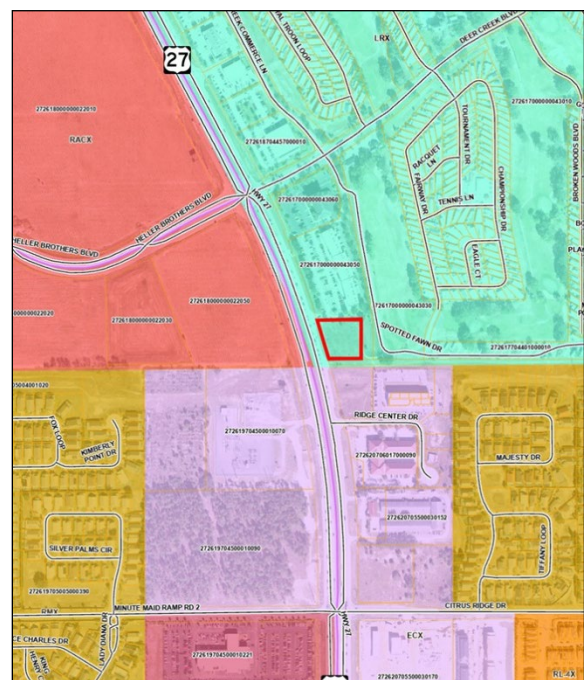


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE CASE OVERVIEW

DRC Date:	February 5, 2026
Planning Commission Date:	April 1, 2026
BoCC Dates:	May 19, 2026
Applicant:	Tom Woodrich, TDW Land Planning
Level of Review:	Level 4 Review, Comprehensive Plan Map Amendment
Case Number and Name:	LDCPAS-2026-1 US 27/Deer Creek Blvd INST
Request:	Small Scale Comprehensive Plan map amendment from Leisure Recreation-X (LRX) to Institutional-X (INST-X) on 1.01± acres located within the North Ridge SAP and Transit Supportive Development Area (TSDA).
Location:	The site is on the east side of US Highway 27 south of Ernie Caldwell Blvd. west of Spotted Fawn Drive and north of Citrus Ridge, north of the City of Haines City, in Sections 17 & 18, Township 26, Range 27
Property Owner:	Polk County Deal LLC
Parcel Size:	1.01± acres
Development Area/Overlays:	Transit Supportive Development Area (TSDA), TCCO Corridor in Center, North Ridge SAP
Future Land Use:	Leisure Recreation-X (LRX)
Nearest Municipality	Haines City
DRC Recommendation:	Approval
Planning Commission Vote:	Approval (7:0)
Case Planner:	Robert Bolton, Planner III



Location



Current Future Land Use

Summary of Analysis

This is an applicant-initiated Small-Scale Comprehensive Plan Map Amendment (CPA) to change the Future Land Use designation on 1.01+/- acres from Leisure Recreation-X (LRX) Future Land Use (FLU) to Institutional-X (INSTX) in the Transit Supportive Development Area (TSDA) and the North Ridge Selected Area Plan (SAP). The site is also in the Transit Corridors and Centers Overlay (TCCO). The subject site is located on the east side of US Highway 27 south of Ernie Caldwell Blvd. west of Spotted Fawn Drive and north of Citrus Ridge, north of the City of Haines City, in Sections 17 & 18, Township 26, Range 27. If approved the Land Development Code district will be INST-1X.

Compatibility Summary

The proposed land use change is compatible with the growth that has happened in this area over the past several decades. The subject site is 1.01 +/- acres in the greater US 27 and Interstate 4 growth area. This area has been one of the fastest growing markets within Polk County. To the north of the subject site is the Deer Creek Crossing, a retail and office plaza developed in 2005. To the east of the site is the Deer Creek RV & Gold & County Club developed in the mid 1980's. West of the site are a number of vacant parcels that were created with the flyover and connection of Ernie Caldwell Blvd. to US Highway 27. The requested Institutional Future Land Use requested will allow for the site to be developed with a medical sue building that is a typical and desired use within an area that has a high concentration of residential development.

Infrastructure Summary

The proposed request is located on the east side of US 27 within a Failing Link, however, the additional traffic is anticipated to be nominal with a maximum buildout PM Peak Hour trip generation of 35 Trips. At the time of this application it is anticipated that the site will access US 27. The Level-of-Service (LOS) standard for fire, EMS and sheriff public safety resources are not anticipated to be negatively impacted. This request is not anticipated to impact the school system as it is for a non-residential use and would not generate students. Final concurrency is determined at Level 2 Review approval and not at Comprehensive Plan amendment or Planned Development approvals. The subject site will connect to the County's water and wastewater through the Polk County Northeast Regional Utility Service Area. There are no wells on the subject site.

Environmental Summary

The subject site is not located within an airport height notification zone and there are no historical or archeological resources. The proposed request is not within a one-mile radius of a protected species or plant according to the Florida Fish & Wildlife Conservation Commission. There are no wetlands or flood zones on the subject site. The site slopes from the western side at approximately 172 feet, easterly to 167 feet, with the lowest area along the eastern border.

Comprehensive Plan

The relevant sections of the Comprehensive Plan that are applicable to the project request:

- Policy 2.102(A1-A15): Growth Management Policies
- Policy 2.102-A10: Location Criteria
- Policy 2.104(A1-A9): Transit Supportive Development Area (TSDA)
- Policy 2.131-Q North Ridge SAP
- Policy 2.116 (E1-E4): Institutional

Findings of Fact

Request, Legal Designations, and Surrounding Uses

- The applicant is requesting a change of the Future Land Use (FLU) designation from Leisure Recreation-X (LRX) to Institutional-X (INST-X) in the Transit Supportive Development Area (TSDA), North Ridge Selected Area Plan (SAP) and the Ridge Special Protection Area (SPA). The site is also in the Transit Corridors and Centers Overlay (TCCO).
- If approved the Land Development Code district will be INST-1X.
- The subject area request is 1.01 +/- acres located on the east side of US Highway 27 south of Ernie Caldwell Blvd. west of Spotted Fawn Drive and north of Citrus Ridge, north of the City of Haines City, in Sections 17 & 18, Township 26, Range 27.
- The description of the existing uses surrounding the subject site are as follows:
 - North of the subject site is the Deer Creek Crossing Shopping Center;
 - East of the subject site is Deer Creek RV & Gold & County Club;
 - West of the subject are vacant parcels that were created with the flyover and connection of Ernie Caldwell Blvd. to US Highway 27; and
 - South of the subject site is an access portion of a lot that is east of the Deer Creek RV community and commercial development.
- The site was part of the original Circus World DRI which became the Victor Posner City Center DRI and was rescinded on December 6, 2026 by the Polk County Board of County Commission Resolution 16-151.
- The subject site is currently vacant but was previously owned by Polk County with consideration as a Fire/Rescue Station, and was acquired as a surplus land sale from Polk County.

