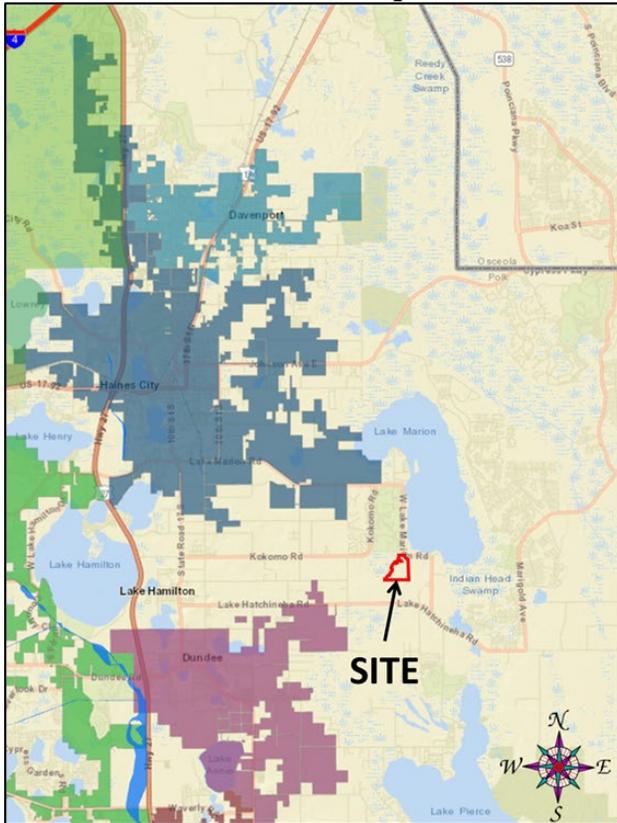


**POLK COUNTY
DEVELOPMENT REVIEW COMMITTEE
STAFF REPORT**

DRC Date: n/a	Level of Review: 4 (Board Only)
PC Date: n/a	Type: Community Development District
BoCC Date: April 2, 2024	Case Numbers: LDCDD-2024-1
Applicant: Jere Earlywine, Esq. KUTAK ROCK, LLP	Case Name: Grenelefe CDD
	Case Planner: Erik Peterson, AICP

Request:	The request is to adopt an ordinance establishing a Community Development District (CDD) for 423 single-family detached residential lots; describing the external boundaries of the district; describing the functions and powers of the district; designating the initial members of the district's Board of Supervisors; providing a severability clause; and providing an effective date.
Location:	West of the bend in Lake Marion Drive, west of South Bay Drive, south of Coventry Lane and Stratford Court, south and east of Haines City, north and east of the city of Dundee in Sections 17 and 18, Township 28, Range 28.
Property Owner:	Smokey Groves Development LLC
Parcel Size:	132.68
Development Area:	Utility Enclave Area (UEA)
Land Use Designation:	±102.68 acres Residential Low Density-1X (RL-1X); ±30 acres Preservation (PRESV); Grenelefe Utility Enclave Area
Nearest Municipality:	City of Haines City ±1.3 miles, Dundee ±1.3 miles
DRC Recommendation:	Approval

Location Map



2023 Aerial Photo



Summary:

The applicant is proposing the establishment of a Community Development District (CDD) that is to be comprised of 423 single-family detached residential lots of varying sizes on ±102.68 acres of uplands for a density of 4.12 dwelling units per acre. The property is a small portion of what was approved for a Planned Development by the Board of County Commissioners on April 8, 2009, under case number PD 73-19M which was a modification to the original Grenelefe Golf & Tennis Resort Planned Unit Development (PUD 73-19) approved by the Board on June 5, 1979, also known as Arrowhead Development of Regional Impact. The approval was based on changes to the Comprehensive Plan map and text under case number CPA 08A-19, approved by the Board on June 18, 2008. The Board also amended the Chapter 4, Section 402.F of the Land Development Code (LDC) on April 8, 2009, to establish specific development standards that forms the framework of the Planned Development approval. This CDD petition is consistent with PD 73-19, Section 402.F of the LDC, the Comprehensive Plan Future Land Use Map, and SECTION 2.130-E1 of the Comprehensive Plan.

Polk County staff has analyzed this request for consistency with other policies and objectives of the Comprehensive Plan and Land Development Code (LDC). The results of this analysis are included in this report. The development density proposed within the CDD is less intense than what was approved under PD 73-19M in 2009.

The County Engineer's Office has reviewed the applicant's cost estimates for the infrastructure but cannot confirm their complete accuracy. However, the cost estimates appear to be reasonable relative to other CDDs approved in the County and in line with the engineered plans (Level 2 Review) submitted under case number LDRES-2024-7. For cost estimates, see Exhibit 5. The County Surveyor has confirmed that the legal description submitted for inclusion into the ordinance are true and accurate.

The Board of County Commissioners is required, pursuant to Section 190.005, F.S., to consider each of the following items below when approving or expanding a CDD. To grant approval of the request, the Board must find in the **affirmative for items (1), (3), (4), and (6)**, and must find in the negative for items **(2), and (5) for the CDD**.

Statutory Requirements for Board Findings of Fact

1. Whether all statements contained within the petition have been found to be true and correct.

Yes, staff finds that all statements made by the applicant within the submitted petition are correct given the information known at this time. Staff has reviewed the cost estimate to the extent that can be verified. Staff has the benefit of reviewing the engineered plans for the CDD buildout included in case # LDRES-2024-7. Based on the unit count and design, the cost estimates are consistent with other similar projects.

The applicant's estimates are based on 423 total dwelling units within the project. The total estimated cost that the CDD may fund is \$16,420,222. This equates to roughly \$38,819 per unit and includes offsite improvements, earthwork, roadways, stormwater management, hardscape, landscape, and irrigation, streetlighting, professional services, and accounts for contingencies.

Past CDD estimates have been between \$7,350 and \$68,625 per unit. This proposed CDD is in the middle range of per unit cost estimates in CDDs to date.

2. Whether the establishment of the district is inconsistent with any applicable element or portion of the state comprehensive plan or of the effective local government comprehensive plan.

No, the establishment of a CDD on the subject property is consistent with the State and Polk County Comprehensive Plans. An analysis in accordance with Section 2.102 of the Polk County Comprehensive Plan is included in this report. The Grenelefe Utility Enclave Area (UEA) was determined by the Planning Commission and Board of County Commissioners to be consistent with the Comprehensive Plan specifically in Appendix 2.130, Section 2.130-E and codified into the Land Development Code under Chapter 4, Section 402.F.

