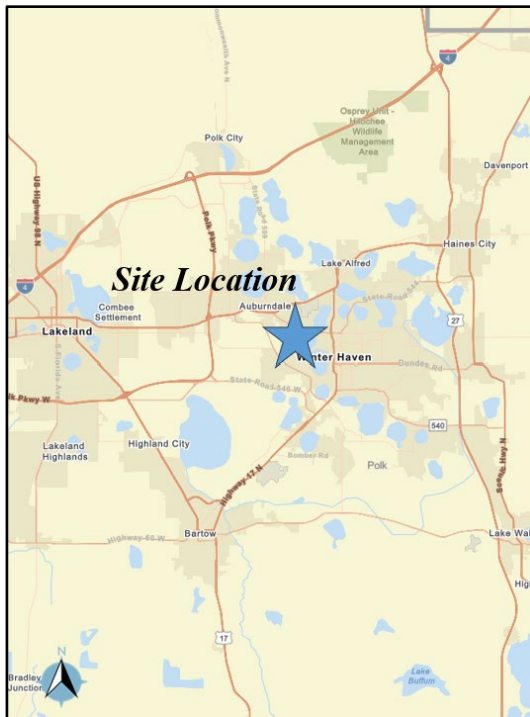


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	August 15, 2024
Planning Commission Date:	October 2, 2024
BoCC Dates:	November 5, 2024
Applicant:	Polk County
Level of Review:	Level 4 Review, Comprehensive Plan Map Amendment
Case Number and Name:	LDCPAS-2024-23 (Lake Cannon Park CPA)
Request:	County-initiated Small Scale Comprehensive Plan Map Amendment to change the Future Land Use (FLU) designation from Residential Low (RL) to Recreation/Open Space (ROS) at the Lake Cannon Park.
Location:	1508 West Lake Cannon Drive, east of NW 26th Street, north of NW Avenue J, south of State Road 544, south and west of Winter Haven in Section 24, Township 28, Range 25.
Property Owner:	Polk County
Parcel Size:	±4.38 acres (252824-353602-003340)
Development Area/Overlays:	Urban Growth Area (UGA)
Future Land Use:	Residential Low (RL)
Nearest Municipality	Winter Haven
DRC Recommendation:	Approval
Planning Commission Vote:	Pending
Case Planner:	Ian Nance

Location Map



Current Future Land Use Map



Summary of Analysis

This is a County-initiated Small-Scale Comprehensive Plan Map Amendment (CPA) to change the Future Land Use (FLU) designation from Residential Low (RL) to Recreation Open Space (ROS). The purpose of this amendment is to conform the uses at the County's Lake Cannon Park with an appropriate FLU designation. Staff met with Parks and Natural Resources to agree on an appropriate land use for the site to take before the Board. No development or changes to the park are proposed or anticipated with this application. Staff has reviewed the request and finds it **IS** consistent with the Comprehensive Plan policies and **IS** compatible with the surrounding land uses and infrastructure.

Compatibility Summary

This County facility has a parking lot on the west side of Lake Cannon features a boat ramp, picnic tables, walking trail, and a playground. It is at the terminus of Avenue O NW and Avenue N NW, along West Lake Cannon Drive in a long-developed area known as Inwood near Winter Haven. It was dedicated to the County through the plats of the Inwood No. 3 (PB 09 PGS 07A-C) and Inwood No. 5 subdivisions (PB 14 PG 1-A). Only the portion within the latter subdivision is within the County and subject to this request; the other portion is within the city of Winter Haven.

Passive Recreation and Vehicle-Oriented Recreation are allowable uses in both RL and ROS land use districts, though the ROS designation is more appropriate to the use of the park which serves as a focal point and provides a sense of place for the surrounding community.

Infrastructure Summary

The proposed CPA is not anticipated to degrade the Level-of-Service (LOS) standards for transportation and public safety facilities. The subject site will utilize the same public safety facilities as the existing FLU designation. School service will not be impacted. No structures are onsite that impact utilities.

Environmental Summary

The proposed request is not anticipated to have a negative impact upon the environmental features present on the subject site. The site is used to provide recreational opportunities along a natural lake. No development or onsite improvements are anticipated.

