a Civic Master Plan that will address three distinct planning areas of the City that will support mixed-use development and that is highly walkable and safe. These areas include the SR 44 corridor, a thoroughfare that once served as a main street for the neighborhoods that surround it; the downtown Community Redevelopment Area (CRA), a mixed use, waterfront district; and three aging shopping centers of varying size that can be redeveloped to serve as neighborhood or community centers. New zoning districts will be established for those areas that are either transect based or conventional based and properly addressed on the Future Land Use Map.

The Civic Master Plan will establish a new paradigm based on context and character to create a unified framework for how planning, engineering, and zoning address the public and private realm. Special attention will be placed on the following topics:

1. Urban Design and Placemaking – Urban design and placemaking concepts and strategies will be developed to establish a “strong sense of place” that reflects the local character and conveys an appropriate scale and sense of interconnectivity throughout the planning areas. Existing design for new public infrastructure projects in downtown (Possibly including the Riverwalk, Town Square, and adjacent linear park with splash pad) will be refined and improved as part of this process.
2. Parking – Opportunities and policies will be identified and promoted for implementing best practices for on-street, consolidated, and on-site parking. Strategies will vary depending on an area’s context.
3. Stormwater – Best practices for stormwater treatment and green infrastructure will be incorporated into the Civic Master Plan. This may include a “rural to urban” toolbox, on-site treatment, and consolidated (area) treatment. Stormwater strategies will be closely coordinated and integrated with street design and urban design concepts, such as a light imprint matrix.
4. Future Character Areas (or a similar framework for form-based zoning) will be established. Existing “Future Land Use” categories may be converted into Future Character Areas (or similar) in order to implement the context-based (rural to urban) transect or zoning framework.
5. Streets – Context-based design parameters for new and reconfigured streets will be developed based on the Future Character Areas (or similar framework) as well as opportunities to implement a city-wide “complete streets” policy. Specific thoroughfares will be identified for “right-sizing” and the demonstration of the proposed design parameters. This will include refinement of the conceptual design and policies for the “downtown blocks” of Highway 19 and 44. Street design and urban design will be closely integrated in strategies, policies, and illustrative plans and renderings.
6. Shoreline Resiliency – Standards for shoreline resilience will include new waterfront regulations for both working waterfronts and residential areas. This effort will also involve research into resilience planning grants.
7. Historic Preservation – The creation of local historic district(s) will be further explored, where appropriate, within the planning areas to enhance community character and create a strong sense of place.

## **Special Areas**

### **Coastal High Hazard Area**

The Coastal High Hazard Area (CHHA) is defined as that area below the elevation of the category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model<sup>6</sup>. The area designated as the coastal high hazard area for Citrus County and Crystal River is shown on Storm Surge Map as part of the Coastal Management Element of this Plan. The Tampa Bay Regional Planning Council is responsible for preparing the Hurricane Evacuation Plan and the CHHA mapping.

The established level of service for out-of-county hurricane evacuation times and time to shelter within the county are consistent with Chapter 163.3178(8)(b), *F.S.*, which requires local governments to either direct population concentrations away from coastal high hazard areas or to maintain or reduce hurricane evacuation times.

### **Energy Conservation Resources**

The Future Land Use Element contains provisions that discourage urban sprawl, allow energy-efficient land use patterns accounting for existing and future electric power generation and transmission systems, and strategies to reduce greenhouse gas emissions. The energy conservation area is the Community Redevelopment Area, shown as an overlay on the Future Land Use Map, where a mix of uses may occur. The Cross Town trail, combining an exercise, pedestrian, and bicycle trail is located in the Community Redevelopment Area; a multi-use trail is located along US 19 and is also within the Community Redevelopment Area. These facilities are shown on the Existing Bicycle & Pedestrian Facilities Map in the Transportation Element data and analysis. The opportunity to mix land uses and to increase density and intensity in appropriate locations is a significant factor in blending transportation system design and land use design. The opportunity for mixed use developments within the Community Redevelopment Area, shown as an overlay on the Future Land Use Map, is provided to encourage development designs that maximize the conservation of energy and achieve a reduction in greenhouse gas emissions.<sup>7</sup>

### **Electric Distribution Substations**

Consistent with state law, the City has a policy to ensure that new substations are permissible in all land use categories, except for the Conservation land use category. State law provides that electric substations may be excluded from conservation and historic preservation categories.

### **Hazard Mitigation Plans**

Citrus County and the cities of Crystal River and Inverness developed the first *Citrus County Local Mitigation Strategy* (LMS) in 2000 to minimize the impacts of natural disasters that might occur within the county. Other public agencies and private sector representatives are included in the

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<sup>6</sup> Section 163.3178(2)h, *Florida Statutes*.

<sup>7</sup> See GOPs, FLUE Objectives 1.2, Policy C; Objective 2.6, Policy B-6; and Objective 1.3, Policies A-C.

group that prepares and updates the LMS. The LMS is updated every five years with the most current update made available in 2020.

The LMS categorizes and ranks the city’s vulnerability toward a variety of natural disasters and hazards. The city is moderately vulnerable to incidents at the Crystal River Energy Complex, drought, hazardous materials incident, wildfires, land subsidence, category EF 2 and EF 3 tornadoes, and category 1 and 2 hurricanes. The city is highly vulnerable to category 3, 4 and 5 hurricanes, flooding, and EF 4 and 5 tornadoes.

The city’s Plan contains policies that address the hurricane evacuation, shelters, and mitigation of property damage, building within the Federal Emergency Management-designated velocity zone, fire, and flooding. In August 2007, the City of Crystal River became a signatory “to the Statewide Mutual Aid Agreement for Catastrophic Disaster Response and Recovery Activities.”<sup>8</sup> Any incident of this level will be coordinated through the Citrus County Sheriff’s Office Emergency Operations Division. Based on the 2020 LMS, the City is incorporating requirements of the mitigation plan into the Goals, Objectives, and Policies of the City’s Plan. These requirements are listed in priority order below:

1. Reduce the number of repetitive loss properties by reviewing the current FEMA NFIP Repetitive Loss List for Citrus County to identify the correct, updated address and exact location of each individual structure. Using the National Flood Mitigation Data Collection Tool, survey property owners to determine interest and eligibility to pursue mitigation measures and identify the most appropriate mitigation measure for each structure using the priority established. Implement mitigation measures on each individual structure using the established property to mitigation future damage as funding becomes available.
2. Provide protection from increased infiltration into the sanitary sewer system during flood events through the installation of portable bypass pumps and portable generators at the lift stations.
3. Investigate, update and/or implement new location for the City Hall in the City of Crystal River.<sup>9</sup>

### **Areas of Critical State Concern**

None

### **Dredge Spoil Sites**

None

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<sup>8</sup> 2010 LMS, page 25.

<sup>9</sup> 2020\_LMS, Table 4-5 – Citrus County Action Plan.



## Future Land Use

### Future Land Use Map Categories

The Future Land Use Map, or FLUM, is a representation of the future pattern of land development. It is intended as a policy guide for the City Council when assigning more specific regulations through the use of the zoning districts or other land development regulations that accomplish the overall goal or pattern. Decisions made by the City Council regarding the FLUM are legislative in nature whereas decisions to assign zoning districts are quasi-judicial matters. A quasi-judicial decision to assign a zoning district is one in which the legislative body investigates factual information to make a decision consistent with the Comprehensive Plan, Future Land Use Map.

### Changes to the FLUM Categories

The Future Land Use Map as currently adopted has 12 land use categories. A complete list of the Future Land Use Map categories with a description of its use and intensity or density is located in the **Appendix FLUE-2: Future Land Use Map Categories and Descriptions**.

The City seeks to promote new investment, infill development, and revitalization throughout the downtown, the waterfront, and the traditional neighborhoods that surround. The Community Redevelopment Area (CRA) Overlay District promotes a mixture of uses that encourages redevelopment and infill where the infrastructure can support such densities and intensities. Consistent with this desire, the CRA Overlay District contains the Waterfront District that is designated as Waterfront Commercial (WC) District on the Future Land Use Map. The WC District promotes and provides for water dependent businesses. The CRA Overlay Area contains the Central Business District (CBD) and Office/Service Commercial (O/SC) Districts on the Future Land Use map. The CBD District supports the downtown business area and lodging establishments, and the O/SC District provides for a mix of professional service businesses, restaurants, and multi-family (condominium/apartment lifestyle) uses.

- Due to size constraints of the sites most probable for multi-family usage and to create a profitable condominium/apartment development, the O/SC District shall allow for a maximum density of 20-units per acre within the CRA Overlay District.

This density encourages more compact urban development with a mixture of uses. There are a number of advantages to this approach. This pattern is useful in both redevelopment areas and in new developments to lower transportation costs, to reduce reliance on automobiles, to provide an area where people can walk to work or to shops or to entertainment, and to promote development within previously neglected or underutilized areas. In the central core of Crystal River, a mix of uses may allow live-work situations and provide seasonal residents and tourists better pedestrian access to restaurants, shops, and water-related recreational activities.

The economics of higher density housing, or a mixture of residential and non-residential structures, attracts builders who otherwise may not find it profitable to develop certain properties. The ability to mix uses could encourage redevelopment of properties that have been

allowed to deteriorate because they are non-conforming under the Plan. The Community Redevelopment Area contains the necessary water, sewer, and street network system to foster and maintain a mixture of uses. This area contains most of the historic core of the city and is currently home to a mix of residential and non-residential uses. The Cross Town trail extends through the area on the site of the former railroad spur and is an important walking and exercise trail through the Community Redevelopment Area.

- In order to foster the traditional urban form of development within the core of Crystal River, the land use categories are amended to provide for an increase of lot coverage in areas outside and within the Community Redevelopment Area and the Waterfront Florida Designated Area. This revision is designed to maximize use of the existing roadways, sewer, water, and parks system currently in place.

