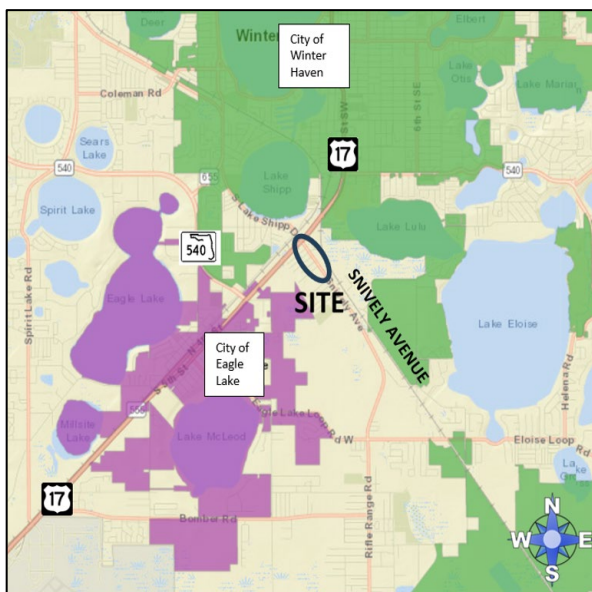


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	February 26, 2026
Planning Commission Date:	July 8, 2026
BoCC Dates:	August 18, 2026
Applicant:	County-Initiated
Level of Review:	Level 4 Review, Small-Scale Comprehensive Plan Amendment
Case Number and Name:	LDCPAS-2026-6 (Eloise Main Street Corridor CPA)
Request:	Amend the Comprehensive Plan Future Land Use Map from Residential-Low (RL) to Main Street Corridor (MSC), Community Activity Center (CAC), and Institutional (INST) and change the text of Section 2.135 of the Comprehensive Plan to provide additional development standards and list specific uses in the MSC Land Use District. This case is related to LDCT-2026-13, an LDC text amendment for the same property.
Location:	South of US 17, west of Snively Avenue, between 6 th Street and the US 17/Snively Avenue intersection, southwest of the City of Winter Haven, northeast of the City of Eagle Lake, in Section 5, Township 29 South, Range 26 East.
Property Owner:	Numerous
Parcel Size:	25.96 acres
Development Area:	Transit-Supportive Development Area (TSDA)
Future Land Use:	Residential-Low (RL)
Nearest Municipalities:	Winter Haven, Eagle Lake
DRC Recommendation:	Approval
Planning Commission Vote:	Pending
Florida Commerce:	Not Applicable
Case Planner(s):	Mark J. Bennett, AICP, FRA-RA, CNU-A, Senior Planner



Location Map



Aerial Photo

Summary:

This is a County-initiated request to change 25.96 acres from Residential-Low (RL) to Main Street Corridor (MSC) (21.62 acres), Community Activity Center (CAC) (2.79 acres), and Institutional (INST) (1.55 acres). The request is to also change the text of Section 2.135 of the Comprehensive Plan to provide additional development standards and list specific uses in the MSC Land Use District. This case is related to LDCT-2026-13, an LDC text amendment for the same property.

Compatibility Summary

This request will recognize existing commercial and institutional uses through the proposed CAC and INST land use designations. The requested MSC designation is only allowed in areas that have an approved redevelopment plan. Because Eloise is in a Community Redevelopment Area (CRA) and has an adopted Community Redevelopment Area Plan per Chapter 163, Florida Statutes, this request is consistent with the MSC policies. The MSC could also lead to the redevelopment and revitalization of properties in Eloise, furthering the goals of the Eloise CRA.

The proposed designations will promote a gradual transition of uses between the more intensive industrial uses on the east side of Snively Avenue and the lower-density residential uses on the west side of Snively Avenue. A similar effect will occur with the proposed CAC expansion and INST designation locating between the more intensive uses along US 17, and the lower density residential uses south of 1st and 2nd Streets. For these reasons, this request is compatible and consistent with the applicable policies in the Comprehensive Plan.

Infrastructure Summary

The site is in the City of Winter Haven utility service area, with sufficient capacity available. Because this amendment is primarily for non-residential uses, schools will not be impacted. There is sufficient roadway capacity. Public safety facilities and services are available.

Environmental Summary

Some portions of the site contain wetlands and are within the 100-year floodplain. A drainage canal is on the west edge of the Eloise neighborhood. No adverse environmental impacts are expected due to the redevelopment of this area.

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 2.104(A1-A9): Transit-Supportive Development Areas (TSDAs)
- Policy 2.110-E(E1-E5): Community Activity Centers (CAC)
- Policy 2.116(A1-A5): Institutional (INSTI)
- Section 2.12F(F1-F5): Redevelopment Districts

Findings of Fact

Request and Legal Status

- LDCPAS-2026-6 is a County-initiated request for a Comprehensive Plan Amendment Future Land Use Map change from Residential-Low (RL) to Main Street Corridor (MSC), Community Activity Center (CAC), and Institutional (INST).
- The request is to also change the text of Section 2.135 of the Comprehensive Plan to provide additional development standards and list specific uses in the MSC Land Use District.
- This case is related to LDCT-2026-13, an LDC text amendment for the same property.
- The subject site is in the Transit-Supportive Development Area (TSDA).
- The subject area is mostly developed with residential uses and some auto-oriented commercial uses. Institutional uses, such as social service facilities (Freedom Tour), churches, Snively Elementary, and the Brooks Community Center, are in the area also. There is also a trucking facility that is grandfathered for agricultural trailer storage.
- The subject property is in the Eloise Community Redevelopment Area (CRA). This CRA was established in 1999.

Compatibility

- The Comprehensive Plan defines Compatibility in Section 4.400 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.”
- The proposed request is for a Community Activity Center (CAC), Institutional (INST), and the Main Street Corridor (MSC) land use classifications.
- The subject properties are in the Transit Supportive Development Area (TSDA).
- The CAC, INST, and MSC designations are allowed in the TSDA.
- The Eloise community is characterized by a mixture of different land uses. The east side of Snively Avenue is dominated by industrial uses and has both Business Park Center and Industrial land use classifications. On the west side of Snively Avenue, the community is designated as Residential-Low (specifically, RL-4) and is characterized by institutional industrial, residential, commercial, and vacant lands.

Infrastructure

- The property is zoned for Snively Elementary, Denison Middle School, and Winter Haven Senior High School.

- Fire and ambulance response is from Polk County Fire Rescue Station 17, located at 185 S 3rd Street, Eagle Lake. The estimated response time from this station is about ten to twelve minutes.
- Sheriff's response to the site is served by the Northcentral District, located at 3635 Avenue G, NW, Winter Haven. The response times are as follows: Priority One: 9:56 minutes; Priority Two: 26:35 minutes.
- The subject parcel is next to Snively Avenue. Snively Avenue is an Urban Collector, according to the Polk County TPO Roadway Network Database, and is the closest road to the site that is monitored for concurrency.
- There are no known improvements for Snively Avenue at this time.
- Once the Thompson Nursery Road extension is completed and traffic patterns have readjusted, there may be a reassessment of Snively Avenue.
- Route 40/44, Winter Haven Southside, serves Eloise with mass transit.
- There is a sheltered bus stop located between 7th and 8th street, in front of the Brooks Community Center.
- There are sidewalks along the west side of Snively Avenue.
- The site is located within the City of Winter Haven utility service area.