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 2.117: Recreation Open Space
POLICY 2.105: Urban Growth Area

Findings of Fact

Request and Legal Status

- This is a County-initiated Small-Scale Comprehensive Plan Map Amendment (CPA) to change the Future Land Use (FLU) designation from Residential Low (RL) to Recreation Open Space (ROS) on approximately 2.88 acres. The current Land Development Code (LDC) sub-district is RL-3.
- According to the Property Appraiser, Lake Cannon Park is approximately 4.38 acres. Approximately 1.50 acres are within the city of Winter Haven and not subject to this request. The park was platted through the Inwood No. 3 (PB 09 PGS 07A-C) and Inwood No. 5 subdivisions (PB 14 PG 1-A).
- The subject site is in the Urban Growth Area (UGA). According to LDC Section 202.B, the purpose of the UGA is “to serve as a foundation from which a future urban pattern is established, and to provide future areas for development at urban densities and intensities. UGA's are areas within the County that, at a minimum, are currently served, or are programmed within the applicable Comprehensive Plan Capital Improvement Program to be served within years 10 through 20 of the Comprehensive Plan's planning period. UGAs are also supported by, or programmed to be supported by, other services typically found to accompany urban development such as public safety services, an urban road network, and developed parks.”
- Residential development within the RL Future Land Use designation and UGA may reach up to 5 DU/AC.
- According to LDC Section 204.A.6, “the purpose of the RL-3 district is to provide areas for the low-density residential needs of residents in urban areas who desire areas with smaller lots, a minimum of 10,000 square feet.”
- According to LDC Section 204.C.11, the purpose of the ROS district is for the use and development of lands and areas which are accessible to the public, and which are oriented towards providing recreational activities and services for County residents and visitors.
- According to LDC Table 2.1, “Recreation, Passive” uses are “C1” conditional uses in RL-3 and ROS land use districts.
- According to LDC Table 2.1, “Recreation, Vehicle-Oriented” is a “C2” conditional use in ROS and a “C3” conditional use in RL-3.
- According to LDC Chapter 10, Passive Recreation is defined as “non-competitive recreation facilities such as picnic pavilions, tot-lots, public beaches, hiking/jogging trails, walking tracks, dog parks, and public gardens. At these facilities there are no bleachers, theaters, or grandstands or any other structures intended to accommodate large crowds or sports competitions.”

- According to LDC Chapter 10, Vehicle-Oriented Recreation is defined as “any type of recreation, competition, or facility designed to accommodate motorized vehicle use as part of the activity including, but not limited to, off-road vehicles, watercraft, and remote-control vehicles.”

Compatibility

- The nearest existing uses surrounding to the north, south, and west of the site are single-family homes.
- The subject site (Lake Cannon Park) has a boat ramp, picnic tables, walking trail, and playground.

Infrastructure

- The zoned schools for the site are Fred Garner and Inwood Elementary, Westwood Middle, and Winter Haven Senior High.
- Fire and Ambulance responses are from Polk County Fire Rescue Station 5, located at 33 American Spirit Road, Winter Haven 33880.
- The subject site is within the Central District Command Area for the Sheriff’s office, which is located at 3635 Avenue G NW, Winter Haven 33881.
- The subject site is within the city of Winter Haven’s utility service area. A potable water lines are located along the frontage of the site on the western right-of-way of West Lake Cannon Drive.
- The subject site does not have structures requiring public water or wastewater services.
- The subject site accesses Lake Cannon Drive, a Local Residential roadway. Sidewalks are not available along the site.
- Bus stops for the Citrus Connection’s Purple Line 12 route from Lakeland to Winter Haven are located north of the site. No stops are found along the park.
- No sidewalks are located along the frontage of this site. A walking path is located within the park that connects to sidewalks along Boys Club Road and West Lake Cannon Drive.

Environmental

- There are wetlands or flood zones on the subject site. The site abuts Lake Cannon.
- The soil type for the subject site is Ona Fine Sand.
- Per the Polk County Protected Species Map there are no protected species with a one-mile radius of the subject site. The site is not within the Polk Green District.