Several of the land use categories refer to intensity of development as a percent of maximum lot coverage. These include:

### Lot Coverage

FLUM CATEGORY	PERCENT LOT COVERAGE OUTSIDE CRA*	PERCENT LOT COVERAGE WITHIN CRA**
Central Business District (CBD)	65-85	45-85
Waterfront Commercial (CW)	50	85
Office/Service Commercial (O/SC)	40-85	45-85
Highway Commercial (CH)	50-75	45-85
High Density Residential	40-65	45-85
Medium Density Residential	10-55	50

\* Lot Coverage for properties outside the CRA is determined by the individual Land Development Code zoning district and if the property is waterfront or non-waterfront, but shall not exceed the maximum lot coverage defined by this Plan.

\*\* Lot coverage for properties within the CRA Overlay is guided by permitted building types as identified in the Land Development Code - CRA Overlay District Regulations, but shall not exceed the maximum lot coverage defined by this Plan.

A common definition of lot coverage is “a measure of intensity of land use that represents the portion of a site that is impervious (i.e., does not absorb water).<sup>10</sup> This means that most commercial development would be required to maintain 70 to 90 percent of each development as natural or open space. Many of the lots in Crystal River are small and pre-date the development of the Plan and land development regulations. The lot coverage requirements allow for reasonable use of the existing lots, particularly those within the CRA that would otherwise be rendered as unusable or non-conforming.

<sup>10</sup> A Planner’s Dictionary, page 255.

## **FLUM Amendments 2011-2020**

The currently adopted FLUM is up to date through amendments made between 2010 and 2020. The table, **FLUM Amendments 2011-2020**, shows the acreage in each land use category. This table shows the future land use map amendments since the 2011 EAR-based Amendment.

Based on all of the changes presented in the FLUM Amendments 2011-2020, an estimate of current acreage by land use category is presented in the following table. Approximately 34 percent of the city’s land area is categorized as residential and 24 percent as commercial. Publicly owned properties, including educational and recreational facilities, account for about 10 percent of the land area with approximately 24 percent of the total city being designated as conservation or preservation.

**FLUM Amendments 2011-2020 - Acreage Change by Land Use Category**

<b>Category</b>	<b>2010 (1)</b>	<b>2011-2020 Amendments (2)</b>	<b>2011-2020 Annexation Amendments (3)</b>	<b>Total 2020 Acreage</b>	<b>Percent</b>
Coastal Low Density Residential	318.5	(8.8)	95.00	404.7	7.60%
Low Density Residential	350.76	-	4.04	354.84	6.66%
Medium Density Residential	850.6	(0.71)	-	849.89	15.95%
High Density Residential	217.4	(13.15)	-	204.25	3.83%
Central Business District	30.5	(0.28)	-	30.22	0.57%
Office/Service Commercial	138.3	(0.18)	-	138.12	2.59%
Highway commercial	1,003.2	18.94	-	1022.14	19.18%
Waterfront Commercial	36.7	-	14.04	50.74	0.95%
Mixed Use	0	-	-	0	0.0%
Industrial	19.5	1.83	-	21.33	0.40%
Public/Semi-Public	553.8	2.35	-	556.15	10.44%
Conservation	1,294.4	-	-	1,294.4	24.29
water bodies	401.5	-	-	401.5	7.54%
<b>Total Acres</b>	<b>5,215.2</b>		<b>113.08</b>	<b>5,328.28</b>	<b>100.00%</b>

Sources:

- (1) Crystal River Comprehensive Plan, 2011 EAR based Amendment
- (2) Land Use Changes within City Limits, for years 2011-2020 (Ref: Appendix FLUE-3)
- (3) Land Use Changes from Annexations, for years 2011-2020 (Ref: Appendix FLUE-4)

## **FLUM Changes**

The list of changes is shown in the table, Appendix **FLUE-3 Future Land Use Map Amendment**. This list is a combination of applications for land use amendments as well as changes for lands annexed into the city since 2005. The County’s land use designation is shown as the “From” land use for property annexed into the city; the proposed land use for each is the closest related category from the Plan’s FLUM categories.

Because of the differences in categories between the county and the city, there is a potential loss of at least 1,136 housing units in the conversion of land from the county's general commercial (GNC) designation and the assignment of the city's Highway Commercial (HC) category. The GNC designation includes residential units at 6 – 10 units per acre; the HC category does not include residential uses. The City proposes to use these residential units as a basis for including residential units in the central business district and in the mixed use land use category. There is no net increase in residential density in the land use changes proposed.

## Future Land Use Needs and Projections

The future land use needs are shown in the table **Future Land Use Needs Through 2030**, which summarizes all land needs. A review of this table as compared to the table *Future Land Use Map Categories and Acreage, 2021-2030* indicates that adequate acreage exists in each land use to meet projected land use needs through 2030.

1. Residential. The formula for projected land needed is based on the 2020 ratio of existing residential acres to 2020 population ( $564.12 \text{ acres}/3,190 \text{ population} = 0.177 \text{ ratio}$ ). The future residential needs are projected by applying the ratio of land use to the projected additional population in each planning period. The projected residential acreages are added together to identify additional residential land area needs by 2030.

2. Commercial. Forecasts of future commercial needs have been developed based on a ratio of land use to population. Commercial land use is shown for the broad category of commercial, rather than divided into the various subcategories available on the Future Land Use Map. This is because there is not adequate detail in the existing land use data to distinguish between highway, office/service, large-scale, and waterfront commercial. Therefore, a more accurate estimate of future commercial needs is possible by considering total commercial rather than separating the sub-categories in the forecast. The distinctions in the sub-categories are more useful in making location decisions and addressing issues of compatibility than in estimating future land needs for business.

3. Industrial. There has been little demand for industrial uses within the city. The focus is on eco-tourism and the provision of commercial goods and services. While a projection of industrial acreage is included, no additional area is added to the FLUM. Additional acreage may be added based on review of an application for industrial land use or upon annexation of land from the County that is already designated for industrial use.

4. Public/Semi-public. There is no forecast for an increase in land for educational, public, or semi-public areas. There are no plans to move the existing primary, middle, or high schools from Crystal River. Additional land has been obtained for expansion of both the high school and the primary school and renovations began on both in 2010. The middle school has been renovated on its historic site at the intersection of Crystal Street and NE 3<sup>rd</sup> Avenue. Transportation/communication/utilities needs are largely static and are met through existing lands and established rights-of-way.

5. Conservation. The 2016 and 2025 FLUM show<sup>ed</sup> the addition of the Three Sisters Springs property as conservation land. This amendment changes the property land use from Medium Density Residential (MDR) to Public/Semi-Public (P/SP) to reflect public acquisition of the property. There is no forecast for other lands to be added to this category.

6. Recreation. There is no additional land area forecast for recreation based on the adopted the level of service. The city's current supply of recreational land and facilities meets the needs of the forecast population through 2030. See the Recreation Element for details.

**Future Land Use Needs Through 2030**

LAND USE	EXISTING ACRES	ADDITIONAL ACRES		TOTAL 2030 NEEDS
	2020	2025	2030	
<i>Existing and projected population</i>	3,190	266	80	3,536
Residential				
Low Density	564.12	47.04	14.15	625.31
Medium Density				
High Density				
Commercial (all types)	613.21	51.13	15.39	679.73
Industrial	18.36	1.50	0.50	20.36
Public/Semi-Public				
Educational	532.61	0	0	532.61
Recreation				
Transportation/Communication/Utilities				
Vacant				
o Wastelands – 186.07	2,481.55	0	0	2,481.55
o Agriculture – 100.87				
o Non-Agriculture – 2,194.61				
<b>TOTAL ACREAGE</b>	<b>4,209.85</b>			<b>4,339.56</b>

Source: Existing Land Use, 2020 table in this data and analysis.

Note: The Property Appraiser’s Office identifies “wastelands” as wetlands, drainage retention areas, or other lands having no taxable value.

**2021–2030 FLUM Acreage by Category**

The acreage totals for the 2021 through 2030 Future Land Use Map are presented in the table below. These acreages are calculated from the Crystal River Future Land Use Map 2021-2030 based on the geographic information system used by the Property Appraiser’s Office. The numbers in this table and the estimated acreage shown in the Table for *FLUM Amendments 2011-2020 - Acreage Change by Land Use Category* are different because of differences in the 2020 data and the reporting of water bodies in the original data.

Overall, residential uses account for approximately 37 percent of the total land area with approximately 34 percent in commercial uses. Public/semi-public is less than 12 percent on this map, largely because much of the public land area is categorized as Conservation. Conservation areas account for 26 percent of the total land area. The Industrial category contains less than 1 percent of the total.

**Future Land Use Map Categories and Acreage, 2021-2030**

<b>Land Use Classification</b>	<b>Acreage</b>	<b>Percent</b>
Coastal Low Density Residential- CLDR	404.7	8.2
Low Density Residential – LDR	354.84	7.2
Medium Density Residential – MDR	849.89	17.3
High Density Residential – HDR	204.25	4.2
Central Business District – CBD	30.22	0.6
Commercial Waterfront – CW	50.74	1.0
Highway Commercial – HC	1022.14	20.7
Mixed Use (MXU)	0	0.0
Office/Service Commercial – O/SC	138.12	2.8
Industrial – IND	21.33	0.4
Conservation – CON	1,294.40	26.3
Public/Semi-Public	556.15	11.3
<b>Total Acreage</b>	<b>4,926.78</b>	<b>100.0</b>

Source: Crystal River Future Land Use Map 2021-2030 prepared by the Citrus County Property Appraiser's Office, March 22, 2021.

The Highway Commercial category on the FLUM 2021-2030 includes all of the Crystal River Mall DRI. Under the DRI development order, 176 acres of land north of Turkey Oak Dr. are set aside for 549 units of multiple family residential. The entire DRI is designated as Highway Commercial on the future land use map, but the development of the property is governed by the development order.

