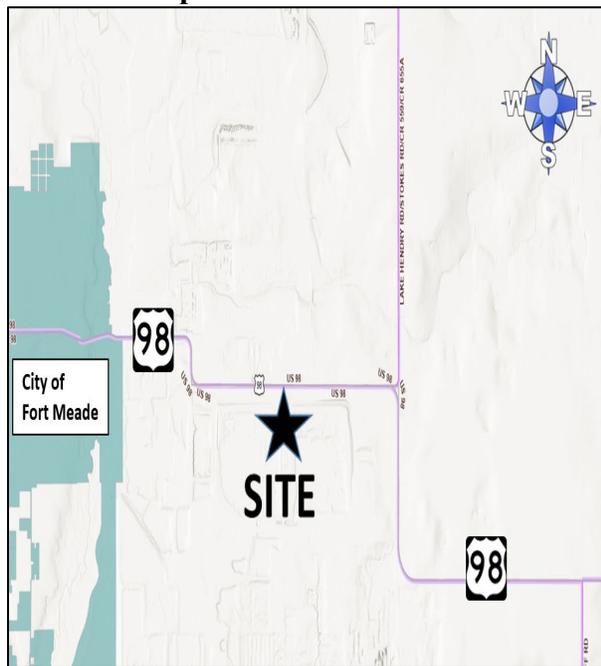


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

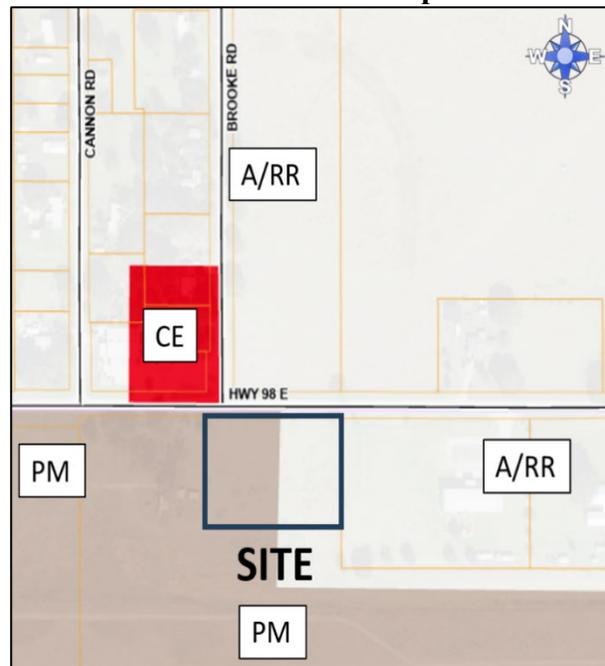
DRC Date: September 28, 2023	Level of Review: Level 4 Review
PC Date: March 6, 2024	Type: Small-Scale Comprehensive Plan Amendment
BoCC Date: May 21, 2024	Case Numbers: LDCPAS-2023-24
Applicant: Jeff Lazenby	Case Name: US 98 Commercial CPA
	Case Planner: Mark J. Bennett, AICP, FRA-RA, Senior Planner

Request:	Change the Future Land Use designation from Agricultural/Residential-Rural (A/RR) and Phosphate Mining (PM) to Rural Cluster Center (RCC).
Location:	South side of the US 98 and Brooke Road intersection, 2 miles east of the City of Fort Meade in Section 29, Township 30, Range 27
Property Owners:	Sun Grown Citrus LLC
Parcel Size (Number):	1.69 acres (portion of parcel 263232-000000-031030)
Future Land Use:	Phosphate Mining (PM)/Agricultural/Residential-Rural (A/RR)
Development Area:	Rural Development Area (RDA)
Nearest Municipality:	Fort Meade
DRC Recommendation:	Approval
Planning Commission Vote:	Pending
Public Comment:	Pending
Florida Commerce:	N/A

Location Map



Current Future Land Use Map



Summary

The applicant seeks a change to the Comprehensive Plan Future Land Use Map from Agricultural/Residential-Rural (A/RR) and Phosphate Mining (PM) to Rural Cluster Center (RCC), within the Rural Development Area, on approximately 1.69 acres. The case is based on a recent RCC policy text change (LDCPAL-2023-9) that was heard by the Planning Commission on January 3rd, 2024. On April 16, 2024, the Board of County Commissioners approved this amendment.

Compatibility Summary

The proposed request is for a Rural Cluster Center (RCC). If approved, this means that a RCC designation will be placed on the property. Although this site is undeveloped, there are adjacent non-residential uses (convenience store with gas and a religious institution) on nearby parcels. Additionally, there is residential development along Brooke Road, with more residences further north as Brooke Road merges into becomes Lake Hendry Road. Because of the surrounding adjacent uses, the designation of this site as an RCC should be compatible with the surrounding area.

Infrastructure Summary

The subject site will use a private well and septic tank. There is sufficient roadway capacity. Public safety facilities and services are available.

Environmental Summary

There are no wetlands or floodplains on the site and the soils are adequate for development.

Comprehensive Plan

Listed below are the relevant sections of the Comprehensive Plan that are applicable to this request:

- Policy 2.102(A1-A15): Growth Management Policies
- Policy 2.108(A1-A6): Rural Development Area
- Policy 2.110(A1-A4): Rural Cluster Centers

Findings of Fact

Request and Legal Status

- This is an applicant-initiated request for a Small-Scale Map Amendment to change property from Agricultural/Residential-Rural (A/RR) and Phosphate Mining (PM) to Rural Cluster Center (RCC) on approximately 1.69 acres.
- The subject site is within the Rural Development Area (RDA).
- The Agricultural/Residential-Rural (A/RR) Future Land Use District permits a maximum density of one (1) unit per five acres.

- The Phosphate Mining (PM) Future Land Use District is for phosphate mining operations, phosphate mining support facilities, and other uses that are compatible with and related to phosphate mining and its allied uses.
- A Rural-Cluster Center (RCC), as described in Policy 2.110-B1, Characteristics, serves as a focus for the rural community and generally contains public services, such as fire stations and schools, and retail-commercial uses at a level to serve the surrounding population.
- There is a Comprehensive Plan text amendment (LDCPAL-2023-9) that includes changes to the RCC policies. This amendment was heard by the Planning Commission on January 3rd, 2024. The transmittal hearing for this amendment is scheduled to appear before the County Commission on February 20th, with the adoption hearing currently scheduled for April 16th, 2024.
- The Brooke Road/US 98 intersection already contains non-residential uses, such as a convenience store/gas station and a religious institution. Establishing an RCC land use district in this area is consistent with the surrounding uses and development trends in the immediate area.

Compatibility

- The existing uses surrounding the site are:
 - North – Vacant (Open Pasture)
 - West – A mixture of woodlands and open pasture with an accessory structure, storage of agricultural equipment
 - East – Religious Institution
 - South – Open Pasture
- Brooke Road extends north from the subject site and merges into Lake Hendry Road, which then curves to the west and intersects with US 17 in Homeland. Within 3.83 miles of the site there are approximately 100 homes fronting along Brooke Road/Lake Hendry Road.