Infrastructure

- The subject site is located within the Polk County Northeast Regional Utility Service area for water and wastewater. There is 6-inch force main for potable water and a 6-inch wastewater force main are on the east side of Highway 27 in front of the subject site.
- The Polk County Northeast Regional system has the capacity to treat an additional 0.541 MGD of wastewater and has 1.977 MGD of available potable water.
- It is anticipated at the highest use, the subject site will generate approximately 6,336 GPD of wastewater and use approximately 7,920 GPD of potable water.
- Highway 27 is monitored by the Polk County TPO and has a Level-of-Service (LOS) of F. Highway 27 is a six-lane divided highway and is a principal arterial road..
- The subject site is approximately 1.3 miles from the nearest Fire and EMS station, Fire Station #38, located at 126 Cottonwood Drive, Davenport.

- The nearest Sheriff's office is the Northeast District Office, 1100 Dunson Road, Davenport and is approximately 2.5 miles from the subject site.
- The assigned schools for the proposed project are Loughman Oaks Elementary, Citrus Ridge K-8/ Middle and Ridge Community High School.
- The nearest County Park is the Loughman Park at 5.35 miles to the northeast of the subject site. This park has soccer field, basketball court, and open pavilion space.

Environmental

- According to the soil survey by the United States Department of Agriculture the subject site is made up of Candler sand, 0 to 5 percent slopes. Future development of the site will be subject to Section 2.303: "Soils" of the County's Comprehensive Plan (in conjunction with the Land Development Code) which requires all development too implement Best Management Practices based on the Department of Environmental Protection's (DEP) Florida Development Manual.
- The subject site is not located within an Airport height notification zone.
- The subject site is higher on the western side at approximately 172 feet and then slopes easterly to 167 feet, with the lowest area along the eastern border.
- There are no reported private wells on site.
- There are no flood zones or wetlands on the subject site.
- The site is located within the Potential Network Connections area of the Polk Green District Comprehensive Plan Map Series.
- The subject site is not located within a one-mile radius of an endangered protected species according to the Florida Fish & Wildlife Conservation Commission.
- There are no known historical or archeological resources onsite according to the Secretary of State's Department of Historical Resources Florida Master Site File.

Comprehensive Plan Policies

- POLICY 2.102-A1 Development Location states that Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.
- POLICY 2.102-A2 Compatibility states that land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land

Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.

- POLICY 2.102-A3 Distribution states that development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.
- POLICY 2.102-A4 Timing states that development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.
- POLICY 2.102-A10 Location Criteria states the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:
 - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided;
 - b. nearness to agriculture-production areas;
 - c. distance from populated areas;
 - d. economic issues, such as minimum population support and market-area radius (where applicable);
 - e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:
 - 1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;
 - 2. sanitary sewer and potable water service;
 - 3. storm-water management;
 - 4. solid waste collection and disposal;
 - 5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;
 - 6. emergency medical service (EMS) provisions; and
 - 7. other public safety features such as law enforcement;
 - 8. schools and other educational facilities
 - 9. parks, open spaces, civic areas and other community facilities
 - f. environmental factors, including, but not limited to:
 - 1. environmental sensitivity of the property and adjacent property;
 - 2. surface water features, including drainage patterns, basin characteristics, and flood hazards;
 - 3. wetlands and primary aquifer recharge areas;
 - 4. soil characteristics;

- 5. location of potable water supplies, private wells, public well fields; and
- 6. climatic conditions, including prevailing winds, when applicable.

- POLICY 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:
 - a. be those areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services, promotes and supports the location of higher density and intensity compact, mixed use development;
 - b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;
 - c. be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options;
 - d. include development criteria that:
 - 1. promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities;
 - 2. improve access to employment areas, schools, shopping and recreational opportunities;
- POLICY 2.104-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria
 - a. ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High-Impact Commercial Centers.
 - b. RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts.
 - c. OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure Recreation, Mixed Use, Institutional, Professional Institutional, Recreation and Open Space, Preservation.
- POLICY 2.131-Q2: LAND USE CATEGORIES ESTABLISHED - The following land use categories shall apply:
 - A. Activity Centers
 - 1. Tourist Commercial Center (TCCX);
 - 2. Regional Activity Center (RACX);
 - 3. Community Activity Center (CACX);
 - 4. Neighborhood Activity Center (NACX);
 - 5. Convenience Center (CCX);
 - 6. Employment Center (ECX); and
 - 7. Professional Institutional (PIX)
 - B. Non-Residential
 - 1. Linear Commercial Corridor (LCCX);
 - 2. Recreation and Open Space (ROSX);

3. Preservation (PRESVX);
 4. Business Park Center (BPCX);
 5. Leisure Recreation (L/RX);
 6. Industrial (INDX);
 7. Institutional (INSTX);
 8. Commercial Enclave (CEX)
- C. Residential
1. Agricultural/Rural Residential (A/RRX);
 2. Residential Suburban (RSX);
 3. Residential Low (RLX)
 4. Residential Medium (RMX); and
 5. Residential High (RHX).

- **POLICY 2.116-A3: LOCATION CRITERIA** - Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County, unless further prohibited by the Land Development Code the County in accordance with Section 163.3201(1), FS. The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:
 - a. Accessibility to roadways, with consideration being given to regional transportation issues for largescale institutional developments having a regional market.
 - b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).
 - c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.
 - d. Proximity to similar and compatible uses providing opportunities for shared facilities.
 - e. Plans of the School Board and other public service agencies with jurisdiction in the County.