**Appendix FLUE-1: Future Land Use Needs**

<b>FLUM CATEGORIES</b>	<b>2020</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<i>Population</i>		3,190	3,456	3,536
Acres	Developed	Ratio Acres/pop	Total acres	Total acres
Residential land	564.12	.177	612	625
Commercial land	613.21	.192	664	679
Industrial land	18.36	.006	20	21
<b>Total acres</b>	<b>1,195.69</b>		<b>1,296</b>	<b>1,325</b>

Source: 2020 acres from Citrus County Property Appraiser’s Office, January 2021.

Formula: The future land use needs are projected based on the 2020 existing land uses as summarized in the Future Land Use Element, Table of Existing Land Use 2020 acreage. A ratio for residential, commercial, and industrial land was derived using the following formula: *2020 acres / 2020 estimated population = ratio*. The resulting ratio of acres was then applied to the projected population for 2025 and for 2030.



Appendix FLUE-2: Future Land Use Map Categories and Descriptions

NO.	FUTURE LAND USE CATEGORY	DESCRIPTION	MAX. DENSITY* OR INTENSITY		MAXIMUM FAR
1	Low Density Residential (LDR)	Single family (plus TDRs of 0-6 units per acre)	R-1	3 upa	N/A
			R-W	4 upa	
			PUD	0-6 upa	
2	Medium Density Residential (MDR)	Single and multi-family (plus TDRs of 3-12 units per acre)	R-C	0.5 upa	N/A
			R-1	3 upa	
			R-2	8 upa	
			NBR	3.1 to 8 upa	
			R-W	4 upa	
			PUD	3-12 upa	
3	High Density Residential (HDR)	Multi-family (plus TDRs of 8-16 units per acre)	R-2	8 upa	N/A
			R-3	12 upa	
			NBR	3.1-8 upa	
			PUD	8-12 upa	
4	Coastal Low Density Residential (CLDR)	Limited residential on predominantly uplands with minor disturbed wetlands	R-C & CON	0.5 upa with water and sewer	N/A
5	Office/Service Commercial (O/SC)	Variety of offices, professional service business, restaurants, and financial institutions.	50-85% max. lot coverage		1.0
		Apartment/multi-family buildings are permissible within the CRA Overlay not to exceed 4-stories	CG	8-20 upa	1.0
6	Waterfront Commercial (WC)	Water dependent business and commercial uses	50% max. lot coverage outside CRA		0.5
			85% max. lot coverage inside CRA		0.5
7	Central Business District (CBD)	downtown business development including retail, professional offices, financial institutions, lodging, and service establishments	85% max. lot coverage		1.0
8	Mixed-Use (MXU)	must contain a mix of at least two of the following uses: residential, commercial, office, professional, civic, governmental,	85% max. lot coverage		0.7

NO.	FUTURE LAND USE CATEGORY	DESCRIPTION	MAX. DENSITY* OR INTENSITY		MAXIMUM FAR
		educational and cultural			
9	<b>Highway Commercial (HC)</b>	retail, vehicle sales and repair, service stations, restaurants, convenience stores, lodging, financial institutions, theaters, and entertainment uses	75% max. lot coverage outside CRA/ 85% max lot coverage inside CRA		0.7
10	<b>Industrial (IND)</b>	assembling and processing, warehousing and shipping	70% max. lot coverage		0.5
11	<b>Conservation (CON)</b>	land set aside for protection and/or preservation of natural resources; allows residential units at 1 unit per 2 acres and recreation	RC & CON	0.5 upa	N/A
12	<b>Public/Semi-public (P/SP)</b>	government uses, community facilities, and private fraternal and social organizations, public and private K-12 schools, recreation and open space for active and passive recreation, communication facilities such as towers	45% max. lot coverage		0.5

Notes:

\*Maximum density by Zoning District allowed in underlying Future Land Use category

Upa = units per acre

TDR = Transfer of Development Rights

FAR = Floor to Area Ratio

CRA = Community Redevelopment Area

Appendix FLUE-3: Future Land Use Map Amendments 2004-2020

NAME	LOCATION	AK#	ACRES AMENDED	COUNTY FLUM(1)	FROM	TO	NOTES
1. 04-O-02 Retzco inc	NE 2 <sup>nd</sup> Ave	1076994	0.33	N/A	P/SP	O/SC	1/26/2004
2. 05-O-06 Moskes	237 NE 5 <sup>th</sup> St	1072808 1072778	0.53	N/A	HDR	O/SC	3/28/2005
3. 05-O-09 Stearns	322 NE 5 <sup>th</sup> St	1076315	0.39	N/A	HDR	O/SC	5/9/2005
4. MPH LLC	N. Turkey Oak	2266228; 2821116; 2598352	2.3	County	LDR	HDR	Annexed 05-O-11 and 05-O=12; surrounding property (city) is HDR.
				County	LDR	HDR	
5. 05-O-18 Fitzpatrick	1104 NE 5 <sup>th</sup> St	1080932	0.89	N/A	MDR	HC	1/9/2006
6. 05-O-20 Thibado	229 NE 5 <sup>th</sup> St	1072816	0.59	N/A	HDR	O/SC	1/9/2006
7. Nokomis Pt.	N. Nokomis Pt. north of NW 22nd St.	See Note(3)	4.72	County	CL	LDR	Annexed 06-O-03. Existing subdivision built at 4 units per acre.
8. J.K. Roth	NE 7th Ave. & NE 1st Terr	1078172	6.3	N/A	MDR,CON	HDR	City FLUM amendment.
9. L. Short	N. Turkey Oak & SR 44	3431298	17.0	County	MDR	HC	Annexed 06-O-12
10. L. Short	N. Turkey Oak & SR 44, northwest corner	3431302; 3329761	2.63	County	GNC	HC	
11. 06-O-06	Crystal St	3335341 1069289 1069301 1069327	1.61	N/A	HDR	O/SC	8/14/2006
12. Nature Walk (2)	N. Turkey Oak, east of old RR R-O-W	3455325; 3455533	31.6	County	LDR	MDR	Owned by Florida Low Income Housing Association. 25 duplexes (50 units) and planned 29 single- family. Annexed 10/16/06
13. 06-O-33	Central Business District	Multiple	9.5	N/A	O/SC	CBD	1/8/2007
14. 07-O-19 Hatchik	Block 32120, Parcel B; 8740 W. Mayo Dr.	2865237	2.32	County	GNC/RUR	HC	6/27/2007

**Appendix FLUE-3: Future Land Use Map Amendments 2004-2020**

NAME	LOCATION	AK#	ACRES AMENDED	COUNTY FLUM(1)	FROM	TO	NOTES
15. 07-O-21 Bertrand	Block 32215; 1103 N. Suncoast Blvd.	2771241	2.47	County	GNC	HD	6/27/2007
16. 07-O-27 Rand	Indian Waters, Unit 1, Lot 27, Block A; 3980 N. Tallahassee Rd.	1058929	0.28	County	LDR	O/SC	6/27/2007
17. Plantation	Ft. Island Trail, Parcel A	3316006	2.45	County	GNC	HC	Annexed 1/14/2008.
18. Plantation	Ft. Island Trail, Parcel B	2619007	23.07	County	GNC	HC	Annexed 08-R-42
19. MPH LLC	N. Citrus Ave. & NW 14th St.	3424099; 3424087	11.45	County	LDR	LDR	Annexed 08-O-18
20. 08-O-21 Nature Coast Affordable Housing	North side of Turkey Oak Dr.	3273883	5.14	County	LDR	MDR	10/13/2008
21. Plantation	Ft. Island Trail, Parcel B-1	3459816; 2242931	145.57	County	GNC	HC	Annexed 09-R-23; existing Golf course and hotel complex.
22. Maternoski	1075 N. Suncoast Blvd.	1089018	9.81	County	MPH	MDR	Annexed 09-O-18
23. Flem&Crab	1041 N. Suncoast Blvd.	1089026	10.06	County	Industrial	IND	Annexed 10-O-04
24. Airport Plaza	979 N. Suncoast Blvd.	3455090	1.95	County	GNC	HC	
25. Venero	935 N. Suncoast Blvd.	2258063	0.9	County	GNC	HC	
26. Regions	915 N. Suncoast Blvd.	2952857	1.95	County	GNC	HC	
27. Theater	871 N. Suncoast Blvd	3332806	0.96	County	GNC	HC	
28. VDB Prop	731 N. Suncoast Blvd.	1102634	0.33	County	GNC	HC	
29. Skippy	727 N. Suncoast Blvd.	1102626	0.4	County	GNC	HC	
30. BOCC	8710 W. Godfrey Ln.	1102553	3.49	County	TCU	P/SP	
31. BOCC	8664 W. Wing Ln.	1102618	0.9	County	TCU	P/SP	
32. BOCC	8551 W. Venable St.	2334495	9.7	County	TCU	P/SP	
33. BOCC	8145 W. Bicentennial Park Dr.	1102111	190.0	County	TCU/REC	P/SP	Annexed 10-O-04
34. Kings Bay	8135 W. Venable St.	1102146	3.2	County	PSI	P/SP	

**Appendix FLUE-3: Future Land Use Map Amendments 2004-2020**

NAME	LOCATION	AK#	ACRES AMENDED	COUNTY FLUM(1)	FROM	TO	NOTES
35. City	8300 W. Venable St.	1102154	14.0	County	TCU/LDR	P/SP	
36. Florida Power	8564 W. Venable St.	2953098	21.94	County	LDR/TCU	O/SC	
37. BOCC	R-O-W along Venable St.	2661615		AK# Not found			
38. BOCC	R-O-W along Venable St.	2678372	0.58	County	PSI	P/SP	
39. BOCC	R-O-W along Venable St.	2651440	0.5	County	PSI	P/SP	
40. BOCC	R-O-W along Venable St.	2666358	0.19	County	LDR	P/SP	
41. RIF	61 S. Suncoast Blvd.	1113512	63.21	County	CON, GNC, LDR	CON, HC, LDR	Annexed 10-O-04  Total RIF annexed area is 255.28 acres: CON area = 35.66 acres; HC = 124.63 acres; LDR area = 94.99 acres.  County LDR = max 6 upa w/water & sewer; Or city LDR 3 upa. (Papers filed with the county gave total property area as 270.62 acres.)
42. RIF	283 S. Suncoast Blvd.	1113521	18.06	County	GNC, LDR	HC, LDR	
43. RIF	405 S. Suncoast Blvd.	1113547	11.11	County	GNC, LDR	HC, LDR	
44. RIF	77 N. Suncoast Blvd.	1102138	53.34	County	CON, GNC, LDR	CON, HC, LDR	
45. RIF	185 S. Suncoast Blvd.	2699965	89.05	County	CON, GNC, LDR	CON, HC, LDR	
46. RIF	365 S. Suncoast Blvd.	2910453	15.51	County	GNC, LDR	HC, LDR	
47. RIF	S. Suncoast Blvd.	3450074	2.95	County	GNC	HC	
48. RIF	8036 W. Venable St.	2371340	2.05	County	LDR	LDR	
49. Romanelli	626 N. Suncoast Blvd.	1103754	0.28	County	GNC	HC	
50. Romanelli	644 N. Suncoast Blvd.	1103762	0.28	County	GNC	HC	