Infrastructure

- The zoned schools for the site are Lewis Anna Woodbury Elementary and Fort Meade Middle/High School High.
- Fire response to the subject property is from Polk County Fire Rescue Station 10, located at 1235 9th St NE N, Fort Meade, 33841. The estimated travel time is seven (7) minutes.
- Ambulance response is from Polk County Fire Rescue Station 10, located at 1235 9th St NE N, Fort Meade, 33841. The estimated travel time is seven (7) minutes.
- The subject site is within the Sheriff Department’s Southeast District. The Southeast District Office is located at 4120 US 98 South, Lakeland.
- Centralized potable water and sanitary sewer service is not available.
- The site is at the US 98/Brooke Road intersection. Brooke Road (Road No. 126903) is a paved rural minor collector with a 24-foot surface width.

- The nearest monitored link for concurrency is US 98. This Principal Arterial has a standard Level of Service (LOS) of “C” and a current LOS of “B”. There is available capacity.
- There is no transit service available to this site.
- No sidewalks are located at or near this site.
- There are limited parks near the site, due to its location in a rural area. There is an outdoor recreation area owned by the City of Fort Meade, and the County-operated Lake Buffum boat ramp within 3 to 5 miles of the site.

Environmental

- The property has a slight variation in topography, with elevations between 122 to 126 feet.
- There are no wetlands and floodplains on the site. However, there is a Zone “A” floodplain (undetermined elevation) south of the site.
- The soil types for this site are Fort Meade sand and Hydraquents soil.
- According to the Protected Species Observations Data (Source: Florida Fish & Wildlife Conservation Commission), the site is not within a one-mile buffer zone for observations of Animals and Eagle Nests.
- According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File.
- The subject site is not located on or near a Wellfield-Protection District. There is not a well on the site.
- The site is not in an Airport Impact District.

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 2.108-A1: DESCRIPTION** - Rural-Development Areas (RDAs) shall be all unincorporated areas within the County that are not located within a Transit Supportive Development Area, Urban-Growth Area, Suburban-Development Area, or Utility-Enclave Area. Development in these areas is characterized by large open areas, agricultural use, with scattered development and rural centers. Services are limited and mostly found in the rural centers and clustered developments.
 - **POLICY 2.108-A3: LAND USE CATEGORIES** - The following land use categories shall be permitted within Rural-Development Areas:
 - a. **ACTIVITY CENTERS:** Rural-Cluster Centers, and Tourism Commercial Centers shall be permitted within RDAs in accordance with applicable criteria.
 - b. **RESIDENTIAL:** Rural Residential Districts (Section 2.121) and Rural Cluster Center (RCC) shall be permitted within RDA's in accordance with applicable criteria.
 - c. **OTHER:** Linear Commercial Corridors, Commercial Enclaves, Industrial, Agri-related Business-Park Centers, Office Centers, Phosphate Mining, Leisure/Recreation, Agricultural/Residential-Rural, Recreation and Open Space, Preservation, Institutional.

Note: Some land use categories are only allowed in adopted Selected Area Plans, special areas or neighborhood plans as specified in Section 2.109.

- **POLICY 2.108-A5: DEVELOPMENT CRITERIA** - Development within RDAs shall be guided by the following criteria:
 - a. The detailed criteria listed for each land use category permitted within the Rural-Development Area;
 - b. Elementary, middle and high schools and other community facilities and essential services will be allowed as conditional use, in accordance with the guidelines of the County's Land Development Code; and
 - c. Be designed to facilitate the provision of public safety services (i.e., fire, EMS and law enforcement).
- **OBJECTIVE 2.110-B: RURAL-CLUSTER CENTERS** - **The Polk County Plan shall provide locations within the Rural-Development Area for the placement of retail and service establishments to accommodate the daily-shopping needs of rural residents through:**
 - a. **the designation and mapping of Rural-Cluster Centers on the Future Land Use Map Series; and**

b. the establishment of criteria applicable to the location and development of land within Rural-Cluster Centers.

- POLICY 2.110-B1: CHARACTERISTICS - A Rural-Cluster Center serves as a focus for the rural community and generally contains public services, such as fire stations and schools, and retail-commercial uses at a level to serve the surrounding population.
- POLICY 2.110-B2: DESIGNATION AND MAPPING - Rural-Cluster Centers shall be designated and mapped on the Future Land Use Map Series for those clusters of residential parcels located within the "Rural-Development Area" of the County, which also have a concentration of non-residential uses located within the immediate area. These centers shall be shown on the Future Land Use Map Series as "Rural-Cluster Center" (RCC).
- POLICY 2.110-B3: LOCATION CRITERIA - The establishment of new RCCs shall be located at the intersections of arterial and/or collector roads and shall be guided by the criteria established within Section 2.110-K Activity Center Establishment.
- POLICY 2.110-B4: DEVELOPMENT CRITERIA - Development within Rural-Cluster Centers shall conform to the following standards:
 - a. Residential development within the Rural-Cluster Center shall be permitted at a density of up to two dwelling units per acre (2 DU/AC).
 - b. Non-residential development shall be permitted within a Rural Cluster as follows:
 1. Commercial uses shall be limited to an intensity and scale necessary to provide the immediate rural population with retail and personal services. Such determination should be based on the market-area radius and minimum population support criteria established for Convenience, Neighborhood, or Community Activity Centers. The maximum floor area ratio shall not exceed 0.30.
 2. Non-residential uses should be concentrated at the center of the cluster, with direct access to a collector or arterial intersection.
 3. Typical non-residential uses are grocery, pharmacy, medical offices, and personal services.
 4. The amount of non-residential uses for any cluster shall be based on the location and minimum population support criteria established for the applicable Activity Center.
 - c. Farmworker housing under specific design parameters listed in the Land Development Code not to exceed an intensity of sixteen (16) workers per acre.

The proposed policy changes to the Rural Cluster Center policies, as contained in the recently adopted Comprehensive Plan text amendment (LDCPAL-2023-9 are listed below:

- POLICY 2.110-B1: CHARACTERISTICS – At the adoption of the Comprehensive Plan in 1991 the Rural-Cluster Center (RCC) was to serve serves as a focus for the County’s rural communities community and was to generally contains public services, such as fire stations and schools, and retail-commercial uses at a level to serve the surrounding population that may or may not be included in the RCC. As rural uses have changed since the Comprehensive Plan adoption, there is a need based on the County’s seasonal population and more trips on the County’s regional roads to allow commercial nodes of RCC separate from the historical RCC communities designated at the time of the initial adoption of the Comprehensive Plan, including, but not limited to Alturas, Babson Park, Bowling Green, Bradley Junction, Crooked Lake Park, and Homeland. One commercial node of RCC exists at the intersection of Boy Scout Road and SR 60. This node does not include any residential. It is intended to allow some additional commercial nodes of RCC without any initial residential consistent with the location criteria listed in Policy 2.110-B3 at the time of application for a Future Land Use Map amendment.
- POLICY 2.110-B2: DESIGNATION AND MAPPING - Rural-Cluster Centers shall be designated and mapped on the Future Land Use Map Series for those clusters of residential parcels located within the "Rural-Development Area" of the County, which also have a concentration of non-residential uses located within the immediate area. These centers shall be shown on the Future Land Use Map Series as "Rural-Cluster Center" (RCC). RCCs can also be designated for commercial nodes without any initial residential to serve a surrounding existing, tourist, or seasonal population in A/RR areas with significant traffic counts on the fronting roadways.
- POLICY 2.110-B3: LOCATION CRITERIA - The establishment of new RCCs intended for both residential and commercial uses shall be located at the intersections of arterial and/or collector roads and shall be guided by the criteria established within Section 2.110-K Activity Center Establishment. The establishment of new RCCs, subject to Section 2.110-K, intended for rural commercial-support activity, shall be located at:
 1. the intersections of arterial and/or collector roads whereby the intersection is central to seasonal, tourist, migratory population, or permanent residential population vehicle trips, this may include “t” intersections with safe access creating the appearance of a full intersection; or
 2. on an intersection of arterials and collector roads that serve as part of the main vehicle trip route for clusters of neighborhoods and in areas with 2,500 people in a three (3) mile radius.
 3. Not within 3 miles of another Activity Center or other RCC;
 4. Can be at the same intersection with a developed CE;
 5. The expansion of these isolated commercial nodes, in situations when the 80% developed standard cannot be met may be permitted according to the following:

- a. Up to the size of a Neighborhood Activity Center (NAC) with an Activity Center Plan (ACP) to be incorporated into Appendix E of the Land Development Code.
 - b. To ensure the increase of the node on as many corners as possible, and to ensure consistency with Policy 2.110-A5.
- POLICY 2.110-B4: DEVELOPMENT CRITERIA - Development within Rural-Cluster Centers shall conform to the following standards:
 - a. Residential development within the Rural-Cluster Center shall be permitted at a density of up to two dwelling units per acre (2 DU/AC).
 - b. Non-residential development in the RCCs within the communities listed in Policy 2.110-B1, shall be permitted within a Rural Cluster as follows:
 1. Commercial uses shall be limited to an intensity and scale necessary to provide the immediate rural population with retail and personal services. Such determination should be based on the market-area radius and minimum population support criteria established for Convenience, Neighborhood, or Community Activity Centers. The maximum floor area ratio shall not exceed 0.30.
 2. Non-residential uses should be concentrated at the center of the cluster, with direct access to a collector or arterial intersection.
 3. Typical non-residential uses are grocery, pharmacy, medical offices, and personal services.
 4. The amount of non-residential uses for any cluster shall be based on the location and minimum population support criteria established for the applicable Activity Center.
 - c. Farmworker housing under specific design parameters listed in the Land Development Code not to exceed an intensity of sixteen (16) workers per acre.

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCPAS 2023-24**.

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 identifies the Future Land Use (FLU) designations and the existing uses surrounding the subject site that are immediately adjacent.

Table 1 Surrounding Uses

Northwest: CE Convenience store with gas	North: A/RR Vacant (Open Pasture)	Northeast: A/RR Vacant
West: PM Woodlands and open pasture with and an accessory structure agricultural equipment storage	Subject Property: PM, A/RR Vacant	East: A/RR Religious Institution
Southwest: PM Pasture formerly mined land	South: PM Pasture (formerly mined land)	Southeast: PM Pasture, formerly mined land
<i>Source: Polk County Property Appraiser, GIS Data Viewer and Staff Site Visit</i>		

Compatibility with the Surrounding Uses

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

For this site, the request is compatible because there are existing non-residential uses (convenience store with gas and a religious institution) in close proximity. The designation of this site as an RCC, combined with the other non-residential uses in the immediate area, effectively functions as an activity center to serve the needs of residents in the area. The site’s location at the Brooke Road and US 98 intersection supports the Comprehensive Plan’s activity-center framework, and the request’s compatibility with the area. Lastly, there are numerous residential uses along and adjacent to Brooke Road, and Lake Hendry Road northward from the site. For these reasons, this request is compatible with the existing uses in the area.

A. Land Uses

Rural Development Areas (RDAs) shall be all unincorporated areas within the County that are not located within a Transit Supportive Development Area, Urban-Growth Area, Suburban-

Development Area, or Utility-Enclave Area. Development in these areas is characterized by large open areas, agricultural use, with scattered development and rural centers. Services are limited and mostly found in the rural centers and clustered developments.

The proposed request is for a Rural Cluster Center (RCC). This land use designation is intended to provide locations within the Rural-Development Area for the placement of retail and service establishments to accommodate the daily-shopping needs of rural residents.

B. Infrastructure

According to Comprehensive Plan 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.”

This property is surrounded by primarily by vacant, undeveloped, or agricultural land. A convenience store with gas service (Fowler’s Grocery) is northwest of the site, The New Beginning Church of God, a religious institution, is east of the site. The site is in the RDA, where connection to centralized potable water and wastewater is not required. The proposed development will have direct ingress and egress onto US 98 and Brooke Road.

Nearest Elementary, Middle, and High School

The schools zoned for the subject property are the zoned schools listed in Table 2 below. Because the request is for a non-residential use, the request is not expected to negatively impact school concurrency.

Table 2: School Information

School	Annual Estimated Demand	Average driving distance from subject site
Lewis Anna Woodbury Elementary	0	4.3 miles to the west
Fort Meade Middle/High School High	0	3.5 miles to the northwest

Source: Polk County School Board website

Nearest Sheriff, Fire, and EMS Station

Table 3 below displays that the nearest Sheriff District office and Fire/EMS stations. 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. The distance of the fire station is under four (4) miles which ensures a reasonable response time. The Sheriff’s office response time is just over 11 minutes for emergency calls.

Table 3 Public Safety Information

	Name of Station	Distance Response Time*
Sheriff	Southwest District - 4120 US 98 South, Lakeland	Priority 1 – 11:15 Priority 2 – 23:01
Fire	Polk County Fire Rescue Station 10 (Fort Meade), located at 1235 9th St NE N, Fort Meade, FL 33841	3.5 miles, 7 minutes
EMS	Polk County Fire Rescue Station 10 (Fort Meade), located at 1235 9th St NE N, Fort Meade, FL 33841	3.5 miles, 7 minutes

Source: Polk County Sheriff's Office & Polk County Fire Rescue. Response times for September 2023.

Fire response to the subject property is provided by the County. The nearest fire station is the Fort Meade Station, located at 1235 9th Street North, Fort Meade. The estimated travel time is seven (7) minutes.

Ambulance response is from Polk County Fire Rescue Station 10, located at located at 1235 9th Street North, Fort Meade. The estimated travel time is seven (7) minutes.

Water and Wastewater

The proposed Comprehensive Plan Amendment will not have an impact on potable water and sanitary sewer systems due to the proposed use of a private well and septic tank on the site.

A. Estimated Demand

It is not anticipated that development on the property under the proposed land use designation will negatively impact the minimum LOS for the existing facilities. The analysis is based on an estimate of 22,085 square feet (SF) of commercial uses. This number is derived from the maximum floor area ratio (FAR) of .30 for the 1.69-acre site.

The project application indicates that a 10,640 SF commercial retail store will be placed on the site, and that approximately 360 gallons per day (GPD) of water usage and 270 GPD of sewage will be generated by this project. However, a worst-case analysis is done to determine the maximum possible impact.

