Ordinance 2026-10 -
Water Supply Work Plan Update

Date: November 10, 2026
To: City Council
From: Ellen Hardgrove, City Planning Consultant
XC: Sandy Riffle, City Clerk
Brett Sollazzo, Administrative Assistant
Drew Smith, City Attorney
RE: Ordinance 2026-10 - Water Supply Work Plan Update

This agenda item is a proposed Comprehensive Plan Amendment to update the City's Water Supply Facilities Work Plan (Water Supply Plan) - an exhibit in the Conservation Element of the City's Comprehensive Plan. Pursuant to Section 163.3177(6)(c), Florida Statutes, the City is required to update its Water Supply Plan within 18 months of an update by the St. Johns River Water Management District, which occurred in December 2025.

The proposed updated plan presents no significant changes to the City's existing Water Supply Plan. This is because the City's plan is based on the Orlando Utilities Commission (OUC) work plan, which has not been updated since Edgewood's Water Supply Plan was established in 2022.

The Planning and Zoning Board, sitting as the Local Planning Agency (LPA), reviewed Ordinance 2026-10 and the updated Water Supply Plan, and recommended that the City Council transmit the proposed amendment to the State Land Planning Agency.

Following transmittal, state agencies will review the submittal and provide any Objections, Recommendations, and Comments (ORC report) for consideration prior to final adoption by City Council (second reading is tentatively scheduled for early 2027).

Recommended Motion: Approval to transmit Ordinance 2026-10, updating the City's Water Supply Facilities Work Plan in the Conservation Element of the Comprehensive Plan, to the State Land Planning Agency.

ESH

ORDINANCE NO. 2026-10

AN ORDINANCE AMENDING THE CITY OF EDGEWOOD COMPREHENSIVE PLAN BY UPDATING APPENDIX A (WATER SUPPLY FACILITIES WORK PLAN) OF THE CONSERVATION ELEMENT IN ACCORDANCE WITH SECTION 163.3177(6)(c), FLORIDA STATUTES; PROVIDING FOR CONFLICT; PROVIDING FOR TRANSMITTAL; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City Council of the City of Edgewood adopted the City of Edgewood Comprehensive Plan by Ordinance No. 91-378 on December 17, 1991, pursuant to Chapter 163, Florida Statutes; and

WHEREAS, the City Council of the City of Edgewood amended the City of Edgewood Comprehensive Plan by Ordinance No. 2013-04 on November 19, 2013; by Ordinance No. 2021-02 on December 21, 2021; by Ordinance No. 2022-08 on February 21, 2023; and by Ordinance No. 2025-01 on February 18, 2025 pursuant to Chapter 163.3184, Florida Statutes; and

WHEREAS, Section 163.3177(6)(c), Florida Statutes, and City of Edgewood Comprehensive Plan Intergovernmental Coordination Element Policy 7.3.3 require the Water Supply Facilities Work Plan, found in Appendix A of the Conservation Element, per Conservation Element Policy 5.2.5, to be updated as necessary within 18 months of the St. Johns River Water Management District's update of the Central Florida Water Initiative (CFWI) Regional Water Supply Plan, which occurred on November 12, 2025; and

WHEREAS, the Local Planning Agency for the City of Edgewood has reviewed this text amendment and provided its input and advice; and

WHEREAS, the City Council, as the City's governing body, held public hearings to consider adoption of the proposed amendments to the City of Edgewood Comprehensive Plan in accordance with the controlling provisions of State law; and

WHEREAS, the City of Edgewood has complied with all requirements and procedures of Florida law in processing this amendment to the City of Edgewood Comprehensive Plan.

WHEREAS, the City Council of the City of Edgewood hereby finds and determines that this Ordinance is internally consistent with the goals, objectives and policies of the City of Edgewood Comprehensive Plan and other controlling law to include, but not limited to, Chapter 163, Florida Statutes.

NOW, THEREFORE, BE IT ENACTED BY THE CITY COUNCIL OF THE CITY OF EDGEWOOD, FLORIDA, AS FOLLOWS:

SECTION 1. LEGISLATIVE FINDINGS. The Recitals set forth above are hereby adopted as legislative findings of the City Council of the City of Edgewood.

SECTION 2. COMPREHENSIVE PLAN APPENDIX AMENDMENT. Attachment "A" attached to this Ordinance is hereby adopted to replace in full Appendix A (Water Supply Facilities Work Plan) of the Conservation Element of the City of Edgewood Comprehensive Plan.

SECTION 3. CONFLICT. All ordinances or parts of ordinances in conflict with this Ordinance are hereby repealed to the extent of such conflict.