- There are no archeological or historical resources on the subject site per data from the Florida State Historical Commission.
- There are no wellfields near the subject site.

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 2.117-A3: Location Criteria - Designation of new Recreation and Open Space areas on the Future Land Use Map Series shall occur. Consider the following factors when determining the appropriateness of designating new Recreation and Open Space areas:

a. facilities meeting the recreation level-of-service standard (Policy 3.502-E2) and fulfilling the recreation and open space acquisition plan (Policies 3.502-E3, 3.502-E6, and 3.502-E9);

b. satisfying resident and seasonal visitor/tourist recreation demand;

- c. impacts of the proposed uses on public facilities and services;
 - d. vehicle access relative to the size and planned intensity of a proposed ROS district;
 - e. distance to lake and river access, greenways, bicycle, pedestrian, and fixed route transit facilities, both existing and planned; and,
 - f. the locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.
- The site is within the Inwood Redevelopment District. Comprehensive Plan Policy 2.124-F4 states, “Redevelopment District Revitalization Plans shall implement the purpose and intent of Policy 2.124-F1 and shall conform to the following requirements:
 - a. PERMITTED USES: In keeping with the purpose and intent of this section, the following uses may be permitted within a Redevelopment District Revitalization Plan:
 1. Residential (single-family and multi-family)
 2. Commercial
 3. Institutional
 - 4. Recreation and Open Space**
 5. Preservation
 6. Specialized Uses, subject to the provisions of Section 2.125
 7. Housing for workers (agricultural, industrial, construction and hospitality trades)”

...

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 (DRC) 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 DRC recommends **APPROVAL of LDCPAS-2024-23**.

Planning Commission Recommendation: Pending Hearing

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) designation and the existing uses surrounding the subject site that are immediately adjacent.

Table 1

Northwest RL Single-Family Homes	North Winter Haven Single-Family Homes	Northeast Lake Cannon
West RL Single-Family Homes	Subject Site RL Lake Cannon Park	East Lake Cannon
Southwest Single-Family Homes	South Single-Family Homes	Southeast Lake Cannon

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

The subject site is currently within a RL-3 LDC sub-district district. The park was platted with the Inwood No. 5 subdivision (PB 14 PG 1-A). The park is to the west of Lake Cannon. A portion of it is within the Winter Haven city limits, but this part is not subject to this CPA. Single-family homes within Inwood are located to the west.

Compatibility with the Surrounding 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.”

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.

As noted before, no development is being contemplated with this application. This County facility has a boat ramp, playground, walking trail, and picnic tables. The boat ramp falls under the category of Vehicle-Oriented Recreation. To be approved today under RL, the ramp facilities would require Planning Commission approval and BoCC approval for 24-hour use. These uses are administrative approvals under the ROS designation. So, this change makes the operation of the ramp more conforming to the land use map.

The other uses are termed under Passive Recreation, which are “C1” conditional uses across most land use districts, including RL-1 and ROS. This park provides outdoor recreation for residents in an area that is developed to urban densities. This site is within the Inwood Redevelopment District. Parks provide not only recreation opportunities and open space but also a focal point and sense of place within a community.

Nearest Elementary, Middle, and High School

The zoned schools for the site are Fred Garner (+/- 0.5 miles) and Inwood Elementary (+/- 1.0 mile), Westwood Middle (+/- 1.0 mile), and Winter Haven Senior High (+/- 5.0 miles). No residential uses are onsite that would create demand for students for the local schools.

Nearest Sheriff, Fire, and EMS Station

Polk County Fire Rescue provides Advanced Life Support transport to all residents and visitors of Polk County. It also provides fire suppression, rescue services, and fire prevention services to unincorporated Polk County and the municipalities of Eagle Lake, Polk City, Mulberry, Lake Hamilton, and Hillcrest Heights. Emergency response is considered effective if response times are within eight (8) minutes in rural and suburban areas and 13 minutes in urban areas.

Table 2, below, displays the nearest public safety facilities. Response time varies depending on where the nearest sheriff’s deputy patrol car is located rather than the office. The facilities are within appropriate distances to the subject site for an urban area.