Table 4 Estimated Water and Sewer Impact Analysis

Proposed Use: 22,085 square feet of retail (based on maximum FAR or .30 for a 1.69-acre site).	Estimated Impact Analysis <i>Development Area: RDA</i>	
	Current Land Use designation A/RR & PM	Proposed Land Use Designation RCC
Permitted Density/Maximum Number of DU, Maximum Use	1 single-family residence (DU)	22,085 square feet (SF)
Potable Water Consumption	360 GPD/DU * 1 DU = 360 GPD	22,085 SF * .22 GPD/SF = 4,859 GPD
Wastewater Generation	270 GPD/DU * 1DU = 270 GPD	22,085 SF * .165 GPD/SF = 3,644 GPD

GPD – Gallons Per Day;

.30 GPD/SF rate for Water & .225 GPD/SF rate for sewer is based on retail (midsize and big box) use

Source: Polk County Concurrency Manual and Polk County Utilities

B. Available Capacity:

The subject site will use a proposed private well and septic tank, so it will not affect the capacity of any public water and wastewater services.

C. Planned Improvements:

No information is known at this time for planned improvements to the local utilities.

Roadways/Transportation Network

The proposed Comprehensive Plan Amendment is not anticipated to affect surrounding roadways or transportation network. The Amendment will not change the LOS below the minimum established standards.

The site is at the US 98/Brooke Road intersection. Brooke Road (Road No. 126903) is a paved rural minor collector with a 24-foot surface width.

A. Estimated Demand

Table 5, following this paragraph, shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate. The analysis is based on an estimate of 22,085 square feet (SF) of commercial uses. This number is derived from the maximum floor area ratio (FAR) of .30 for the 1.69-acre site.

The project application indicates that a 10,640 SF commercial retail store will be placed on the site, and that approximately 389 daily trips and 53 peak hour trips will be generated by this project. However, a worst-case analysis is done to determine the maximum possible impact.

Table 5 Estimated Transportation Impact Analysis

Proposed Use: 22,085 square feet of retail (based on maximum FAR or .30 for a 1.69-acre site).	Estimated Impact Analysis (Agricultural/Residential-Rural & Phosphate Mining/ Rural Cluster Center) <i>Development Area: RDA</i>	
	Current Land Use designation A/RR & PM	Maximum Permitted in Proposed RCC
	one single-family unit (DU)	22,085 square feet (SF)
Average Annual Daily Trips (AADT)	1 DU * 7.60 trips/unit = 8 AADT	22,085 SF @ 44.72 AADT/1,000 SF = 987.64 = 988 AADT
PM Peak Hour Trips	1 DU * 1 peak hour trip = 1 Peak Hour Trip	22,085 sf @ 4.86 AADT/1,000 sf = 107.33 = 108 Peak Hour Trips

Source: Table 1, For Minor Traffic Study, Polk County Minor Traffic Study Application ITE Code 210/Local Data (Single-Family Detached Housing) – Daily Trip Rate of 7.60 trips and a peak hour trip rate of 1 trip; ITE 815 (Free Standing Discount Store) – 44.72 trips and a peak hour trip rate of 4.86 trips.

B. Available Capacity

The roads surrounding the subject site all have sufficient capacity available for full build out of the subject site. The Polk Transportation Planning Organization (TPO) monitors certain roadways

based on maximum approved traffic in comparison to current vehicle trips to determine what capacity is available.

The property is accessed via US 98. This road is a Principal Arterial, and is monitored for concurrency, The segment length is 6.5 miles, and extends from Edgewood Drive North (in Fort Meade) to Avon Park Cutoff Road. The road has an adopted Level of Service (LOS) standard of “C” and a current LOS of “B”. The table following this paragraph demonstrates that 586 vehicle trips are available in the westbound direction and 577 trips in the eastbound direction.

Table 6 Road Capacity

Link # Direction		Road Name	Current LOS	Available Capacity	Minimum LOS Standard	5-Year Projected LOS
5401	North	US 98 (from Avon Park Cutoff Road to Edgewood Drive North)	B	586	C	B
5401	South		B	577	C	B

Source: 2023 Polk County Roadway Network Database

C. Roadway Conditions

Brooke Road has a Pavement Condition Index (PCI) rating of “Fair”. This road has drainage swales, with no curbs.

D. Sidewalk Network

There are no sidewalks on the site nor in the immediate vicinity.

E. Planned Improvements:

There are no planned improvements with the immediate area of the site. The US 98 John Singletary Bridge, which crosses the Peace River, is currently under construction.

F. Mass Transit

There are no transit routes that serve this site. The closest route (Route 25) is along US 98 between Fort Meade and Bartow.

Park Facilities and Environmental Lands

There are limited park facilities near this site, due to the rural character of the area. The closest County-operated facility is the Lake Buffum Boat Ramp. The Fort Meade Outdoor Recreation Area is west of the site, within the City of Fort Meade.

A. Location:

The Lake Buffum Boat Ramp is on Doc Lindsey Road, 4.75 miles northeast of the site. The Fort Meade Outdoor Recreation Park, located 2.35 miles directly west of the site, is in the City of Fort Meade.

B. Services:

The Lake Buffum Boat Ramp site contains just the ramp. No information was available on the City’s website about the services provided at the Fort Meade Outdoor Recreation Park.

C. Multi-use Trails:

There are no multi-use trails near this property.

D. Environmental Lands:

There are two environmental land tracts in the immediate area near this site. The Bowlegs Creek property, owned by the State, is 2.3 miles south of the site. The Lake Buffum Wildlife Refuge, owned by the Green Horizons Land Trust, is 4.25 miles northeast of the site.

Environmental Conditions

The site has adequate soils, and no known archeological or historical artifacts or structures. There are no wetlands or floodplains on the site.

A. Surface Water:

There are no surface waters on or near the site.

The property has a slight variation in topography, with elevations between 122 to 126 feet. Generally, the site slope downward to the north, with is slight depression in the middle of the site, along the western property line, which drops to 122 feet.

B. Wetlands/Floodplains:

There are no wetlands and floodplains on the site, although there a Floodplain one “A” south of the site.

C. Soils:

The subject site consists of the Fort Meade sand and Hydraquents soils Sands as listed in Table 7 following this paragraph.

Table 7 Soils

Soil Name	Septic Tank Absorption Field Limitations	Limitations to Dwellings w/o Basements	% of Site (approximate)
Fort Meade sand	Slight	Severe, wetness	79%
Hydraquents	Severe; ponding, perc slowly	Severe, ponding, shrink-swell	21%

Source: 1985 Soil Survey of Polk County, Florida, Applicant’s Impact Assessment Statement

According to the Soil Survey of Polk County, Fort Meade sand has ”severe” limitations for dwellings due to wetness, and “slight” limitations for septic tank absorption fields. Hydraquents soil has “severe” limitations for buildings due to ponding and shrink-swell effects, and “severe”

limitations for septic tanks usage due to ponding and slow percolation rates. The addition of suitable topsoil or some form of surfacing can reduce or overcome these limitations.

D. Protected Species

According to the Protected Species Observations Data (Source: Florida Fish & Wildlife Conservation Commission), this site is not within a one-mile buffer radius zone for observations of Animals and Eagle Nests. No protected species or habitats were observed during the site visit.

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.

F. Wells (Public/Private)

The subject site is not located on a wellfield. The nearest Wellhead Protection Zone for a public well is 3.6 miles west of the site.