Environmental

- There are wetlands on the site.
- Portions of the site are within a Zone "AE" floodplain (Elevation 131.5).
- The site is comprised of Pomona-Urban Land Complex, Urban Land, Smyrna and Myakka Fine Sands, and Kaliga Muck soils. These soils have severe limitations for septic tanks and dwellings without basements.
- According to the Polk County Protected Species Observations Map dated July 22, 2021, there is an eagle nest within one mile of the site.
- The PolkGreen Map displays this site as in a potential connection of an overall natural network.
- Eloise does not have conservation easements. The closest conservation area is 1,735 feet south of the site, part of a 295-acre tract as part of the Thompson Nursery Road extension.
- East of Eloise and the CSX railroad is a 120.68-acre parcel owned by Polk County, called Lake Lulu Wetlands.
- Eloise is not in the Florida Wildlife Corridor.

- This property is within the Height Notification Zone for the Bartow Municipal Airport Impact District.
- The site is not within a Wellfield Protection District.
- Based on information received from the Secretary of State's Department of Historical Resources office, there are no archeological or historic resources on the site.

Comprehensive Plan Policies

- POLICY 2.102-A1 DEVELOPMENT LOCATION, states that Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.
- POLICY 2.102-A2 COMPATIBILITY, states that land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished:
 - a. there have been provisions made which buffer incompatible uses from dissimilar uses;
 - b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use;
 - c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.
- POLICY 2.102-A3 DISTRIBUTION, states that development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.
- POLICY 2.102-A4 TIMING, states that development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.
- POLICY 2.102-A10 LOCATION CRITERIA, states the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:
 - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided;
 - b. nearness to agriculture-production areas;
 - c. distance from populated areas;

d. economic issues, such as minimum population support and market-area radius (where applicable);

e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:

1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;
2. sanitary sewer and potable water service;
3. storm-water management;
4. solid waste collection and disposal;
5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;
6. emergency medical service (EMS) provisions;
7. other public safety features such as law enforcement;
8. schools and other educational facilities; and
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 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:
 - a. be those areas 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;
 - b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;
 - c. be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation

Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options;

d. include development criteria that:

1. promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities;
2. improve access to employment areas, schools, shopping and recreational opportunities;

- POLICY 2.110-E1, CHARACTERISTICS - Community Activity Centers, states that they are intended to accommodate the shopping needs of residents living within the community and generally contain a shopping center and other commercial and office uses within close proximity. General (approximate) characteristics of Community Activity Centers are:

Usable Area: Over 20 acres to 60 acres

Gross Leasable Area (GLA): 150,000 to 500,000 square feet

Minimum Population Support: 20,000 to 80,000 people

Market-Area Radius: 2 miles or more

Typical Leading Tenant: Variety, Discount, or Department Store

Other Typical Tenants: Supermarket, Theater, Offices, Restaurant, Drug Store, Professional Services.

- POLICY 2.110-E4: DEVELOPMENT CRITERIA - Development within a Community Activity Center shall conform to the following criteria:
 - a. Community Activity Centers shall have frontage on, or direct access to, an arterial or collector roadway, or a frontage road or service drive which directly serves an arterial or collector roadway.
 - b. Different uses within a Community Activity Center shall incorporate the use of frontage roads or shared ingress/egress facilities wherever practical.
 - c. Adequate parking shall be provided to meet the demands of the uses, and interior traffic-circulation patterns shall facilitate the safe movement of vehicular, bicycle, and pedestrian traffic.
 - d. Buffering shall be provided 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.

- e. New residential shall be limited to Special Residential and shall not exceed 30 percent of the total area of the community activity center. Location of residential units above stores shall be encouraged by not considering such units against the maximum residential percentages.
 - f. There shall be no limits on the mix of office and commercial uses within a Community Activity Center.
 - g. The maximum floor area ratio shall not exceed 0.30 unless developed as a Planned Development.
 - h. Planned Developments within the Community Activity Center may be permitted a maximum floor area ratio up to 1.0 and a maximum residential density of 25 dwelling units per acre. Intensity and density increases shall only be awarded to innovative, efficient, and compatible Planned Development proposals that are consistent with the general district characteristics and are located within the TSDA and UGA. The Land Development Code shall establish specific development standards and criteria for Planned Developments within activity centers.
- POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures.
 - POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall 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 ^[1].
 - 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 faculty members of the nearby educational institution.
- g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.
- POLICY 2.124-F1: DESIGNATION AND PURPOSE - Redevelopment Districts, and Redevelopment District Revitalization Plans, are intended to:
 - a. utilize a comprehensive, strategic approach to identify the special needs of unincorporated communities comprised of predominantly low and moderate income residents;
 - b. involve neighborhood residents in every phase of the planning process;
 - c. develop action plans to meet the identified needs including, but not limited to, social and community services, infrastructure, transportation, economic development, law enforcement, and affordable housing;
 - d. promote an enhanced living environment for the community, and a higher quality of life for community residents;
 - e. promote the economic vitality of the community through the development of employment and business opportunities for community residents;
 - f. encourage multi-modal transportation options, particularly pedestrian and bicycle travel; and
 - g. encourage community cohesion by promoting opportunities for the interaction of community residents, thereby engendering community pride, empowerment of residents, identification with, ownership of and participation in revitalization efforts, and a "sense of place."

- POLICY 2.124-F4: REDEVELOPMENT ACTIVITIES states that Redevelopment District Revitalization Plans shall implement the purpose and intent of Policy 2.124-F1 and shall conform to the following requirements:
 - a. PERMITTED USES: In keeping with the purpose and intent of this section, the following uses may be permitted within a Redevelopment District Revitalization Plan:
 1. Residential (single-family and multi-family)
 2. Commercial
 3. Institutional
 4. Recreation and Open Space
 5. Preservation
 6. Specialized Uses, subject to the provisions of Section 2.125
 7. Housing for workers (agricultural, industrial, construction and hospitality trades)
 - b. DEVELOPMENT CRITERIA:
 1. Non-residential uses should be limited to a size, scale, and intensity necessary to provide the residents of the community and surrounding area with retail, personal, and community services. Where permitted by the Redevelopment District Revitalization Plan, non-residential uses may include, but are not limited to, grocery stores, personal service shops, gas stations, restaurants, specialized and general retail, medical and professional offices, and community facilities such as neighborhood centers, churches, schools, community-oriented policing substations, and day care centers.
 2. Non-residential uses should be centrally located within the community and within comfortable walking distance for a majority of the area's residents.
 3. Non-residential uses shall have direct access to a collector or arterial roadway.
 4. Appropriate mixes of housing types shall be permitted where such mixes will be compatible with immediate adjacent existing residential development. Development incentives shall be provided to encourage and stimulate workforce housing, affordable housing and housing for special needs groups. Such incentives shall include, but not be limited to:
 - (a) Density and intensity increases up to 150% of the district standards,
 - (b) Expedited permitting; and
 - (c) Design flexibility, additionally
 - (d) May include special impact fee consideration in such circumstances as adopted and codified by the BoCC.

Such incentives shall be linked directly to the provision of affordable, workforce or special needs housing on a case-by-case basis and require that the housing remain dedicated to the particular housing type for which the incentive was awarded for a minimum of twenty years through a deed restriction or similar measure. Furthermore, no increase in density or intensity can occur unless adequate water, sewer, roadway and public-school capacity exists or are planned to be available to meet the need of additional development.

5. Commercial and office uses shall be permitted in Redevelopment District Revitalization Plans. Redevelopment District Revitalization Plans may include up to 10% of the total area of redevelopment district for commercial and office uses. Designation of an area exceeding the additional 10% shall require a Comprehensive Plan amendment.
6. It is fundamental to all revitalization plans those commercial uses, if included in the land use design, shall be oriented toward the historically established town center, main street, or placed in isolated neighborhood market sites that are restricted to a very limited scale of commercial activity and located only at the intersection of major collector roads. Linear commercial development shall not be allowed, unless it is clearly evident that it is consistent with the traditional development pattern of the community.
7. Appropriate buffering shall be provided between non-residential uses and residential uses.

