

# POLK COUNTY DEVELOPMENT REVIEW COMMITTEE

## STAFF REPORT

<b>DRC Date:</b>	July 31, 2025
<b>Planning Commission Date:</b>	September 10, 2025
<b>BoCC Dates:</b>	November 4, 2025, 1 <sup>st</sup> reading, and February 17, 2026 Adoption
<b>Applicant:</b>	Justin Ham, Kimley-Horn
<b>Level of Review:</b>	Level 4 Review, Land Development Code Text Amendment
<b>Case Number and Name:</b>	LDCT-2025-14 North Ridge SAP PIX LDC Text
<b>Request:</b>	Amend Chapter 4, Section 401.06.E to (1) increase allowable area for Gas Stations from 20% to 30%, with allowances for higher percentage with a Conditional Use Planned Development, (2) amend signalized intersection of a principal arterial road to <u>with direct access to a principal arterial roadway via an internal road network</u> and, (3) to modify the retail cap for Professional Institutional-X (PIX) and (4) add a limitation for Retail in the PIX of 30% without a Conditional Use.
<b>Location:</b>	North Ridge Selected Area Plan
<b>Property Owner:</b>	N/A
<b>Parcel Size:</b>	N/A
<b>Development Area:</b>	Transit Supportive Development Area (TSDA)
<b>Future Land Use:</b>	N/A
<b>Nearest Municipality</b>	N/A
<b>DRC Recommendation:</b>	Approval
<b>Planning Commission Vote:</b>	Pending
<b>Florida Commerce</b>	N/A
<b>Case Planner:</b>	Robert Bolton, Planner III

### Summary of Analysis:

The Land Development Code policy changes are to:

Section 401.06.E.3.i.

ii. The following conditions shall apply to gas stations within the PIX:

(1) Gas Stations are considered to be retail/commercial uses and shall not exceed the 20% 30% limit of such retail/commercial uses allowed throughout the PIX district, retail over 30% PD.

(2) Must have direct frontage at a signalized intersection of a principal arterial roadway with direct access to a principal arterial roadway via an internal road network.

Section 401.06.E.3.r.

r. Retail - The following standards shall apply:

i. Retail uses are limited to 15 percent of the total developable area PIX, BPCX and INDX;

ii. Retail use within the PIX district is limited to 30 percent, a higher percentage of the limited 30 percent of retail and commercial uses shall be permitted through a Level 3 Conditional Use.

## Summary

This is an applicant -initiated request to approve a Land Development Code (LDC) Amendment. The request would amend the Land Development Code Chapter 4, Section 401.06.E , The North Ridge Selected Area Plan, Modified Special Use Requirements. The request is comprised of four elements: (1) increase allowable area for Gas Stations in PIX from 20% to 30%, with allowances for higher percentage with a Conditional Use, (2) amend direct frontage to internal road network to signalized intersection of a principal arterial road, (3) modify the retail cap for Professional Institutional-X (PIX) and (4) add a limitation for Retail in the PIX of 30% with an allowance to go higher with a Level 3 Conditional Use. This request is related to LDCPAL-2025-8 North Ridge SAP PIX Comprehensive Text Amendment, requesting to change Section 2.131 Q4. L c. of the Development Criteria for the Professional Institutional-X (PIX) within the North Ridge Selected Area Plan (SAP).

## Data and Analysis Summary

The first of the four parts of the request, is related to the LDCPAL-2025-8 Comprehensive Plan Text Amendment. The Comprehensive Plan, Policy 2.131-Q4. L. c. (g) has a limitation of 25 percent of the land within each PIX district, LDC Section 401.06.E.3.i.1. specifies a limitation of 20 percent of retail and commercial, an inconsistency between the codes. This request will bring these codes into consistency. The request is to increase the limitation to 30 percent of the district. An analysis of the five (5) PIX districts within the North Ridge SAP indicates a total acreage of 162.9± acres, individual districts range from 2.9± acres to 107.2± acres. An analysis of each of the districts indicates that the net increase for each district would range from 0.15± acres to 4.9± acres each. Two (2) of the districts would have less than a ¼ acre increase each, one indicating an increase of less than one (1) acre, with the next larges at just under 1.5 acres and the larges at approximately 4.9 acres. For the majority of the districts the increase would be negligible.