3. Whether the area of land within the proposed district is of sufficient size, is sufficiently compact, and is sufficiently contiguous to be developable as one functional interrelated community.

Yes, staff finds that the proposed CDD is of sufficient size (± 132.68 acres), is sufficiently compact, and is sufficiently contiguous to be developed as one functional interrelated community. A thorough analysis of the area and its proposed development plans are included in this report.

4. Whether the district is the best alternative available for delivering community development services and facilities to the area that will be served by the district.

Yes, the proposed CDD is one alternative available for delivering its needed community development services and facilities without the additional burden to taxpayers outside of the CDD. Another alternative available is for the developer to pay for all infrastructure improvements up front. However, the CDD has one advantage that the alternatives do not; the CDD is like a municipality that can issue bonds to be funded by future revenue collections included with individual property tax bills. The debt of the CDD runs with the properties created within the CDD, which lessens the chance that it will fall upon public responsibility. The development plan submitted under LDRES-2024-7 appears to be very sound and similar to other developments in the County that are successfully building out. It is predicted that this area of the County will see substantial growth over the next 20 years.

5. Whether the community development services and facilities of the district will be incompatible with the capacity and uses of existing local and regional community development services and facilities.

No, the proposed CDD will fund infrastructure improvements that ensure compatibility with capacity and uses of existing local and regional community development services and facilities in the area. This CDD will be a perpetual entity and funding source for operation and maintenance of the CDD infrastructure. Staff has given a preliminary review for concurrency with existing infrastructure and has found adequate capacities available to serve the proposed development within the CDD for public safety, water, wastewater, transportation, drainage, educational facilities, and recreational facilities. The details of this analysis are provided in this report on pages 5-13. The CDD cost estimates listed in Exhibit 7 do not include water and wastewater extensions for offsite utility improvements. This may be a cost to be initially funded by the builder/developer of the 423-unit project.

6. Whether the area that will be served by the district is amenable to separate special-district government.

Yes, owner’s authorization has been provided for each property included in the proposed district. A private CDD Board will be responsible for managing the financial and infrastructure needs of the district. The Board members will be established through the adoption of the CDD Ordinance. The members of the proposed CDD are listed in Exhibit 8.

The Land Development Division, based on the staff report and the information provided in the petition, finds that the proposed **petition for the Grenelefe Community Development District IS consistent with Section 190.005, F.S.**

The analysis to follow has been developed to address the Policies 2.102-A1 through 2.102-A15 of the Comprehensive Plan.

Surrounding Land Use Designations and Current Land Use Activity

The following table provides a reference point for notable and pertinent Future Land Use Map districts and existing land uses upon them.

Table 1

<p>Northwest: Tourist Commercial Center-X (TCCX) Grenelefe Golf Course</p>	<p>North: Residential Low-1X (RL-1X), Agricultural/Residential Rural (A/RR)</p>	<p>Northeast: A/RR, Lake Marion South Bay Landings Subdivision Green Horizon Land Trust</p>
<p>West: Preservation (PRESV) wetlands</p>	<p>Subject Property: ±102.68 acres Residential Low Density-1X (RL-1X); ±30 acres Preservation (PRESV); Grenelefe Utility Enclave Area 423 single-family currently in Level 2 Review (LDRES-2024-7)</p>	<p>East: A/RR, Lake Marion Forest Subdivision (large lots 5ac+)</p>
<p>Southwest: A/RR Active & former citrus groves</p>	<p>South: A/RR Active & former citrus groves</p>	<p>Southeast: A/RR Former citrus groves</p>

The site is located in an area that is mostly rural. Development greatly intensifies to the north within the Grenelefe development that was initially designed as a self-sustaining destination resort. Currently, there is only one developed residential property that borders the proposed CDD with its 423 single-family homes. All others are vacant or in pasture or cultivation. The proposed CDD is more intense than the residential subdivisions to the east and along the lakefront but less intense than the attached units to the northwest. The lot sizes in case number LDRES-2024-7, that is currently under review, are between 6,000 and 7,200 square feet at an upland density of 4.12 dwelling units per acre. The smallest lot to the east is over 11,000 square feet and the gross density averages close to one dwelling unit per five acres. Within 350 feet to the north, there are townhomes in the existing Grenelefe development in blocks of four (4) to six (6) units attached at an upland density of 4.5 units per acre.

Compatibility with the Surrounding Land Uses and Infrastructure:

This development is slightly less intense than most phases of Grenelefe but more intense than the majority of properties and developments fronting Lake Marion Road. Grenelefe is a much higher density development than all that surrounds it and this is an expansion of that intensity. There is adequate capacity on all roadways serving the proposed CDD, however, it will significantly

increase the usage of Lake Marion Road and its sole access is on a 45-degree bend of the road. To mitigate that impact, the applicant is proposing a roundabout to incorporate the access into the bend in a safe and efficient manner. Water and wastewater service will come from the remaining excess capacity of the system that serves Grenelefe.

Grenelefe was designed as a self-sustaining resort destination but has evolved over the years to become more of a long-term resident community. This proposed addition to Grenelefe will have some inner sustainability with regard to recreation amenities. Other services such as schools and public safety facilities are expanding to serve the area. This portion of the County is expected to see substantial growth over the next 20 years.

The LDC defines compatibility 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.”

A. Land Uses:

There is a substantial difference in density on the CDD’s eastern border, but that is indicative of the Future Land Use Map designations. The CDD is RL-1X in the Grenelefe Utility Enclave Area that entitles the owner to up to five (5) dwelling units per acre. The abutting district on A/RR is one (1) dwelling unit per five (5) acres. There are no requirements in the Comprehensive Plan or Land Development Code (LDC) that require any design transition between this disparity in intensity. However, the plans submitted for LDRES-2024-7 show a Type “C” Landscape buffer which is 25 feet in width. Plantings are four (4) canopy trees, five (5) understory trees and 20 shrubs every 100 linear feet. The CDD capital improvement plan includes over \$2 million for landscaping and irrigation in the development. The one residence on the abutting lot is over 315 feet from the corresponding property line.

The CDD development plans currently under review are respectful of the surrounding environment. Development is limited to only upland areas and only one crossing is proposed over the creek that bifurcates the northeastern corner of the property. Adequate setbacks from the wetland boundaries are proposed and the stormwater system is designed to filter impurities and remove suspended particulates before discharging into the wetlands.