**Appendix FLUE-3: Future Land Use Map Amendments 2004-2020**

NAME	LOCATION	AK#	ACRES AMENDED	COUNTY FLUM(1)	FROM	TO	NOTES
51. WMProp	548 N. Suncoast Blvd.	1103738	0.83	County	GNC	HC	
52. Napolitano	530 N. Suncoast Blvd.	1103720	0.32	County	GNC	HC	
53. Heritage Dev	8800 W. Pure Ln.	2932228	50.79	County	GNC, LDR, CL	HC, LDR, CLDR	
54. CR Plaza	430 N. Suncoast Blvd.	3463672	22.4	County	GNC	HC	
55. CR Suncoast LLC	490 N. Suncoast Blvd.	2464968	0.79	County	GNC	HC	
56. CR Plaza LLC	304 N. Suncoast Blvd.	2464950	0.8	County	GNC	HC	
57. Applebee's	200 N. Suncoast Blvd.	2955775	6.85	County	GNC	HC	
58. Colonial	180 N. Suncoast Blvd.	2955783	5.85	County	GNC	HC	
59. Brinker	140 N. Suncoast Blvd.	2955716	1.2	County	GNC	HC	
60. Home Depot	70 N. Suncoast Blvd.	2955767	21.84	County	GNC	HC	
61. Riviere	64 S. Suncoast Blvd.	3395241	10.37	County	GNC	HC	
62. 3 Sisters Springs	SE Cutler Spur Blvd	3427341 & 3427353	57	N/A	MDR	CON	Public purchase July 2010
63. BOCC	750 N. Lindbergh Dr.	2273828	.14	County	GNC	P/SP	Annexed 10-O-04
64. BOCC	8657 W. Wing Ln.	1102596	.56	County	GNC	P/SP	Annexed 10-O-04
65. 10-O-12 Floralino	N.Tallahassee Rd.	Pt of 1051991	8.5	County	CL	MDR	8/30/2010
66. School Board	NE Crystal St.	3476123	24.64	N/A	P/SP HC MDR	P/SP	HC = 2.9 acres MDR = approx. 5.0 acres Changing all to P/SP
67. Florida Central Control	161 N. Country Club Dr.	1098041	54.61	County	Low Intensity Coastal & Lakes	CLDR	Annexed 11-O-02
68. Faklis	N. Country Club Dr.	1098033	40.0	County	Low Intensity	CLDR	Annexed 11-O-01

**Appendix FLUE-3: Future Land Use Map Amendments 2004-2020**

NAME	LOCATION	AK#	ACRES AMENDED	COUNTY FLUM(1)	FROM	TO	NOTES
					Coastal & Lakes		
69. City of Crystal River	Kings Bay Park	3211347; 1074703	3.7	N/A	CW	P/SP	
70. 12-O-01 Whetstone Oil	1017 US Hwy 19	1089654 1896282 3451817 1089603	1.83	N/A	HC (0.5) & MDR (1.33)	IND	Adopted 3-12-2012
71. 12-O-05 Waybright Realty	110 NE Crystal St	2491442	1.39	N/A	HDR	O/SC	Adopted 5/14/2012
72. 12-O-19 Plantation	W Fort Island Tr (outparcels)	2333537, Pt of 3522575, and Pt of 3522576	8.80	County	CLR	HC (7.79), MDR (1.01)	Adopted 9-19-2012
73. 13-O-07 Phyllis M Lynch	906 & 254 NE 5 <sup>th</sup> St	2376732 3235384	0.25	N/A	HDR	O/SC	Adopted 5-13-2013
74. 14-O-07 School Board	408 NE Crystal St	Pt of 3522492	0.95	N/A	HDR	P/SP	Adopted 10-27-2014
75. 15-O-03 CC Hospital Brd	W Gulf to Lake Hwy	2965142 2965134	5.4	N/A	HDR	HC	Adopted 8-10-2015
76. 15-O-12 E Bald Eagle Prop.	9372 & 9450 W Ft Island Tr	1092884 1098017	14.04	County	CL	WC	Adopted 12-14-2015
77. 17-O-04 Tushaus & Jacobs	S Suncoast Blvd (abuts school)	3522486	0.67	N/A	HC	P/SP	Adopted 8-14-2017
78. 17-O-06 School Board	NE 6 <sup>th</sup> Ave	Pt of 3522541	0.67	N/A	P/SP	HC	Adopted 8-14-2017
79. 17-O-09 City	NE 1 <sup>st</sup> Ave (Hunter Springs Park)	Pt of 3521705	1.4	N/A	MDR	P/SP	Adopted 7-10-2017
80. 17-O-12 Julie A Kelley	SE Pinwheel Dr	3161126	0.34	N/A	O/SC	MDR	Adopted 8-28-2017
81. 18-O-02 Ag Pro	1113 SE US Hwy 19	Pt of 1089514	3.67	N/A	HDR	HC	Adopted 2-26-2018

**Appendix FLUE-3: Future Land Use Map Amendments 2004-2020**

NAME	LOCATION	AK#	ACRES AMENDED	COUNTY FLUM(1)	FROM	TO	NOTES
82. 18-O-12 Centerstate Bank	NE 3 <sup>rd</sup> St	2961333, Pt of 1080347	1.49	N/A	HDR	HC	Adopted 8-29-2018
83. 19-O-02 Tull Holdings	NE 4 <sup>th</sup> St	1075203	0.28	N/A	CBD	MDR	Adopted 3-25-2019
84. 19-O-04 Gail Stearns	322 NE 5 <sup>th</sup> St	1076315	0.39	N/A	O/SC	MDR	Adopted 3-25-2019
85. 19-O-06 Rhonda McMullen	NE 7 <sup>th</sup> Ave	Pt of 3524542	1.09	N/A	O/SC	HC	Adopted 3-25-2019
86. 19-O-10 Timberland General Partnership	1150 N Midiron Pt	1091136	3.8	County	CL	LDR	Adopted 7-8-2019 Annexed 17-O-02
<b>Total Acres</b>			<b>1,098.49</b>				
<b>Notes:</b>							
(1) Replacement of county future land use designation with closest designation in the city unless written agreement to do otherwise.							
(2) County LDR allows residential development at 2 units per acre; includes attached housing; may increase density to 2.1 to 6.0 units per acre with water and sewer. City MDR allows 3.1 to 8.0 units per acre, including attached housing. This development is an affordable housing development with city water and sewer.							
(3) Multiple AK #s: 1058970; 1058988; 1058996; 1063094; 2501511; 1063108; 1059003; 3384580; 1059020; 1063159; 1063124; 1063132; 2700173; 1063141							

Abbreviations used:

CL Low Intensity Coastal and Lakes  
 CLDR Coastal Low Density Residential  
 CON Conservation  
 GNC General Commercial  
 HC Highway Commercial  
 HDR High Density Residential  
 IND Industrial

LDR Low Density Residential  
 MDR Medium Density Residential  
 O/SC Office/Service Commercial  
 PSI Public/Semi-Public/Institutional  
 P/SP Public/Semi-Public  
 REC Recreation  
 TCU Transportation/Communications/Utilities



Appendix FLUE-4 - Annexations 2004 through 2020

Annexation Ordinance Number	Date of Ordinance Adoption	Name of Property Owner or Applicant	General Location of Property	AK#	Acres	Existing Land Use	County Land Use (GFLUM)	FLUM Amended
05-O-11	7/11/2005	Harner (aka MPH,LLC) (1)	South of Turkey Oak Dr. Proposed multi-family.	2266228; 2821116; 2598352	2.3	vacant	LDR	HDR
05-O-12	9/26/2005	Harner (aka MPH, LLC)	South of Turkey Oak Dr.			vacant		
06-O-03	2/27/2006	Multiple; Area known as Nokomis Point (2)	Portion of Block D, Indian Waters Unit 2		4.72	residential; 4upa	CL	LDR
06-O-11	5/8/2006	Ralph Rand	Indian Waters, Unit 1, Lot 27, Block A; 3980 N. Tallahassee Rd.		0.28	residential; 3.5 upa	LDR	LDC 07-O-27
06-O-12	5/8/2006	Leary Short	NW corner of Turkey Oak Dr. & SR 44	3431298	19.63	17.0 vacant; 2.63 commercial	MDR & GNC	HC
06-O-29	10/16/2006	Florida Low Income Housing Associates, Inc.	South of Turkey Oak Dr.; east of Yeoman's Park; Property development to be known as Nature Walk	3455533; 3455325; multi-lots (3)	31.6	Residential, duplexes	LDR	MDR
07-O-17	6/27/2007	Melizza R. Hatchik	Block 32120, Parcel B; 8740 W. Mayo Dr.	2865237	2.32	office	GNC & RUR	HC 07-O-19
07-O-18	6/27/2007	Giorgio Bertrand	Block 32215; 1103 N. Suncoast Blvd.		2.47	vacant	GNC	HC 07-O-21
Interlocal Agreement, Phase I	1/14/2008	Plantation Inn	Shown as Parcel "A" on attached map. Order and timing of parcel annexation enumerated in an Annexation Agreement entered into on January 8, 2007 (4)	3316006	2.45	commercial	GNC	HC
08-R-42: Phase II	8/27/2008	Plantation Inn	Shown as parcel "B" on attached map.	3459804	23.07	commercial	GNC	HC
09-R-23: Phase III	6/16/2009	Plantation Inn	Shown as Parcel "B-1" on attached map.	3459816	145.57	commercial	GNC	HC

