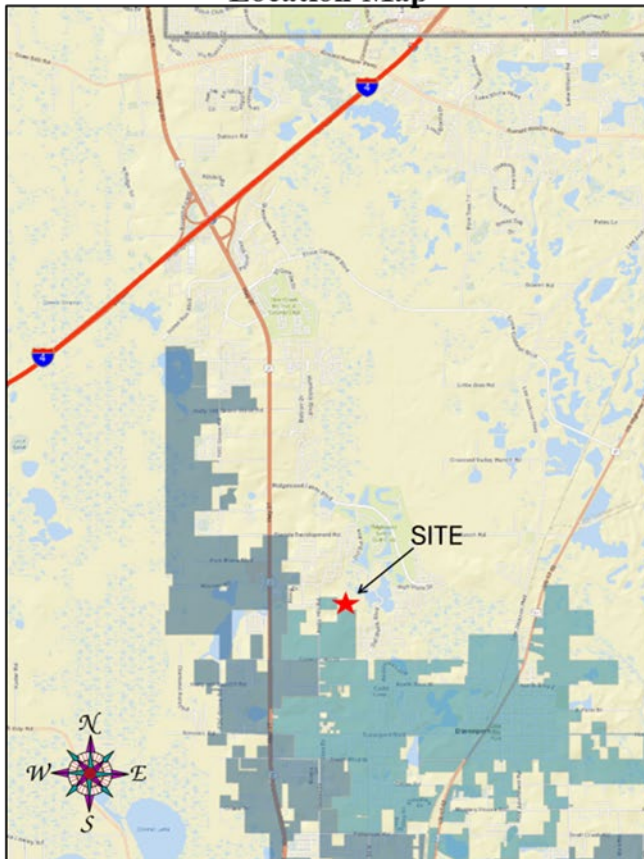


**POLK COUNTY  
DEVELOPMENT REVIEW COMMITTEE  
STAFF REPORT**

<b>DRC Date:</b> June 26, 2025	<b>Level of Review:</b> Level 4 Review
<b>PC Date:</b> August 6, 2025	<b>Type:</b> Land Development Code Sub-district Map Amendment
<b>BoCC Date:</b> September 2, 2025	<b>Case Numbers:</b> <b>LDCD-2025-4</b>
<b>Applicant:</b> Polk County Utilities	<b>Case Name:</b> PRWC Receiving Facility District Change
	<b>Case Planner:</b> Erik Peterson, AICP

<b>Request:</b>	Land Development Code (LDC) Sub-district Map change from Institutional-1X (INST-1X) to Institutional-2X (INST-2X) on ±9.91 acres for a future County potable water storage and interconnect facility.
<b>Location:</b>	East of Holly Hill Road and Sugarwood Street, west of Del Webb Boulevard and Castellon Court, north of Forest Lake Drive and Navarra Lane, north of the Haines City, north of the town of Davenport in Section 32, Township 26, Range 27.
<b>Property Owners:</b>	Polk County
<b>Parcel Size (Number):</b>	±9.91 acres (272632-709500-020231)
<b>Future Land Use:</b>	Residential Low-3 (RL-3X) North Ridge SAP
<b>Development Area:</b>	Urban Growth Area (UGA)
<b>Nearest Municipality:</b>	Town of Davenport (abutting) Haines City (2/3 miles)
<b>DRC Recommendation:</b>	Approval
<b>Planning Commission Vote:</b>	Pending Public Hearing

**Location Map**



**2024 Satellite Photo**



## Summary:

This request is in addition to the County's request to change the Future Land Use Map designation on this property from Residential Low to Institutional under case number LDCPAS-2025-19. This site will primarily be used for a potable water interconnect facility to blend water acquired from the Polk Regional Water Cooperative (PRWC) facility east of Lake Wales with the water in the Northeast Utility Service Area potable water system. This facility will have multiple water pumps and ground storage tanks. However, this 9.91-acre site will have some excess property. Polk County Utilities plans to use some of the excess property for the parking of utility vehicles and storage of utility infrastructure items such as pipe, manhole chambers, pumps, valves and lift station components. This is not permitted in the INST-1 district; therefore, the County is requesting an INST-2 designation where it is permitted through administrative review.

Comprehensive Plan Policy 2.116-A3 states that "*Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County.*" Therefore, designating government property INST-1X or INST-2X should be considered compatible with any other land use district, according to the Comprehensive Plan. Section 220 of the Land Development Code (LDC) requires a 50-foot setback of non-residential uses from neighboring residential land uses or districts. Additionally, the neighboring properties have developed independently with additional landscaping and buffering for their residents to mitigate any adverse effects from what future development may occur on this property. The buffer tracts range from 35 to 100 feet in width abutting the subject property. They are mostly tree lined except for the development to the west which sits higher above the subject property.