PROPOSED MAIN STREET CORRIDOR (MSC) POLICIES (LDCPAL-2026-2):

POLICY 2.109-A1: LAND USE CATEGORIES ESTABLISHED - The following land use categories are hereby established for the Polk County Comprehensive Plan:

	Map Symbol	Maximum Standard Residential Density	Maximum Planned Development Density	Standard Non-residential FAR	Maximum Planned Development FAR
<u>Main Street Commercial</u>	<u>MSC</u>	<u>15.0</u>	<u>15.0</u>	<u>1.0</u>	<u>1.0</u>

POLICY 2.109-A30: The purpose of the Main Street Commercial (MSC) land use is to provide for promote the redevelopment and infilling of linear concentrations of all types of commercial, office, residential, and institutional uses along a roadway that are located within a Redevelopment District.

SECTION 2.11X MAIN STREET COMMERCIAL CORRIDOR

OBJECTIVE 2.11X-A: Polk County shall recognize existing "Main Street Commercial Corridors" by their designation and mapping on the Future Land Use Map Series as Main Street Commercial Corridors (MSC) and shall promote the redevelopment and infilling of such areas through the establishment of criteria for the development of lands within Main Street Commercial Corridors.

POLICY 2.11X-A1: CHARACTERISTICS – Main Street Commercial Corridors are characterized by linear concentrations of all types of commercial, office, residential, and institutional uses along

a roadway that are located within a Redevelopment District, pursuant to Section 2.124-F. Some Main Street Commercial Corridors may contain existing industrial uses.

POLICY 2.11X-A2: DESIGNATION AND MAPPING - Existing linear corridors in Redevelopment Districts with non-residential areas shall be designated and mapped on the Future Land Use Map Series as "Main Street Commercial Corridors" (MSC).

POLICY 2.11X-A3: LOCATION CRITERIA – MSCs shall be allowed in all Development Areas, subject to the other locational criteria in this policy. MSCs shall only be located within Redevelopment Districts, as outlined in the Future Land Use Element of the Comprehensive Plan. The establishment of new MSCs or the expansion, extension (along the road), or increase in depth of an existing MSC shall only permitted if the Redevelopment District where the MSC is to be located has an approved Redevelopment District Revitalization Plan pursuant to Policy 2.124-F3 of the Future Land Use Element, an Urban Infill and Redevelopment Area Plan and/or a Community Redevelopment Area (CRA) Plan, per Chapter 163, Florida Statutes, and the expansion is consistent with the applicable plan.

POLICY 2.11X-A4: DEVELOPMENT CRITERIA - Development or redevelopment within a Main Street Commercial Corridor shall conform to the following criteria:

a. Permitted uses include all types of neighborhood commercial, office, and institutional uses typically located along a roadway.

b. Existing single-family residential development is protected by the Vested Rights and Non-conformities provisions in Chapter 1 of the Land Development Code.

c. New residential development within the MSC shall only consist of duplex, triplex, quadraplex, and multi-family units.

d. Industrial and High-Impact-Commercial-type (HIC) development shall be limited to infilling existing industrial/HIC areas, and new industrial/HIC development shall not extend or expand these industrial/high-impact areas.

e. New development or redevelopment within a Main Street Commercial Corridor shall incorporate the use of frontage roads wherever there is adequate public right-of-way or there is property available for the expansion of the right-of-way or the establishment of frontage-road easements to facilitate such roads in accordance with recognized highway safety standards. Whenever the placement of frontage roads is not practical, shared ingress/egress facilities shall be used. Cross-access easements connected parking lots, and/or alternate methods of property connection shall be required.

f. Interior traffic circulation shall facilitate safe bicycle and pedestrian movement.

g. Where the MSC abuts residential areas, new development or redevelopment of non-residential development shall be compatible with adjacent existing uses.

h. The Land Development Code shall contain regulations that are context-sensitive to their location in existing, developed areas. The Land Development Code shall also promote the redevelopment and/or revitalization of these corridors through the creation of regulations that promote an urban-oriented design, encourage the safe bicycle and pedestrian movement and

provide flexibility and creativity in site and building design, and encourage uses that meet the immediate needs of the surrounding residential areas.

i. To promote revitalization in MSCs, the maximum floor area ratio shall not exceed 1.0 for non-residential development, or Table 2.104.2 of the Future Land Use Element for MSCs located in the Transit Corridors and Centers Overlay (TCCO).

j. Residential development shall be limited to the range provided in the Residential High (RH) land use designation described in Policy 2.109-A1 or Table 2.104.1 of the Future Land Use Element for MSCs located in the Transit Corridors and Centers Overlay (TCCO).

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee (DRC) finds that the request **IS compatible** with the surrounding land uses and general character of the area and **IS consistent** with the Polk County Comprehensive Plan and Land Development Code. Therefore, the DRC recommends **APPROVAL of LDCPAS-2026-6**.

GENERAL NOTES

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

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.

Background

This is a County-initiated request to the Comprehensive Plan Future Land Use Map for property in the Eloise Community Redevelopment Area (CRA). This request came about due to Land Development staff receiving a directive this past summer to examine the current land uses around the Freedom Tour property. The Freedom Tour, located west of Snively Avenue, between 1st and 2nd Streets next to the recently closed Florence Avenue, is an organization that provides food and disaster relief assistance.

Based on a review of existing land use and development trends in the area, staff prepared a proposal to designate portions of the block bounded by 1st & 2nd Streets, Snively Avenue, and the former Florence Avenue as Institutional. This was based on not only the existing Freedom Tour property, but also another church (the Eloise Church of Christ) located on 2nd Street. The remaining residentially used parcels on this block are also proposed to be designated as Institutional to allow for the eventual transition of those uses at such time as those property owners may wish to sell or convert to a different use. For the remainder of the block, along Snively Avenue, the proposal is to designate the existing auto-related commercial uses as Community Activity Center.

After creating the proposal for the Freedom Tour property and the remaining block, the surrounding properties were then examined. Based on this review, it was determined that because the existing residential uses on the north side of 1st Street would then be located between two non-residential areas (the existing commercial businesses along US 17 and the existing/proposed institutional uses on the south side of 1st Street). To allow for the eventual transition of the existing residential uses, an expansion of the existing Community Activity Center (CAC) designation is proposed.

Upon completing this proposal, staff presented it to the Eloise Community Redevelopment Agency Advisory Committee on September 2, 2025. At this meeting, the Committee not only endorsed the concept, but also requested staff to expand the scope of the proposal to include the entire Snively Avenue corridor. Based on this request, staff completed a study of the west side of Snively Avenue, from US 17 down to the property just south of Snively Elementary. As part of this request, a new land use district, to be called the Main Street Corridor, is proposed. A corresponding Plan Amendment (LDCPAL-2026-2) is in process to consider inclusion of this new land use into the Comprehensive Plan. The Planning Commission recommended approval of this request at their May 6, 2026 meeting. On June 2, 2026, The County Commission approved this request on first reading, which is also known as the Transmittal Hearing.

Staff then presented the revised proposal at the December 1st CRA Advisory Committee meeting. The Committee approved this proposal. Based on this action, a Community Meeting was held on Thursday, February 26th at the Brooks Community Center. At this meeting, Land Development staff, along with support from the Central Florida Regional Planning Council staff, gave a presentation to members of the Eloise Community. Many questions were answered, and the proposal seemed to be well received.