The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS.

Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan.

- **POLICY 2.116-A4: DEVELOPMENT CRITERIA** - Institutional development shall conform to the following criteria:
 - a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include:
 1. public and private educational facilities;
 2. government-administration buildings;
 3. public-safety structures (e.g. police and fire);
 4. cultural facilities (e.g. libraries, museums, and performing-arts theaters);

5. health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities¹.
- b. Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.
- c. Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services.
- d. Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.
- e. Institutional sites shall be designed to provide for:
 1. Adequate parking to meet the present and future demands of the use.
 2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.
- f. Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:
 1. Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.
 2. Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution
- g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCPAS-2023-1**

Planning Commission Recommendation: On April 1, 2026, in an advertised public hearing the Planning Commission voted 7:0 to recommend **APPROVAL of LDCPAS-2026-1**.

***NOTE:** This staff report was prepared without the benefit of testimony and evidence submitted by the public and other interested parties at a public hearing.*

***NOTE:** All written comments made in the application and subsequent submissions of information made during the application review process, which are on file with the Land Development Division, shall be considered to be binding upon the applicant, provided such comments are not*

at variance with the Comprehensive Plan, LDC or other development regulations in effect at the time of development.

NOTE: Issuance of a development permit by the county does not in any way create any rights on the part of the applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the county for issuance of the permit if the applicant fails to obtain requisite approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law.

Analysis

This section of the staff report includes data on the surrounding uses, infrastructure conditions, environmental conditions, and related Comprehensive Plan policies and Land Development Code regulations.

Surrounding Uses

Table 1 below lists the Future Land Use (FLU) designations and the existing uses surrounding the subject site that are immediately adjacent.

Table 1 Surrounding Uses

Northwest RACX Vacant	North LRX Deer Creek Crossing	Northeast LRX Deer Creek RV & Gold & County Club
West RACX Vacant	Subject Site LRX Vacant	East LRX Deer Creek RV & Gold & County Club
Southwest ECX Duke Energy Electrical Substation	South LRX/ECX Access/Gas Easement/Power Line Easement/Vacant	Southeast ECX Ridge Center Condominium Office/Medical

Source: Polk County Geographical Information System and site visit by County staff

To the north of the subject site is the Deer Creek Crossing, a retail and office plaza developed in 2005. To the east of the site is the Deer Creek RV & Gold & County Club developed in the mid 1980’s. The site was originally included in the site of the Circus World Theme Park located at the southeast corner of I4 and US 27. Adjacent to the south of the site is an access portion of a parcel that is farther to the east, east of Deer Creek, as well as a power line transmission line and gas easement. South of that is the Ridge Center commercial office park. West of the site are a number of vacant parcels that were created with the flyover and connection of Ernie Caldwell Blvd. to US Highway 27.

Compatibility with the Surrounding Uses

Compatibility is often regarded as a subjective term used to express ones’ opinion or feeling about the appropriateness of locating differentiating uses rather than being based upon facts or evidence to support those opinions or feelings. The American Planning Association (APA) defines

compatibility as “the characteristics of different uses or activities or design which allow them to be located near or adjacent to each other in harmony.” Some elements affecting compatibility include (but are not limited to): height, scale, mass and bulk of structures, pedestrian or vehicular traffic, landscaping, lighting, noise, odor, or whether or not something is aesthetically pleasing (*Source: A Planner’s Dictionary; American Planning Association*).

According to *Policy 2.102-A2* of Polk County’s Comprehensive Plan, “land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; and c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.” The “development criteria” and the “density and dimensional regulations” of a land use district are often the measuring tools used by staff to determine compatibility and the appropriateness of locating differentiating uses. Compatibility is defined in the Comprehensive Plan as “a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”

The subject site is 1.01 +/- acres in the Leisure Recreation-X (LRX) Future Land Use (FLU) requesting a change to Institutional-X (INSTX). Over the past decades the greater I-4 and US 27 intersection has rapidly grown, with failing theme parks on the Circus World and then Boardwalk and Baseball site being replaced with the Posner Center, a multi-use development including significant retail, restaurant, and residential components. With the area location and proximity to the tourist entertainment centers on the Orange County market, this area has experienced significant development as an employment center with hospitality, warehouse distribution as well as residential supply for the tourist entertainment centers. This area has been one of the fastest growing markets within Polk County. The requested Institutional Future Land Use requested will allow for the site to be developed with a medical sue building that is a typical and desired use within an area that has a high concentration of residential development.

Nearest Elementary, Middle, and High School

The schools zoned for the subject property are the zoned schools listed in Table 2 below. Per the requirements in Chapter 7 of the Land Development Code, the applicant will have to work out capacity for any development request with the school board. However, site is expected to develop with commercial uses so no student generation is anticipated. Institutional-X (INSTX) permits multi-family associated with a university. To date, there is INST in Unincorporated Polk County that include residential related to universities.

Table 2 Schools

Name of School	Annual Estimated Demand	% Capacity 2024-2025 School Year	Average driving distance from subject site
Loughman Oaks Elementary	0 students	83%	7.2 miles
Citrus Ridge K-8/Middle	0 students	59%	7.5 miles
Ridge Community High	0 students	92%	5.8 miles

Source: Polk County School Board, Polk County Impact Fee Ordinance, GIS

Nearest Sheriff, Fire, and EMS Station

Table 3 below displays that the nearest Sheriff District office is located approximately 2.5 miles from the subject site. Response time varies depending on where the nearest sheriff’s deputy patrol car is located rather than the office. The nearest fire rescue and EMS, Fire Station #38 is located approximately 1.3 miles east of the subject site.

Table 3 Public Safety Information

	Name of Station	Distance
Sheriff	Polk County Sheriff’s Office Northeast District 1100 Dunson Road, Davenport	2.5 +/- miles Priority 1 – 6:39 Priority 2 – 24:00
Fire/EMS	Fire Rescue Station 38 126 Cottonwood Drive, Davenport	1.3 +/- miles 4 - 6 minutes

Source: Polk County Sheriff’s Office and Polk County Fire Rescue.