The request would make the retail and commercial limits the same within the Professional Institutional-X (PIX) and Employment Center-X (ECX). An analysis of the two (2) districts indicates very similar allowable uses, either Permitted or by Conditional Use. Exhibit 4 is a Table of the PIX and ECX uses, non-allowed uses excluded. Of the 61 uses shown two (2) of the retail uses are not allowed withing the PIX nor the ECX districts, one (1) additional use (Retail more than 65,000 sf) is not allowed within the PIX the remaining retail or commercial uses are either Permitted or a Conditional Use 1 or 2 for both the PIX and ECX. One exception is a Gas Station which is a C2 in the PIX and a C3 within the ECX. The high level of similarity in allowable uses within the retail and commercial uses provides strong justification for the amendment providing for the consistency of a 30% limitation for retail and commercial development within both the PIX and ECX districts.

The second of the four parts of the request is to amend direct frontage to internal road network to signalized intersection of a principal arterial road. As the North Ridge SAP builds out and interconnectivity of developments through designed internal roadways to signalized intersections along the principle arterial road, US Highway 27, providing for a mechanism to access a signalized intersect via development interconnectivity was a primary reason for the interconnectivity concept within the code. US Highway 27 is a FDOT maintained road and the County does not have control

over signalization, this will provide developments flexibility when working with FDOT on access to US Highway 27.

The third of the four parts of the request is to remove Professional Institutional-X (PIX) from retail caps. Another inconsistency between the codes is located in Section 401.06.E.3.r.i. which states that Retail had a 15 percent limitation within a PIX district. A removal of this limitation would provide that consideration for retail and commercial will be covered in Section 401.06.E.3.i. eliminating an inconsistency within the LDC.

The fourth of the four parts of the request is to add subsection for Retail in the PIX in Section 401.06.E.3.r., to 30% with an allowance to go higher with a Level 3 Conditional Use. This allows for consistency within the codes as well as allowing for a higher level of retail within a high residential demand area. Commercial support in the form of retail use is a needed use for residential support. The PIX districts all typically have good principle arterial frontage, a Level 3 Conditional Use will require Planning Commission approval.

The elements of the request are considered to provide consistency between the Comprehensive Plan and Land Development Code as well as within the LDC. The expansion of the limitation of retail and commercial is considered to allow for a well rounded mix of nonresidential uses along the US Highway 27 corridor.

**Relevant Sections, Policies, and/or Regulations Considered:**

- Policy 2.102-A1: Development Location
- Policy 2.102-A2: Compatibility
- Section 2.131-Q Northridge Selected Area Plan
- LDC Chapter 4 Section 401.06.E North Ridge Selected Area Plan

## Findings of Fact

- Amend Chapter 4, Section 401.06.E to (1) increase allowable area for Gas Stations from 20% to 30%, with allowances for higher percentage with a Conditional Use Planned Development, (2) to amend direct frontage to internal road network to signalized intersection of a principal arterial road and, (3) to modify the retail cap for Professional Institutional-X (PIX) and (4) add a limitation for Retail in the PIX of 30% without a Conditional Use.
- The Professional Institutional-X (PIX) districts within the North Ridge Selected Area Plan (SAP) total five (5) districts and range in size from 2.9± acres to 107.2± acres.
- The request to increase the retail and commercial development area size from 25 percent to 30 percent would provide for a net increase of retail and commercial land area for each district of 0.15± acres to 4.9± acres. For the majority of the districts the increase would be negligible.
- Section 401.06 of the Land Development Code and Section 2.131-Q of the Comprehensive Plan both mention and address the Professional Institutional-X (PIX) in the North Ridge SAP.
- This request is related to LDCPAL-2025-8 which is a Comprehensive Plan text amendment to Section 2.131-Q regarding limitation of retail and commercial development in the PIX.
- Table 4.16 in the Land Development Code is a use table for the North Ridge SAP.

## Recommendation

**Development Review Committee Recommendation:** Based on the information provided and the analysis conducted within this staff report, the Development Review Committee finds that the request **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code. Therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCT-2025-14**.

**Planning Commission Recommendation:** On September 10, 2025, at an advertised public hearing, the Planning Commission recommend 0:0, to **APPROVE or DENY LDCT-2025-14**.