SECTION 4. TRANSMITTAL. After the first public hearing (transmittal stage), the City Clerk shall transmit the amendment package within 10 working days to the State Land Planning Agency (Florida Department of Commerce) and a copy to each reviewing agency, including the East Central Florida Regional Planning Council, the St. Johns River Water Management District, the Florida Department of Environmental Protection, the Florida Department of State, the Florida Department of Transportation, and any other unit of local government or governmental agency in the State of Florida that has filed a written request with the City Clerk.

SECTION 5. EFFECTIVE DATE. This Ordinance and the comprehensive plan amendment shall become effective 31 days after the Florida Department of Commerce notifies the City that the plan amendment package is complete, **or** if timely challenged, on the date a final order is issued by the state land planning agency or the Administration Commission finding the amendment in compliance, whichever occurs sooner.

FIRST READING on the _____ day of _____, 2026.

ADOPTED by the City Council of the City of Edgewood, Florida, this ____ day of _____, 2027.

_____

Richard A. Horn, Council President

ATTEST:

_____

Sandra Riffle, City Clerk

Conservation Element Appendix A
City of Edgewood
Water Supply Facilities Work Plan

Section 1: Introduction

The St. Johns River Water Management District's (WMD) Central Florida Water Initiative (CFWI) Regional Water Supply Plan (RWSP) identifies the City of Edgewood (City) as being within a Water Resource Caution Area. Therefore, in accordance with Section 163.3177(6)(c), Florida Statutes (F.S.), the City is required to adopt and maintain a water supply facilities work plan, and update the comprehensive plan, as necessary, to implement the work plan and associated water supply-related legislative requirements.

Water supply facilities work plans, in accordance with Section 163.3177(6)(c), F.S., are required to address a minimum of a 10-year planning period and identify a local government's program to implement traditional and alternative water supply projects, and reuse and water conservation practices/projects necessary to meet existing and future water demands. In addition, in accordance with the Section 163.3177(6)(h), F.S., the City must ensure coordination of its water supply facilities work plan and comprehensive plan with WMD's CFWI RWSP. City comprehensive plan Policy 5.2.5 contains enabling language that incorporates that water supply facilities work plan into the comprehensive plan as Appendix A. When the WMD updates the CFWI RWSP, which is at least every five years, in accordance with Chapter 373, F.S., the City must also update their plan as stated in Intergovernmental Coordination Element policies 7.3.3 and 7.3.4.

The WMD adopted the updated plan in December 2025. This is an Updated Appendix A of the City's comprehensive plan.

Section 2: Water supplier(s) and service agreement(s)

The City does not provide potable or non-potable water service or sanitary sewer service. Nor does the City own or maintain a potable water or wastewater system for potential water reuse. The City's municipal limit is located entirely within the Orlando Utilities Commission (OUC) potable water service area. While OUC is a municipal utility owned by the City of Orlando, its water service area includes the cities of Orlando, Edgewood, Belle Isle and large portions of unincorporated Orange County.

Non-potable water is unavailable within the city limits. The majority of the city is within Orange County's wastewater service area, an area that does not include reclaimed water infrastructure. A small area in the northernmost area of the city is within Orlando's wastewater service area; however, the closest trunk line is located roughly 0.7 miles north of the city limits on East Pineloch Avenue and there are no capital improvements planned for extension toward the city's boundary. No change in wastewater disposal/reuse infrastructure is expected within the planning period.

Residential and non-residential potable water users within the City of Edgewood purchase retail water directly from OUC. This is enabled through a territorial agreement. Public Facilities Element Objective 4.11, and its supporting policies, and Capital Improvements Element Policy 8.3.4 provide enabling language regarding the City's agreement with OUC.

Section 3: Potable Water Demand, Sources, and Supply

The City relies on OUC to ensure that adequate water supply and facility capacity are available to meet the needs of existing and future customers within the City of Edgewood.

Because OUC is owned by the City of Orlando, the City of Orlando's water supply facilities work plan must address OUC's program to implement water supply projects, reuse and water conservation necessary to meet water demands within OUC's entire service area. Therefore, the City of Edgewood should monitor and participate, as necessary, in OUC's and Orlando's water supply planning processes to ensure that they account for Edgewood's current and future water needs. Intergovernmental Coordination Element Policy 7.3.5 contains enabling language for this participation and coordination.

Orlando's current Water Supply Facilities Work Plan (2022), as included in their comprehensive plan, includes OUC's "Forecasted Total Water Supply Needs and Sources," which indicates groundwater sources totaling 105.9 million gallons per day (mgd) will be needed through 2040. However, OUC's current use permit (CUP) (Permit No. 3159) authorizes an allocation of only 100.1 mgd. An application for an increased allocation is in process, with the earliest realistic scenario for a decision by the Governing Board in late summer or fall of 2027. This anticipated decision date extends beyond Edgewood's required Water Supply Plan update; thus, this document relies on the existing permit parameters. Finalized data from the renewed CUP and Orlando's subsequent work plan will be incorporated during the subsequent evaluation cycle for the 2030 CFWI Regional Water Supply Plan.