B. Infrastructure:

All three zoned schools have capacity to accommodate the potential future population in the short run and more facilities are planned in the future. New public safety facilities are under construction to serve the area, which will raise the level of service for both the existing Grenelefe population and the future populations to settle in the area. There is just enough additional water and wastewater capacity at the existing facilities in Grenelefe to serve this additional phase of the development. Although this new phase of Grenelefe will triple the amount of traffic currently on Lake Marion Road, there is adequate capacity on all affected roadways to serve the additional 423 units and the plans for the property show construction of a roundabout on Lake Marion Road to better assimilate traffic entering and exiting through the sole access point. There is a regional park within convenient driving distance but no other facilities nor sidewalks to walk to for the future residents. However, the current development plans under review for the property within the proposed CDD show several recreation amenities within the development and sidewalks connecting the residential lots to them.

Nearest and Zoned Elementary, Middle, and High School

This development was intended to serve vacationers, sporting events, and conventioners when it was designed in the 1970s. Schools were not considered a need for future residents at the time. However, the development has changed from a resort to a long-term residential community. Schools will become a factor as this proposed CDD, and its future expansions occur. The property is zoned for the closest schools, which are Sandhill Elementary, Lake Marion Creek Middle School, and Haines City High School. The student estimates in Table 2, to follow, assume typical residential habitation for 423 single-family dwellings.

Table 2

Name of School	Annual Estimated Demand	% Capacity 2022-2023 School Year	Average driving distance from subject site
Sandhill Elementary	88 students	91%	±3½ miles driving distance
Lake Marion Creek Middle School	37 students	88%	±7.2 miles driving distance
Haines City High School	61 students	88%	±6¼ miles driving distance

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

School boards in the state of Florida do not have the liberty of carrying excess capacity in the system or building another school before capacities are projected to run out. School boards must wait until a school is over capacity and other schools in adjacent zones are over capacity before they can pursue development of a new school to relieve that capacity. However, the Polk County School Board staff is always monitoring development and actively plans for where new schools are needed in advance of Florida Department of Education (FDOE) allowances for new school construction. A new high school is planned for this area. The School Board is likely to identify a site for it this summer with construction slated for 2025.

This proposed CDD will not be built out overnight. It will take at least a year to develop once construction begins. Families will not be occupying the units until later than the 2025-26 school year. This project could generate \$ 3,806,154 at the current school facility impact fee rate.

Nearest Sheriff, Fire, and EMS Station

Fire response to this project will soon come from a new Fire and EMS station under construction on Watkins Road less than 2½ miles driving distance away. The current service comes from Station 46 at 9500 Marigold Avenue on the south end of Poinciana just under five miles away. Fire rescue provides immediate Emergency Medical Technician (EMT) services to a scene. Ambulance provides transport for the injured to the Hospital. Water connection will be to the Grenelefe water system. There will be hydrants located throughout the development.

Table 3

	Name of Station	Distance	Response Time*
Sheriff	Northeast District Command (1100 Dunson Road) Future District Command at 9500 Marigold Ave.	25± miles	7 minutes
Fire	Station 46 (9500 Marigold Avenue, Poinciana)	< 4.7 ± mile	6 minutes
EMS	Station 46 (9500 Marigold Avenue, Poinciana)	< 4.7 ± mile	6 minutes

*Response times are based from when the station receives the call, not from when the call is made to 911.

The nearest Sheriff's station is the Northeast Command Center on Dunson Road, 25 miles to the northwest. Typically, Sheriff response times are not as much a function of the distance to the nearest sheriff's substation, but more a function of the overall number of patrol officers within an area of the County. The Association of Poinciana Villages (APV) has provided the Polk County Sheriff's Office with office space within the master development to assist in patrols, investigation, and administration. Sheriff patrols are very regular throughout Poinciana and will soon be even greater. The Polk County Sheriff's Office will begin construction on a new regional command center adjacent to Fire Rescue Station #46 in the upcoming fiscal year. In addition to the Sheriff's Headquarters on Winter-Lake Road, there are five (5) regional command centers located throughout the County. This will be the sixth. This is an indicator of where the County's growth is occurring the most.

Water and Wastewater Demand and Capacity:

This proposed CDD will be connected to the Grenelefe Resort potable water and sanitary sewer system. The system was originally designed to serve the resort, but there is enough capacity to add this new addition to the development. Eventually, new phases of the Grenelefe development will be added to the CDD. The applicant owns the golf courses, convention center, former tennis venue, and the water and wastewater utility system. Their future intentions are to amend the Future Land Use Map to change their properties to residential so they can be developed and included within this proposed CDD later. As this occurs, expansion to both the water and wastewater facilities will be needed because there is just enough capacity in the existing system for the proposed 423 single-family residences proposed in this initial CDD application.

A. Estimated Demand:

The proposed development is for 423 single-family units. Single-family units are estimated to generate 360 gallons per day (GPD) for water and 270 GPD for wastewater. The base density is five (5) units per acre. Table 4, to follow, provides generalized estimates of the anticipated water and wastewater demands.

Table 4

Subject Property	Estimated Impact Analysis		
	Demand as Currently Permitted RL-1X (Grenelefe)	Maximum Permitted in the District RL-1X (Grenelefe)	Proposed Plan
±102.68 ac. RL-1X ±30.00 ac. PRESV			
Permitted Intensity	513 single-family dwelling units	513 single-family dwelling units	423 single-family dwelling units
Potable Water Consumption (GPD)	184,680	184,680	152,280 GPD
Wastewater Generation (GPD)	138,510	138,510	114,210 GPD

Source: Polk County Concurrency Manual & Polk County Utilities estimates

B. Available Capacity:

Grenelefe has its own private utility system that will be serving the project. The permitted capacity of the potable water treatment facility is 340,000 GPD, while the current flow is near 150,000 GPD, according to a cursory assessment by Daniel Magro, Project Manager for Aclus Engineering. The wastewater treatment facility has approximately 190,000 GPD of available treatment and effluent disposal capacity to support the new development phase, according to a capacity analysis

report conducted in June of 2021 by U.S. Water Services Corporation. The system engineer’s report is submitted into the record.

C. Planned Improvements:

From the site, there will be less than a one-mile water line extension to reach the plant in Grenelefe and a wastewater line extension less than 3,000 feet to reach the wastewater facility. The water and wastewater line infrastructure are included in the applicant’s petition submitted for the record.