## Findings of Fact

- *On October 1, 2024, Polk County purchased this property from Walton Acquisitions LLC for the purpose of a potable water interconnect facility to blend water acquired from the Polk Regional Water Cooperative (PRWC) with the water in the Northeast Utility Service Area potable water system. This Comprehensive Plan Future Land Use Map amendment request was presented to the Development Review Committee (DRC) in a pre-application meeting under case# LDDRC-2025-103.*
- *A County-initiated request for a Small-Scale Future Land Use designation change from Residential Low (RLX) to Institutional (INSTX) on approximately 9.91 acres in the Urban Growth Area (UGA) is under review for potential final approval on September 2, 2025. If approved the LDC Sub-District Map will default to INST-1X*
- *This request is to change approximately 9.91 acres of INST-1X to INST-2X*
- *The property is located within the North Ridge Selected Area Plan which gives it an "X" suffix on the Future Land Use Map.*
- *Difference in uses allowed between INST-1 and INST-2 include outdoor storage and vehicle maintenance uses in INST-2 and High Schools in addition to the ability to seek conditional use approvals for Airports, Correctional Facilities, Power Plants under 75 megawatts, and Solid Waste Management Facilities.*
- *The property was part of the Ridgewood Lakes Development of Regional Impact (DRI).*

- *The neighboring land uses to the east, south and west are single-family residential developments. To the north, the property is currently vacant but is planned for a park within the town of Davenport.*
- *The closest public school is Horizons Elementary, approximately one mile travel distance from the site.*
- *The current fire response to this project is from Polk County Rescue Station 38, located at 126 Cottonwood Drive, just under three (3) miles travel distance from the site.*
- *The current ambulance response is from Polk County Rescue Station 38, located at 126 Cottonwood Drive, just under three (3) miles travel distance from the site.*
- *The site is served by the Polk County Sheriff's Office Northeast District Command at 1100 Dunson Road, six (6) miles driving distance from the site.*
- *Polk County provides potable water, reclaimed water, and wastewater service to this area through its Northeast Regional Utility Service Area (NERUSA). This site will become a part of the potable water system.*
- *The site's access will be on Holly Hill Road from a 30-foot-wide unopened right-of-way. Holly Hill Road is a two-lane, 20-foot wide, urban major collector roadway.*
- *According to the Polk Transportation Planning Organization, there are capacity deficiencies on U.S. Highway 27. All other supporting roadways have available capacity. The designation of the property for Institutional land uses has a low probability of significantly increasing current traffic demands.*
- *There is a sidewalk system along Holly Hill Road, but it is incomplete to provide connections to transit and commercial services.*
- *The closest fixed route transit stop is at Heart of Florida Hospital at U.S. Highway 27 and Holly Hill Road, just over a mile from the site.*
- *The nearest public park will be developed in the future on the norther boundary of the site within the town of Davenport. The closest County recreation facility is Loughman Park approximately 11 miles away from the north in Loughman.*
- *Policy 2.116-A4 of the Polk County Comprehensive Plan requires development within INST districts to "conform to the following criteria:*
  - a. *Institutional uses include, but are not limited to: private and public-service structures. These commonly include:*
    1. *public and private educational facilities;*
    2. ***government-administration buildings;***
    3. *public-safety structures (e.g. police and fire);*
    4. *cultural facilities (e.g. libraries, museums, and performing-arts theaters);*
    5. *health-care facilities e.g. hospitals, medical centers, clinics, nursing homes, adult day care centers, group homes, group living facilities, emergency shelters, residential treatment facilities.*

- b. *Large institutional areas should be designed so that the more intensive uses are at the center of the development, with less intensive uses near the fringes.*
  - c. *Prior to site planning, the School Board, independent special districts, and other governmental entities shall communicate to one another to pursue potential colocation of government services.*
  - d. *Commercial uses within institutional areas mapped on the Future Land Use Map Series shall be primarily for the purpose of serving the institutions within the area and shall be limited to a scale appropriate for that purpose.*
  - e. *Institutional sites shall be designed to provide for:*
    - 1. *Adequate parking to meet the present and future demands of the use.*
    - 2. *Buffering where the effects of lighting, noise, odors, and other such factors would adversely affect adjacent land uses. Parking lots, loading areas, dumpsters, utilities and air conditioning units, signage, etc. are examples of facilities which may require special buffering provisions.*
  - f. *Multi-family residential uses may be permitted at densities up to and including 15 dwelling units per acre as part of a Planned Development. Residential uses may be permitted according to the following:*
    - 1. *Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution.*
    - 2. *Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution*
  - g. *Recreational uses accessory to the institutional use or compatible with the location of the institutional district.”*
- *POLICY 2.125-E2 of the Comprehensive Plan states that “Type A facilities shall be permitted pursuant to the following:*
    - a. *Type A community facilities shall generally be limited to the non-Rural-Development Areas, as designated on the Future Land Use Map. The scale of such facilities should be related to surrounding land uses and designed to preserve the character of residential neighborhoods, when so located.*
    - b. *The provisions of Policy 2.125-E2(a) notwithstanding, it may be in the best interest of public health, safety, and welfare to provide Type A community facilities in locations which are potentially incompatible with adjacent land uses. In such cases, these facilities will be buffered from adjacent incompatible land uses through the provision of open space, landscaping berms, site design or other suitable means.*
    - c. *The development of type A community facilities shall be permitted in the Rural areas, as designated on the Future Land Use Map, only when such developments provides regional services, or is incompatible with urban uses or services the existing needs of the immediate area in which it is located.*
    - d. *Polk County adopted the Land Development Code in accordance with Section 163.3202(1), FS, to further define appropriate development controls to govern the locational and site criteria for Type A Community Facilities.”*
  - *The Polk County Land Development Code Section 220 prohibits non-residential buildings, garbage dumpsters, loading facilities, wastewater lift stations within 50 feet of an offsite residential district. Parking and lighting are strictly regulated. Parking can be no closer than 15 feet from a residential property and requires additional landscaping within 50 feet of adjacent residential districts and uses.*
  - *The Polk County Land Development Code Section 303 requires water storage tanks to be setback one times the height from neighboring residential development.*

- *The Polk County Land Development Code Section 303 has no standard conditions for Government Facilities.*

**Development Review Committee (DRC)**

Based upon the information provided by the applicant and a recent site visit, the DRC finds that with the recommended conditions the request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Comprehensive Plan and the Land Development Code, and therefore, the DRC recommends **APPROVAL of LDCD-2025-4**.