Water and Wastewater

A. Estimated Demand and Service Provider

The subject site is inside the Polk County Northeast Regional Utility Service Area. The nearest water main and wastewater main are located adjacent to the subject site along the east and west side of US Highway 27. A 24-inch main for potable water and a 6-inch wastewater force main are on the east side of Highway 27 in front of the subject site. The latest master plan updated does not indicate and needed improvements to water or sewer mains through 2045. The highest potable and wastewater use for the subject site would be with the Institutional-X (INSTX) requested Land Use designation, The maximum buildout calculations indicate usage would be 7,920 Gallons Per Day (GPD) for potable water and the highest wastewater generated would be 6,336 GPD.

Table 4 Estimated Water and Sewer Impact Analysis

Permitted Intensity	Maximum as permitted in the Existing Land LRX	Maximum Permitted in Proposed Land Use INSTX
1.01± acres	1.01 x 10 dua = 10 du	1.01± acres (43,996 sf) X 0.75 FAR = 32,997 sf
Potable Water Consumption	10 du x 198 = 1,980 GPD	32,997 sf X 0.24 = 7,920 GPD
Wastewater Generation	10 du x 180 = 1,800 GPD	7,920 GPD X 80% = 6,336 GPD

Source: Estimating Maximum Feasible Buildout for Comprehensive Plan Amendment Evaluation, RLX 10 dua, Destination RV 198 GPD Water, 180 GPD Wastewater, INSTX 0.75 FAR, General Office 0.24/sf

B. Available Capacity

Since water and wastewater are going to be provided by the Northeast District for Polk County Utilities, there is sufficient capacity. Table 4 provides a scenario of the maximum buildout project of the subject site, as well as the impacts it may have on water and wastewater services based upon the maximum development potential in the current land use designation, LRX, and the proposed land use classification INSTX. The Polk County Northeast Regional service area has enough capacity to service the property for water and wastewater.

Northeast Regional System Status (Jun-2025)				
	Current Working Permit Limit (MGD)	Current Flow (MGD)	Percent of Current Limit Used	Available Flow-Capacity (MGD)
Northeast PWS	5.700	3.723	65%	1.977
Wastewater	6.000	5.459	91%	0.541

C. Planned Improvements

The Northeast Regional Wastewater Treatment Facility is currently being upgraded to a 9.0 MGD permitted facility; and is projected to complete an interim increase to 7.0 MGD of permitted flow in the summer of 2026.

Roadways/Transportation Network

The subject site has frontage on the east side of US 27 just to the south of Deer Creek Boulevard and the Deer Creek Crossings Plaza. The Deer Creek Plaza approved development plans indicate future cross access to the subject site. However, a recorded access easement or agreement has not been provided. Without access from the Deer Creek Plaza the site would need to gain access to the site from the FDOT. US Highway 27 is a principal arterial road and monitored by the Polk County TPO, it is a six (6) lane divided highway with a median. The LOS for this portion of US Highway 27 is F. At a maximum buildout it is anticipated that he site would add 35 PM peak Hour Trips to the road.

A. Estimated Demand

Table 5 following this paragraph shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate. The proposed request to INSTX Future Land Use designation would generate a greater trip generation in both the AADT and PM Peak hour trips at maximum buildout.

Table 5 Estimated Transportation Impact Analysis

Permitted Intensity 1.01± acres	Maximum as permitted in the Existing Land LRX	Maximum Permitted in Proposed Land Use INSTX
	1.01 x 10 dua = 10 du	1.01± acres (43,996 sf) X 0.75 FAR = 32,997 / 1,000 = 32
Average Annual Daily Trips (AADT)	10 X 1.04 AADT X 100% = 33 Trips	32 X 7.83 AADT X 92% = 231 Trips
PM Peak Hour Trip	10 X 0.09 AADT X 89% = 1 Trips	32 X 1.18 AADT X 92% = 35 Trips

Source: ITE 22 Multi-family, 4.54 AADT, 0.39 PM Peak Hour Trip Rate, 0.70 FAR, ITE 416 Campground/RV Parks, 1.04 AADT, 0.09 PM Peak Hour, 1.00 New Trips

B. Available Capacity

Table 6 displays the available peak hour capacity for US Highway 27 as identified by Polk County TPO. US 27 along the subject site frontage is in a failing condition. Traffic concurrency is not required to be available at the time of a Comprehensive Plan amendment as this is not a development permit.

Table 6 Roadway Link Concurrency

Link #	Road Name	Lane Type*	PCI** Rating	Current LOS	Available Peak Hour Capacity	Minimum LOS Standard	Project 5 Year LOS
5110N	US HWY 27	6D	N/A	F	(285)	D	F
5110S	CR 547 to Interstate 4	PA			(155)		

Source: Polk County Transportation Planning Organization Roadway Network Database January 17, 2025

C. Roadway Conditions

US Highway 27 is a 6-lane divided Principle Arterial road adjacent to the west of the subject site. US 27 is part of the Strategic Intermodal System of roadways that move people and goods throughout the state.

D. Sidewalk Network

North of the site to Posner Boulevard the east side of US 27 has been developed and has sidewalks along the frontage of US 27. The subject site would be required to construct sidewalks. South of the site are sidewalks are limited to newer development with older development not having sidewalks.

E. Planned Improvements

Numerous intersection improvements and new traffic signals are being installed on the U.S. Highway 27 corridor between Haines City and I-4. While these improvements are necessary to mitigate the adverse traffic impacts of various developments along the corridor, they will diminish the average trip speeds within the transportation links and their segments. This will reduce the capacity of U.S Highway 27. That is why County staff is focusing County resources on FDC Grove Road improvements to create an alternative for local travel on U.S. Highway 27.

Park Facilities:

The nearest park is Loughman Park at 5.35 miles to the northeast of the subject site. The subject site is situated within the Green Swamp but is not in floodplain or wetland.

A. Location:

Loughman Park is 5.35 miles northeast of the subject site off Ronald Reagan Parkway.

B. Services:

This park has a tot lot, a soccer field, basketball court, and open pavilion space.

C. Multi-use Trails:

The closest free hiking trail is in the Hilochee Wildlife Management Area which is 5 miles to the southwest of the subject site.