Table 2

	Name of Station	Distance	Response Times
PCSO	Central District Command Area 3635 Avenue G NW, Winter Haven 33881	1 mile	P1: 9:35 minutes P2: 19:44 minutes
Fire/EMS	Polk County Fire Rescue Station 5 333 American Spirit Road, Winter Haven 33880	3 miles	12 minutes

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

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 the County. Priority 1 Calls are considered true emergencies, in-progress burglary, robbery, injuries, etc. Priority 2 Calls refer to events that have already occurred, such as a burglary that occurred while the homeowner was on vacation and had just been discovered. Sheriff’s 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 the County.

The PCSO improves response times, especially for Priority 1 Calls, by employing new technologies such as Emergency 1 Dispatch (E1D) and Live911. E1D is a program designed to

alert deputies at the earliest possible moment of a call for service that is being classified as a true emergency. E1D alert notifications are sent to deputies via their agency-issued smart phones as text messages, alerting deputies of the call type and address of the emergency. Similarly, Live911 technology allows deputies to hear emergency calls in real-time as the dispatcher is receiving the information. Both E1D and Live911 enable deputies to self-dispatch to these in-progress, high-risk incidents as dispatchers collect additional information about the call, thus reducing our response time to emergency situations.

Patrol staff in each district also monitors the response times for their areas and tries to manage their shifts according to manpower, hotspots, traffic obstructions/construction sites, etc. Areas that are more spread out tend to have slightly longer response times because of the vast land mass of their district and time of travel. Since patrol deputies are not sitting in the office waiting on a call, it is easier for patrol staff to assign them to certain sectors or beats based on areas with higher call volume to reduce response time; however, this cannot be predicted precisely.

Water and Wastewater

The subject site is within the UGA where centralized utilities are available in coordination with urban-level services and intensities.

A. Estimated Demand

The property is a County-owned parcel. This site is a park and will not need water or wastewater services based upon the current and proposed Future Land Use designation. Furthermore, the use of the property is not changing with approval of this application, and utility demand is not going to increase or decrease based upon an approval.

For purposes of illustration, though, recreation at the existing intensity is allowable in RL; however, residential uses are not allowed in ROS. Single-family units are assumed to demand 360 gallons per day (GPD) of potable water and generate 270 GPD of wastewater. Based on the raw upland acreage of the County site (2.88 acres) and maximum residential density allowed in the RL (5 DU/AC), in theory this site could support up to 14 homes (5,040 GPD Potable Water/3,780 GPD Wastewater). This amendment will eliminate this possibility, though.

B. Available Capacity

The site is within Winter Haven's utility service area. A potable water line is available along the west side of Lake Cannon Drive. Capacity information from the city has not been provided. At any rate, connectivity to services is not warranted.

C. Planned Improvements

The County has no planned improvements contained in its Capital Improvement Plan for this area.

Roadways/Transportation Network

The Polk County Transportation Planning Organization (TPO) monitors traffic congestion on over 425 roadway segments (950 directional links). The Roadway Network Database contains current

traffic data for all arterial and collector roads and includes information on the current traffic volume and level-of-service for these major roads. The report identifies both daily and peak hour traffic volumes. Daily traffic volumes are reported in Annual Average Daily Traffic (AADT) – the typical traffic volume on a weekday over a 24-hour period. Peak hour traffic represents the highest hourly traffic volume for period between 4 – 7 p.m. It is reported as both a two-way volume and as directional volumes (east and west or north and south).

The peak hour traffic volumes are used to estimate the level-of-service for each roadway, in each direction. Level-of-service refers to the quality of traffic flow. It is the primary measure of traffic congestion. Level-of-service (LOS) is measured on a scale of ‘A’ to ‘F’ with LOS ‘A’ being the best (free-flow traffic) and LOS ‘F’ being the worst (severe traffic congestion).

A. Estimated Demand

The subject site has an existing park with recreation uses, which does not create a regular demand on traffic as some of the traffic demand is seasonal, as tourism and nearby special events might create a fluctuation in activity.