**Surrounding Land Use Designations and Current Land Use Activity**

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

**Table 1**

<b>Northwest:</b> City of Davenport vacant Future Park	<b>North:</b> City of Davenport vacant Future Park	<b>Northeast:</b> RL-3X, PUD 85-08 Ridgewood Lakes DRI Village 11 Wetlands/100-year Floodplain
<b>West:</b> City of Davenport Forest Lake subdivision Single-family ±3.5 dwelling units per acre	<b>Subject Property:</b> RL-3X, PD 14-08 Ridgewood Lakes DRI approved for 32 single-family units ±9.91 total acres	<b>East:</b> RL-3X, PUD 85-08 Ridgewood Lakes DRI Del Webb Phase 1 subdivision Single-family ±3.5 dwelling units per acre
<b>Southwest:</b> City of Davenport Forest Lake subdivision ±3.5 dwelling units per acre	<b>South:</b> RL-3X, PUD 85-08 Ridgewood Lakes Del Webb Phase 1 subdivision Single-family ±3.5 dwelling units per acre	<b>Southeast:</b> RL-3X, PUD 85-08 Ridgewood Lakes DRI Del Webb Phase 1 subdivision Single-family ±3.5 dwelling units per acre

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

The subject property is approved for a 32-unit single-family development that was supposed to connect to the terminus of Palencia Place on the south side of the property as a future phase of the Ridgewood Lakes Development or Regional Impact (DRI). This action will remove it from the DRI. This site will no longer take access where it was originally approved rather through a 30-foot-wide unopened right-of-way connecting directly with Holly Hill Road to the west. It is also likely that future access may come through a park that is planned within the town of Davenport.

**Compatibility with Infrastructure and Surrounding Land Uses:**

This change from INST-1X to INST-2X will be compatible with the surrounding land uses through the County’s standard Land Development Code (LDC) design requirements for landscaping, buffering, and setbacks. All three abutting residential developments included additional landscaping and buffering features to enhance compatibility with the inevitable future development of this property. There

**The Comprehensive Plan defines compatibility as “A condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”**

are very few environmental limitations with the property and the intended use will become vital in the future for other infrastructure investments in the area. The outdoor storage and vehicle parking will be screened from offsite view in addition to the buffering required for the water treatment facilities.

A. Land Uses:

Comprehensive Plan Policy 2.116-A3 states that “Institutional development may occur within the lands designated Institutional on the Future Land Use Map Series, and in any other land use designation throughout the County.” Therefore, designating government property INST-1X or INST-2X should be considered compatible with any other land use district. Section 220 of the LDC requires a 50-foot setback of non-residential uses from neighboring residential land uses or districts. Additionally, the neighboring properties have developed independently with additional landscaping and buffering for their residents from what future development may occur on this property. The buffer tracts range from 35 to 100 feet in width abutting the subject property.

B. Environment:

There are few environmental limitations with this site. Surface waters have a positive outfall. There is a small portion (<5% of the site) in the northeast corner of the property with wetlands, flood hazard area, and marginal soils which can be easily avoided. The area is nearly built out and as a result there have been no species sightings nearby in over twenty years. However, the County will do a species walkover prior to development as required by state and local funding sources. This change in land use will not adversely impact nearby wells or airports, and there have been no findings of historical resources in the area. All but the wetland/floodplain area has been cultivated for citrus in the recent past. This change from INST-1X to INST-2X will not change the regulations with regard to any environmental limitations.

C. Infrastructure:

This request is to expand the infrastructure capabilities of the Northeast Regional Utility Service Area (NERUSA) by infusing water from the Lower Floridan Aquifer supplied through the Polk Regional Water Cooperative (PRWC). This site may also be used temporarily for a long term or permanently to house a satellite office for Polk County Utilities (PCU) administration and operations staff. This change from INST-1X to INST-2X will allow their vehicles, supplies, and equipment for maintaining and improving the Northeast Utility Service Area. This facility will have no adverse impacts on schools. It will ensure that there is adequate water supplies and pressure for fire hydrants in the system. It will add water to the system and need very little wastewater treatment. Unless the rest of the site is used for offices, there will be no impact on the roadways after construction is completed. Drainage will outfall into a wetland system that connects to Horse Creek and into the Kissimmee River chain. The site is adjacent to a future park for the town of Davenport.

### **Nearest and Zoned Elementary, Middle, and High School**

School capacity is not a concern for non-residential uses. Proximity and traffic conflicts are a concern. Fortunately, the activity on this site is benign and will have no potential conflicts with any school’s operation. Listed in the table to follow are the three closest schools to the site.

**Table 2**

Name of School	Average driving distance from subject site
Horizons Elementary	±1 mile driving distance
Davenport School of the Arts Middle School	±9 miles driving distance
Ridge Community High School	±2 miles driving distance

Source: Polk County School Board GIS

This potable water interconnect and storage facility will pose no potential adverse impacts upon any nearby schools. One of the three schools along with five others in the utility service area will be served by this future facility. Two more schools are planned within the service area over the next five years.