## GENERAL NOTES

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

## Business Impact Estimate

- **Summary of the proposed ordinance:** An LDC text amendment to Chapter 4, Chapter 4, Section 401.06.E to (1) increase allowable area for Gas Stations from 20% to 30%, with allowances for higher percentage with a Conditional Use Planned Development, (2) to amend direct frontage to internal road network to signalized intersection of a principal arterial road and, (3) to modify the retail cap for Professional Institutional-X (PIX) and (4) add a limitation for Retail in the PIX of 30% without a Conditional Use; providing for severability; providing an effective date.
- **Public purpose to be served by the proposed ordinance:** Polk County has many different areas of development, each with their own unique needs. The North Ridge Selected Area Plan was implanted to guide the growth within its boundaries of the northeaster portion of Polk County. The request will provide consistency within the Land Development Code and the Comprehensive Plan and provide for enhanced development of the retail and commercial components of the PIX within the North Ridge SAP.
- **Estimate of the direct economic impact of the proposed ordinance to businesses in the county:** No foreseeable impact is estimated. Establishing the increased limitation on retail and commercial, amending the frontage requirement, removal of Retail from the PIX and adding the limitation for Retail to 30 percent without a Conditional Use will not impact the current businesses operating in this area. However, these changes will allow for a diverse retail and commercial development within the North Ridge SAP PIX districts.

### **Analysis:**

The applicant wishes to exceed the retail and commercial limitations within one of the Professional Institutional-X (PIX) districts within the North Ridge SAP. The inconsistency between the Comprehensive Plan and Land Development Code was raised as well as the typical development of the existing PIX and Employment Center-X (ECX) limitations for retail and office use. The Land Development Code limits retail and commercial development to 20% of the PIX district, while the Comprehensive Plan limits retail and commercial development to 30% of the PIX district. The ECX districts within the North Ridge SAP limits Retail and commercial development to 30% of the district. Within the North Ridge SAP the PIX and ECX districts are developing out in a similar nature with similar uses within Table 4.16 Table of Standard Used for the North Ridge SAP. The applicant requested a Text Amendments to both the Land Development Code and the Comprehensive Plan (LDCPAL-2025-14).

### **Limits of the Proposed Amendment**

The scope of the amendment is to provide consistency within the Land Development Code and between the Comprehensive Plan on limitations on retail and commercial development within a PIX district in the North Ridge SAP, by (1) increase allowable area for Gas Stations from 20% to 30%, with allowances for higher percentage with a Conditional Use Planned Development, (2) to amend direct frontage to internal road network to signalized intersection of a principal arterial road and, (3) to modify the retail cap for Professional Institutional-X (PIX) and (4) add a limitation for Retail in the PIX of 30% without a Conditional Use.

### **Consistency with the Comprehensive Plan & Land Development Code**

The Land Development Code has policies and regulations with standards for uses within each of the allowable Future Land Use districts. An inconsistency was found within the PIX district within the LDC. The requested LDC amendments will allow consistency within the LDC and proved for consistency for development for retail and commercial within the PIX districts.