Roadways/ Transportation Network

The Grenelefe Resort is separated a significant distance from population centers with the original intention to be self-sustaining. As it was once a destination development, it has been progressing towards a long term residential community. This evolution will not always be smooth. The nearest grocery store is over 10 miles in any direction. The area around it is rapidly growing residentially. However, there has been a deficiency in commercial development to meet the needs of the coming residents. For that reason, it is difficult to predict the directions in which future traffic will be drawn.

There is more than sufficient capacity on the surrounding roadways to serve this project. However, it does represent a substantial increase in travel on Lake Marion Road relative to the existing traffic today. Also, the project’s sole access is at the most difficult location on Lake Marion Road. For that reason, the applicant is preparing plans for a roundabout at the bend to create a more cohesive and less impactful entrance. Staff believes this to be an optimal solution. The plans are proceeding through engineering review.

A. Estimated Demand:

It is estimated that there will be 7.81 vehicle trips per unit each day on average and approximately one (1.0) vehicle trip per unit either coming or going during the peak hour. Approximately 102.68 acres of the CDD is upland and designated RL-1X on the Comprehensive Plan Future Land Use Map. Section 402.F, Table 4.26 of the Land Development Code (LDC) entitles the RL-1X district of the Grenelefe Utility Enclave Area five (5) dwelling units per acre. The table below demonstrates that building the maximum number of units onsite could result in fewer PM peak hour traffic.

Table 5

Subject Property	Estimated Impact Analysis		
	Demand as Currently Permitted RL-1X (Grenelefe)	Maximum Permitted in the District RL-1X (Grenelefe)	Proposed Plan
±102.68 ac. RL-1X ±30.00 ac. PRESV			
Permitted Intensity	513 single-family dwelling units	513 single-family dwelling units	423 single-family dwelling units
Average Annual Daily Trips (AADT)	4,007	4,007	3,304
PM Peak Hour Trips	513	513	423

Source: Polk County Concurrency Manual

With 423 units, a Major Traffic Study will be required during the Level 2 Review process because the average annual daily trip rate (AADT) will exceed 750. However, we can gain a glimpse of the amount of traffic this project will generate based on known studies. The most crucial time to judge a project’s traffic influence is during the PM peak hour because that is the “worst case

scenario.” The Institute of Transportation Engineers (ITE) has conducted numerous studies on how much traffic that residential developments place on the roadway system at all times of the day. They also have identified how much of that traffic is going onto the system and how much is coming off the system. The biggest threat to the roadway system’s capacity is traffic leaving the development and entering the system. ITE estimates that approximately 37% of the average PM peak hour (peak day) traffic will be leaving the development, which is approximately 157 vehicles. With only 660 feet of right-of-way frontage, the site only offers itself to one entrance. The slight majority of trips will be drawn towards the north to travel CR 544/Lake Marion Road because it is the ultimate connector to most current retail, services, and employment along U.S. Highway 27 and Haines City. The closest grocery store is over 10 miles either in Haines City or Dundee. In the future there is likely to be more retail in the south portion of Poinciana. This will shift the majority of travel eastward and south to Hatchineha Road depending on what retail is offered and its proximity. For now we estimate that at least 81 vehicles will drive north and 76 will drive east during the peak hour.

B. Available Capacity:

There is available traffic capacity all the way from the site on the nearest affected traffic segment of U.S. Highway 27. Table 6, to follow displays the generalized capacity on the three most affected transportation links (CR 544/Lake Marion Road/Jim Edwards Road, U.S. Highway 27, and Lake Hatchineha Road). U.S. Highway 27 has adequate generalized capacity to assimilate 423 more units and not fall below the Level of Service standard set by the Board. Approximately 81 vehicle trips could reach U.S. Highway 27 adding to traffic during the peak hour. However, traffic patterns may change in the future as the area is expected to develop which will bring retail services in closer proximity. If and when this occurs more traffic could flow in a different direction such as to Lake Hatchineha Road. For now, there is more than adequate capacity on Lake Hatchineha Road to support this development but that could change with new retail attractors locating along the corridor.

Table 6

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
4049E	CR 544/Lake Marion Road/Jim Edwards Road From: SR 17 (Scenic Highway) To: CR 542 (Lake Hatchineha Rd)	C	561	D
4049W	CR 544/Lake Marion Road/Jim Edwards Road From: CR 542 (Lake Hatchineha Rd) To: SR 17 (Scenic Highway)	C	551	D
6504E	SR 544 (Scenic Highway S) From: U.S. Hwy 27 To: SR 17 (Scenic Highway)	C	437	C
6504W	SR 544 (Scenic Highway S) From: SR 17 (Scenic Highway) To: U.S. Hwy 27	C	419	C
5107N	US Highway 27 From: CR 544 To: U.S. Highway 17/92	C	450	D
5107S	US Highway 27 From: U.S. Highway 17/92 To: CR 544	C	550	D
6503E	SR 544 (Scenic Highway S) From: 1 st Street (Winter Haven) To: U.S. Hwy 27	C	322	D
6503W	SR 544 (Scenic Highway S) From: U.S. Hwy 27 To: 1 st Street (Winter Haven)	D	287	D
5106 N	US Highway 27 From: SR 542 (Dundee Road) To: SR 544	C	1,253	D
5106 S	US Highway 27 From: SR 542 (Dundee Road) To: SR 544	C	1,322	D
4042E	Lake Hatchineha Road From: Scenic Highway (SR 17) To: Lake Hatchineha	C	468	D

Table 6

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
4042W	Lake Hatchineha Road (CR 542) From: Lake Hatchineha To: Scenic Highway (SR 17)	C	455	D
8309E	CR 546 (Kokomo Road) From: US Highway 27 To: SR 17 (Scenic Highway)	C	549	E
8309W	CR 546 (Kokomo Road) From: SR 17 (Scenic Highway) To: US Highway 27	C	479	E

Source: Polk County Transportation Planning Organization, Concurrency Roadway Network Database April 8, 2022

* Indicates capacity after programmed improvements

Although it appears that there is more than adequate capacity to support the PM Peak Hour traffic generation of 423 single-family units, a Major Traffic Study will be required at the time of engineered plan approval (Level 2 Review). From this study, staff can focus on the direct impacts that the development might have on particular intersections on Lake Marion Road. Currently, the average annual daily travel on Lake Marion Road is 1,150 trips which has been the average since 2018. The project will likely increase the flow of traffic on this road by as much as three times its current level. Combined with the traffic on either U.S. Highway 27 or Lake Hatchineha Road at the time, could show the need for necessary improvement to maintain safe and efficient traffic flow.