### Nearest Sheriff, Fire, and EMS Station

Fire and EMS response to this project is from Polk County Fire Rescue Station 38, located at 126 Cottonwood Drive. The travel distance is just under three (3) miles from the site and response times can average six or more minutes depending on the type of call. There will be fire hydrants constructed onsite with ample water pressure since it will be a water interconnect and storage facility. Demand for services will be low since the facility will be sparsely manned and there are very little flammable equipment items. Needs for emergency medical services will increase slightly if offices are added.

**Table 3**

	Name of Station	Distance	Response Time*
Sheriff	Northeast District Command (1100 Dunson Road)	±6 miles	6 minutes
Fire	Station 38 (126 Cottonwood Drive, Davenport)	±2.86 miles	6 minutes
EMS	Station 38 (126 Cottonwood Drive, Davenport)	±2.86 miles	6 minutes

Source: Polk County Sheriff's Office and Public Safety

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

The nearest Sheriff's substation is the Northeast Command Center on Dunson Road, six (6) miles to the north. 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. However, the closer to the command center increases the number of patrol officers available in the area.

The change from INST-1X to INST-2X will result in both the Polk County Regional Water Cooperative (PRWC) and Polk County Utilities (PCU) having the ability to park large vehicles and equipment and store materials onsite.

### Water and Wastewater Demand and Capacity:

There are adequate water and wastewater capacities to accommodate a change from an INST-1X district to an INST-2X district. The water consumed and wastewater generated by either district is the same. The different uses allowed in INST-2X are not the heaviest consumers of utilities in the INST Future Land Use Map designation. In particular, Polk County Utilities is seeking the district change to enable commercial vehicle parking and equipment storage. Neither vehicles nor storage of materials and equipment need water or wastewater capacity at all. Whether it is for

INST-1X or INST-2X, the most government office space that the PRWC or PCU may need at this site is approximately 4,000 square foot office for utility control and operations staff which is permitted in INST-1X just as INST-2X. Additionally, this facility will bring in 2,610,000 gallons per day to the NERUSA over the next eight years. Table 4, to follow, provides generalized estimates of the anticipated water and wastewater demands for comparison between the districts and the amount anticipated with the property's intended use.

**Table 4**

Subject Property	Estimated Impact Analysis		
	Maximum Permitted In INST-1X	Maximum Permitted In INST-2X	Future Plan
±9.91 acres <i>RL-3X</i>			Government Facility
Permitted Intensity	Office building (323,760 sq.ft @ 75% FAR)	Office building (323,760 sq.ft @ 75% FAR)	Unmanned Potable Water Interconnect and Storage Facility and 4,000 sq.ft. Government office
Potable Water Consumption (GPD)*	11,520	77,702	960
Wastewater Generation (GPD)*	8,640	62,162	768

Source: Polk County Concurrency Manual & Polk County Utilities estimates

\*Offices = 0.24 gallons per square foot, 20% less for wastewater

The NERUSA is the fastest growing utility system in all of Polk County. Over the last year, the water system has been growing at 5.7 new connections per day. The wastewater system has been growing at 3.06 new connections per day.

**B. Available Capacity:**

The NERUSA potable water system has a permitted capacity of 12,940,000 gallons per day (GPD). Current usage is approximately 10,654,000 GPD with 83,000 GPD of committed capacity. This leaves 2,286,000 GPD of remaining capacity which is enough to serve nearly 6,350 single-family residential units. There are approximately 57,211 customers being served. The system growth rate is 1,427 GPD which equates to over 2,000 new connections per year. At the current rate of growth, expansion of the system is needed in approximately four (4) years.

The NERUSA wastewater system has a permitted capacity of 6,000,000 gallons per day (GPD). Current usage is approximately 5,459,000 GPD. This leaves 541,000 GPD of remaining capacity which is enough to serve nearly 2,004 single-family residential units. The plant will be expanding to 7,000,000 GPD within a year and to 9,000,000 GPD by June of 2029.

**C. Planned Improvements:**

The facility planned for this site will bring in 410,000 GPD from the PRWC Southwest Lower Floridan Aquifer Wellfield east of Lake Wales, 1,200,000 from the Cypress Lakes Lower Floridan Aquifer system in Osceola County, and by June of 2033, a new Lower Floridan Aquifer well will be operational in the NERUSA Holly Hill Plant on Sand Mine Road.

The NERUSA wastewater treatment facility on Homerun Boulevard has been enabled to increase treatment to a permitted capacity of 7,000,000 GPD. The plant is undergoing an expansion that will raise the capacity to 9,000,000 GPD. This is to be completed by June of 2029. While under construction, the subject property may be utilized for storage of vehicles, materials, and

equipment that would be located at the Homerun Boulevard facility were it not for the construction.

The change from INST-1X to INST-2X will enable this site to be used for storage of utility distribution materials and equipment used in minor and major Community Investment Program (CIP) planned improvements.

### Roadways/ Transportation Network

There are more than adequate transportation facilities to accommodate a change from an INST-1X district to an INST-2X district. The traffic generated by either district is the same. The different uses allowed in INST-2X are rather low traffic volume generators. In particular, Polk County Utilities is seeking the district change to enable commercial vehicle parking and equipment storage. The surrounding roadway network has ample capacity remaining despite the increases in demand over the past five years. There is a growing but incomplete sidewalk network and there are mass transit services in the area. The northeast area of the County is experiencing growth that is outpacing investments into the roadway network. The difference in INST-1X and INST-2X is primarily for the ability to store vehicles and equipment onsite. It will not change the amount of roadway usage significantly.