However, at the following Advisory Committee meeting that was held on March 2nd, both members of the community and committee members expressed concerns about the proposal. Their specific concerns were regarding potential development of the large tract (known as the Smith property). Additionally, some of the property owners that reside near Snively Elementary were concerned about the proposed MSC designation. As a result of community feedback, the MSC was modified to end at the 5th Street/Snively Avenue intersection.

After further review by staff based on the potential redevelopment opportunities for the Smith property, a special meeting was held on Monday April 13th with the Advisory Committee. At this meeting, the revised Future Land Use Map proposal was submitted to the Committee for review and comment. The change to this map was to include the Smith property, along with property fronting Snively Avenue between the Smith property and 6th Street. The maps included in this report reflect the new proposal. An additional meeting of the Eloise CRA Advisory Committee was held on June 1st to further discuss and refine the proposal. In addition to presenting the proposed land use changes, a detailed discussion of the proposed list of uses for the MSC land use district was included. The list of uses will be considered in the corresponding Land Development Code Text Amendment (LDCT-2026-13).

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."

A. Land Uses

The site is within a Transit Supportive Development Area (TSDA). TSDAs are areas 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; be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon; be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options; include development criteria that promotes the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities; and improves access to employment areas, schools, shopping and recreational opportunities.

Currently, the site has a Future Land Use designation of Residential-Low (RL). The purpose of the Residential Low (RL) land use district is to provide areas for the low-density residential development in the urban areas of unincorporated Polk County. RL allows residential development at densities up to, and including, 5.00 DU/AC. The Residential-Low classification is characterized by single-family dwelling units, duplex units, and small-scale multi-family units.

There are three proposed designations as part of this request:

Community Activity Center (CAC) - The purpose of the Community Activity Center (CAC) land use district is to provide for shopping needs of residents living within a surrounding community. The CAC district permits special residential development, non-residential uses such as offices, department stores, supermarkets, restaurants and community facilities. A typical CAC is approximately twenty (20) to sixty (60) acres with approximately 150,000 to 500,000 square feet.

Institutional (INSTI) - Institutional areas are primarily characterized by private and public-service structures. These commonly include public and private educational facilities, government-administration buildings, public-safety structures (e.g. police and fire), cultural facilities (e.g. libraries, museums, and performing-arts theaters), and 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).

Main Street Corridor (MSC) – The MSC land use district is a proposed new category that is currently under review (LDCPAL-2026-2). This case has received a recommendation of approval by the Planning Commission and has been approved for Transmittal to the Florida Department of Commerce. The purpose of the Main Street Commercial (MSC) land use is to provide for the redevelopment and infilling of linear concentrations of all types of commercial, office, residential, and institutional uses along a roadway that are located within a Redevelopment District. where the MSC is to be located has an approved Redevelopment District Revitalization Plan pursuant to Policy 2.124-F3 of the Future Land Use Element, an Urban Infill and Redevelopment Area Plan and/or a Community Redevelopment Area (CRA) Plan, per Chapter 163, Florida Statutes, and the expansion is consistent with the applicable plan.

The Eloise community is characterized by a mixture of different land uses. The east side of Snively Avenue is dominated by industrial uses and has both Business Park Center and Industrial land use classifications. On the west side of Snively Avenue, the area is predominantly residential (single—family and mobile homes), except for a 19.25-acre site. This property is grandfathered for agricultural trailer storage, and is currently used for vehicle storage, and related accessory uses.

Property fronting the west side of the Snively Avenue corridor, there are a mixture of uses between 1st Street and south of 9th Street. These uses include the following:

- Institutional lands (church, non-profit organization, community center, and Snively Elementary);
- Industrial (vehicle storage and accessory uses);
- Residential (single-family and mobile homes);
- Commercial property (auto sales and repair, plus retail); and
- Vacant lands.

There are several reasons why this request is considered to be compatible, and consistent with the Comprehensive Plan and Land Development Code.

Eloise is located within a Transit-Supportive Development Area. The proposed CAC, INST, and MSC designations are allowed in the TSDA.

The proposed CAC designation will recognize existing uses (retail sales, convenience store, auto sales/service). The request will also for the eventual transition of existing residences (next to the existing CAC designated property along US 17), on the north side of 1st Street, to a non-residential use.

Similar to the proposed CAC designation, the proposed INST area will recognize the existing institutional uses (The Freedom Tour facility and a church). It will also allow for the eventual transition of three single-family residences on the south side of 1st Street to non-residential uses as the area is redeveloped.

The most significant land use change is proposed for 21.62 acres of the 25.96-acre request to change from Residential-Low to Main Street Corridor (MSC). As previously mentioned, this 19.25-acre site is grandfathered for agricultural trailer storage, and is currently used for vehicle storage, and related accessory uses.

This property previously received approval of a Comprehensive Plan Amendment in 2003-2004 from Residential-Low (RL) to Industrial (IND) by the Board of County Commissioners (BoCC). However, after the CRA Board (which at that time, was comprised of citizens and not the BoCC, which is currently the case today), appealed the decision of the BoCC. As a result, the Amendment was overturned, and the property changed back to its current residential use.

The proposed designation of the site as part of the Main Street Corridor will allow for the transition of the site from industrial use to a more compatible residential, commercial, or institutional use, all of which are contemplated in the MSC designation. Redevelopment of this site could also facilitate the revitalization of the community and will further advance the goals of the Eloise CRA.

This request will recognize existing commercial and institutional uses through the proposed CAC and INST land use designations. The requested MSC designation is only allowed in areas that have an approved redevelopment plan. Because Eloise is in a Community Redevelopment Area (CRA) and has an adopted Community Redevelopment Area Plan per Chapter 163, Florida Statutes, this request is consistent with the MSC policies. The MSC could also lead to the redevelopment and revitalization of properties in Eloise, furthering the goals of the Eloise CRA.

The proposed designations will promote a more gradual transition of uses between the more intensive industrial uses on the east side of Snively Avenue and the lower-density residential uses on the west side of Snively Avenue. A similar effect will occur with the proposed CAC expansion and INST designation locating between the more intensive uses along US 17, and the lower density residential uses south of 1st and 2nd Streets. For these reasons, this request is compatible and consistent with the applicable policies in the Comprehensive Plan.

The corresponding Land Development Code (LDC) Text Amendment provides a list of permitted, conditional, and prohibited uses in the MSC District. More specifically, it prohibits industrial, automotive-related, and alcohol-related uses (at the request of the Eloise community). contains restrictions and limitations on industrial and automotive-related uses. These restrictions are proposed to minimize the potential for adverse impacts to occur on adjoining residential uses and will further ensure compatible development of the area. Combined with additional development restrictions for multi-family uses (to address concerns raised by the community), these changes are intended to promote the redevelopment and revitalization of Eloise, which is a Community Redevelopment Area (CRA).

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.”

The site is located in the Transit-Supportive Development Area (TSDA), where connection to water and sewer is required.

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

Table 1 Future Land Use Map Districts and Existing Uses

<p>Northwest Linear Commercial Corridor (LCC) Community Activity Center (CAC) Convenience store, retail plaza, & service/repair shops</p>	<p>North Community Activity Center (CAC) Auto parts store</p>	<p>Northeast Business Park Center (BPC) Vacant</p>
<p>West Residential-Low (RL) Single-family and mobile homes</p>	<p>Subject Site Residential Low (RL) Institutional (churches, social service facilities), commercial (retail, auto sales), miscellaneous industrial facilities</p>	<p>East Business Park Center (BPC); Industrial (IND) Cold storage, convenience store, residential</p>
<p>Southwest Residential -Low (RL), City of Eagle Lake Single-family residential</p>	<p>South Residential Low (RL) Single-family residential and mobile homes</p>	<p>Southeast Industrial (IND) Cold storage</p>

Nearest and Zoned Elementary, Middle, and High School

The schools zoned for the subject property are listed in Table 2 below. Because the request is for non-residential uses, the request will not impact school concurrency.