At any rate, the use of the property is not changing with approval of this application, and traffic demand is not going to increase or decrease based upon an approval. For purposes of illustration, though, recreation at the existing intensity is allowable in RL; however, residential uses are not allowed in ROS. Single-family units are assumed to demand 7.81 AADT and 1 Peak PM Trip per unit. Based on the raw upland acreage of this site (2.88 acres) and maximum residential density allowed in the RL (5 DU/AC), in theory this site could support up to 14 homes (109 AADT/14 Peak PM Trips). This amendment will eliminate this possibility, though.

B. Available Capacity

The nearest road tracked for concurrency by TPO is SR 544 to the north of the site. This is a state Principal Arterial roadway with ample capacity. This change will not bring added traffic demands.

Table 3, below, displays the generalized available capacity on the surrounding roadway network.

Table 3

Link #	Road Name	Current Level of Service (LOS)	Available Peak Hour Capacity	Minimum LOS Standard	5-Year Peak Hr. Projected LOS
6500 E	SR 544 (Havendale/Lucerne)	C	1,577	D	C
6500 W	From US 92 to 26 th Street NW	C	1,539	D	C

Source: Polk County Transportation Planning Organization Roadway Network Database 2023

C. Roadway Conditions

The subject site accesses West Lake Cannon Drive, with a direct driveway onto this road. This is a Local Residential roadway with 60 feet of right-of-way. There is approximately 35 feet of paved surface width.

D. Sidewalk Network

No sidewalks are located along the frontage of this site. A walking path is located within the park that connects to sidewalks along Boys Club Road and West Lake Cannon Drive. These sidewalks help connect the area to SR 544 to the north.

E. Mass Transit

Bus stops for the Citrus Connection's Purple Line 12 route from Lakeland to Winter Haven are located north of the site. No stops are found along the park.

F. Planned Improvements

The subject site is in the UGA. There are no planned improvements noted on the County's CIP.

Environmental Conditions

The Polk County Comprehensive Plan has a Conservation Element. Division 2.300 of the Comprehensive Plan mentions, "The goal, objectives, and policies of the Conservation Element are designed to protect the natural resources which make Polk County a special place while preventing degradation of the environment and allowing development and economic expansion to occur." There should be no serious environmental conditions that need to be addressed with this subject site.

A. Surface Water

This park is located on the western shore of Lake Cannon, a public waterbody that is approximately 332 acres. It is part of the Winter Haven Southern Chain of Lakes. The lake is connected by four canals to Lake Mirror, Lake Idylwild, Lake Howard, and Lake Blue. The Idylwild-Cannon Canal connects the lake to Lake Idylwild to the north. This waterbody is located within the Peace River - Peace Creek Canal Watershed. The lakes of the greater Winter Haven area are considered some of its most important natural assets. The utilization of these water bodies by visitors and residents alike have cemented their role as economic, social, and ecological resources.

This waterbody is impaired, according to the Florida Dept. of Environmental Protection's (FDEP) implementation of the Impaired Waters Rule (IWR). The FDEP evaluates whether waters meet their designated uses, which include aquatic life use support, primary contact and recreation use support, fish and shellfish consumption use support, and drinking water use support.

B. Wetlands/Floodplains

Wetlands and flood hazard areas are located along the shores of the lake.

C. Soils:

According to the soil survey by the United States Department of Agriculture the subject site is comprised of Ona Fine Sand. The Ona series consists of poorly drained, moderately permeable

soils that formed in thick sandy marine sediments. They are in the flatwood areas of central and southern Florida.

D. Protected Species

According to Polk County Protected Species Observation Maps, the subject site is not located within a one-mile radius of endangered animals. The site is not within a Polk Green district.

E. Archeological Resources

The subject site does not have historical or archeological resources onsite.

F. Wells (Public/Private)

The subject site is not located within a Wellhead Protection district.

G. Airports

The subject site is within the Winter Haven Municipal airport district. No development is being considered which would be affected by this district.

Economic Impact:

This County-initiated CPA is not intended to have an economic impact on the site. Lake Cannon Park will remain accessible to the public and will be managed for long-term recreation and preservation purposes.

Consistency with the Comprehensive Plan and Land Development Code

The following policies in Table 4 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. The policies reviewed are as follows:

- POLICY 2.102(A1-A15): Growth Management Policies
- POLICY 2.105: Urban Growth Area
- POLICY 2.117: Recreation Open Space

Table 4

Comprehensive Plan Policy	Consistency Analysis
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.	The area surrounding the subject site is comprised of single-family homes. The site accesses an Urban Collector road and will conserve the land for recreation.