C. Roadway Conditions:

Lake Marion Road (CR 544), Jim Edwards Road, and Kokomo Roads are under County maintenance and rated in “very good condition” or better. Lake Hatchineha Road (CR 542) is rated in “good” condition or better according to the Pavement Surface Evaluation and Rating (PASER) method established by the Transportation Information Center at the University of Wisconsin-Madison. All the collector roads are 24 feet in width for much of the road’s length.

The only point of access to the property is on the bend of Lake Marion Road. This can be a precarious location for such a large amount of daily traffic entering and exiting. Because of this, the applicant is proposing a three-way roundabout to combine the entrance with the flow of traffic coming and going north on Lake Marion and west on Lake Marion (see Figure 1). This has been submitted for review under case # LDRES-2024-7 known as Smokey Groves.

D. Sidewalk Network

There are no sidewalks on Lake Marion Road. This development includes sidewalks on both sides of all internal roads in keeping with the County’s residential development standards and will install sidewalks within the property’s road frontage on Lake Marion Road. There is no sidewalk network in Grenelefe. Pedestrian connections within the development rely on the cart paths as the former golf courses intertwine throughout the many pods of residential development phases. The engineering plans currently under review show the development’s internal sidewalk network coming within a few feet of one of the former golf course holes within Grenelefe. This can become a pedestrian connection in the future since the practicality of Lake Marion Road having a sidewalk connection is far in the future. As this region of the County grows, it will become necessary to invest in a comprehensive sidewalk network.

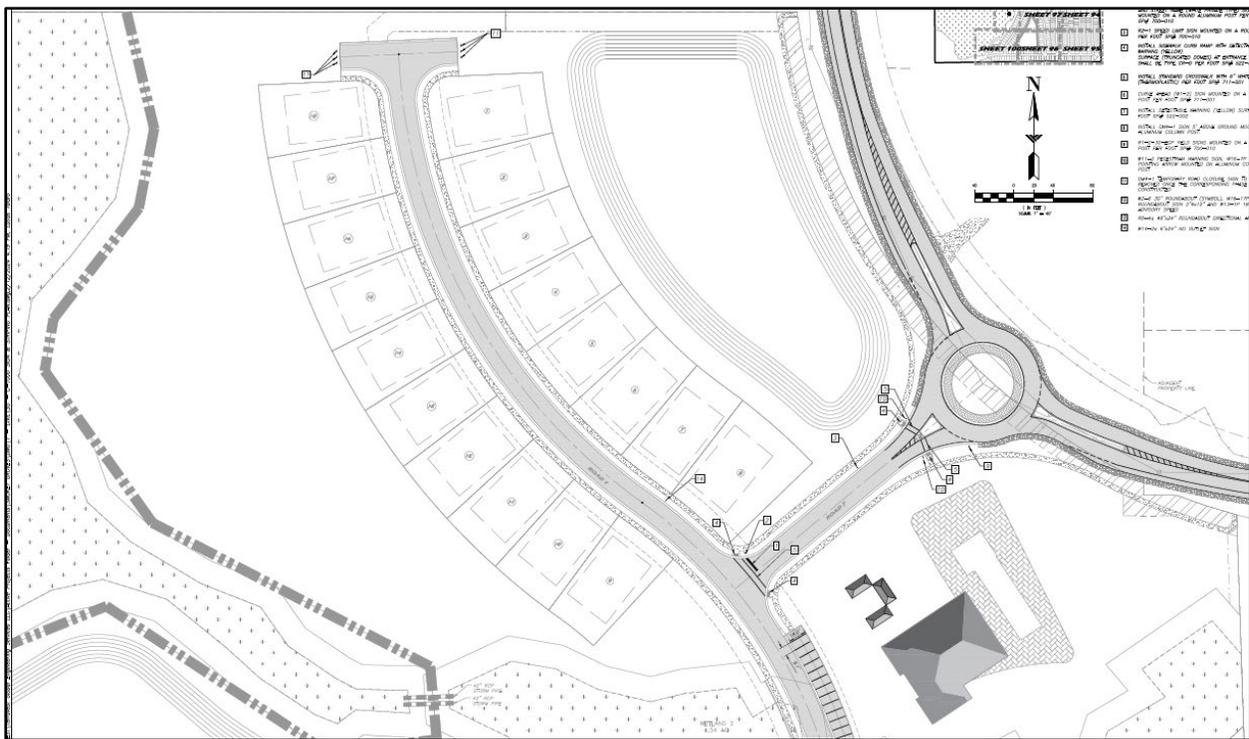


Figure 1 Proposed Roundabout Entrance

D. Planned Improvements:

The proposed CDD capital improvements plan shows \$2.1 million allocated to off-site improvements. Staff for the developer have been in preliminary negotiations for developing a roundabout at the entrance so that the bend on Lake Marion Road does not become problematic. Otherwise, it could become a three-way stop.

Table 7

Road	Fiscal Year CIP (Construction)	Project Description
Hemlock Avenue at Marigold Avenue traffic signal installation	Under Design	Install traffic signal. Conditional NTP sent to Montoya Electric on 2/27. S&S Roadway Plans are pending EOR Signature.
Lake Marion Creek Drive at Marigold Avenue traffic signal installation	Design Completed	Install traffic signal. Final submittal received on 01/27/23 and plans sent to Contractor with a request for proposal and anticipated start date. Long lead time impacting construction sch.
Marigold Avenue Widening	\$28,650,000	Widen Marigold Avenue from CR 580/Cypress Parkway to Palmetto Street from two-lanes to four-lanes (about 2.2 miles). Marigold Avenue widening is a priority due to population and employment growth in the Poinciana area. Under permitting review with SWFWMD. Some additional right-of-way needed for floodplain compensation. Tentatively scheduled to be constructed concurrently with Cypress Parkway widening project in Fall 2024 .
Cypress Parkway Widening	\$22,000,000	Widen Cypress Parkway from two-lanes to four-lanes from Poinciana Pkwy. to Solivita Blvd. (about 1.65 miles). Cypress Parkway widening is a priority due to population and employment growth in the Poinciana area. Intersection analysis is completed and under review. Tentatively scheduled to be constructed concurrently with the Marigold Avenue widening project in Fall 2024 .