#### A. Estimated Demand

Whether the district is INST-1X or INST-2X, the maximum demand is still the same. Realistically, the most government office space that may actually occur at this site is an approximately 4,000 square foot satellite office for utility control and operations staff. Current estimated multipliers are 22.59 AADT per 1,000 square feet and 1.71 PM peak hour trips per 1,000 square feet with an estimate of 89% new trips. This maximum typical scenario will result in 91 AADT with six (6) PM peak hour trips.

**Table 5**

Subject Property	Estimated Impact Analysis		
	Maximum Permitted In INST-1X	Maximum Permitted In INST-2X	Future Plan
±9.91 acres <i>RL-3X</i>			Government Facility
Permitted Intensity	Office building (323,760 sq.ft @ 75% FAR)	Office building (323,760 sq.ft @ 75% FAR)	Unmanned Potable Water Interconnect and Storage Facility and 4,000 sq.ft. Government office
Average Annual Daily Trips (AADT)	7,314	7,314	91
PM Peak Hour Trips	493	493	6

*Source: Polk County Concurrency Manual rate of Government Office Complex = 89% new trips 22.59 AADT/1,000 sq.ft., 1.71 PM Peak Hour*

#### B. Available Capacity

Although the request will have a limited impact on the transportation system, it is still pertinent to be aware of available capacity when making land use decisions. Table 6, to follow, provides a good snapshot of the capacity on the surrounding road network. U.S. Highway 27 is a constrained facility.

**Table 6**

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
8316N	Holly Hill Road From: County Road 547 To: U.S. Highway 27	C	539	E
8316S	Heller Brothers Road From: U.S. Highway 27 To: County Road 547	C	528	E
4053E	County Road 547 From: U.S. Highway 27 To: Lee Jackson Highway	C	287	E
4053W	FDC Grove Road/Park Place Boulevard From: Lee Jackson Highway To: U.S. Highway 27	C	267	E
5110N	U.S. Highway 27 From: CR 547 To: I-4	F	-363	D
5110S	U.S. Highway 27 From: I-4 To: CR 547	F	-230	D
8222E	Interstate-4 From: CR 557 To: Osceola County Line	C	1,524	D
8222W	Interstate-4 From: Osceola County Line To: CR 557	C	1,351	D

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

Recent travel lane additions on I-4 have provided a temporary solution while work begins on the ultimate widening to 10 lanes. Polk County Roads and Drainage Division cannot control these facilities, but it can control the roadways that feed into them and improve alternative routes such as Holly Hill Road to lessen the local demand on the state thoroughfares.

#### C. Roadway Conditions:

Polk County uses the Pavement Surface Evaluation and Rating (PASER) method established by the Transportation Information Center at the University of Wisconsin-Madison. The roadway conditions are displayed in the table to follow under the Pavement Condition Index (PCI) rating.

**Table 7**

Road Name	Roadway Classification	Pavement Width	Pavement Condition Index (PCI)
Holly Hill Road	Urban Major Collector	20'	“very good” (8)
County Road 547	Urban Major Collector	22'	“very good” (8)

The property does not have frontage on Holly Hill Road. But it connects to it through a 30-foot wide unopened and currently unmaintained right-of-way platted by the Florida Land Development Company at the turn of the 20<sup>th</sup> century. The County will use this access for construction and early operation. Eventually the site may take access through the town of Davenport’s future park for which they have acquired land to the north of the site. Holly Hill Road is a two-lane, 20-foot wide, urban major collector roadways with a PCI rating of “very good” (8) along the project frontage. U.S. Highway 27 is not rated under the County’s Road Inventory but appears to be in excellent condition since it was recently re-surfaced earlier this year. The Florida Department of Transportation (FDOT) maintains it.

#### D. Planned Improvements:

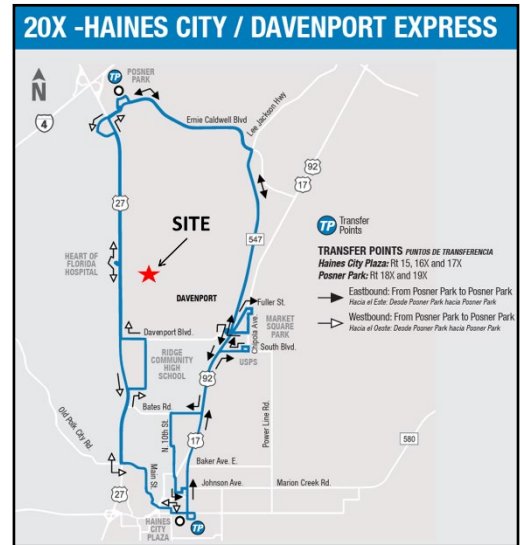
There are no transportation improvements planned for the immediate area of the facility. However, there are many roadway projects in the Northeast Utility Service Area (NERUSA). With new roadway projects comes new development and new development needs water. This site is vital to the growth of the area.

## E. Mass Transit

Mass transit service is provided along U.S. Highway 27. The closest fixed route transit stop is at Heart of Florida Hospital at U.S. Highway 27 and Holly Hill Road. This is just over a mile from the site which is not a convenient walking distance and there are gaps in the sidewalk network. The route has 40 minute headways, but only nine cycles on weekdays and six on Saturday. The proposed uses are not likely to be conducive to use of mass transit.

## F. Sidewalks

The sidewalk network along Holly Hill Road is less than 60% complete. But that is not a concern for the development of this site. Most of the operations will be conducted remotely through the system control and data acquisition (SCADA) network. In the future, a satellite operations center may be located onsite. If that happens, there will be approximately 20 employees coming and going from the facility. They will be driving vehicles with equipment predominantly.