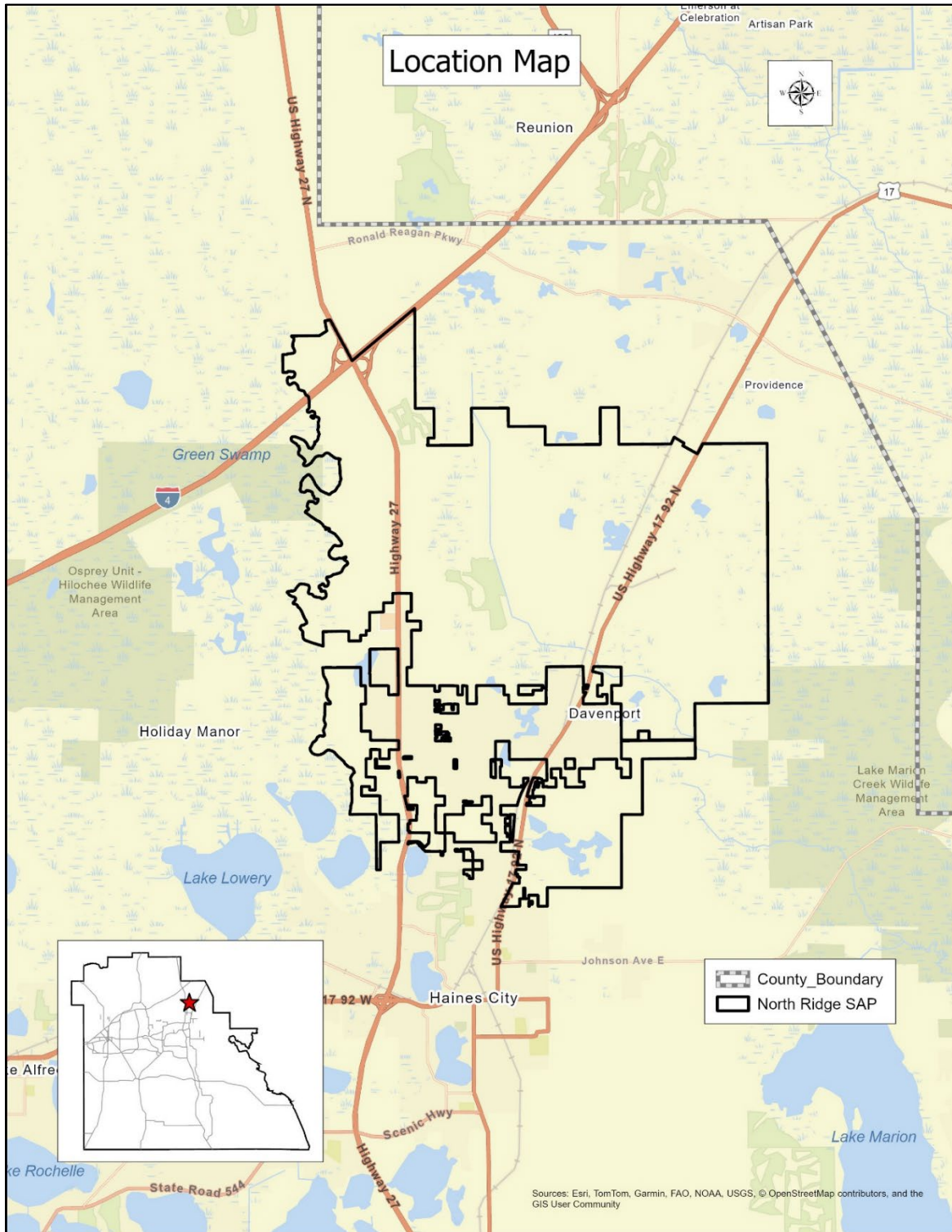
With the related LDCPAL-2025-8 Comprehensive Plan Text Amendment, both the Comprehensive Plan and LDC will be consistent on the limitation for retail and commercial development within the PIX districts in the North Ridge SAP.

The requests are consistent with the Comprehensive Plan and Land Development Code.