F. Mass Transit

There are no fixed-route mass transit services on Lake Marion Road. The closest is in the Poinciana development on the other side of the lake. Poinciana is served by two transit routes by two separate transit providers, Citrus Connection (Polk County Transit) and LYNX (Orlando Metro Area Transit) on the north side at the intersection of Coyote Road and Marigold Avenue just a block north of the Palmetto intersection.

The closest Citrus Connection route is route 16X the Haines City/Poinciana Express approximately seven (7) miles from the proposed proposed CDD. It connects to transfer points at Haines City Plaza and in Poinciana at the Wal-Mart just past the County line. Headways are one hour and 30 minutes.

There is a Sunrail station approximately 20 miles from the site that provides a light rail connection to downtown Orlando and other stops within the Orlando Metro Area. There is a possibility that Sunrail may extend farther to the south towards Poinciana in the future bringing it even closer to the site.

Park Facilities and Environmental Lands:

The County’s residential development standards require functional open space to be designed within a development that includes recreational amenities for the residents. Sidewalks are required on both sides of all residential streets connecting the residents to the open space and recreational amenities. While recreational amenities are not included in the initial CDD improvement plan, they will be required.

There are no sidewalk connections to any public recreational areas. The closest public park facilities are within less than 4 miles driving distance to the vehicle entrance on Allegheny Road on the south end of Poinciana. The Poinciana Community Park has a complete array of recreational facilities to meet the demands of future residents. There are also a significant amount of wildlife preserves to the south and east of the site. There is a public boat ramp with access to Lake Hatchineha three miles to the east at the terminus of Lake Hatchineha Road.

A. Location:

Poinciana Community Park is officially located at 5109 Allegheny Road (intersection of Lake Hatchineha Road and Marigold Avenue). Its current hours of operation are from 5 a.m. to 10 p.m.

B. Services:

There are three lighted soccer/football fields, four lighted baseball/softball fields with concession facilities, two basketball courts, restrooms, as well as playground facilities for children and a dog park.

C. Environmental Lands:

Within five (5) miles driving distance of the site is the Everglades Headwaters National Wildlife Refuge and Conservation Area.

D. Planned Improvements:

There are no further recreation improvements scheduled for this area by the County in the five-year Capital Investment Plan.

Environmental Conditions

There are a few environmental limitations with the development of this property that will require further study prior to development. These include a flood study, an endangered species study, and a wetland delineation. Much has been accomplished by the developer because there are several conceptual plans that were developed with the data gathered for the studies. The 423 units will be located on an upland area containing mostly Candler Sand, a soil with few limitations to development. The site drains into a wetland to the west then into a creek that enters Lake Marion. Several environmental studies have been conducted on the property, the results of which will provide plans that dictate the onsite and offsite improvements necessary to accommodate the development.

A. Surface Water:

Most of the area to be developed within the CDD sits high above the abutting wetland system on the western side. The site drains into that wetland system. The wetlands and associated flood hazard areas drain into a creek that crosses the area planned for development on the northeastern corner near the frontage on Lake Marion Road. From there, the creek crosses two other properties before going under Lake Marion Road through a culvert maintained by the County. The creek then flows into a wetland connected to Lake Marion on property owned by the Green Horizons Land Trust. Management of the creek will be an integral part of the development design.

B. Wetlands/Floodplains:

There are wetlands and flood hazard areas onsite. The wetlands and associated flood hazard areas are on the western side and drain into a creek that crosses the area planned for development on the northeastern corner near the frontage on Lake Marion Road. From there, the creek crosses two other properties before going under Lake Marion Road through a culvert maintained by the County. The creek then flows into a wetland connected to Lake Marion on property owned by the Green Horizons Land Trust. The development of the CDD will include crossings over this creek system. The flood hazard areas are unnumbered A-zones. A flood study will be required. That study will determine the height and design of the creek crossing. All development will be setback an average of 25 feet from wetlands.

C. Soils:

Most of site is comprised of Candler Fine Sand, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey. That is where the majority of the CDD is to be developed. Candler Sand is very porous and well drained. Some soil additives will be needed for road base stabilization and housing foundations. Tavares has slightly more limitations but not if units are connecting to centralized sanitary sewer. Development plans are to avoid the Immokalee Sand because of its difficulty to manipulate and wetland qualities.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Candler Sand	Slight	Slight	70%

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Tavares Fine Sand	Moderate: wetness	Slight	20%
Immokalee Sand	Severe: wetness	Severe: wetness	10%

Source: Soil Survey of Polk County, Florida, USDA, Soil Conservation Service

D. Protected Species

According to Polk County Endangered Habitat Maps, the proposed CDD is located within a one-mile radius of an endangered species sighting. (Source: Florida Natural Areas Inventory, 2002, 2006 & 2011). A species study will be conducted prior to Level 2 Review (engineered plans). This will be necessary to receive funding under federal programs from either the Federal Housing Administration or Veterans Affairs.

E. Archeological Resources:

According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File for Sections 17 and 18, Township 28, Range 28.

F. Wells (Public/Private)

There are public use wellfields to the north and west just over a ½ mile away from the development boundary. They are the two water production facilities that supply potable water the Grenelefe development. This phase of Grenelefe will gain potable water capacity from these wells. This development will not conflict with those well sites. Their cone of influence is over ½ mile away and upstream.

G. Airports:

The site is not within the flight path and height restriction buffer zones of a public use airport. There are no public or private airport facilities within 10 miles from this site.

Economic Factors:

The County and School Board have made significant investments in infrastructure to support urban development in this area and are planning more. Facilities such as public schools, fire protection, EMS and recreational facilities provide plenty of capacity for growth. Such developments as this one proposed by the applicant are now needed to contribute to the funding of these facilities. Transportation improvements such as the Poinciana Parkway, new schools, and parks have incentivized growth in this area of the County. Housing in this area is becoming short supply relative to demand. In this area, there is a significant number of suburban dwellers that commute to work in the greater Orlando metropolitan area. This is partially due to slightly lower land values in Polk compared to the other counties and convenient routes of travel to work and leisure opportunities. Relative to other parts of Orlando, this area can have shorter travel times to the theme parks and resorts.