## Park Facilities and Environmental Lands:

The closest County recreation facility is Loughman Park approximately 11 miles away from the north in Loughman. The town of Davenport will be constructing a park immediately to the north. The request will not adversely affect either the park or its operations. The proposed facility will most likely provide potable water to park.

### A. Location:

Loughman Park is located at 6302 Old Kissimmee Road approximately 11 miles from the site. The Northeast Regional Park is located 12½ miles to the north of on U.S. Highway 27.

### B. Services:

Loughman has soccer, basketball, multi-purpose fields, picnic tables, pavilion, and a playground. The Northeast Regional Park has six lighted soccer/football fields, five lighted baseball fields, basketball, tennis, and racquetball courts, concession facilities, boat access, as well as playground facilities for children and dog walks.

### C. Environmental Lands:

Lake Bonnet Marsh is on the west side of U.S Highway 27. There is public access at the end of Sanders Road to the southwest within two miles of the site.

### D. Planned Improvements

There are no planned improvements to park facilities in this area in the County's 5-year capital improvements plan. However, the town of Davenport is likely to begin construction of their park abutting the site within the next three years.

## Environmental Conditions

There are no significant environmental limitations to the development of this property. It has good soil, is connected through a wetland system to surface waters, minimal wetland and flood hazard area, no recent endangered species sightings, or archeological resources.

### A. Surface Water

The site naturally flows northeasterly to a wetland system connected to the Ridgewood Lakes development. Their wetlands connect to Horse Creek which is a manmade canal that funnels water through creeks that reach Lake Marion and Reedy Creek. Reedy Creek connects to the Kissimmee River which flows to the Gulf.

### B. Wetlands/Floodplains

The very tip of northeast corner of the site is comprised of both wetlands and 100-year floodplain. This is approximately 3% of the total site (0.298 acres). It is a small portion of a former lakebed that silted in after mining was conducted within the Ridgewood Lakes development. It will be easy for all development within the site to avoid any disturbance or alteration.

### C. Soils:

The usable portion of the site has very good soil for development. The portion that has soil with severe limitations is a wetland that will be avoided. No development will occur within a minimum of 25 feet from the wetland boundary.

**Table 8**

<b>Soil Name</b>	<b>Septic Tank Absorption Field Limitations</b>	<b>Limitations to small commercial buildings</b>	<b>% of Site (approximate)</b>
Candler Sand	Slight	Slight	90%
Tavares Fine Sand	Moderate: wetness	Slight	7%
Samsula Muck	Severe: ponding, poor filter	Severe: ponding, low strength	3%

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

There may be some need for offsite soil. Candler sand is so porous that it often needs some augmentation or heavy compaction to achieve foundational stability.

### D. Protected Species

The area is very urbanized. There are not many locations of tracts of undeveloped land in the vicinity of the site. There have been no sightings within one mile of the proposed wastewater treatment plant site according to the Florida Natural Areas Inventory surveys in 2002, 2006, and 2011. A more in-depth protected species study will be required for both the Environmental Resource Permit (ERP) from the Florida Department of Environmental Protection as well as the federal agency providing the funding for the project.

E. Archeological Resources:

There are no protected archeological resources in Section 32, Township 26, and Range 27, that the site of these proposed ground storage tanks would adversely impact, according to the Florida Department of State, Division of Historical Resources.

F. Wells (Public/Private)

PCU's Edghill well site is 1.8 miles to the north. Davenport's water treatment facility is ¾ mile to the south.

G. Airports:

The site is over 2½ miles from the edge of the runway for Gore Airport. A private airfield west of Hanes City. Wastewater Treatment Plants are typically close to grade and pose no threat to aircraft. The water tanks will not exceed 35 feet in height. A system control and data acquisition communication tower will be included. It will be approximately 80 feet high. Not enough to pose any threats to aviation. INST-2 allows for outdoor storage and large vehicle parking and INST-1 does not. However, the height limit increases from 50 feet to 160 feet. Anything above 100 feet will require FAA approval.

**Economic Factors:**

This land for which this LDC Sub-district Map change is requested will primarily serve as an interconnection with the Polk Regional Water Cooperative (PRWC) Lower Floridan Aquifer well water supplies. This new source of water will enable development growth to continue in the utility service area for years to come. The facility itself does not necessarily need any uses that are exclusive to the INST-2 subdistrict. However, this facility is not likely to consume all of the nearly 10-acre property. Polk County Utilities Division (PCU) may need a portion of the site for parking utility vehicles and storing utility system components as the PCU undergoes a process of decentralization to better serve the different utility service areas. This property is isolated from most of public view and central to much of the service area.

**Consistency with the Comprehensive Plan, LDC, and Other County Ordinances:**

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 or inconsistent** with the Comprehensive Plan is listed below:

- Section 2.102 – General Growth Management policies
- Section 2.104 – Transit Supportive Development Area (TSDA) policies
- Section 2.116 – Institutional

The table to follow provides a brief breakdown of Section 2.102 policies that are most pertinent to this request.