G. Airports:

The site is not within an Airport-Impact District. The closest aviation related facility based on the Airport-Impact District Map, is the Waters Heliport. It is a private heliport, and is located south of Lake Buffum, about 8 miles northeast of the site. According to Google Maps, the Villa Char Mar private airport is also located south of Lake Buffum, 6 miles northeast of the site. Because of the distance from the site to these facilities, this amendment should not have an adverse impact upon aviation activities.

Economic Factors

Construction of buildings in either land use creates temporary jobs. The RCC designation has the potential to create permanent jobs by creating locations for businesses. New business activity will need more goods and services, thereby generating more economic activity.

Consistency with the Comprehensive Plan

Many policies within the Comprehensive Plan are reviewed for consistency with an application. The most relevant policies for the proposed request are included in this section. The policy is first stated and then an analysis of how the request is provided to state that it may or may not be consistent with the Comprehensive Plan. How the request is **consistent** with the Comprehensive Plan is listed below:

Table 8 Comprehensive Plan

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses;	Some adjacent properties are developed with non-residential uses.

Comprehensive Plan Policy	Consistency Analysis
<p>b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use;</p> <p>c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.</p>	
<p>POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing Communities.</p>	
<p>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 Brooke Road/ US 98 intersection already contains non-residential uses, such as a convenience store/gas station and a religious institution. Establishing an RCC land use district in this area is consistent with the surrounding uses and development trends in the immediate area.</p>
<p>POLICY 2.102-A10: LOCATION CRITERIA - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:</p> <ul style="list-style-type: none"> a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided; b. nearness to agriculture-production areas; c. distance from populated areas; d. economic issues, such as minimum population support and market-area radius (where applicable); e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to: <ul style="list-style-type: none"> 1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways; 2. sanitary sewer and potable water service; 3. storm-water management; 4. solid waste collection and disposal; 5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment; 6. emergency medical service (EMS) provisions; and 7. other public safety features such as law enforcement; 8. schools and other educational facilities 9. parks, open spaces, civic areas and other community facilities, f. environmental factors, including, but not limited to: <ul style="list-style-type: none"> 1. environmental sensitivity of the property and adjacent property; 2. surface water features, including drainage patterns, basin characteristics, and flood hazards; 	<p>The applicant has provided support documentation for population support and market-area radius.</p> <p>The site is located at a “t” intersection, which is an appropriate location for a non-residential use.</p> <p>Fire protection and EMS service is available approximately 3 miles to the west of the site.</p> <p>The non-residential use should not create demand on schools and parks.</p> <p>There are no known environmental factors that would be impacted due to development of this site.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>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.</p>	
<p>POLICY 2.108-A1: DESCRIPTION - Rural-Development Areas (RDA) shall be all unincorporated areas within the County that are not located within a Transit Supportive Development Area, Urban-Growth Area, Suburban-Development Area, or Utility-Enclave Area. Development in these areas is characterized by large open areas, agricultural use, with scattered development and rural centers. Services are limited and mostly found in the rural centers and clustered developments.</p>	<p>The proposed request for a Rural Cluster Center land use designation is within the RDA.</p>
<p>POLICY 2.108-A3: LAND USE CATEGORIES - The following land use categories shall be permitted within Rural-Development Areas:</p> <p>a. ACTIVITY CENTERS: Rural-Cluster Centers, and Tourism Commercial Centers shall be permitted within RDAs in accordance with applicable criteria.</p> <p>b. RESIDENTIAL: Rural Residential Districts (Section 2.121) and Rural Cluster Center (RCC) shall be permitted within RDA's in accordance with applicable criteria.</p> <p>c. OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Agri-related Business-Park Centers, Office Centers, Phosphate Mining, Leisure/Recreation, Agricultural/Residential-Rural, Recreation and Open Space, Preservation, Institutional.</p> <p>Note: Some land use categories are only allowed in adopted Selected Area Plans, special areas or neighborhood plans as specified in Section 2.109.</p>	<p>The Rural Cluster Center land use category is permitted in the Rural Development Area.</p>
<p>POLICY 2.108-A5: DEVELOPMENT CRITERIA - Development within RDAs shall be guided by the following criteria:</p>	

Comprehensive Plan Policy	Consistency Analysis
<ol style="list-style-type: none"> 1. The detailed criteria listed for each land use category permitted within the Rural-Development Area; 2. Elementary, middle and high schools and other community facilities and essential services will be allowed as conditional use, in accordance with the guidelines of the County's Land Development Code; and 3. Be designed to facilitate the provision of public safety services (i.e., fire, EMS and law enforcement). 	

In addition to the policies currently in the Comprehensive Plan, this application has been reviewed for consistency with proposed changes to policies for Rural Cluster Centers (see Exhibit 7). Listed in the table are the proposed policies, and how the proposed request complies with the policy changes.

PROPOSED CHANGES: (shown in underline)

<p><u>POLICY 2.110-B1: CHARACTERISTICS – At the adoption of the Comprehensive Plan in 1991 the Rural-Cluster Center (RCC) was to serve serves as a focus for the County’s rural communities community and was to generally contains public services, such as fire stations and schools, and retail-commercial uses at a level to serve the surrounding population that may or may not be included in the RCC. As rural uses have changed since the Comprehensive Plan adoption, there is a need based on the County’s seasonal population and more trips on the County’s regional roads to allow commercial nodes of RCC separate from the historical RCC communities designated at the time of the initial adoption of the Comprehensive Plan, including, but not limited to Alturas, Babson Park, Bowling Green, Bradley Junction, Crooked Lake Park, and Homeland. One commercial node of RCC exists at the intersection of Boy Scout Road and SR 60. This node does not include any residential. It is intended to allow some additional commercial nodes of RCC without any initial residential consistent with the location criteria listed in Policy 2.110-B3 at the time of application for a Future Land Use Map amendment.</u></p>	<p>This request is consistent with the revised policy in that it will be an additional commercial node of RCC without any initial residential.</p>
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<p><u>POLICY 2.110-B2: DESIGNATION AND MAPPING</u> - Rural-Cluster Centers shall be designated and mapped on the Future Land Use Map Series for those clusters of residential parcels located within the "Rural-Development Area" of the County, which also have a concentration of non-residential uses located within the immediate area. These centers shall be shown on the Future Land Use Map Series as "Rural-Cluster Center" (RCC). RCCs can also be designated for <u>commercial nodes without any initial residential to serve a surrounding existing, tourist, or seasonal population in A/RR areas with significant traffic counts on the fronting roadways.</u></p>	<p>This request is consistent with the revised policy because it will become part of a concentration of non-residential uses within the immediate area (that being the convenience store with gas, and the church). This request will also be consistent with the revised policy because it will be part of a commercial node without any initial residential that will service the existing population in the surrounding A/RR area, plus traffic on US 98.</p>
<p><u>POLICY 2.110-B3: LOCATION CRITERIA</u> - The establishment of new RCCs intended for both residential and commercial uses shall be located at the intersections of arterial and/or collector roads and shall be guided by the criteria established within Section 2.110-K Activity Center Establishment. <u>The establishment of new RCCs, subject to Section 2.110-K, intended for rural commercial-support activity, shall be located at:</u></p> <ol style="list-style-type: none"> 6. <u>the intersections of arterial and/or collector roads whereby the intersection is central to seasonal, tourist, migratory population, or permanent residential population vehicle trips, this may include "t" intersections with safe access creating the appearance of a full intersection; or</u> 7. <u>on an intersection of arterials and collector roads that serve as part of the main vehicle trip route for clusters of neighborhoods and in areas with 2,500 people in a three (3) mile radius.</u> 8. <u>Not within 3 miles of another Activity Center or other RCC;</u> 9. <u>Can be at the same intersection with a developed CE;</u> 10. <u>The expansion of these isolated commercial nodes, in situations when the 80% developed standard cannot be met may be permitted according to the following:</u> 	<p>The applicant has submitted demographic data and information about surrounding stores showing that there 3,615 persons within 3 miles of this site, and that the nearest convenience-level shopping is located 3.5 miles west and 10.5 miles east of the site.</p>