Community Development Districts (CDDs) have become popular methods to fund development infrastructure in high growth housing markets. Upfront infrastructure costs can be financed through bonds (long term and tax exempt) that will receive payments from additional assessments

levied on the future properties by the district through the County’s property tax collection process. The applicant for the district is required to gain the authorization of all the owners of property to be included in the district and a good faith estimate of the costs that will be incurred by individuals and entities required to comply with the special district. Based on the number of residential lots proposed within the district (423) and the Engineer’s Cost Estimate (\$16,420,222) provided (See Exhibit 6), the per unit cost will potentially be \$38,819 per unit. The table below provides an estimated per unit cost of other CDDs approved by the Board.

Table 9

Case#	District Name	units	Total Cost	per unit cost
CDD 06-01	Poinciana West	1,650	\$31,907,200	\$19,338
CDD 15-01	Champions Reserve	221	\$7,350,000	\$33,258
CDD 16-03	Highland Meadows II	415	\$8,200,000	\$19,760
CDD 18-03 LDCDD-2020-2 LDCDD-2020-3 LDCDD-2021-8	North Powerline Road	1,868	\$56,851,293	\$29,954
LDCDD-2018-1	Highland Meadows West CDD	395	\$8,242,498	\$22,583
LDCDD-2019-2	Forest Lake CDD	571	\$12,290,000	\$21,524
LDCDD-2019-3	Saddle Creek Preserve CDD	425	\$12,825,000	\$30,177
LDCDD-2019-4	Astoria CDD original	687	\$12,764,000	\$18,580
LDCDD-2020-1	Sand Mine Road original	615	\$17,971,119	\$29,221
LDCDD-2021-1	Westside Haines City	2,745	\$68,625,000	\$25,000
LDCDD-2021-2	Astoria Expansion	1,013	\$25,920,000	\$25,587
LDCDD-2021-4	Hammock Reserve	1,029	\$23,868,500	\$25,196
LDCDD-2021-6	Lake Deer	597	\$17,324,082	\$29,019
LDCDD-2021-7	Fox Branch Ranch	641	\$18,478,762	\$28,828
LDCDD-2021-9	Belle Haven	353	\$13,145,000	\$37,238
LDCDD-2022-1	Yarborough Lane	562	\$22,825,000	\$40,614
LDCDD-2022-3	Schaller Preserve	415	\$16,058,446	\$38,695
LDCDD-2022-4	Hartford Terrace	517	\$24,420,000	\$47,234
LDCDD-2022-5	Sand Mine Road expansion	789	\$21,663,830	\$27,457
LDCDD-2022-6	Astoria CDD 2 nd expansion	1,413	\$36,920,000	\$26,129

The per unit costs will be amortized and assessed on each property over a period adequate to pay off the debt and then continue at the desire of the district to provide maintenance and administrative costs in the future. There are currently 79 CDDs approved in the County and over half of them are actively assessing properties. There are 21 CDDs in effect in the unincorporated and County 15 are active. There are currently 1,377 CDDs in Florida, according to Florida Commerce.

Consistency with the Comprehensive Plan and LDC:

The site is located in a Utility Enclave Area (UEA), which is an area that has “developed at urban or suburban densities with County-owned, municipal or County-franchised potable-water systems, and centralized public sewer facilities, or private sewer system in excess of 400,000 GPD. UEAs are typically lacking the full complement of other urban services typically found in the Transit Supportive Development, Urban Growth, or Suburban Areas” according to POLICY 2.107-A1 of the Comprehensive Plan. There are public water and wastewater services available to the proposed development. There is adequate traffic capacity on the most affected roadways. Public safety facilities are at urban service levels and within proximity to the development. There are elementary and middle schools nearby and a high school is planned for fall of 2025. There is also a regional park nearby. There is no mass transit available, and retail commercial services are few.

This CDD is located within the Grenelefe UEA that has specific goals, policies and objectives within Section 2.130-E1 of the Comprehensive Plan. The portion of the Grenelefe UEA where this CDD is proposed to be located has a maximum development density of five (5) dwelling units per acre according to POLICY 2.130-E1.1B. Chapter 4, Section 402.F provides specific development regulations pertaining to this portion of the Grenelefe UEA.

This CDD encompasses a portion of a Planned Development approval, PD 73-19M. It was approved by the Board of County Commissioners on April 8, 2009. The Board found this development to be consistent with the Comprehensive Plan and Land Development Code when it was proposed for higher intensity. Table 10, to follow, provides an analysis of the proposed request when compared to typical policies of the Comprehensive Plan selected by staff for evaluation of development proposals. Based upon this analysis, the proposed request is consistent with relevant policies of the Polk County Comprehensive Plan.

Table 10

Comprehensive Plan Policy	Consistency Analysis
<p>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 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>The proposed 423 single-family unit development is compatible with neighboring properties and there is adequate infrastructure to support it as well. The connection to public wastewater enables higher density and smaller lot sizes. Roadways and wetland areas separate the site from most of the neighboring development. There are public safety facilities, school facilities, and a regional park within close proximity to the site.</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 site is a part of a larger development planned for more intense urban development. However, the plans for that development are proposed for changes to reduce the intensity like what is being done on this site. Once the other land uses in the development are consistent with the CDD, other areas will be added.</p>
<p>POLICY 2.102-A3: DISTRIBUTION - 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.</p>	<p>The proposed development is consistent with services available in the Urban Enclave Area (UEA).</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>The site is located within an area that has a significant amount of urban infrastructure and services with ample capacity to serve it. Transportation facilities are within levels of service, potable water and wastewater is available, there is a regional park within three (3) miles and so are two Fire Rescue stations. There are two elementary schools, one middle school, and there is a high school planned in the area. The only service weaknesses are daily and weekly retail commercial needs.</p>