**Comments from Other Agencies:** None

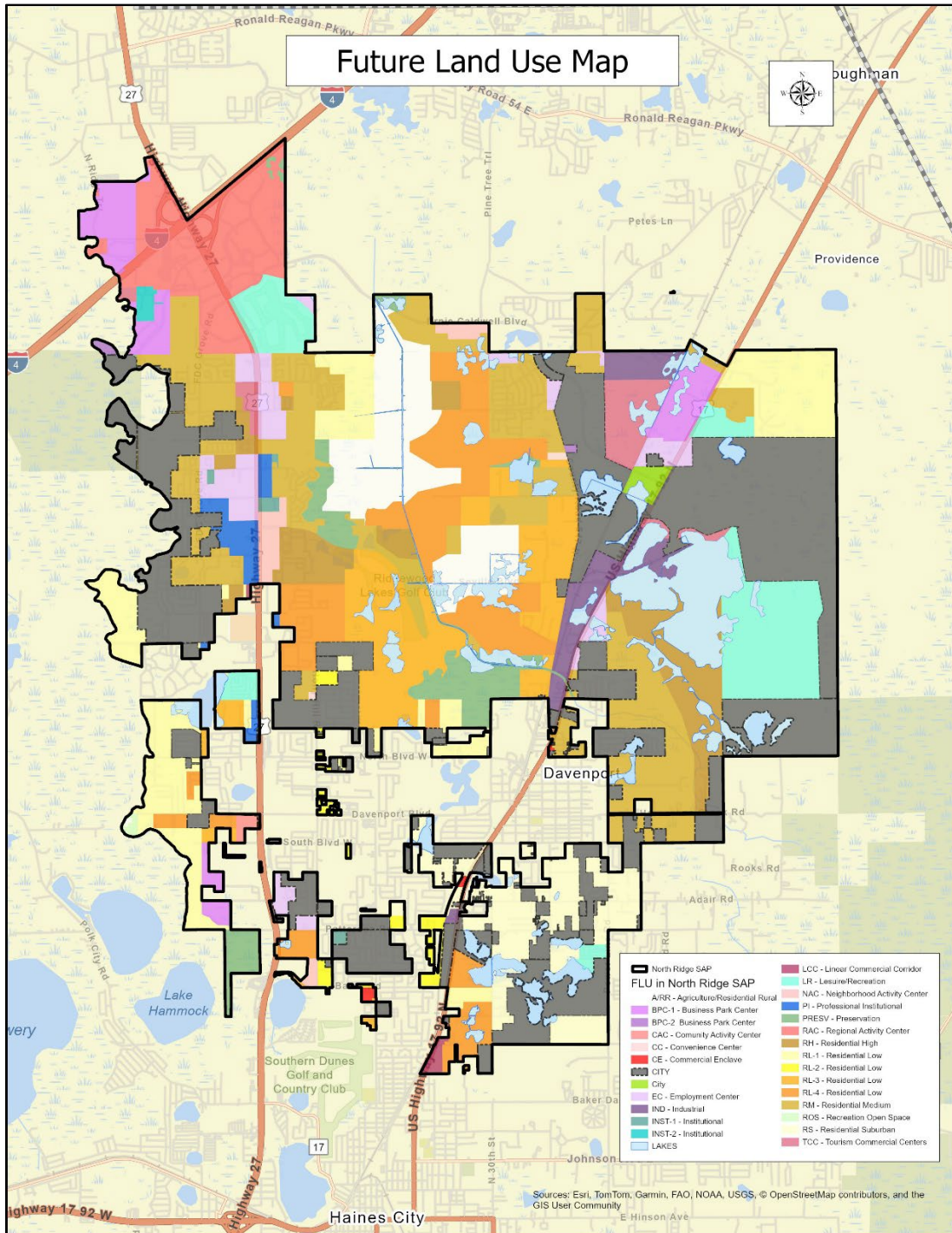
### **Exhibits:**

- |           |  |
|-----------|--|
| Exhibit 1 | Location Map   |
| Exhibit 2 | Current Future Land Use Map Within the North Ridge SAP |
| Exhibit 3 | PIX Locations within the North Ridge SAP               |
| Exhibit 4 | PIX and ECX Allowable Uses within the North Ridge SAP  |