<ul style="list-style-type: none"> a. <u>Up to the size of a Neighborhood Activity Center (NAC) with an Activity Center Plan (ACP) to be incorporated into Appendix E of the Land Development Code.</u> b. <u>To ensure the increase of the node on as many corners as possible, and to ensure consistency with Policy 2.110-A5.</u> 	
<p><u>POLICY 2.110-B4: DEVELOPMENT CRITERIA</u> - Development within Rural-Cluster Centers shall conform to the following standards:</p> <ul style="list-style-type: none"> a. Residential development within the Rural-Cluster Center shall be permitted at a density of up to two dwelling units per acre (2 DU/AC). b. Non-residential development in the RCCs <u>within the communities listed in Policy 2.110-B1</u>, shall be permitted within a Rural Cluster as follows: <ul style="list-style-type: none"> 1. Commercial uses shall be limited to an intensity and scale necessary to provide the immediate rural population with retail and personal services. Such determination should be based on the market-area radius and minimum population support criteria established for Convenience, Neighborhood, or Community Activity Centers. The maximum floor area ratio shall not exceed 0.30. 2. Non-residential uses should be concentrated at the center of the cluster, with direct access to a collector or arterial intersection. 3. Typical non-residential uses are grocery, pharmacy, medical offices, and personal services. 4. The amount of non-residential uses for any cluster shall be based on the location and minimum population support criteria established for the applicable Activity Center. c. Farmworker housing under specific design parameters listed in the Land Development Code 	<p>Not applicable, as the proposed change to this policy is not relevant to request.</p>

not to exceed an intensity of sixteen (16) workers per acre.	
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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 and it is permitted in the designated area. Table 9 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Table 9 Urban Sprawl Criteria

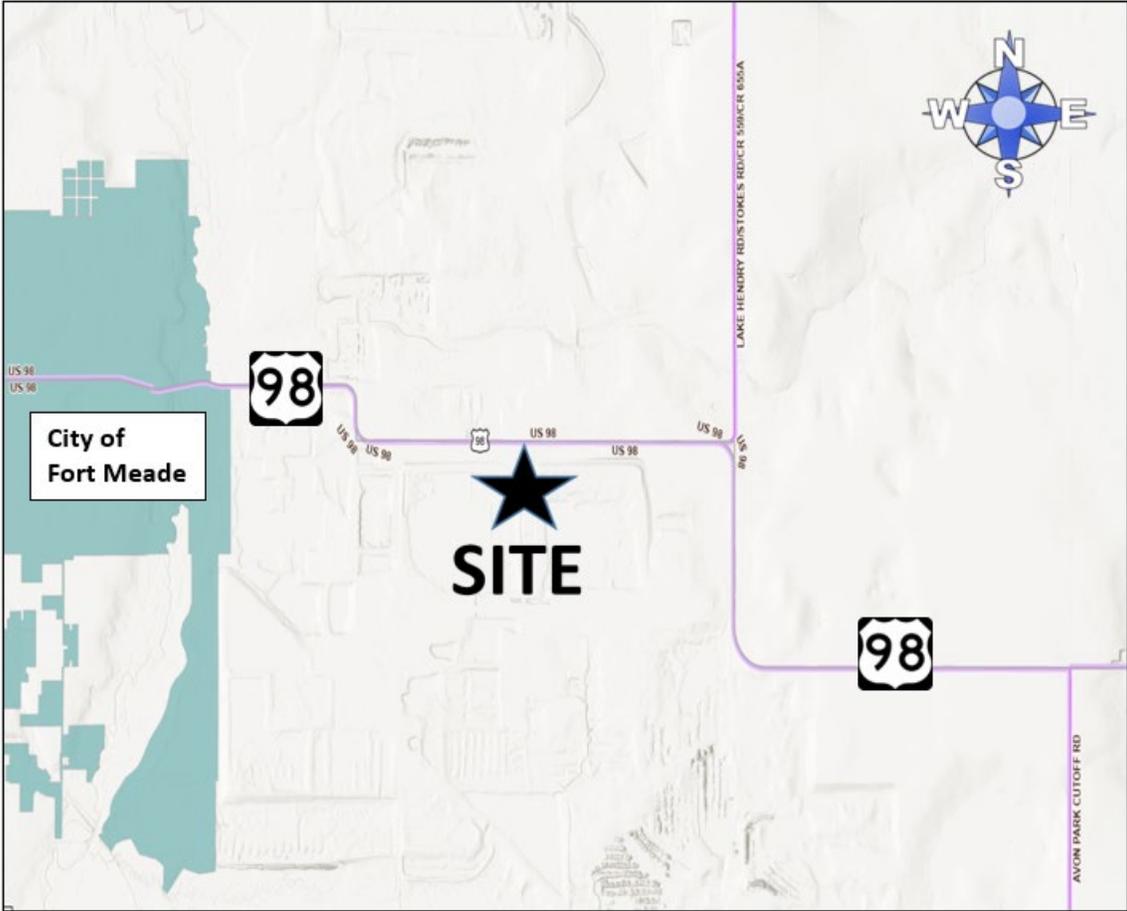
Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes	
Urban Sprawl Criteria	Sections where referenced in this report
a. <i>Promotes substantial amounts of low-density, low-intensity, or single use development in excess of demonstrated need.</i>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