Figure PW-4: OUC Forecasted Total Water Supply Needs and Sources

Potable Supply Capacity and Projected Demand Analysis					
Supplier /	**Demand, Permit Allocation, or Capacity (mgd, AADF)**				
Supply or Demand Component	**2020**	**2025**	**2030**	**2035**	**2040**
	Baseline				
ORLANDO UTILITIES COMMISSION (OUC)					
Potable Water Demand - Unincorporated Orange County [1]	38.7	43.1	45.3	47.6	48.7
Potable Water Demand - Total Service Area [2]	82.8	92.7	97.8	103.2	105.9
CUP -Permitted Allocation [3]	100.1	100.1	100.1	100.1	100.1
Current Wellfield (Source) Capacity	126.5	126.5	126.5	126.5	126.5
Current Treatment Capacity	121.2	121.2	121.2	121.2	121.2
Additional Wellfield Source Capacity (CIP Improvements)	0	0	0	0	0
Additional Treatment Capacity (CIP Improvements)	0	0	0	0	0
Alternative Water Supply (AWS) [4]	0	0	0	5	5
CUP -Permitted Surplus (Deficit)	17.3	7.4	2.3	1.9	-0.8
Wellfield/Source Capacity Surplus (Deficit)	43.7	33.8	28.7	23.3	20.6
Treatment Capacity Surplus (Deficit)	38.4	28.5	23.4	18	15.3
(1) Assumes OUC water demand is proportional to population estimates provided by BEBR on a parcel based. In 2020, the population estimate in unincorporated Orange County was approximately 46.7% of the total population for the OUC water service area. In 2040, the population estimate for unincorporated Orange County was approximately 46.0% of the total. The percentages for the years in between 2020 and 2040 were linearly interpolated.					
(2) Potable water demand projections are from the CFWI RWSP 2020, Appendix A, Table A-5b. 2020 Baseline demands are actual OUC water plant data from 2020.					
(3) OUC's CUP is currently undergoing renewal. The current allocation is 100.1 mgd. The requested allocation is 109.2 mg. If requested allocation is not granted and demands must be meet with current allocation, than a deficit may occur in 2035 and 2040 and additional reclaimed water and conservation, beyond what is currently planned, will be required until an AWS can be brought on-line.					
(4) Includes OUC's planned 5.0 mgd, AADF share of St. Johns River/Taylor Creek Reservoir AWS Project. Timing of this project is uncertain but is currently estimated to be in the 2035 to 2040 timeframe. Additional reclaimed water and conservation, beyond what is currently planned, will be required until AWS can be brought on-line. Additional AWS capacity may also be needed in 2040 and beyond.					

Source: City of Orlando Growth Management Plan Chapter 4 Potable Water Element (2026)

If the requested allocation is not granted, then the future demand must be met with the current allocation. Given that the City of Edgewood's population is expected to remain relatively stable during the planning period (approximately 2,900), the water demand within the City is expected to remain relatively the same throughout the planning period and supply unaffected should the allocation not be increased.

The City of Orlando and OUC have identified three major strategies for meeting water demand with sufficient water supply: To treat and reclaim wastewater for use as irrigation; To encourage conservation measures to decrease demand; and To explore water sources other than the Floridan aquifer. These alternative sources may include brackish groundwater, or surface water from reservoirs and rivers.

Section 4: Water supply concurrency and level of service standards

The City is ultimately responsible for authorizing development within its municipal limits. However, because the City relies on OUC for water service, the City's level of service (LOS) standards need to be consistent with OUC. Edgewood Policies 4.1.1 and 8.3.1 provide that consistency. Policies 4.11.2, 7.3.1, and 7.3.2 ensure supply is available prior to development approval.

Section 5: Water Conservation

Water conservation is important to reduce water demand and ensure the sustainability of water supply sources utilized by the City. The City currently implements many water conservation practices, including some that are enabled by comprehensive plan policies. In addition, because the City relies on OUC for water service, its water conservation practices should be coordinated with OUC. The City's water conservation practices include the following:

- Participating in water conservation activities with OUC and WMD (Objectives 7.3 and 5.2);
- Including water conservation measures in development regulations by implementing Florida Building Code and landscape regulations that require or encourage development to use water-efficient, natural and/or drought resistant plants and landscaping;
- Utilizing water reuse or reclamation when available for irrigation and other non-potable applications (Policies 4.12.1 and 5.2.8);
- Supporting water conservation by participating in county, state and federal programs (Policy 4.12.2);
- Assisting the WMD during emergency water shortage declarations (Policy 5.2.4); and
- Encouraging or participating in water conservation educational activities, such as observing water conservation month, and newsletters (Policy 5.2.10).