D. Environmental Lands:

The subject site is located in the Green Swamp Area of Critical State Concern. There are state and regional owned lands in the Green Swamp Area of Critical State Concern but county owned lands available for public access.

E. Planned Improvements:

There are no further recreation improvements scheduled for this area of the County at this time.

Environmental Conditions

There are no wetlands or flood zones on the subject site or in the immediate vicinity. The subject site was previously used as a citrus grove up until the mid-1980’s, after that as parking areas for the Deer Creek RV Golf and Country Club.

A. Surface Water

The subject site slopes to the east, along the frontage of US Highway 27, on the western side of the site at 172 feet, to 167 feet along the eastern side of the site. There are no surface waters on the site.

B. Wetlands/Floodplains

The subject site is not in a wetland or floodplain.

C. Soils

The subject site is made up of Candler Sands. Future development of the site will be subject to Section 2.303: “Soils” of the County’s Comprehensive Plan (in conjunction with the Land Development Code) which requires all development to implement Best Management Practices based on the Department of Environmental Protection’s (DEP) Florida Development Manual.

Table 7 Soils

Soil Name	Septic Tank Absorption Field Limitations	Small commercial buildings	% of Site (approximate)
Candler Sand, 0 to 5 percent slopes (3)	Slight	Slight	100%

*Source: Soil Survey of Polk County, Florida, USDA, Soil Conservation Service *Because of poor filtration, ground water contamination is a hazard in many areas that have a concentration of homes with septic tanks.*

The subject site has acceptable soils for septic tanks. This will not be an issue though as the site will be hooked up to wastewater and water from Polk County Utilities.

D. Protected Species

According to Polk County Protected Species Observation Map and the Florida Fish & Wildlife Conservation Commission, there are no endangered or protected species within a one-mile radius of the subject site. The applicant will need to provide a survey for endangered animals prior to any development including clearing or grubbing.

E: Polk Green Districts and Conservation Easements:

The site is located within the Potential Network Connections area of the Polk Green District Comprehensive Plan Map Series. Approximately one mile east of the site Southwest Florida Water Management District along with Walton FLA Ridgewood Lakes LP, Walton Acquisitions FL, LLC have over 200 acres in a Joint Conservation Easement as recorded in OR Book 13056, Page 1160.

F. Archeological Resources

There are no known historical or archeological resources onsite according to the Secretary of State’s Department of Historical Resources Florida Master Site File and the Historic Preservation Commission.

G. Wells (Public/Private)

There are no reported wells on the site. The subject site is not within a Wellfield Protection district. The nearest Wellfield Protection District is approximately one-mile south of the site.

H. Airports

The property is not within an Airport Impact District (AID) height notification zone.

Economic Factors

The County has made significant investments to support urban development along US Highway 27. Facilities such as water, wastewater, fire protection, EMS and recreational facilities provide some capacity for growth. Such development growth as may occur by this request is now needed to contribute to the funding of these facilities.

Consistency with the Comprehensive Plan

The following policies in Table 8 have been included as being the most relevant policies to the proposed request. The policy is first stated and then an analysis of how the request may or may not be consistent with the County’s Comprehensive Plan is provided.

Table 8 Comprehensive Plan Policy

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer	The Comprehensive Plan permits Institutional to be designated in urban areas and contribute to a combination of non-residential support buildings.

Comprehensive Plan Policy	Consistency Analysis
<p>incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.</p>	
<p>POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.</p>	<p>The lands surrounding the subject site are already a combination of high density residential, professional institutions, commercial, and single-family homes. Polk County Utilities are readily available in this area.</p>
<p>POLICY 2.102-A4: TIMING - The development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.</p>	
<p>POLICY 2.102-A10: LOCATION CRITERIA - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:</p> <ul style="list-style-type: none"> a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided, b. nearness to agriculture-production areas; c. distance from populated areas; d. economic issues, such as minimum population support and market-area radius (where applicable); e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to: <ul style="list-style-type: none"> 1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways; 2. sanitary sewer and potable water service; 3. storm-water management; 4. solid waste collection and disposal; 5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment; 6. emergency medical service (EMS) provisions; and 7. other public safety features such as law enforcement; 8. schools and other educational facilities 9. parks, open spaces, civic areas and other community facilities, f. environmental factors, including, but not limited to: 1. environmental sensitivity of the property and adjacent property; 2. surface water features, including drainage patterns, basin characteristics, and flood hazards; 3. wetlands 	<p>The timing is consistent with the growth in the area as the surrounding sites are already designated for a variety of uses. There is ample connectivity to water, wastewater, reclaimed water, and electricity. Fire and Sheriff are close by with low response times. The subject site is not located in a wetland or floodplain, and has readily available access to a main arterial road with US Highway 27.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>and primary aquifer recharge areas; 4. soil characteristics; 5. location of potable water supplies, private wells, public well fields; and 6. climatic conditions, including prevailing winds, when applicable.</p>	
<p>POLICY 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:</p> <p>a. be those areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services, promotes and supports the location of higher density and intensity compact, mixed use development; b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon; c. be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options; d. include development criteria that:</p> <p>1. promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities; 2. improve access to employment areas, schools, shopping and recreational opportunities;</p>	<p>TSDA is where we want all high-density growth to occur since facilities and services are already available in those areas.</p>
<p>POLICY 2.104-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria</p> <p>a. ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High-Impact Commercial Centers. b. RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts. c. OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure Recreation, Mixed Use, Institutional, Professional Institutional, Recreation and Open Space, Preservation.</p>	<p>Institutional is allowed and encouraged to be built in TSDA since that is where development is supposed to occur. There is ample access to utilities, mass transit is not far from the site, sidewalks are required to be constructed by the adjacent developments, and a variety of residential within the area.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.104-A5: DEVELOPMENT CRITERIA - Development within the Transit Supportive Development Areas shall conform to the following criteria as further specified by the Land Development Code:</p> <p>a. provide access to transit facilities; b. connect to centralized potable water and sanitary sewer systems; c. incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element; d. implement "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element; e. integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings; f. provide access to civic space, parks, green areas, and open space and other amenities; g. be supported by public safety (i.e., fire, EMS and law enforcement); h. have access to public schools; i. provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas. j. encourage the inclusion of a variety of housing choices, other than single family detached homes, townhomes, condominiums, and residential units in mixed use buildings by establishing minimum densities that preclude the exclusive use of single family detached units within designated areas as established in Policy 2.104-A7.</p>	
<p>POLICY 2.116-A3: LOCATION CRITERIA - Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County, unless further prohibited by the Land Development Code the County in accordance with Section 163.3201(1), FS. The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:</p> <p>a. Accessibility to roadways, with consideration being given to regional transportation issues for</p>	<p>The subject site is meets the Locational Criteria, it has access to US 27, a Primary Arterial Road, and limited proximity to incompatible uses. The site has characteristics that will allow the Development Criteria to e meet at the time of development.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>largescale institutional developments having a regional market.</p> <p>b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).</p> <p>c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.</p> <p>d. Proximity to similar and compatible uses providing opportunities for shared facilities.</p> <p>e. Plans of the School Board and other public service agencies with jurisdiction in the County.</p> <p>The placement of institutional uses in other than lands classified as Institutional shall be subject to County approval through a Conditional Use Permit, or in accordance with land-development regulations adopted and/or amended by the County in accordance with Section 163.3201(1), FS.</p> <p>Educational facilities will be allowed in lands designated as Institutional, or in all other land uses, except Industrial as a community facility in accordance with policies of this Plan.</p> <p>POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall conform to the following criteria:</p> <p>a. Institutional uses include, but are not limited to: private and public-service structures. These commonly include:</p> <ol style="list-style-type: none"> 1. public and private educational facilities; 2. government-administration buildings; 3. public-safety structures (e.g. police and fire); 4. cultural facilities (e.g. libraries, museums, and performing-arts theaters); 5. health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities². <p>b. Large institutional areas should be designed so that the more intensive uses are at the center of</p>	