**Table 8**

Comprehensive Plan Policy	Consistency Analysis
<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>This request is for a Subdistrict Map change from an INST-1 to an INST-2 district which can enable slightly more intensive uses needed to serve existing and future residents and businesses. Certain amounts of infrastructure must be present to enable their use.</p>
<p>POLICY 2.102-A2: COMPATIBILITY - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.</p>	<p>The neighboring properties have developed independently with additional landscaping and buffering for their residents from what future development may occur on this property. The buffer tracts range from 35 to 100 feet in width abutting the subject property. The property to the north will soon become park for the town of Davenport.</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>This facility will bring more water supplies into the Northeast Regional Utility Service Area (NERUSA). By June of 2028, an additional 410,000 will come from the Polk Regional Water Cooperative (PRWC) through the facility that will be developed on this site. Additional water supplies will follow.</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>Changing from INST-1 to INST-2 is not an issue of timing. Both subdistricts are needed to support population growth by providing infrastructure and services.</p>
<p>POLICY 2.102-A15: ADEQUATE PUBLIC FACILITIES - The County will direct new growth to areas where adequate public facilities exist or are planned; and ensure that essential services are in place to provide for efficient, cost effective response times from the Fire Department, Sheriff's Department, and Emergency Management Service (EMS).</p>	<p>Public safety response to this area is from Polk County Fire Rescue Station 38 located at 126 Cottonwood Drive. The travel distance is just under three (3) miles. The nearest Sheriff's substation is the Northeast Command Center on Dunson Road, six (6) miles to the north.</p>

The site is located in the Urban Growth Area (UGA), which is the area “*where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services, promotes and supports the location of higher density and intensity compact, mixed-use development*” according to POLICY 2.105-A1 of the Comprehensive Plan. This site is near all of the necessary infrastructure and services mentioned in the policy.

The Institutional (INST) Future Land Use Map designation is a broad multiuse district. For that reason, INST was separated into two sub-categories in the LDC. POLICY 2.116-A1 illustrates the broadness of the INST district in the statement of characteristics: *“Institutional areas are primarily characterized by private and public-service structures.* This could be anything from a public school or church to a jail or private landfill. For that reason, the Board of County Commissioners needed to separate INST land uses into at least two categories and then even establish a conditional use review for the most concerning land uses. This request is not intended to avail this property for the more intensive INST uses. It is sought to enable outdoor storage of utility system parts and materials such as pipes, manhole vaults, pumps, etc. and park large maintenance vehicles such as vacuum trucks, backhoes, and excavators.

The LDC separates the INSTX Future Land Use Map designation into two categories, INST-1X and INST-2X. INST-1X is the district for government facilities that are more desirable such as elementary schools and community facilities. INST-2X allows some more intrusive land uses, but most of them require an additional level of permitting and binding site plan approved by the Board of County Commissioners. While High Schools require INST-2X, they do not require an additional hearing process.

**Table 10**

	<b>Standard Comparison</b>	
<b>Standard</b>	<b>INST-1X</b>	<b>INST-2X</b>
<b>Different Land Uses</b>	Government Facilities Elementary and Middle Schools Religious Institutions	High Schools, Vehicle Maintenance, Outdoor Storage, Vocational Schools Power Plants ( <i>non-certified</i> ), Airports
<b>Density</b>	Not permitted	Not permitted
<b>Minimum Lot Size</b>	No minimum	No minimum
<b>ROW Setbacks</b>	30 feet from Local Roads	30 feet from Local Roads
<b>Interior Side</b>	15' Primary, 15' Accessory	15' Primary, 15' Accessory
<b>Interior Rear</b>	15' Primary, 15' Accessory	15' Primary, 15' Accessory
<b>Height Limit</b>	50 feet	160 feet
<b>Prohibited Uses</b>	Residential	Residential
<b>Outdoor Storage</b>	prohibited	Permitted with screening