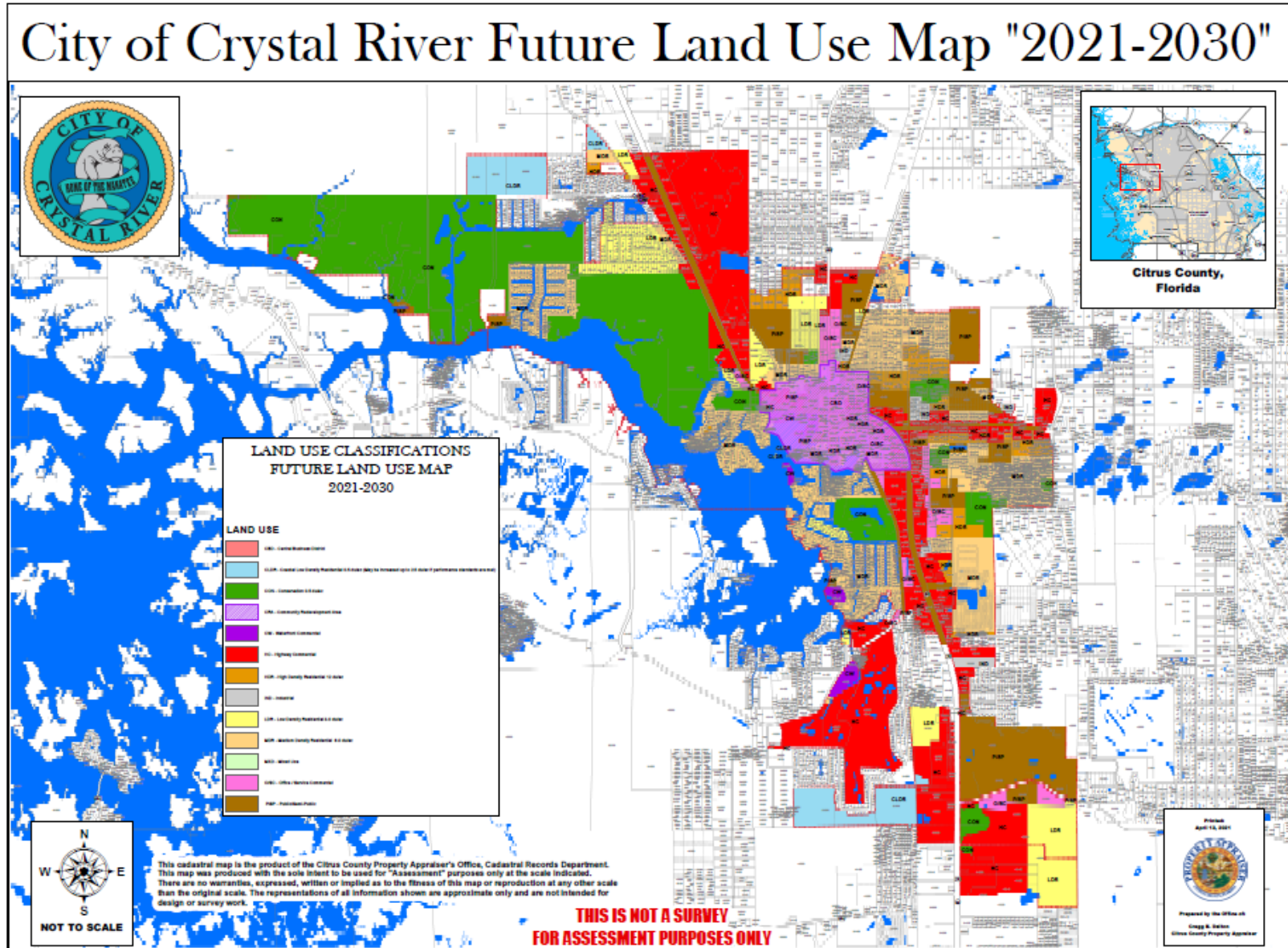
Annexation Ordinance Number	Date of Ordinance Adoption	Name of Property Owner or Applicant	General Location of Property	AK#	Acres	Existing Land Use	County Land Use (GFLUM)	FLUM Amended
08-O-17	7/14/2008	Nature Coast Affordable Housing Corp.	North side of Turkey Oak Dr.	1051991	5.14	vacant	LDR	LDR 08-O-21
08-O-18	7/28/2008	MPH, LLC (Harner)	Annexation of property west of Citrus Ave.	3424099; 3424087	11.45	vacant	LDR	LDR
09-O-18	11/30/2009	David and Louise Maternowski	Crystal Wood Court, MHP; on US 19	1089018	9.81	Vacant mobile home park	MHP	MDR
10-O-04	2/8/2010	Fleming & Crabb, trustees	1041 N. Suncoast Blvd.	1089026	10.06	industrial	Industrial	IND
10-O-04	2/8/2010	Airport Plaza Hwy 19 LLC	979 N. Suncoast Blvd.	3455090	1.95	commercial	GNC	HC
10-O-04	2/8/2010	Venero & Son, Inc.	935 N. Suncoast Blvd.	2258063	0.9	commercial (vacant)	GNC	HC
10-O-04	2/8/2010	Regions Bank	915 N. Suncoast Blvd.	2952857	1.95	Commercial (vacant)	GNC	HC
10-O-04	2/8/2010	Community Theater of Citrus County, Inc.	871 N. Suncoast Blvd	3332806	0.96	vacant	GNC	HC
10-O-04	2/8/2010	VDB Properties, LLC	731 N. Suncoast Blvd.	1102634	0.33	commercial	GNC	HC
10-O-04	2/8/2010	Skippy Enterprises Inc.	727 N. Suncoast Blvd.	1102626	0.4	commercial	GNC	HC
10-O-04	2/8/2010	Citrus County	8710 W. Godfrey Ln.	1102553	3.49	vacant	TCU	P/SP
10-O-04	2/8/2010	Citrus County	8664 W. Wing Ln.	1102618	0.9	vacant	TCU	P/SP
10-O-04	2/8/2010	Citrus County	8551 W. Venable St.	2334495	9.7	institutional	TCU	P/SP
10-O-04	2/8/2010	Citrus County	8145 W. Bicentennial Park Dr.	1102111	190.0	institutional	TCU & REC	P/SP

Annexation Ordinance Number	Date of Ordinance Adoption	Name of Property Owner or Applicant	General Location of Property	AK#	Acres	Existing Land Use	County Land Use (GFLUM)	FLUM Amended
10-O-04	2/8/2010	Kings Bay Holdings, LTD	8135 W. Venable St.	1102146	3.2	vacant	PSI	P/SP
10-O-04	2/8/2010	City of Crystal River	8300 W. Venable St.	1102154	14.0	cemetery	TCU/LDR	P/SP
10-O-04	2/8/2010	Florida Power Corp.	8564 W. Venable St.	2953098	21.94	Office; utilities	LDR/ TCU	O/SC
10-O-04	2/8/2010	Citrus County	R-O-W	2661615	Not found	r-o-w	Not found	
10-O-04	2/8/2010	Citrus County	R-O-W	2678372	0.58	r-o-w	PSI	P/SP
10-O-04	2/8/2010	Citrus County	R-O-W	2651440	0.5	r-o-w	PSI	P/SP
10-O-04	2/8/2010	Citrus County	R-O-W	2666358	0.19	r-o-w	LDR	P/SP
10-O-04	2/8/2010	Citrus County	750 N. Lindbergh Dr.	2273828	.14	vacant	GNC	P/SP
10-O-04	2/8/2010	Citrus County	8657 W. Wing Ln.	1102596	.56	vacant	GNC	P/SP
10-O-04	2/8/2010	RIF 304, LLC	61 S. Suncoast Blvd.	1113512	63.21	vacant	CON, GNC, LDR	CON, HC, LDR
10-O-04	2/8/2010	RIF 304, LLC	283 S. Suncoast Blvd.	1113521	18.06	vacant	GNC, LDR	HC, LDR
10-O-04	2/8/2010	RIF 304, LLC	405 S. Suncoast Blvd.	1113547	11.11	vacant	GNC, LDR	HC, LDR
10-O-04	2/8/2010	RIF 304, LLC	77 N. Suncoast Blvd.	1102138	53.34	vacant	CON, GNC, LDR	CON, HC, LDR
10-O-04	2/8/2010	RIF 304, LLC	185 S. Suncoast Blvd.	2699965	89.05	vacant	CON, GNC, LDR	CON, HC, LDR
10-O-04	2/8/2010	RIF 304, LLC	365 S. Suncoast Blvd.	2910453	15.51	vacant	GNC, LDR	HC, LDR
10-O-04	2/8/2010	RIF 304, LLC	S. Suncoast Blvd.	3450074	2.95	vacant	GNC	HC