Comprehensive Plan Policy	Consistency Analysis
<p>the development, with less intensive uses near the fringes.</p> <p>c. Prior to site planning, the School Board, independent special districts and other governmental entities shall communicate to one another to pursue potential colocation of government services.</p> <p>d. Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.</p> <p>e. Institutional sites shall be designed to provide for:</p> <ol style="list-style-type: none"> 1. Adequate parking to meet the present and future demands of the use. 2. Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions. <p>f. Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:</p> <ol style="list-style-type: none"> 1. Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution. 2. Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution <p>g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.</p>	

Urban Sprawl Analysis

After analyzing the primary indicators of Urban Sprawl per *Policy 2.109-A10* of the Polk County Comprehensive Plan, it is apparent that the proposed request is not considered urban sprawl based on these criteria as this is a mapping error of a land use and it is permitted in the designated area. Table 9 depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

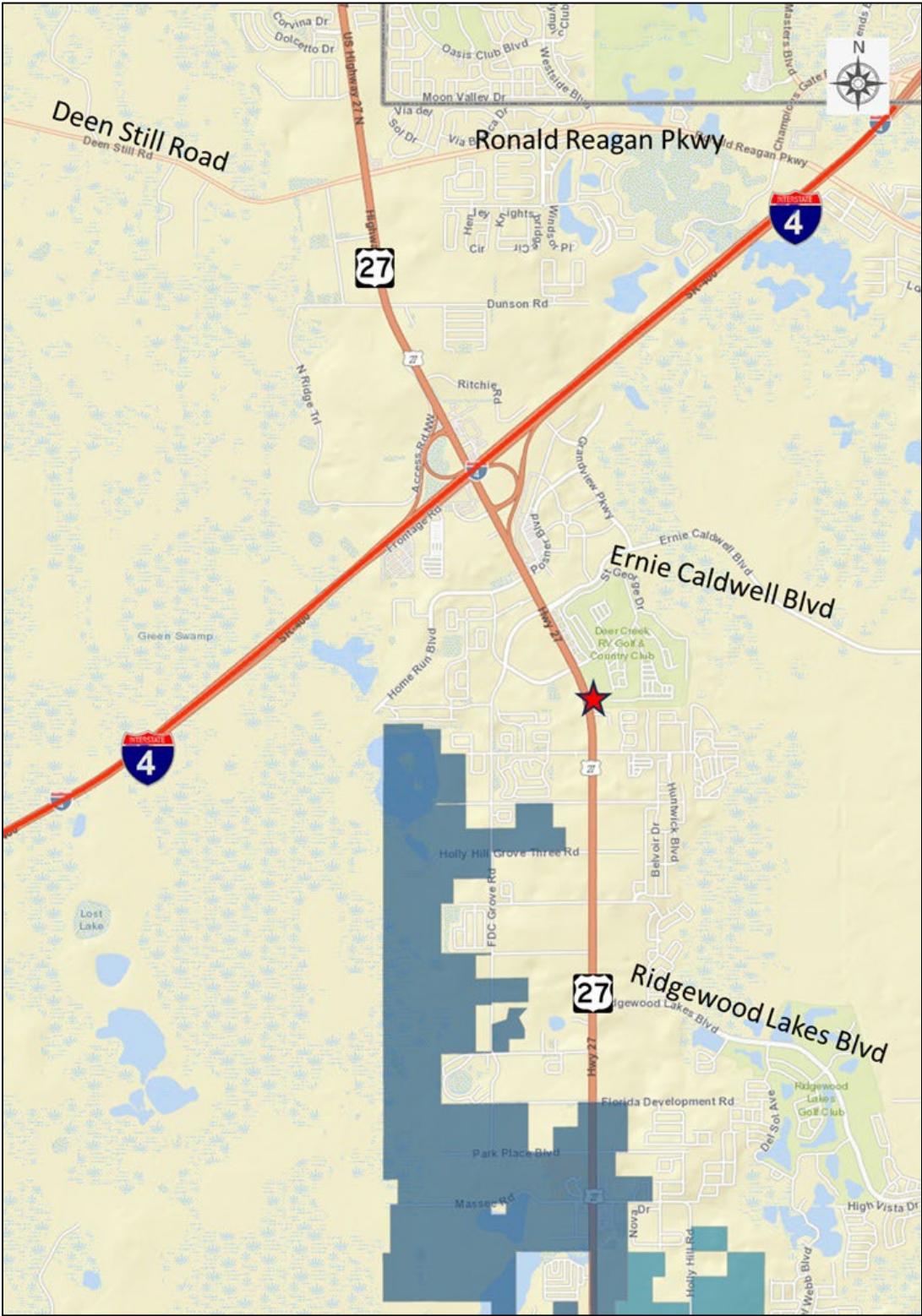
Comments from other agencies

No comments

Exhibits:

- Exhibit 1 Location Map
- Exhibit 2 2023 Aerial Context Map
- Exhibit 3 2023 Aerial Close Up
- Exhibit 4 Current Future Land Use Map
- Exhibit 5 Proposed Future Land Use Map
- Exhibit 6 Leisure Recreation Land Uses
- Exhibit 7 Institutional Land Uses

Applicant's submitted documents and ordinance as separate files



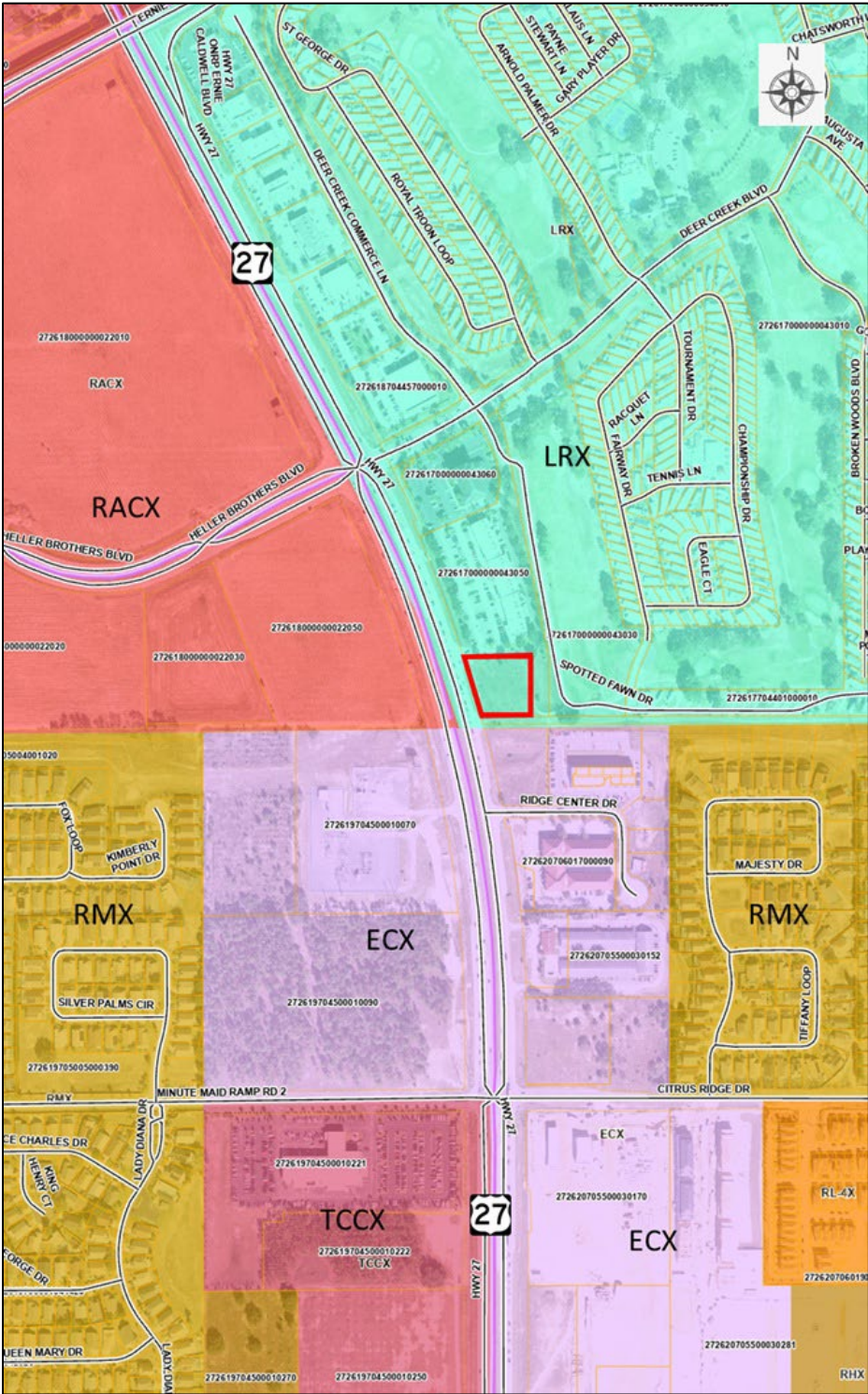
LOCATION MAP



2023 AERIAL PHOTO CONTEXT

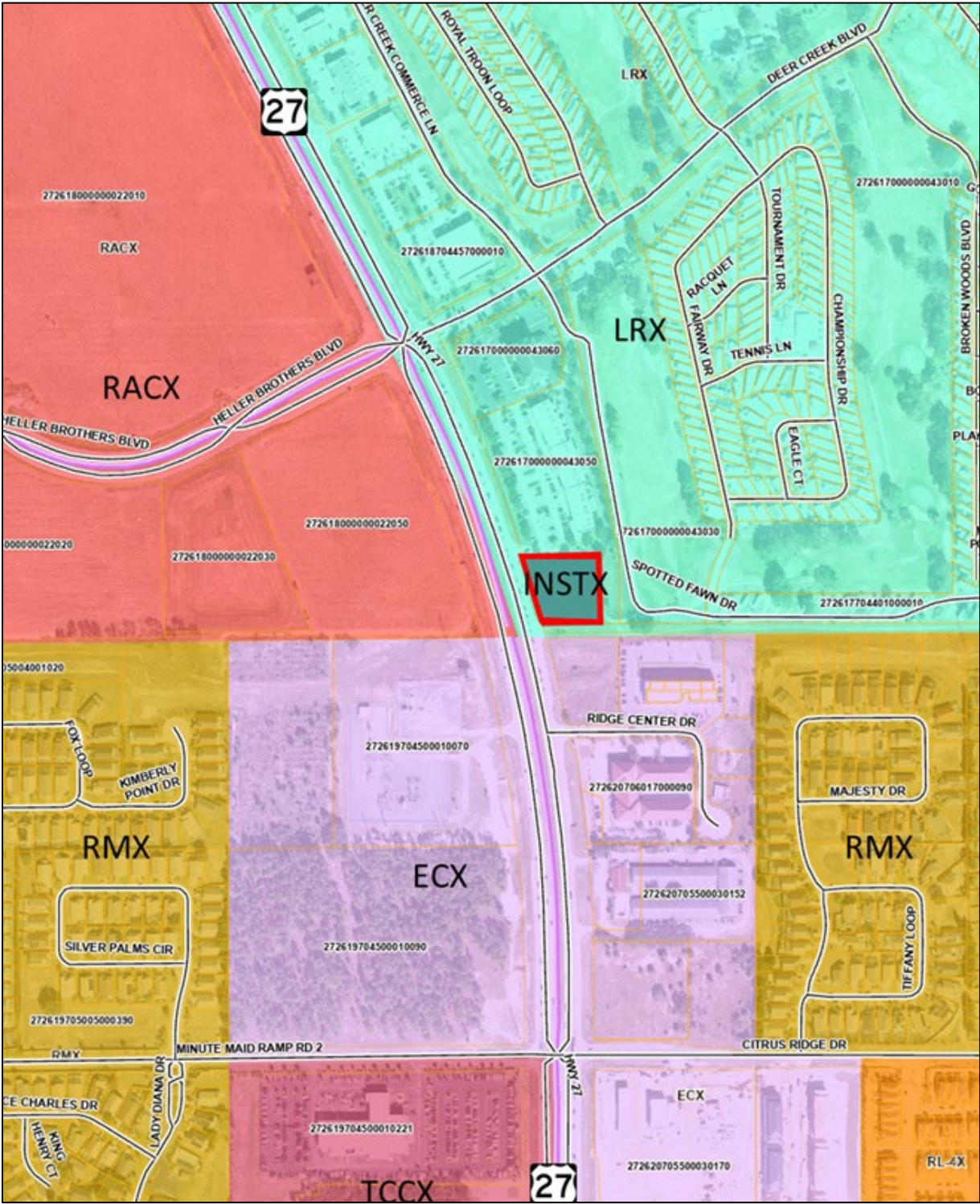


2023 AERIAL PHOTO CLOSE UP



EXISTING FUTURE LAND USE

Leisure Recreation-X (LRX)



EXISTING FUTURE LAND USE

Institutional-X (INSTX)

Leisure Recreation			
Technical Staff Review -Level 1 & 2		Public Hearing (s) Required-Level 3 & 4	
Residential Uses:	Multi-family, C2	Mixed Uses:	Planned Development, C3
All Other Uses:	Alcohol Package Sales, C1 Bars, Lounges, and Taverns, C1 Childcare Center, C2 Community Center, C2 Convenience Stores, Isolated, C2 Cultural Facility, C2 Fish Camp, P Farming General, P Golf Course, C1 Hotels and Motels, C2 Institutional Campground, P Lodges and Retreats, Private, P Marinas & related Facilities, C1 Medical Marijuana Dispensaries, C2 Personal Service, C2 Recreation, Passive, C1 Recreation, High Intensity, C1 Recreation, Low Intensity, C1 Recreation & Amusement, General, C2 Recreational Vehicle Oriented, C2 Recreational Vehicle Park, C2 Religious Institutions, C2 Restaurant, Drive-thru/Drive-in, C2 Restaurant, Sit-down/ Take-out, P Retail, 10,000-34,999 square feet, C2 Retail, Less than 10,000, C2 Riding Academies, P School, Leisure/Special Interest, P Utilities, Class I, P Utilities, Class II, P Veterinary Services, P	All Other Uses:	Communication Towers, Monopole, C3 Government Facilities, C3 Helistops, C3 Mining Phosphate, C3 Nightclubs and Dance Halls, C3 Outdoor Concert Venue, C3 Recreation & Amusement, Intensive, C4 Seaplane Base, C3 Utilities, Class III, C3 Water Ski Schools, C3