Table 2: School Information

School	Annual Estimated Demand	Distance from Subject Site
Snively Elementary	0	0 mile
Denison Middle School	0	2.2 miles
Winter Haven Senior High School	0	1.85 miles

Source: Polk County School Board website

Nearest Sheriff, Fire, and EMS Station

Polk County Fire Rescue provides Advanced Life Support transport to all residents and visitors of Polk County. Emergency response is considered effective if response times are within eight (8) minutes in rural and suburban areas and 13 minutes in urban areas.

Sherriff response times are not as much a function of the distance to the nearest sheriff's substation rather more a function of the overall number of patrol officers within the County. Priority 1 Calls are considered true emergencies, in-progress burglary, robbery, injuries, etc. Priority 2 Calls refer to events that have already occurred, such as a burglary that occurred while the homeowner was on vacation and had just been discovered.

Fire Rescue staff also offered the following comments regarding this project: "Optimal response times are estimated to be between 10 and 12 minutes but can vary significantly based on many factors. Station 17 is staffed 24/7 with career firefighters and augmented by response from other county fire and ambulance stations and through an automatic aid interlocal agreement. Note that Station 17 is scheduled to be rebuilt at a new location on Cameron Road. Once completed and operational, the travel distance will decrease to 1.7 miles, and response times should be reduced by one to two minutes."

Table 3 provides a breakdown of response times and travel distances for emergency services.

Table 3 Public Safety Information

	Name of Station	Distance	Response Time*
Sheriff	Northcentral District, located at 3635 Avenue G., NW, Winter Haven	4.50 miles	P1: 09:56 minutes P2: 26:35 minutes
Fire/ EMS	Polk County Fire Rescue Station 17, located at 185 S 3 rd Street, Eagle Lake.	2.6 miles	10-12 minutes

*Source: Polk County Sheriff's Office and Public Safety *Response times are based on when the station receives the call and not from when the call is made to 911.*

Water and Wastewater

The subject property is in a Transit-Supportive Development Area (TSDA), where connection to public water and sewer is required. The City of Winter Haven provides water and sewer service in Eloise.

A. Estimated Demand:

The development of the property under the proposed land use designation should not negatively impact the minimum LOS for the existing facilities, due to the relatively low consumption and generation rates, plus the presence of flows from existing development.

The following analysis is based on only the 21.62 acres proposed to be designated as Main Street Corridor (MSC). Because the other proposed land use designations (CAC and INST) reflect existing uses, it is not anticipated that there will be significant redevelopment. In contrast, the lands proposed for the MSC designation (mainly residential, vacant, or industrial) could be redeveloped to a different use. Using the 21.62 acres of MSC multiplied by a maximum FAR of 1.0 results in a maximum development potential of 941,767 square feet.

Table 4 Estimated Water and Sewer Impact Analysis

Maximum Allowable Use: RL – 21.62 AC of site @ 5 DU/AC = 108 DU MSC – 21.62 AC/941,767 SF of site *1.0 FAR = 941,767 SF	Estimated Impact Analysis Residential Suburban (RL) to Main Street Corridor (MSC) Development Area: TSDA	
	Current Land Use designation RL	Proposed Land Use designation MSC
Current Maximum Allowable Use	108 DU	941,767 Square Feet (SF)
Potable Water Consumption	108 DU * 250 GPD/DU = 27,000 GPD	941,767 SF * .22 GPD/SF = 207,189 GPD
Wastewater Generation	108 DU * 200 GPD/DU = 21,600 GPD	941,767 SF * .165 GPD/SF (80% of water usage) = 155,392 GPD

GPD – Gallons Per Day

Source: Polk County Concurrency Manual and Polk County Utilities: Single-Family (Detached) 250 GPD/DU (water) & 200 GPD/DU (sewer); Retail; 22 GPD/SF (water) & .165 GPD/SF (sewer)

Portions of Eloise are within the Transit Centers and Corridors Overlay (TCCO) and are eligible for higher densities/intensities per Policy 2.104-A7 of the Future Land Use Element. However, for the purpose of this analysis, those additional densities/intensities were not considered.

B. Available Capacity:

Because this property is in a Transit-Supportive Development Area, connection to public water or sanitary sewer services is required. According to the City of Winter Haven, as of January 31, the City has 1.047 mgd of potable water capacity available for permitting and 1.854 mgd of wastewater treatment capacity available at Wastewater Treatment Plant 3 available for permitting.

C. Planned Improvements:

No information is known currently about any planned improvements to utilities in this area.

Roadways/ Transportation Network

The Polk County Transportation Planning Organization (TPO) monitors traffic congestion on over 425 roadway segments (950 directional links). The data identifies both daily and peak hour traffic volumes. The peak hour traffic volumes are used to estimate the level-of-service for each roadway, in each direction. Level-of-service refers to the quality of traffic flow. It is the primary measure of traffic congestion. Level-of-service (LOS) is measured on a scale of ‘A’ to ‘F’ with LOS ‘A’ being the best (free-flow traffic) and LOS ‘F’ being the worst (severe traffic congestion).

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.

A. Estimated Demand:

Table 5, following this paragraph, shows the Average Annual Daily Trip (AADT) rate and the PM Peak hour trip rate.

The following analysis is based on only the 21.62 acres proposed to be designated as Main Street Corridor (MSC). Because the other proposed land use designations (CAC and INST) reflect existing uses, it is not anticipated that there will be significant redevelopment. In contrast, the lands proposed for the MSC designation (mainly residential, vacant, or industrial) could be redeveloped to a different use. Using the 21.62 acres of MSC multiplied by a maximum FAR of 1.0 results in a maximum development potential of 941,767 square feet.

Table 5 Estimated Transportation Impact Analysis

Maximum Allowable Use: RL – 21.62 AC of site @ 5 DU/AC = 108 DU MSC – 21.62 AC/941,767 SF of site *1.0 FAR = 941,767 SF	Estimated Impact Analysis Residential Suburban (RL) to Main Street Corridor (MSC) Development Area: TSDA	
	Current Land Use designation RL	Proposed Land Use designation MSC
	108 DU	941,767 Square Feet (SF)
Average Annual Daily Trips (AADT)	DU *7.81 trips/1 DU = 843 AADT	941,767 SF * 44.72 trips/1,000 SF *.76 new trips = 32,008 AADT
PM Peak Hour Trips	108 DU * 1 trips/1 DU = 108 PM Peak Hour Trips	941,767 SF * 4.86 trips/1,000 SF *.76 new trips = 3,479 Peak Hour Trips

Source: Concurrency Manual and Table for Minor Traffic Study – Single Family Detached Housing– 7.81 AADT/1 DU, 1 peak-hour trips/1 DU; Free Standing Discount Store (ITE 815) – 44.72 AADT/1,000 SF, 64 peak-hour trips/1,000 SF.

Portions of Eloise are within the Transit Centers and Corridors Overlay (TCCO) and are eligible for higher densities/intensities per Policy 2.104-A7 of the Future Land Use Element. However, for the purpose of this analysis, those additional densities/intensities were not considered.

B. Available Capacity:

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.

Table 6, below, charts the generalized available capacity of the most-affected links.