Comprehensive Plan Policy	Consistency Analysis
<p>Policy 2.102-A2: Compatibility - Land shall be developed so that adjacent uses are compatible with each other.</p>	<p>The Comprehensive Plan permits ROS to be designated in the UGA areas. Recreation and open space areas are primarily sites and facilities which are accessible to the public, and which are oriented toward providing recreation services for the resident and the short and long-term visitor to Polk County.</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 park onsite is a low-impact use, designed for open space and recreational opportunities. It is in the UGA where utilities are located, though connections are not needed.</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 subject site is surrounded by existing residential development. It does not require public utilities. Emergency services are available to the site. The site provides recreational opportunities.</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. 	<p>The subject site is a developed public park with recreation facilities to serve nearby residents and tourists. The ROS designation recognizes these existing facilities.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.105-A3: LAND USE CATEGORIES – The following land use categories shall be permitted within UGAs, in accordance with applicable criteria</p> <ul style="list-style-type: none"> a. ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, and Employment Centers, High-Impact Commercial Centers shall be permitted within UGAs in accordance with applicable criteria. b. RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts shall be permitted within UGAs in accordance with applicable criteria. c. OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Professional Institutional, Office Centers, Leisure/Recreation, Institutional, Recreation and Open Space, Preservation. 	<p>The request is consistent with this policy. The change is from RL to ROS.</p>
<p>POLICY 2.117-A3: Location Criteria shall consider the following factors when determining the appropriateness of designating new Recreation and Open Space areas:</p> <ul style="list-style-type: none"> a. facilities meeting the recreation level-of-service standard (Policy 3.502-E2) and fulfilling the recreation and open space acquisition plan (Policies 3.502-E3, 3.502-E6, and 3.502-E9); b. satisfying resident and seasonal visitor/tourist recreation demand; c. impacts of the proposed uses on public facilities and services; d. vehicle access relative to the size and planned intensity of a proposed ROS district; e. distance to lake and river access, greenways, bicycle, pedestrian, and fixed route transit facilities, both existing and planned; and, f. the locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10. 	<p>The site has a County-operated park and boat ramp. This FLU designation is appropriate for the location, based upon the stated criteria.</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. Table 5 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Table 5 Urban Sprawl Criteria	
Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes	
Urban Sprawl Criteria	Where sections referenced in this report
<i>a. Promotes substantial amounts of low-density, low-intensity, or single use development in excess of demonstrated need.</i>	Summary of analysis
<i>b. Allows a significant amount of urban development to occur in rural areas.</i>	Summary of analysis
<i>c. Designates an urban development in radial, strip isolated, or ribbon patterns emanating from existing urban developments.</i>	Summary of analysis, surrounding Development, compatibility
<i>d. Fails to adequately protect and conserve natural resources and other significant natural systems.</i>	Summary of analysis, surrounding Development, compatibility
<i>e. Fails to adequately protect adjacent agricultural areas.</i>	Compatibility with Surrounding Land Uses
<i>f. Fails to maximize existing public facilities and services.</i>	Summary of Analysis, Infrastructure
<i>g. Fails to minimize the need for future facilities and services.</i>	Summary of Analysis, Infrastructure
<i>h. Allows development patterns that will disproportionately increase the cost of providing public facilities and services.</i>	Summary of Analysis, Infrastructure
<i>i. Fails to provide a clear separation between urban and rural uses.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
<i>j. Discourages infill development or redevelopment of existing neighborhoods.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
<i>k. Fails to encourage an attractive and functional mixture of land uses.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
<i>l. Will result in poor accessibility among linked or related land uses.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses
<i>m. Results in the loss of a significant amount of open space.</i>	Summary of Analysis, Compatibility with Surrounding Land Uses

Comments from other agencies: None

- Exhibit 1: Location Map
- Exhibit 2: Aerial Map 2023 (Context)
- Exhibit 3: Aerial Map 2023 (Close)
- Exhibit 4: Current Future Land Use Map
- Exhibit 5: Proposed Future Land Use Map