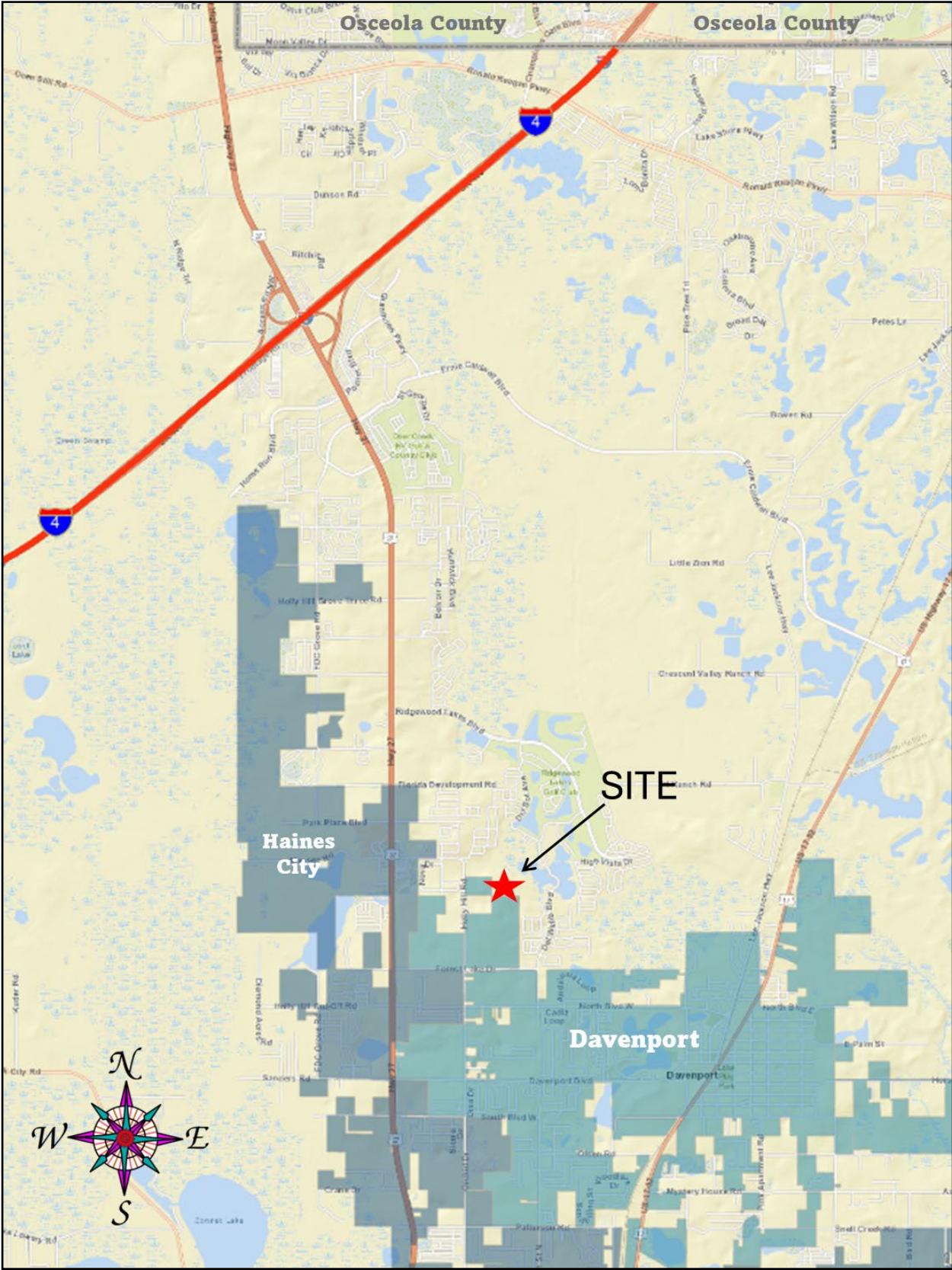
Although outdoor storage is permitted in INST-2, it is for only finished goods and must be screened from offsite view. While Power Plants and Airports are listed, they also require conditional use approval. Solid Waste facilities are not permitted in the North Ridge Selected Area Plan.

Section 220 of the Land Development Code requires additional separations for commercial properties that abut residential districts and residential land uses. These include a 50-foot setback from all residential land use districts for commercial buildings, dumpsters, outdoor sales, storage or display, air conditioning units, loading facilities/structures, drive-thru, grease traps, wastewater lift stations, and gasoline pump islands.

**Comments from other Agencies:** None.

**Exhibits:**

- Exhibit – 1    Location Map
- Exhibit – 2    Future Land Use Map
- Exhibit – 3    2024 Satellite Photo (Context)
- Exhibit – 4    2024 Satellite Photo (Close-up)
- Exhibit – 5    District Use Comparison Table



Location Map





2024 Satellite Photo (Context)



2024 Satellite (Close Up)

## Comparison of Permitted and Conditional Uses\*

District	Permitted Uses	Administrative Review	Public Hearing(s) Required
<b>INST-1X</b>  <i>Institutional-1</i>	Childcare Center <b>Government Facility</b> Lodges and Retreats Elementary School Middle School Leisure/Special Interest School Production Studio Transit Facility	Group Living Facility (7+ clients) Adult Day Care Center (7+ clients) Cemetery Clinics & Medical Offices Community Center Communication Tower Cultural Facility Emergency Shelter (7+) Heliports & Helistops Nursing Home Offices & Office Park High & Low Intensity Recreation Vehicle Oriented Recreation Religious Institution Research & Development Solar Power Generation Facility	Multifamily Housing (dormitories) Gas Station (fleet) Hospital Lime Stabilization Facility Residential Treatment Facility High School Residential Treatment Facility Vo-Tech, College or University
<b>INST-2X</b>  <i>Institutional-1</i>	Childcare Center <b>Government Facility</b> Lodges and Retreats Elementary School Middle School Leisure/Special Interest School Production Studio Transit Facility <b>Vo-Tech, College or University</b>	Group Living Facility (7+ clients) Adult Day Care Center (7+ clients) Cemetery Clinics & Medical Offices Community Center Communication Tower Cultural Facility Emergency Shelter (7+) Heliports & Helistops Nursing Home Offices & Office Park High & Low Intensity Recreation Vehicle Oriented Recreation Religious Institution Research & Development <b>High School</b> <b>Vehicle Service (mechanical)</b> Solar Power Generation Facility	Multifamily Housing (dormitories) <b>Airport</b> <b>Correctional Facility</b> Gas Station (fleet) Hospital Lime Stabilization Facility <b>Power Plants (not certified through PURPA)</b> Residential Treatment Facility Residential Treatment Facility <b>Solid Waste Management Facility</b>

\*Uses with the same level of review in both categories such as mining or agricultural uses which is preempted by State Law.

### Section 206.O. Outdoor Storage

Outdoor storage shall be allowed as an accessory use in accordance with the following:

1. Bona fide agricultural uses are permitted outdoor storage of equipment, supplies and other items customary to an agricultural operation;
2. Outdoor storage shall be allowed in the following land use districts as an accessory use: LCC, CE, HIC, **INST-2**, BPC-2, IND and PM (non-residential use only). Outdoor storage shall be screened from off-site view in LCC, CE, **INST-2** and BPC-2.
3. All outdoor storage shall be a minimum of 50 feet from any residential use or residential land use district;
4. Additional restrictions regarding outdoor storage are found within this Code. The more restrictive provisions shall apply.