Table 6 Available Capacity

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard	5-Year Peak Hour Projected LOS
4168N	CR 655 (Snively Avenue) From: Bomber Road To US 17	C	220	D	C
4168S	CR 655 (Snively Avenue) From: Bomber Road To US 17	C	193	D	C

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

As identified above, Snively Avenue has sufficient PM peak hour capacity to support future development activity. Given the complexity of any traffic analysis, it is difficult to determine the future impact of redevelopment on Snively Avenue at this time.

Snively Avenue is a County-maintained Urban Collector, per the Polk County TPO Roadway Network Database, with an estimated pavement width of 40 feet.

C. Roadway Conditions:

Most of Snively Avenue and 1st thru 9th Street has a Pavement Condition Index rating of “Fair”. The portion of Snively Avenue between US 17 & 1st Street, and between 5th and 7th Street, plus 5th Street, have a rating of “Poor”.

D. Planned Improvements:

There are no known improvements for Snively Avenue at this time. Once the Thompson Nursery Road extension is completed and traffic patterns have readjusted, there may be a reassessment of Snively Avenue.

E. Mass Transit:

Route 40/44, Winter Haven Southside, serves Eloise. There is a sheltered bus stop located between 7th and 8th Street, in front of the Brooks Community Center.

F. Sidewalks:

There are sidewalks along the west side of Snively Avenue.

Park Facilities and Environmental Lands:

The closest County Park is Snively-Brooks Park, located west of the site. Because the proposed amendment is predominantly non-residential uses, it will not have an impact on this facility.

A. Location:

The Snively-Brooks Park is located at 123 9th Street, Winter Haven.

B. Services:

This park has baseball, softball and multi-purpose fields, as well as basketball courts. There is also a walking path, playground, restrooms, picnic tables and picnic shelters.

C. Multi-use Trails:

There are no multi-use trails in the immediate area. According to the Polk GIS Viewer, the closest trails can be found at the Circle B Bar Reserve, 7 miles from the site.

Environmental Lands:

The closest conservation area is 1,735 feet south of the site and is a 295-acre tract as part of the Thompson Nursery Road extension. East of Eloise and the CSX railroad is a 120.68-acre parcel owned by Polk County, called Lake Lulu Wetlands. Eloise is not in the Florida Wildlife Corridor.

Environmental Conditions

Portions of the site contain wetlands and are within a flood hazard area.

A. Surface Water:

There are no surface waters on the site, but there is a drainage canal on the west side of the Eloise neighborhood. The site is also in the Peace Creek Stressed Drainage Basin/Watershed.

B. Wetlands/Floodplains:

The western portions of the Smith property (the larger tracts located in the subject area) contain wetlands and are in a Zone “AE” floodplain (Elevation 131.5).

C. Soils:

The site is comprised of Pomona-Urban Land Complex, Urban Land, Smyrna and Myakka Fine Sands, and Kaliga Muck, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey. Table 7, lists the soils associated with the subject site.

Table 7 Soils

Soil Name	Septic Tank Absorption Limitations	Field	Limitations to Dwellings Without Basements	% of Site (approximate)
Pomona-Urban Land Complex	Severe: wetness, perc’s slowly		Severe: cutbacks cave, wetness	55.7%
Urban Land	Severe: wetness, poor filter.		Severe: cutbacks cave, wetness	23.1%
Smyrna and Myakka Fine Sands	Severe: wetness, poor filter.		Severe: cutbacks cave, wetness	9.7%
Kaliga Muck	Severe: ponding, poor filter		Severe: cutbacks cave, excess humus, ponding	11.5%

Source: Soil Survey of Polk County, Florida 1985, USDA, Soil Conservation Service

Any future development of the site will be subject to Section 2.303: “Soils” of the County’s Comprehensive Plan (in conjunction with the Land Development Code) which requires all development to implement Best Management Practices based on the Department of Environmental Protection’s (DEP) Florida Development Manual.

D. Protected Species, Polk Green, Conservation Easements and Wildlife Corridor

According to the Polk County Protected Species Observations Map dated July 22, 2021, the site is located within one mile of eagle nests. Prior to site clearing or grubbing, the applicant shall hire a qualified professional to conduct a site survey/walkover to ensure that no threatened or endangered plant or animal species exist on the site. If any are discovered, the applicant shall properly protect the specie(s) or mitigate any impacts consistent with federal, state, and local law.

The PolkGreen Map displays this site as in a potential connection of an overall natural network. The closest conservation area is 1,735 feet south of the site, part of a 295-acre tract as part of the Thompson Nursey Road extension.

E. Archeological Resources:

Based on information received from the Secretary of State’s Department of Historical Resources office, there are no archeological or historic resources on the site.

F. Wells (Public/Private):

The site is not within a Wellfield Protection District.

G. Airports:

This property is within the Height Notification Zone for the Bartow Municipal Airport Impact District.

Economic Factors:

The purpose of this amendment, and the designation of properties with the Main Street Corridor Land Use designation, is to promote the redevelopment/revitalization of property on the Snively Avenue Corridor. The 2018 Eloise Community Redevelopment Plan Update also has a strategic goal to “Create greater access to higher wage jobs to the employment base in Eloise.” This amendment will assist in reaching this goal.

Redevelopment/revitalization of the area will also promote the construction of buildings and site development activities create temporary jobs. Any new business activity that occurs at this site 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; 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.	The proposed location of the Main Street Corridor between the existing residential neighborhood on the west side of Snively Avenue and the existing industrial uses on the east side of Snively Avenue can provide for better compatibility by providing a gradual scaling of uses.