LEISURE RECREATION

CURRENT LAND USES

Institutional -1 (INST-1)			
Technical Staff Review -Level 1& 2		Public Hearing (s) Required-Level 3 & 4	
All Other Uses:	Group Home, Large (7-14 residents), C1 Group Living Facility (15 or more residents), C2 Adult Day Care Center (7 or more clients), C2 Cemetery, C2 Childcare Center, P Clinics & Medical Offices, C2 Communication Towers, Guyed & Lattice, C2 Communication Tower, Monopole, C2 Community Center, C2 Cultural Facility, C2 Emergency Shelter, Medium, (7-14 residents), C1 Emergency Shelter, (Large 15 or more residents), C2 Farming General, P Golf Course, C1 Government Facility, P Heliports, C2 Helistops, C2 Institutional Campground, P Lodges & Retreats, Private, P Nursing Home, C2 Office, C2 Office Park, C2 Recreation Passive, C1 Recreation High Intensity, C1 Recreation Low Intensity, C1 Recreation, Vehicle Oriented, C2 Religious Institution, C2 Research & Development, C2 School, Elementary, P School, Middle School, P School, Leisure/Special Interest, P Studio Production, P Solar Electric-Power Generation Facility, C2 Transit, Facility, P Utilities, Class, I, P Utilities, Class II, P	Mixed Uses:	Multi-family, C3
		All Other Uses:	Gas Station, C3 Hospitals, C3 Lime Stabilization Facility, C3 Mining, Non-Phosphate, C3 Residential Treatment Facility, C4 School, High, C3 School, Technical/Vocational/Trade & Training, C3 School, University/College, C3 Seaplane Base, C3 Utilities Class, III, C3 Water Ski Schools, C3

INSTITUTIONAL PROPOSED LAND USES