Comments from other agencies

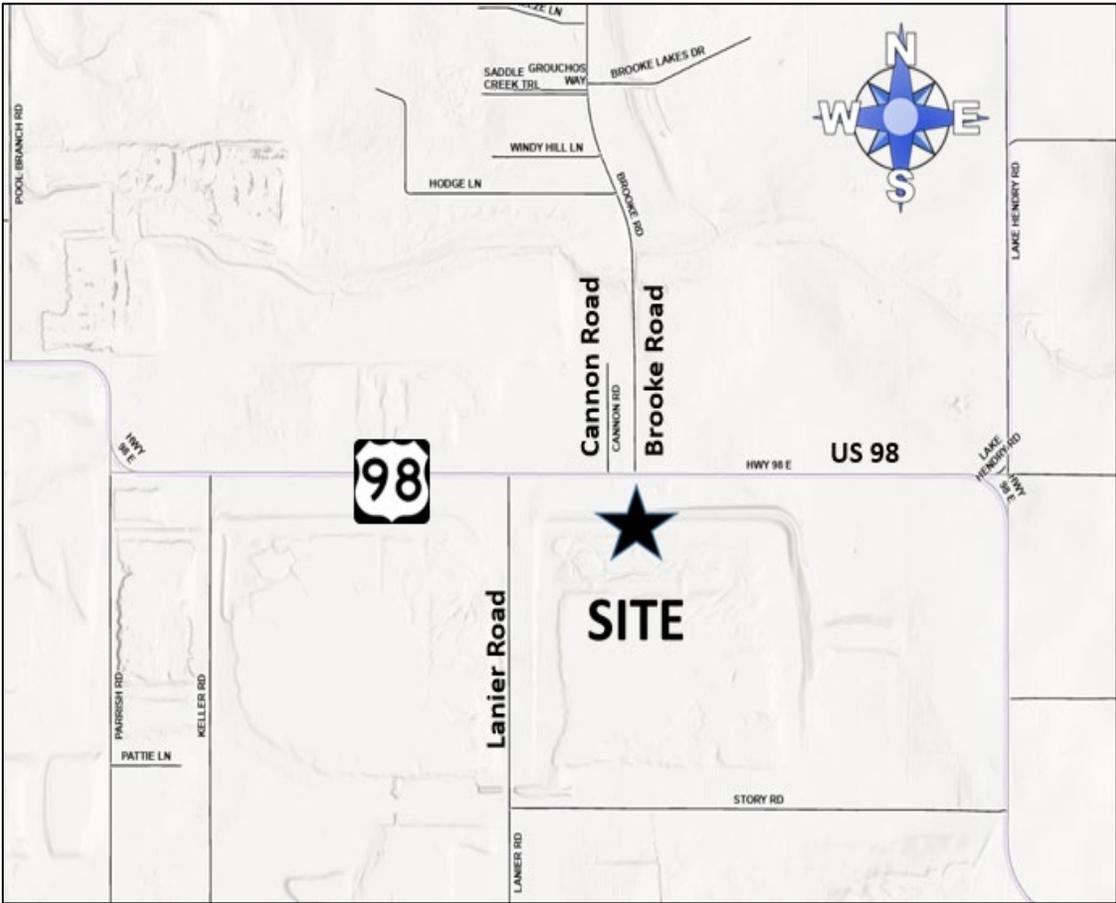
No comments

Exhibits:

- Exhibit – 1 Location Map
- Exhibit – 2 Location Map (Detailed)
- Exhibit – 3 2023 Aerial Photo
- Exhibit – 4 2023 Aerial Photo (Detailed)
- Exhibit – 5 Current Future Land Use Map
- Exhibit – 6 Proposed Future Land Use Map
- Exhibit – 7 Proposed Changes to the Rural Cluster Center Policies



Location Map



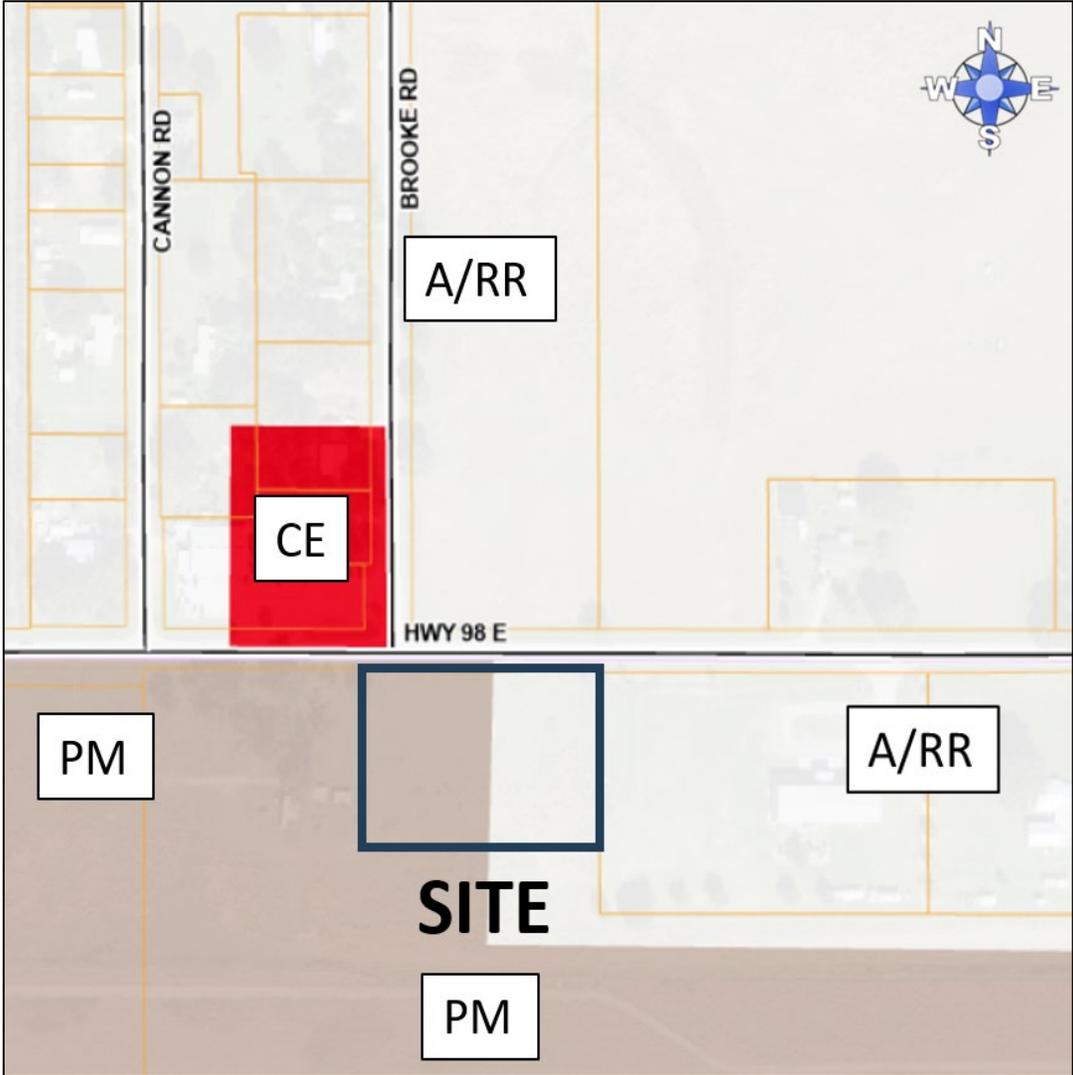
Location Map (Detailed)