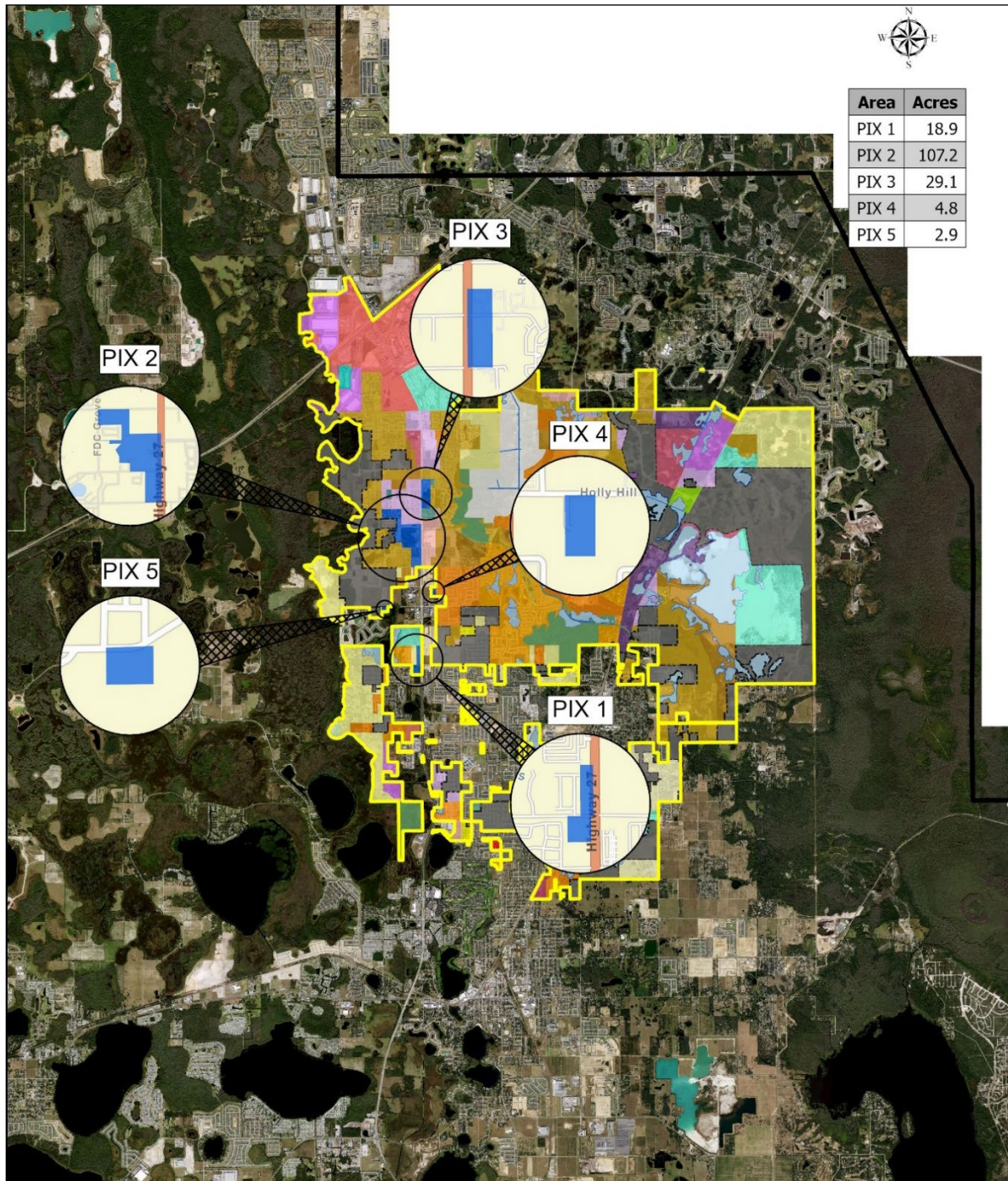
## LOCATION MAP





# CURRENT FUTURE LAND USE MAP NORTH RIDGE SAP





## PIX LOCATIONS WITHIN NORTH RIDGE SAP

Table 4.16 Use Table for Standard Land Use Districts North Ridge SAP		
	PI	EC
	X	X
Key to Table: P = Permitted Use; C = Conditional Use		
Residential Uses		
Group Living Facility (15 or more residents)	C2	
Mobile Home Park	C3	
Multifamily	C2	C2
Mixed Uses		
Planned Development	C3	C3
All Other Uses		
Adult Day Care Center (7 or more clients)	C2	
Agricultural Support, On-Site		P
Airport		C4
Alcohol Packaged Sales	C1	C1
Assembly, Light		P
Car Wash, Full Service	C3	C2
Car Wash, Incidental	C2	C2
Childcare Center	C2	C2
Clinics & Medical Offices	P	C2
Communication Tower, Monopole	C2	C3
Community Center		P
Cultural Facility	P	P
Financial Institution	C2	P
Financial Institution, Drive Through	C2	P
Funeral Home & Related Facilities	C2	
Gas Station	C2	C3
Golf Course	C1	C1
Government Facility	C3	C3
Heliports	C2	C3
Helistops	C2	C2
Hospitals	P	C3
Hotels and Motels	P	C2
Lodges and Retreats	P	P
Medical Marijuana Dispensaries	C2	C2
Mining, Non-phosphate	C4	C4

Table 4.16 Use Table for Standard Land Use Districts North Ridge SAP		
	PI	EC
	X	X
Nursing Home	C2	
Office	C2	C2
Office Park	C2	P
Personal Service	C2	P
Printing & Publishing		P
Recreation, High Intensity	C1	C1
Recreation, Low-Intensity	C1	C1
Recreation Passive	C1	C1
Recreational Camping	C2	
Religious Institution	C3	C3
Research & Development	P	P
Restaurant, Drive-thru/Drive-in	C2	C2
Restaurant, Sit-down/Take-out	C2	P
Retail, Less than 5000 sq. ft.	C2	P
Retail, 5,000 - 34,999 sq. ft.	C2	C2
Retail, 35000 - 64,999 sq. ft.	C2	C2
Retail, More than 65,000 sq. ft.		C3
Retail, Home Sales Office		
Retail, Outdoor Sales/Display		
School, High	C3	C3
School, Leisure/Special Interest	C2	C2
School, Technical/Vocational Trade & Training	C2	C2
School, University/College	C3	C2
Self-storage Facility	C3	C2
Studio, Production		P
Transit, Facility	C2	C2
Utilities, Class I	P	P
Utilities, Class II	P	C1
Utilities, Class III	C3	C3
Vehicle Service, Mechanical		C2
Vehicle Sales, Leasing		C2
Veterinary Service	C2	

## PIX AND ECX ALLOWABLE USES WITHIN THE NORTH RIDGE SAP

(Retail and Commercial uses highlighted in yellow)