Comprehensive Plan Policy	Consistency Analysis
<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 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; 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>The Eloise community, as an existing urban area, complies with the factors listed in this policy.</p>
<p>POLICY 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:</p> <ul style="list-style-type: none"> a. be those areas 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; b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon; c. be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options; 	<p>The site is in a Transit-Supportive Development Area (TSDA).</p>
<p>POLICY 2.110-E1, CHARACTERISTICS - Community Activity Centers, states that they are intended to accommodate the shopping needs of residents living within the community and generally contain a shopping center and other commercial and office uses within close proximity. General (approximate) characteristics of Community Activity Centers are:</p> <p>Usable Area: Over 20 acres to 60 acres</p>	<p>The land proposed for the Community Activity Center designation will be included as part of the CAC location at the US 17 Snively Avenue intersection. This proposed change will further the redevelopment of property that already contains some non-residential uses.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>Gross Leasable Area (GLA): 150,000 to 500,000 square feet</p> <p>Minimum Population Support: 20,000 to 80,000 people</p> <p>Market-Area Radius: 2 miles or more</p> <p>Typical Leading Tenant: Variety, Discount, or Department Store</p> <p>Other Typical Tenants: Supermarket, Theater, Offices, Restaurant, Drug Store, Professional Services.</p>	
<p>POLICY 2.110-E4: DEVELOPMENT CRITERIA - Development within a Community Activity Center shall conform to the following criteria:</p> <p>a. Community Activity Centers shall have frontage on, or direct access to, an arterial or collector roadway, or a frontage road or service drive which directly serves an arterial or collector roadway.</p> <p>b. Different uses within a Community Activity Center shall incorporate the use of frontage roads or shared ingress/egress facilities wherever practical.</p> <p>c. Adequate parking shall be provided to meet the demands of the uses, and interior traffic-circulation patterns shall facilitate the safe movement of vehicular, bicycle, and pedestrian traffic.</p> <p>d. Buffering shall be provided 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.</p> <p>e. New residential shall be limited to Special Residential and shall not exceed 30 percent of the total area of the community activity center. Location of residential units above stores shall be encouraged by not considering such units against the maximum residential percentages.</p> <p>f. There shall be no limits on the mix of office and commercial uses within a Community Activity Center.</p> <p>g. The maximum floor area ratio shall not exceed 0.30 unless developed as a Planned Development.</p> <p>h. Planned Developments within the Community Activity Center may be permitted a maximum floor area ratio up to 1.0 and a maximum residential density of 25 dwelling units per acre. Intensity and density increases shall only be awarded to innovative, efficient, and compatible Planned Development proposals that are consistent with the general district characteristics and are located within the TSDA and UGA. The Land Development Code shall establish specific development standards and criteria for Planned Developments within activity centers.</p>	<p>The request to include additional property as part of the existing Community Activity Center located at the US 17/Snively Avenue intersection.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures.</p>	<p>There are numerous institutional uses in the area, including social service facilities, churches, and schools.</p>
<p>POLICY 2.116-A4: DEVELOPMENT CRITERIA - Institutional development shall conform to the following criteria:</p> <p>a. Institutional uses include but are not limited to: private and public-service structures. These commonly include:</p> <ol style="list-style-type: none"> 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 [1]. <p>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.</p> <p>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.</p> <p>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.</p> <p>e. Institutional sites shall be designed to provide for:</p> <ol style="list-style-type: none"> 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. <p>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:</p> <ol style="list-style-type: none"> 1. Residential uses shall only be established adjacent to or in conjunction with a university, college, vocational school or other similar educational institution. 	<p>Besides recognizing institutional uses, the proposed Main Street Corridor (MSC) Land Use will also allow Institutional Uses.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>2. Residential development shall be intended to primarily meet the housing needs for students and facility members of the nearby educational institution.</p> <p>g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.</p>	
<p>POLICY 2.124-F1: DESIGNATION AND PURPOSE - Redevelopment Districts, and Redevelopment District Revitalization Plans, are intended to:</p> <p>a. utilize a comprehensive, strategic approach to identify the special needs of unincorporated communities comprised of predominantly low and moderate income residents;</p> <p>b. involve neighborhood residents in every phase of the planning process;</p> <p>c. develop action plans to meet the identified needs including, but not limited to, social and community services, infrastructure, transportation, economic development, law enforcement, and affordable housing;</p> <p>d. promote an enhanced living environment for the community, and a higher quality of life for community residents;</p> <p>e. promote the economic vitality of the community through the development of employment and business opportunities for community residents;</p> <p>f. encourage multi-model transportation options, particularly pedestrian and bicycle travel; and</p> <p>g. encourage community cohesion by promoting opportunities for the interaction of community residents, thereby engendering community pride, empowerment of residents, identification with, ownership of and participation in revitalization efforts, and a "sense of place."</p>	<p>The proposed Main Street Corridor Land Use will promote the economic vitality of the community through the development of employment and business opportunities for community residents by allowing for commercial and office uses.</p>
<p>POLICY 2.124-F4: REDEVELOPMENT ACTIVITIES states that Redevelopment District Revitalization Plans shall implement the purpose and intent of Policy 2.124-F1 and shall conform to the following requirements:</p> <p>a. PERMITTED USES: In keeping with the purpose and intent of this section, the following uses may be permitted within a Redevelopment District Revitalization Plan:</p> <ol style="list-style-type: none"> 1. Residential (single-family and multi-family) 2. Commercial 3. Institutional 4. Recreation and Open Space 5. Preservation 6. Specialized Uses, subject to the provisions of Section 2.125 	<p>Item #6 under the development criteria specifically lists the words "Main Street" in that section. The proposed Main Street Corridor land use will accomplish this goal.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>7. Housing for workers (agricultural, industrial, construction and hospitality trades)</p> <p>b. DEVELOPMENT CRITERIA:</p> <ol style="list-style-type: none"> 1. Non-residential uses should be limited to a size, scale, and intensity necessary to provide the residents of the community and surrounding area with retail, personal, and community services. Where permitted by the Redevelopment District Revitalization Plan, non-residential uses may include, but are not limited to, grocery stores, personal service shops, gas stations, restaurants, specialized and general retail, medical and professional offices, and community facilities such as neighborhood centers, churches, schools, community-oriented policing substations, and day care centers. 2. Non-residential uses should be centrally located within the community and within comfortable walking distance for a majority of the area's residents. 3. Non-residential uses shall have direct access to a collector or arterial roadway. 4. Appropriate mixes of housing types shall be permitted where such mixes will be compatible with immediate adjacent existing residential development. Development incentives shall be provided to encourage and stimulate workforce housing, affordable housing and housing for special needs groups. Such incentives shall include, but not be limited to: <ol style="list-style-type: none"> (a) Density and intensity increases up to 150% of the district standards, (b) Expedited permitting; and (c) Design flexibility, additionally (d) May include special impact fee consideration in such circumstances as adopted and codified by the BoCC. <p>Such incentives shall be linked directly to the provision of affordable, workforce or special needs housing on a case-by-case basis and require that the housing remain dedicated to the particular housing type for which the incentive was awarded for a minimum of twenty years through a deed restriction or similar measure. Furthermore, no increase in density or intensity can occur unless adequate water, sewer, roadway and public-school capacity exists or are planned to be available to meet the need of the additional development.</p> 5. Commercial and office uses shall be permitted in Redevelopment District Revitalization Plans. Redevelopment District Revitalization Plans may include up to 10% of the total area of redevelopment district for commercial and office uses. Designation of an area exceeding the additional 10% shall require a Comprehensive Plan amendment. 6. It is fundamental to all revitalization plans those commercial uses, if included in the land use design, shall be oriented toward the historically established town center, main street, or placed in isolated neighborhood market sites that are restricted to a very limited scale of commercial activity and located only at the intersection of major collector roads. Linear commercial development shall not be allowed, 	

unless it is clearly evident that it is consistent with the traditional development pattern of the community.

7. Appropriate buffering shall be provided between non-residential uses and residential uses.

PROPOSED MAIN STREET CORRIDOR (MSC) POLICIES (LDCPAL-2026-2):

POLICY 2.109-A1: LAND USE CATEGORIES ESTABLISHED - The following land use categories are hereby established for the Polk County Comprehensive Plan:

	Map Symbol	Maximum Standard Residential Density	Maximum Planned Development Density	Standard Non-residential FAR	Maximum Planned Development FAR
<u>Main Street Commercial</u>	<u>MSC</u>	<u>15.0</u>	<u>15.0</u>	<u>1.0</u>	<u>1.0</u>

POLICY 2.109-A30: The purpose of the Main Street Commercial (MSC) land use is to provide for promote the redevelopment and infilling of linear concentrations of all types of commercial, office, residential, and institutional uses along a roadway that are located within a Redevelopment District.

SECTION 2.11X MAIN STREET COMMERCIAL CORRIDOR

OBJECTIVE 2.11X-A: Polk County shall recognize existing "Main Street Commercial Corridors" by their designation and mapping on the Future Land Use Map Series as Main Street Commercial Corridors (MSC) and shall promote the redevelopment and infilling of such areas through the establishment of criteria for the development of lands within Main Street Commercial Corridors.

POLICY 2.11X-A1: CHARACTERISTICS – Main Street Commercial Corridors are characterized by linear concentrations of all types of commercial, office, residential, and institutional uses along a roadway that are located within a Redevelopment District, pursuant to Section 2.124-F. Some Main Street Commercial Corridors may contain existing industrial uses.

POLICY 2.11X-A2: DESIGNATION AND MAPPING - Existing linear corridors in Redevelopment Districts with non-residential areas shall be designated and mapped on the Future Land Use Map Series as "Main Street Commercial Corridors" (MSC).