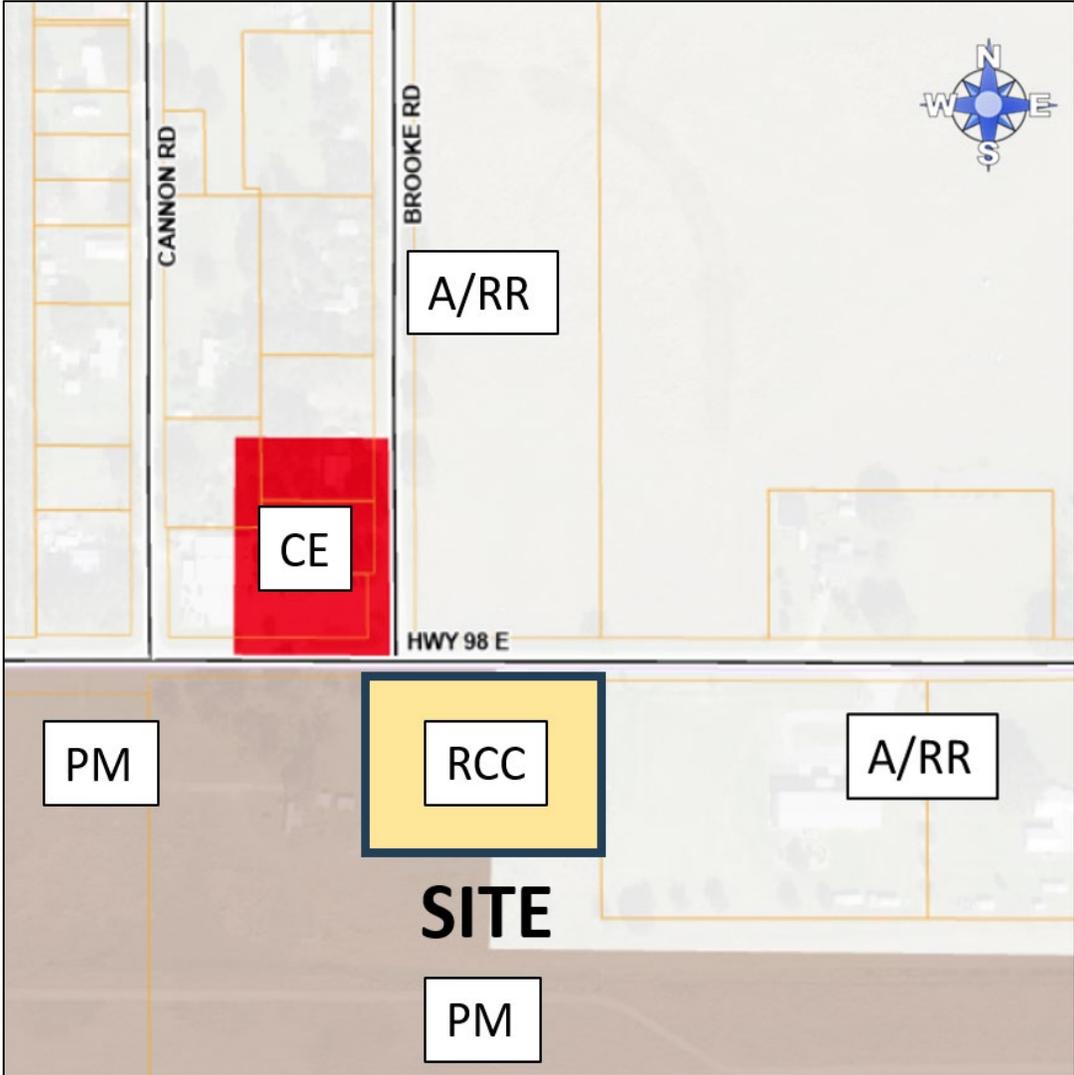
2023 Aerial



2023 Aerial (Detailed)



Current Future Land Use Map



Proposed Future Land Use Map

RECENTLY ADOPTED CHANGES TO RURAL CLUSTER CENTER POLICIEIS

NOTE: The following text is the proposed addition to the current ordinance language. Strikeout text reflects text to be removed and underline text indicates text to be added.

POLICY 2.110-B1: CHARACTERISTICS – At the adoption of the Comprehensive Plan in 1991 the Rural-Cluster Center (RCC) was to serve ~~was to serve~~ as a focus for the County’s rural communities ~~community~~ and was to generally contains public services, such as fire stations and schools, and retail-commercial uses at a level to serve the surrounding population that may or may not be included in the RCC. As rural uses have changed since the Comprehensive Plan adoption, there is a need based on the County’s seasonal population and more trips on the County’s regional roads to allow commercial nodes of RCC separate from the historical RCC communities of Alturas, Babson Park, Bowling Green, Bradley Junction, Crooked Lake Park, and Homeland. One commercial node of RCC exists at the intersection of Boy Scout Road and SR 60. This node does not include any residential. It is intended to allow some additional commercial nodes of RCC without any initial residential consistent with the location criteria listed in Policy 2.110-B3 at the time of application for a Future Land Use Map amendment.

POLICY 2.110-B2: DESIGNATION AND MAPPING - Rural-Cluster Centers shall be designated and mapped on the Future Land Use Map Series for those clusters of residential parcels located within the "Rural-Development Area" of the County, which also have a concentration of non-residential uses located within the immediate area. These centers shall be shown on the Future Land Use Map Series as "Rural-Cluster Center" (RCC). RCCs can also be designated for commercial nodes without any initial residential to serve a surrounding existing, tourist, or seasonal population in A/RR areas with significant traffic counts on the fronting roadways.

POLICY 2.110-B3: LOCATION CRITERIA - The establishment of new RCCs intended for both residential and commercial uses shall be located at the intersections of arterial and/or collector roads and shall be guided by the criteria established within Section 2.110-K Activity Center Establishment. The establishment of new RCCs, subject to Section 2.110-K, intended for rural commercial-support activity, shall be located at:

11. the intersections of arterial and/or collector roads whereby the intersection is central to seasonal, tourist, migratory population, or permanent residential population vehicle trips, this may include “t” intersections with safe access creating the appearance of a full intersection; or
12. on an intersection of arterials and collector roads that serve as part of the main vehicle trip route for clusters of neighborhoods and in areas with 2,500 people in a three (3) mile radius.
13. Not within 3 miles of another Activity Center or other RCC;
14. Can be at the same intersection with a developed CE;
15. The expansion of these isolated commercial nodes, in situations when the 80% developed standard cannot be met may be permitted according to the following:

- a. Up to the size of a Neighborhood Activity Center (NAC) with an Activity Center Plan (ACP) to be incorporated into Appendix E of the Land Development Code
- b. To ensure the increase of the node on as many corners as possible, and to ensure consistency with Policy 2.110-A5.

POLICY 2.110-B4: DEVELOPMENT CRITERIA - Development within Rural-Cluster Centers shall conform to the following standards:

a. Residential development within the Rural-Cluster Center shall be permitted at a density of up to two dwelling units per acre (2 DU/AC).

b. Non-residential development in the RCCs within the communities listed in Policy 2.110-B1, shall be permitted within a Rural Cluster as follows:

1. Commercial uses shall be limited to an intensity and scale necessary to provide the immediate rural population with retail and personal services. Such determination should be based on the market-area radius and minimum population support criteria established for Convenience, Neighborhood, or Community Activity Centers. The maximum floor area ratio shall not exceed 0.30.

2. Non-residential uses should be concentrated at the center of the cluster, with direct access to a collector or arterial intersection.

3. Typical non-residential uses are grocery, pharmacy, medical offices, and personal services.

4. The amount of non-residential uses for any cluster shall be based on the location and minimum population support criteria established for the applicable Activity Center.

c. Farmworker housing under specific design parameters listed in the Land Development Code not to exceed an intensity of sixteen (16) workers per acre.