Annexation Ordinance Number	Date of Ordinance Adoption	Name of Property Owner or Applicant	General Location of Property	AK#	Acres	Existing Land Use	County Land Use (GFLUM)	FLUM Amended
10-O-04	2/8/2010	RIF 304, LLC	8036 W. Venable St.	2371340	2.05	vacant	LDR	LDR
10-O-04	2/8/2010	Elfrieda Romanelli	626 N. Suncoast Blvd.	1103754	0.28	comm (vacant)	GNC	HC
10-O-04	2/8/2010	Frank & Elfrieda Romanelli	644 N. Suncoast Blvd.	1103762	0.28	commercial	GNC	HC
10-O-04	2/8/2010	W&M Properties: Attn. Heritage Dev. Co	548 N. Suncoast Blvd.	1103738	0.83	commercial	GNC	HC
10-O-04	2/8/2010	Lillian Napolitano	530 N. Suncoast Blvd.	1103720	0.32	commercial	GNC	HC
10-O-04	2/8/2010	Crystal River LTD: Attn Heritage Dev. Co	8800 W. Pure Ln.	2932228	50.79	vacant	GNC; LDR: CL	HC, LDR, CLDR
10-O-04	2/8/2010	Developers Diversified Realty Corp.	430 N. Suncoast Blvd.	3463672	22.4	commercial	GNC	HC
10-O-04	2/8/2010	Crystal River Suncoast LLC	490 N. Suncoast Blvd.	2464968	0.79	commercial	GNC	HC
10-O-04	2/8/2010	Crystal River Plaza, LLC	304 N. Suncoast Blvd.	2464950	0.8	vacant	GNC	HC
10-O-04	2/8/2010	GE Capital Franchise Finance Corp.	200 N. Suncoast Blvd.	2955775	6.85	commercial	GNC	HC
10-O-04	2/8/2010	Colonial Bank, NA	180 N. Suncoast Blvd.	2955783	5.85	commercial	GNC	HC
10-O-04	2/8/2010	Brinker Florida, Inc. Attn. Marvin F. Poer & Co.	140 N. Suncoast Blvd.	2955716	1.2	commercial	GNC	HC
10-O-04	2/8/2010	Home Depot USA, Inc.	70 N. Suncoast Blvd.	2955767	21.84	commercial	GNC	HC
10-O-04	2/8/2010	L.A. Riviere, Trustee	64 S. Suncoast Blvd.	3395241	10.37	vacant	GNC	HC

Annexation Ordinance Number	Date of Ordinance Adoption	Name of Property Owner or Applicant	General Location of Property	AK#	Acres	Existing Land Use	County Land Use (GFLUM)	FLUM Amended
10-O-12	8/30/2010	Floralino	Located on N.Tallahassee Rd.	1051991	17.5	vacant	CL	CLDR 09-O-09,
11-O-01	2/14/2011	George V. Faklis	N Country Club Dr.	1098033	40.0	Vacant	CL	CLDR
11-O-02	2/14/2011	Florida Central Control	161 N Country Club Dr	1098041	54.61	Vacant	CL	CLDR
13-O-01	1-28-2013	E Bald Eagle Properties	9372 & 9450 W Ft Island Trail	1092884 1098017	14.04	Vacant	CL	CW 15-O-12
17-O-02	4/24/2017	Timberland General Partnership	1150 N Midiron Pt	1091136 1098041	4.04	Residential	CL	LDR 19-O-10
<b>Total Acres Annexed</b>					<b>1,030.63</b>			
Notes	(1) No change in land use designation. It was shown as HDR on the City's FLUM. It is not a map amd.							
	(2) Nokomis Pt. property was subject to Referendum; it passed with 75% for; 25% against.							
	(3) 25 Duplexes constructed on 18.6 acres for a total of 50 units; balance of property is platted for 29 single-family homes. Completed density if 2.5 units per acre.							
	(4) Per Plantation Annexation Interlocal Agreement, 07-O-49, the land use can only be changed as part of the EBA							
	EBA: EAR-based amendment. See Table FLUE-5 for the land uses proposed in this amendment.							
	Upa = units per acre							
	There were no annexations in years 2002–2004, 2012, 2014–2016, and 2019-2020.							

Appendix FLUE-5 Future Land Use Map "2021-2030"



**Future Land Use Element  
Goals, Objectives, and Policies**

**ORD. 11-O-06 SEPTEMBER 12, 2011  
ORD. 15-O-01 JUNE 08, 2015  
ORD. 21-O-06 OCTOBER 25, 2021**

## **Future Land Use Element Goals, Objectives, and Policies**

**GOAL 1:** Ensure coordination and compatibility of existing and future land use patterns with topography, soil conditions, and the timing and availability of public facilities and services.

**OBJECTIVE 1.1:** City of Crystal River shall discourage the proliferation of urban sprawl through coordination of future land use with the availability of services at adopted levels of service and with the topography and soil conditions of the area.

**POLICIES:**

- A) All public facilities and service must meet the level of service (LOS) standards adopted in this plan concurrent with the impacts of development.
- B) Building permits or development orders will not be issued for new development where public facilities and services are not available at the level of service standards established in this plan.
- C) Zoning designations and other land development regulations shall direct development to areas where public facilities are available.
- D) The City will upgrade or maintain public facilities in existing neighborhoods as described in the Five-Year Schedule of Improvements to allow for infill development.

**OBJECTIVE 1.2:** Development and redevelopment will be encouraged in the portion of the city denoted on the Future Land Use Map (FLUM) as the Community Redevelopment Area.

**POLICIES:**

- A) The City will maintain or upgrade public facilities in the area denoted as the Community Redevelopment Area District on the Future Land Use Map to allow for infill development and revitalization throughout the downtown, waterfront, and the traditional neighborhoods that surround.
- B) Establish off-site and on-site parking and stormwater standards that encourage investment in the Community Redevelopment Area District, while also enhancing the visual character and value of the individual lots.
- C) Mixed use development opportunities that better utilize the existing street network, current land uses, and promote the urban character shall be included in the future land use categories to provide an incentive for development within the Community Redevelopment Area District.
- D) Develop standards through a form-based code that locate and orient buildings so that they contribute to the physical definition of streets and public places and that reinforce the unique identity of Crystal River by incorporating traditional buildings that are based on local context, climate, and history.

**OBJECTIVE 1.3:** The City will ensure the availability of suitable land for utility facilities needed to support proposed development.



**POLICIES:**

- A) Public utility collection or distribution lines, pipes, or similar facilities that provide service to existing and future land uses authorized by this plan shall be permitted in all of the land use categories and shall conform to appropriate location criteria.
- B) Consistent with state law, new electric substations shall be permissible in all future land use categories except the Conservation District.
- C) The City shall require that any substation design include setbacks and landscaped buffer areas appropriate to the land use adjacent to the substation location.

**GOAL 2:** Crystal River will be a balanced and well-planned community.

**OBJECTIVE 2.1** Provide for reasonable use of property while protecting, conserving, and maintaining the natural resources and systems identified in this and other elements of this Plan.

**POLICIES:**

- A) Continue to protect public potable water wells from potential contamination through the implementation of wellfield protection regulations that are in accordance with state statutes.
- B) Land use in wetlands will be limited to recreation, preservation or conservation, and low density residential development.
- C) The City will continue to implement regulations for the protection of trees and environmentally sensitive lands consistent with policies in the Conservation Element.
- D) The City will ensure that all proposed development and redevelopment is consistent with the Comprehensive Plan, and the implementing land development regulations.
- E) Land development regulations shall continue to be implemented which ensure the compatibility of the proposed use with adjacent uses; regulations shall include provisions designed to mitigate incompatibility, such as setbacks, landscaping buffers, building type and/or orientation, scale, parking lot landscaping, or driveway location.
- F) Reserved
- G) Land development regulations for properties located on or within 150 feet of the King's Bay, the Crystal River, and all navigable tributaries shall continue to provide standards for wetland preservation, prevention of erosion and siltation, building setbacks, building elevations to prevent or minimize flood damage, and impervious surface standards, consistent with best management practices for development within CHHA and 100-year floodplains.
- H) The City will encourage the preservation of land areas which exhibit significant environmental, cultural, or historical characteristics through regulations that may include the Transfer of Development Rights (TDR) procedure, conservation subdivision regulations, clustering, land purchase arrangements, or other innovative methods for development.
- I) The first floor of living space of any building constructed within the City must be at least one foot above the FEMA flood elevation.

**OBJECTIVE 2.2:** The hurricane evacuation time shall be coordinated with the Coastal High Hazard Area and meet the requirements as provided in Policy 4.1 of Coastal Management Element.

**POLICIES:**

- A) The City will continue to implement the adopted disaster plan which includes hurricane evacuation plans and coordination with Citrus County regarding shelters, evacuations, and emergency response.
- B) Special care facilities, such as nursing homes and hospitals, shall not be located in the Coastal High Hazard Area, unless adequate provisions for safe and efficient evacuation and shelter are ensured.
- C) The City shall coordinate with the Citrus County Sheriff's Emergency Management Office to keep the public informed as to shelter opportunities and locations.

**OBJECTIVE 2.3:** The existing densities of recorded subdivisions in the coastal high hazard area will be maintained at the densities not to exceed those in effect at the adoption of this Plan.

**POLICIES:**

- A) The City will maintain future land use categories and land development regulations that ensure residential densities in the coastal high hazard area are consistent with the densities of the existing recorded subdivisions.
- B) The City will not change the zoning by increasing the density for any parcel within the coastal high hazard area without an amendment to the Comprehensive Plan.

**OBJECTIVE 2.4:** Personal and property damage related to natural and man-made disasters will be mitigated or reduced by coordinating future land use map designations with strategies from the *Citrus County Local Mitigation Strategy*.

**POLICIES:**

- A) The City shall strictly enforce all appropriate federal floodplain management regulations to reduce the number of repetitive loss properties.
- B) The City shall implement protective measures to protect critical public facilities within the Category 1, hurricane evacuation area as established by the Sea, Land, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model.
- C) The City shall investigate, update and/or implement a new location for the City Hall in the City of Crystal River.
- D) Reserved

**OBJECTIVE 2.5** Reserved.

**OBJECTIVE 2.6** The Crystal River Comprehensive Plan establishes a Future Land Use Map (FLUM) and land use categories to accommodate the projected population needs.

**POLICIES:**

- A) A Future Land Use Map is adopted as part of the City of Crystal River Comprehensive Plan.
- B) The following land use categories are adopted into the FLUM to implement the City of Crystal River Comprehensive Plan:

**B-1: Low density residential (LDR).** The purpose of this category is to provide a location limited to single-family residential development as well as customary residential accessory uses incidental to the primary residential uses on the site. Essential services and utilities may be allowable, subject to supplemental development and design standards. Residential density shall be from 0 to 3.0 units per acre. Maximum impervious surface shall not exceed 45 percent.