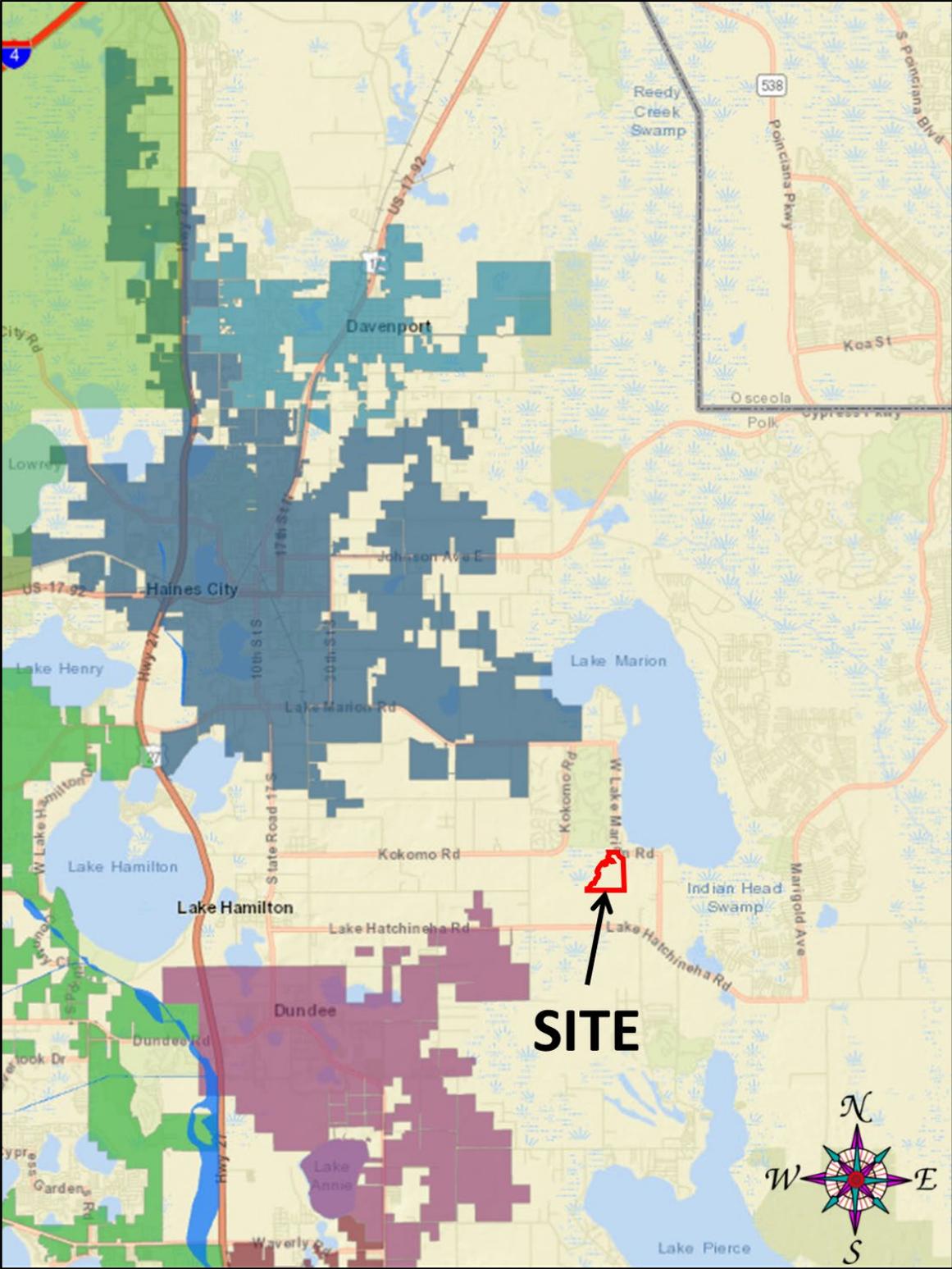
Table 10

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.102-A15: ADEQUATE PUBLIC FACILITIES - The County will direct new growth to areas where adequate public facilities exist or are planned; and ensure that essential services are in place to provide for efficient, cost-effective response times from the Fire Department, Sheriff's Department, and Emergency Management Service (EMS).</p>	<p>The subject property is located within an area of the County that has adequate public safety services as identified in the staff report. There are two Fire Rescue stations within three (3) miles of the site.</p>

Comments from other Agencies: The Polk County Land Development Engineering and the County Surveyor contributed to the drafting of this report.

Exhibits:

- Exhibit – 1 Location Map
- Exhibit – 2 Future Land Use Map
- Exhibit – 3 2023 Aerial Photo (Context)
- Exhibit – 4 2023 Aerial (Close-up)
- Exhibit – 5 PD 73-19M Master Site Plan
- Exhibit – 6 PD 73-19M Site Plan for the Subject Property
- Exhibit – 7 CDD Board of Supervisors
- Exhibit – 8 Proposed Facilities & Cost Estimate
- Exhibit – 9 Proposed Potable Water Network
- Exhibit – 10 Proposed Wastewater Network



Location Map



Future Land Use Map



2023 Aerial Photo (Context)



2023 Aerial (Close-up)



PD 73-19M Master Site Plan



PD 73-19M Site Plan for the Subject Property

ESTIMATED COSTS OF DISTRICT CAPITAL IMPROVEMENT PLAN

<u>Facility Description</u>	<u>Cost Estimate</u>	<u>O&M Entity</u>
Public Earthwork	\$2,612,025.00	CDD
Roadways	\$3,574,350.00	County
Stormwater Management	\$2,474,550.00	CDD
Hardscape/Landscape/Irrigation	\$2,034,630.00	CDD
Streetlight/Electrical	\$989,820.00	CDD
Off-Site Improvements	\$2,100,000.00	County
Professional Services	\$1,142,100.00	CDD
Contingency (10%)	\$1,492,747.50	As above
TOTAL	\$16,420,222.50	

*NOTE: All cost estimates are subject to change. Further, the Developer reserves the right to privately finance any of the above improvements and transfer them to an HOA for ownership and operation upon completion.

**NOTE: Water and wastewater utilities are estimated to cost approximately \$4.9 million, and will be privately owned and maintained. As such, these utilities are not included in the District’s capital improvement plan.

***NOTE: The offsite improvements include certain transportation improvements at the entry. The CDD may operate and maintain hardscaping/landscaping/irrigation improvements within such areas.

Proposed Facilities & Cost Estimate

Grenelefe Community Development District Board of Supervisors

Seat 1

Frederick Scott House
3425 Turnberry Drive
Lakeland, FL 33803

Seat 2

Jonathan T. Hall
891 Twin Oaks Lane
Winter Haven, FL 33880

Seat 3

Johnnie E. Hall
1154 Loop Road
Auburndale, FL 33823

Seat 4

Victoria E. Ramirez
3425 Turnberry Drive
Lakeland, FL 33803

Seat 5

Britni B. Hall
891 Twin Oaks Lane
Winter Haven, FL 33880



Proposed Potable Water Network



Proposed Wastewater Network