Location Map



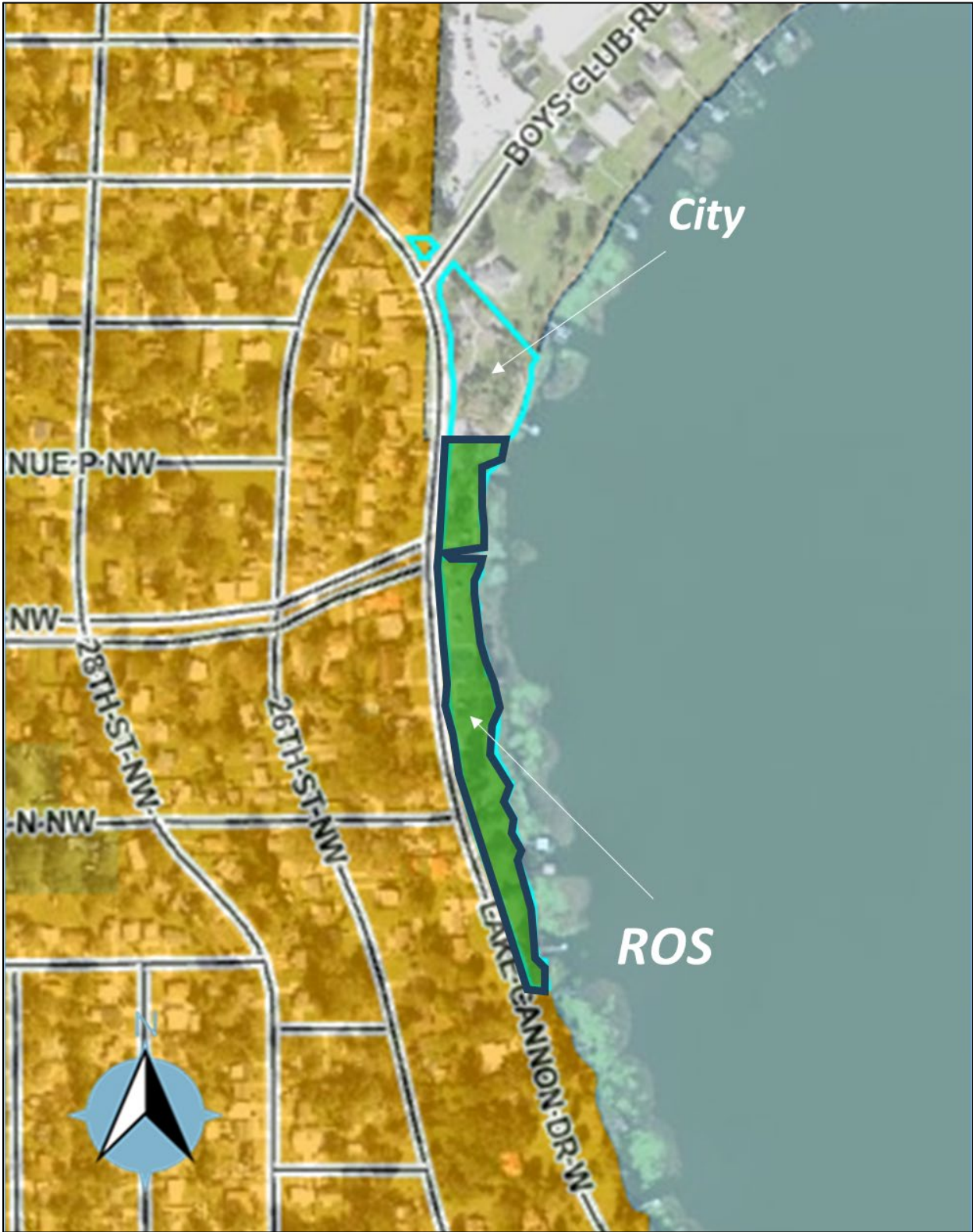
Aerial Map (Context)



Aerial Map (Close)



Current Future Land Use Residential Low-1 (RL-3)



Proposed Future Land Use
Recreation Open Space