**B-2: Medium density residential (MDR).** The purpose of this category is to provide a location for single- and multi-family residential development and customary residential accessory uses incidental to the residential uses on site. Public or private pre-school and primary school, facilities, essential services and utilities may be allowable, subject to supplemental development and design standards. Residential density shall be from 3.1 to 8 units per acre. Maximum impervious surface shall not exceed 55 percent.

**B-3 High density residential (HDR).** The purpose of this category is to provide a location for multi-family residential development and customary residential accessory uses incidental to the residential uses on site. Public or private educational facilities, essential services and utilities may be allowable, subject to supplemental development and design standards. Residential density shall be from 8 to 12 units per acre. Maximum impervious surface shall not exceed 65 percent outside the Community Redevelopment Area and 85 percent inside the Community Redevelopment Area.

**B-4: Central business district (CBD).** The purpose of the central business district is to promote the continued existence and viability of the traditional central core of the City. Uses include retail, professional offices, financial institutions, lodging, restaurants, and other retail uses. Residential dwelling units from 3.1 to 8 units per acre, essential services, and utilities are allowable, subject to supplemental development and design standards. Maximum impervious surface shall not exceed 85 percent.

**B-5: Waterfront commercial (WC).** The purpose of the waterfront commercial category is to provide for water dependent businesses and water related uses. Uses include single-family residential, retail, water dependent uses, and water-related and tourist uses. Essential services and utilities are allowable, subject to supplemental development and design standards. Maximum impervious surface shall not exceed 50 percent outside the Community Redevelopment Area and 85 percent inside the Community Redevelopment Area.

**B-6: Mixed Use (MXU).** The purpose of the mixed use category is to provide a location for residential, commercial, office, professional, civic, governmental, educational and cultural uses to serve the adjacent neighborhoods and the city consistent with the scale of adjacent neighborhoods. Maximum impervious surface shall not exceed 75 percent. This category shall allow residential development at a density of 1.1 to 8 units per acre.

The following policies establish the general location criteria where the mixed use may be applied through an amendment to the Future Land Use Map.

**B-6-1: Location criteria**

1. Property is located within the designated boundaries of the Waterfronts Florida Area and the Community Redevelopment Area District, or is in a Highway Commercial land use category anywhere within the City limits.
2. The proposed development contains at least two distinct uses, such as retail and professional office; retail and residential uses; or other combinations of uses.
3. All residential living areas are located a minimum of one foot above the base flood elevation;
4. Residential density shall be 1.1 to 8.0 units per acre.
5. On-site parking is provided for all residential uses.
6. The proposed development identifies hurricane evacuation shelter spaces for permanent residential units for category 5 hurricane events. Appropriate mitigation measures may include road widening or provision of shelter spaces.

**B-6-2:** The following uses are permissible in the mixed-use district. For each development, there is a minimum amount of building floor area required for each use and a maximum permissible amount of building floor area devoted to each use. These ranges of use are intended to provide flexibility while ensuring that appropriate mixed uses are provided within each development. The mix of uses based on total floor area ratio (FAR) is calculated for each parcel, lot, or development site.

Mixed Use Ratios

USE	MINIMUM FAR %	MAXIMUM FAR %
Residential	25	85
Retail or commercial	10	85
Professional office	10	85
Education	15	85
Governmental, Public, Civic	15	85
Entertainment	10	45

**B-6-3:** All mixed-use development shall adhere to the standards adopted for the Community Redevelopment Area district as specified within the Land Development Code.

**B-6-4:** All mixed use developments shall include provisions for shared access or interconnections, shared parking facilities, and pedestrian access between buildings and uses.

**B-7: Office/service commercial (OSC).** The purpose of the office/service commercial category is to provide for professional offices, personal services, and limited retail uses. Within the Community Redevelopment Area, single-family residential uses are allowable at 3.1 to 8 units per acre. Essential services and utilities are allowable, subject to supplemental development and design standards. Maximum impervious surface shall not exceed 85 percent. Higher-density is allowed in the Community Redevelopment Area within the CG-General Commercial

Zoning to provide workforce housing as apartments and multi-family uses from 8-20 units per acre having a maximum height allowance of four stories.

**B-8: Highway commercial (HC).** The purpose of this land use category is for retail uses, professional offices, vehicle sales, service, and repair, service stations, restaurants, convenience stores, lodging, financial institutions, theaters, and entertainment uses. Light assembly, essential services and utilities are allowable, subject to supplemental development and design standards. Maximum impervious surface shall not exceed 75 percent outside the Community Redevelopment Area and 85 percent within the Community Redevelopment Area.

**B-9: Industrial (IND).** The purpose of this land use category is for assembling and processing, warehousing, and shipping uses. Essential services and utilities are allowable. Maximum impervious surface shall not exceed 70 percent.

**B-10: Public/semipublic (P/SP).** The purpose of this land use category is for government uses, community facilities, and private fraternal and social organizations. This category includes rights-of-way, utility facilities, communications facilities, including towers, public and private educational facilities, and active and passive recreation uses. Maximum impervious surface shall not exceed 45 percent.

**B-11: Conservation (CON).** The purpose of this land use category is for lands owned by local, federal, state, or regional entities where management objectives are directed towards the protection and conservation of sensitive land, water, and other natural resources. These areas may also support resource-based recreational development, public water supply wellfields and ancillary facilities essential to their primary purposes. In the event that privately owned property is designated as conservation, it may be developed at a density of one dwelling unit per two acres, or not to exceed one dwelling unit per lot, parcel, or tract of record as of the date of adoption of the Plan. Maximum impervious surface shall not exceed 10 percent.

**B-12: Coastal Low Density Residential (CLDR)** land use category designates areas within the City which are predominantly uplands with some areas of minor disturbed wetlands which are suitable for residential development at an intensity of one unit per two (2) gross acres (.5 dwelling unit/acre) All development within the CLDR shall be connected to the City of Crystal River's water and sanitary sewer facilities.

**B-12-1:** The area within this category may be suitable for a maximum density of two and one-half (2.5) dwelling units per gross acre provided the following provisions and performance standards are met:

1. Any proposal for development within the "Coastal Low Density Residential" category, shall be reviewed pursuant to the procedures and criteria contained within the "Planned Unit Development" (PUD) zoning district or through a conservation subdivision process;
2. The minimum parcel size which shall be eligible for consideration for increased density shall be 20 gross acres possessing a common plan of development.

**B-12-2:** All development within the Coastal Low Density Residential Land use category shall adhere to the following requirements:

1. All development shall donate or reserve environmentally sensitive lands within the proposed development for preservation, conservation, or passive recreational purposes.
2. All development shall provide an inventory for endangered, threatened, special concern and commercially exploited species. Significant environmental or ecological features and

wildlife habitat shall be protected. Mechanisms for protection of these resources include, but are not limited to, acquisition, conservation, easements, and density transfer. The City shall cooperate with state, regional, and agency programs intended for the acquisition of suitable lands for open space, recreation, preservation or conservation uses.

3. All development shall be required to comply with all other appropriate policies contained within this Comprehensive Plan with specific emphasis on the “Conservation Element”, Coastal Management Element”, “Transportation Element”, “Sanitary Sewer Subelement”, and “Drainage Subelement”.
4. All development shall adhere to the location and building standards specified in the City of Crystal River Land Development Code for proposed development along the waterfront.
5. All development shall be clustered in order to protect significant environmental or cultural resources found on the site.
6. All developmental shall identify historical resources as known by the State Division of Historical Resources on all general site development plans. Identified significant historical shall be protected through the use of a conservation easement of the identified site.
7. All development shall adhere to the following standards for development:
  - a) All proposed development shall be consistent with the federal flood hazard requirement.
  - b) All proposed development containing 25 or more dwelling units shall formulate an emergency hurricane preparedness plan for that development prior to the issuance of the first site development permit. Said Hurricane Plan shall be reviewed by the Citrus County Director of Emergency Operations for consistency with the County Emergency Plan.
8. Within the “Coastal Low Density Residential” land use category, the development of multi-family units shall be prohibited within the Federal Emergency Management Agency designated velocity zone (V-zone).

All development must adhere to the standards for development contained in this Element, as well as any additional standards in the Land Development Code.

#### **Objective 2.7: Reserved**

**OBJECTIVE 2.8:** Development in Crystal River will be consistent with all elements of the Crystal River Comprehensive Plan.

#### **POLICIES:**

- A) All land development regulations, including zoning districts and regulations, shall be consistent with the Crystal River Comprehensive Plan.
- B) No building permit or development order will be issued for development which is not consistent with the Crystal River Comprehensive Plan.
- C) A scaled copy of the adopted “Future Land Use Map”, FLUM, shall be available; for public inspection during office hours for City Hall.

- D) Land development regulations for the city shall include those required by law and ordinance and those required in the Conservation and other plan elements.

**GOAL 3:** Crystal River will promote and maintain the character of community through consistent land use.

**OBJECTIVE 3.1:** The City shall preserve, protect and improve the character of the City through the implementation of compatibility standards and the consideration of innovative development standards that may include transfer of development rights, planned unit developments, form-based regulations, conservation subdivisions, or other regulations that encourage mixed use and clustered development patterns.

**POLICIES:**

- A) The planned unit development or PUD concept may be utilized in Crystal River.
- A-1:** All planned unit development shall go through a site plan review which examines impact on the environment, compatibility with adjacent land uses, provision of on-site parking, stormwater retention, landscaping, and provision of urban services.
- A-2:** All planned unit development on waterfronts lots must go through a site plan review which examines impact on land uses, provisions of onsite parking, stormwater retention, landscaping, and provision of urban services.
- A-3: No new PUD shall be allowed in the Community Redevelopment Area.
- B) In addition to all other requirements, developments located in the Community Redevelopment Area are required to undergo site plan review for adherence with the CRA Overlay District Regulations adopted in the Crystal River Land Development Code.
- C) Land development regulations may include overlay techniques, form-based codes, historic district designations, or revised zoning district regulations for mixed use development within the Community Redevelopment Area District in order to accommodate the grid roadway network, existing land uses, and enhancement of the existing urban character.
- D) Compatibility shall be determined by intensity of use as well as similarity in scale, bulk, and other aspects of site design.
- E) Existing inconsistent uses will not be allowed to expand. This will be accomplished by assigning to those inconsistent areas land uses consistent with existing adjacent land uses on the Future Land Use Map.
- F) The City, through its Land Development Code, will implement building height restrictions in each zoning districts based upon consideration of lot size, setbacks, ratio of floor space to lot size, and aesthetics.
- G) The City, through an interlocal agreement, shall coordinate with Citrus County on the compatibility of land uses adjacent to the County owned Crystal River Airport as it pertains to development construction which has the potential to create an airport/airspace obstruction or hazard.

**OBJECTIVE 3.2:** The Character and quality of existing residential neighborhoods will be maintained or upgraded.

**POLICIES:**

- A) The City will permit only residential developments, residential accessory uses, and limited specified uses which are compatible with residential uses in residential neighborhoods. Limited specified uses will be allowable only for those uses which meet the supplemental standards of being residential support uses, or uses which are compatible with residential character of the surrounding neighborhoods and otherwise consistent with the Comprehensive Plan. Compatibility shall be determined by intensity of use as well as similarity in scale, bulk, and other aspects of site design.
- B) Existing residential neighborhoods will be designated for future residential use at a compatible density.
- C) New residential developments will provide two on-site parking spaces for each unit.

**OBJECTIVE 3.3:** The City will encourage the preservation of important historic resources through requirements in the Land Development Code.

**POLICIES:**

- A) All historic sites and structures will be identified during the site plan process and those resources documented as historic by the State Division of Historical Resources will be protected in coordination with that agency.

**OBJECTIVE 3.4:** In order to improve the general appearance of the city, the City shall continue to govern the orderly use of signs and the maintenance of vacant properties,

**POLICIES:**

- A) Signage regulations shall direct placement, size, and construction. These regulations shall be based on zoning district, type of sign, and use of sign. Nothing in this ordinance will prohibit the posting of informational or regulatory signs for manatee protection.
- B) The City shall continue to implement standards for the maintenance of vacant lots to ensure the health, safety, and aesthetic appearance of the neighborhood and surrounding properties.

**OBJECTIVE 3.5:** The City will help improve blighted areas.

**POLICIES:**

- A) The City will continue to utilize the Crystal River Community Redevelopment Area District. The Community Redevelopment Agency will make improvements in its designated redevelopment area according to the “Crystal River Community Redevelopment Agency – 1988” plan.
- B) As part of the Housing Inventory Program (see Housing Element), a special analysis of blighted areas will be done. Any change to the existing boundaries of these blighted areas will be based primarily on age of structure, condition of structure, and construction activity.
- C) The City will continue to apply as eligible for Community Development Block Grants and will continue to coordinate and cooperate with Habitat for Humanity and other private housing assistance organizations.



- D) The City will provide either home maintenance education information detailing strategies and techniques for renovating and maintaining homes or information describing where such information is available.

**OBJECTIVE 3-6:** The City will establish a Civic Master Plan

**POLICIES:**

- A) The City will develop a Civic Master Plan that will address a Form-Based Code for planning areas that could reasonably support mixed-use and walkable urbanism and prioritize areas for safer redevelopment.
- B) The Civic Master Plan shall include aging shopping center and an optional overlay can be created for those centers through the designation of Mixed-Use Districts on the Future Land Use Map.
- C) The Civic Master Plan will integrate the goals, objectives, and policies identified through the public process as may pertain to community character, (i.e., future land use and urban design/placemaking), mobility and street design, parking, stormwater, and resilience/sustainability.
- D) The Civic Master Plan may consider and incorporate an inventory of buildings and/or important historic resources within the designated planning areas for probable historic preservation.

**GOAL 4:** The City of Crystal River shall preserve and protect the Three Sisters Springs site, an environmentally sensitive parcel, from development by implementing a voluntary Transfer of Development Rights program thereon within the City. The designation of other environmentally sensitive areas within the City for future preservation via the Transfer of Development Rights shall require a text amendment to this Goal before implementation thereof.

**OBJECTIVE 4.1** The Three Sisters Springs parcel, Figure FLUE-1 attached, represents a unique environmental property uniquely worthy of preservation or public ownership. To achieve such preservation or public ownership, the City shall adopt a set of policies implementing Transfer of Development Rights applicable solely to Three Sisters parcel (Figure FLUE-1).

**POLICIES:**

- (A) The Three Sisters parcel, consisting of 57 acres (more or less), Figure FLUE-1 shall be designated a Sender site entitled to Transfer of Development Rights upon the following terms:
1. The site shall be placed in public ownership or qualified not for profit entity via transfer of title or conservation easement.
  2. The maximum TDR's allowed from the Three Sisters Sending site shall be the net difference between the maximum build out of the Sending site (8 units per gross acre) and the established development rights/density as of date of creation of Transfer of Development Rights, or, up to a maximum of 150 dwelling units.
  3. Post offsite transfer of the Three Sisters Sending Site Transfer of Development Rights and the transfer to public agency or qualified not for profit, the Three Sisters sending site shall be designated preservation, conservation, open space environmental center(s) or passive recreational uses.
  4. The development rights (Transfer of Development Rights) severed from Sending Three Sisters parcel shall occur prior to or simultaneous with the public agency or not-for-profit acquisition.

5. Three Sisters Transfer of Development Rights may either be (1) designated to an acceptable receiving area simultaneous with creation thereof; or (2) placed into holding bank via a legal binding document for future use consistent with this Goal, objective and Policies.

**(B)** To qualify as a Receiving Area, the parcel shall have the following characteristics:

**I**

1. No impacts to wetland(s) or environmentally sensitive areas;
2. Result in a net no increase in total City density;
3. Shall have central water and wastewater;
4. Demonstrate compliance with the City Plan and Land Development Code concurrency standards;
5. All transfers of development rights shall be accomplished through the Planned Unit Development (PUD) zoning approval process to ensure that the proposed plan of development is compatible with adjacent land uses. The City shall require, at a minimum, compliance with the following standards in its review of any proposed density transfer, In order to ensure land use compatibility:
  - a) Increased building setbacks.
  - b) Increased landscaping and buffering provisions.
  - c) Compatibility of building height with adjacent existing or planned uses.
6. All development utilizing Transfer of Development Rights and receiver sites shall comply with the hurricane evacuation standards set forth in F.S. 163.3178(9) (a).

OR

**II.**

Be located within City of Crystal River Community Redevelopment Area District and coupled with a mixed use project.

Figure FLUE-1: Three Sisters Springs Parcel Boundary Map



## Definition of Terms

**Accessory dwelling unit:** A separate, complete housekeeping unit with a separate entrance, kitchen, sleeping area, and full bathroom facilities, which is within the main structure or is an attached or detached extension to an existing principle structure.

**Accessory use:** A use that is incidental and subordinate to that of the main building or use of land and that is located on the same lot and under the same ownership in all respects.

**Ancillary use:** See accessory use.

**Development:** The term “development” is defined as in s.380.04, *Florida Statutes*, and reprinted herein:

- (1) The term “development” means the carrying out of any building activity or mining operation, the making of any material change in the use or appearance of any structure or land, or the dividing of land into three or more parcels.
- (2) The following activities or uses shall be taken for the purposes of this chapter to involve “development,” as defined in this section:
  - (a) A reconstruction, alteration of the size, or material change in the external appearance of a structure on land.
  - (b) A change in the intensity of use of land, such as an increase in the number of dwelling units in a structure or on land or a material increase in the number of businesses, manufacturing establishments, offices, or dwelling units in a structure or on land.
  - (c) Alteration of a shore or bank of a seacoast, river, stream, lake, pond, or canal, including any “coastal construction” as defined in s. 161.021 [F.S.].
  - (d) Commencement of drilling, except to obtain soil samples, mining, or excavation on a parcel of land.
  - (e) Demolition of a structure.
  - (f) Clearing of land as an adjunct of construction.
  - (g) Deposit of refuse, solid or liquid waste, or fill on a parcel of land.
- (3) The following operations or uses shall not be taken for the purpose of this chapter to involve “development” as defined in this section:
  - (a) Work by a highway or road agency or railroad company for the maintenance or improvement of a road or railroad track, if the work is carried out on land within the boundaries of the right-of-way.
  - (b) Work by any utility and other persons engaged in the distribution or transmission of gas, electricity, or water, for the purpose of inspecting, repairing, renewing, or constructing on established rights-of-way any sewers, mains, pipes, cables, utility tunnels, power lines, towers, poles, tracks, or the like. This provision conveys no property interest and does not eliminate any applicable notice requirements to affected land owners.
  - (c) Work for the maintenance, renewal, improvement, or alteration of any structure, if the work affects only the interior or the color of the structure or the decoration of the exterior of the structure.
  - (d) The use of any structure or land devoted to dwelling uses for any purpose customarily incidental to enjoyment of the dwelling.

- (e) The use of any land for the purpose of growing plants, crops, trees, and other agricultural or forestry products; raising livestock; or for other agricultural purposes.
  - (f) A change in use of land or structure from a use within a class specified in an ordinance or rule to another use in the same class.
  - (g) A change in the ownership or form of ownership of any parcel or structure.
  - (h) The creation or termination of rights of access, riparian rights, easements, covenants concerning development of land, or other rights in land.
- (4) “Development,” as designated in an ordinance, rule, or development permit includes all other development customarily associated with it unless otherwise specified. When appropriate to the context, “development” refers to the act of developing or to the result of development. Reference to any specific operation is not intended to mean that the operation or activity, when part of other operations or activities are not development. Reference to particular operations is not intended to limit the generality of subsection (1).

**All other terms shall have meaning as defined by standard dictionary.**