POLICY 2.11X-A3: LOCATION CRITERIA – MSCs shall be allowed in all Development Areas, subject to the other locational criteria in this policy. MSCs shall only be located within Redevelopment Districts, as outlined in the Future Land Use Element of the Comprehensive Plan. The establishment of new MSCs or the expansion, extension (along the road), or increase in depth of an existing MSC shall only permitted if the Redevelopment District where the MSC is to be located has an approved Redevelopment District Revitalization Plan pursuant to Policy 2.124-F3 of the Future Land Use Element, an Urban Infill and Redevelopment Area Plan

The proposed request is consistent with these policies. Eloise is in a Community Redevelopment Area, and has an adopted Community Redevelopment Plan.

Comprehensive Plan Policy	Consistency Analysis
<p><u>and/or a Community Redevelopment Area (CRA) Plan, per Chapter 163, Florida Statutes, and the expansion is consistent with the applicable plan.</u></p> <p><u>POLICY 2.11X-A4: DEVELOPMENT CRITERIA - Development or redevelopment within a Main Street Commercial Corridor shall conform to the following criteria:</u></p> <p><u>a. Permitted uses include all types of neighborhood commercial, office, and institutional uses typically located along a roadway.</u></p> <p><u>b. Existing single-family residential development is protected by the Vested Rights and Non-conformities provisions in Chapter 1 of the Land Development Code.</u></p> <p><u>c. New residential development within the MSC shall only consist of duplex, triplex, quadraplex, and multi-family units.</u></p> <p><u>d. Industrial and High-Impact-Commercial-type (HIC) development shall be limited to in-filling existing industrial/HIC areas, and new industrial/HIC development shall not extend or expand these industrial/high-impact areas.</u></p> <p><u>e. New development or redevelopment within a Main Street Commercial Corridor shall incorporate the use of frontage roads wherever there is adequate public right-of-way or there is property available for the expansion of the right-of-way or the establishment of frontage-road easements to facilitate such roads in accordance with recognized highway safety standards. Whenever the placement of frontage roads is not practical, shared ingress/egress facilities shall be used. Cross-access easements connected parking lots, and/or alternate methods of property connection shall be required.</u></p> <p><u>f. Interior traffic circulation shall facilitate safe bicycle and pedestrian movement.</u></p> <p><u>g. Where the MSC abuts residential areas, new development or redevelopment of non-residential development shall be compatible with adjacent existing uses.</u></p> <p><u>h. The Land Development Code shall contain regulations that are context-sensitive to their location in existing, developed areas. The Land Development Code shall also promote the redevelopment and/or revitalization of these corridors through the creation of regulations that promote an urban-oriented design, encourage the safe bicycle and pedestrian movement and provide flexibility and creativity in site and building design, and encourage uses that meet the immediate needs of the surrounding residential areas.</u></p> <p><u>i. To promote revitalization in MSCs, the maximum floor area ratio shall not exceed 1.0 for non-residential development, or Table 2.104.2 of the Future Land Use Element for MSCs located in the Transit Corridors and Centers Overlay (TCCO).</u></p> <p><u>j. Residential development shall be limited to the range provided in the Residential High (RH) land use designation described in Policy 2.109-A1 or Table 2.104.1 of the Future Land Use Element</u></p>	

Comprehensive Plan Policy	Consistency Analysis
for MSCs located in the Transit Corridors and Centers Overlay (TCCO).	

Urban Sprawl Analysis

After analyzing the primary indicators of Urban Sprawl per *Policy 2.109-A10* of the Polk County Comprehensive Plan, the proposed request is not considered to be urban sprawl.

Table 9 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Table 9 Urban Sprawl Criteria

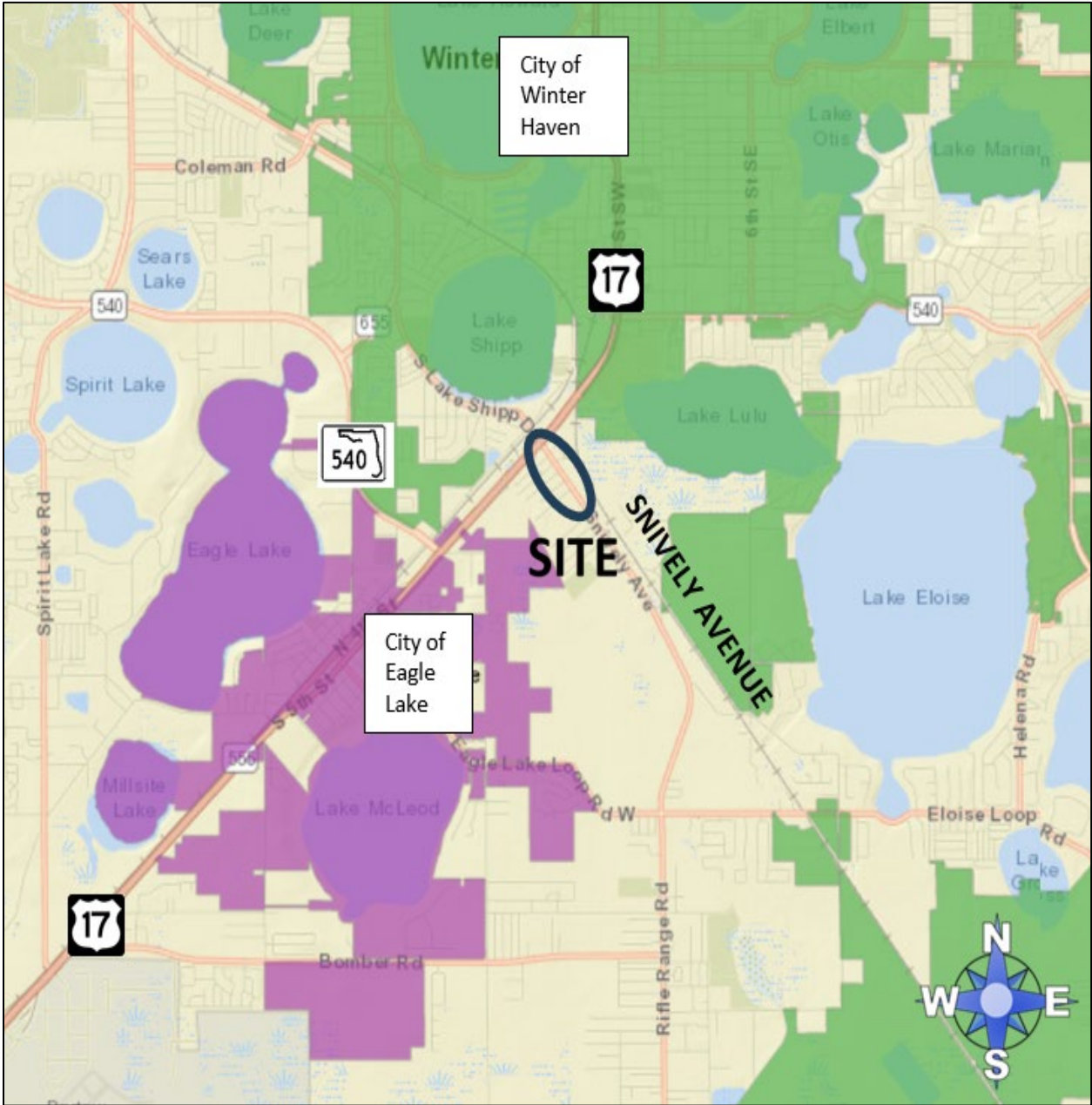
Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes	
Urban Sprawl Criteria	Sections where referenced in this report
a. <i>Promotes substantial amounts of low-density, low-intensity, or single use development in excess of demonstrated need.</i>	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:

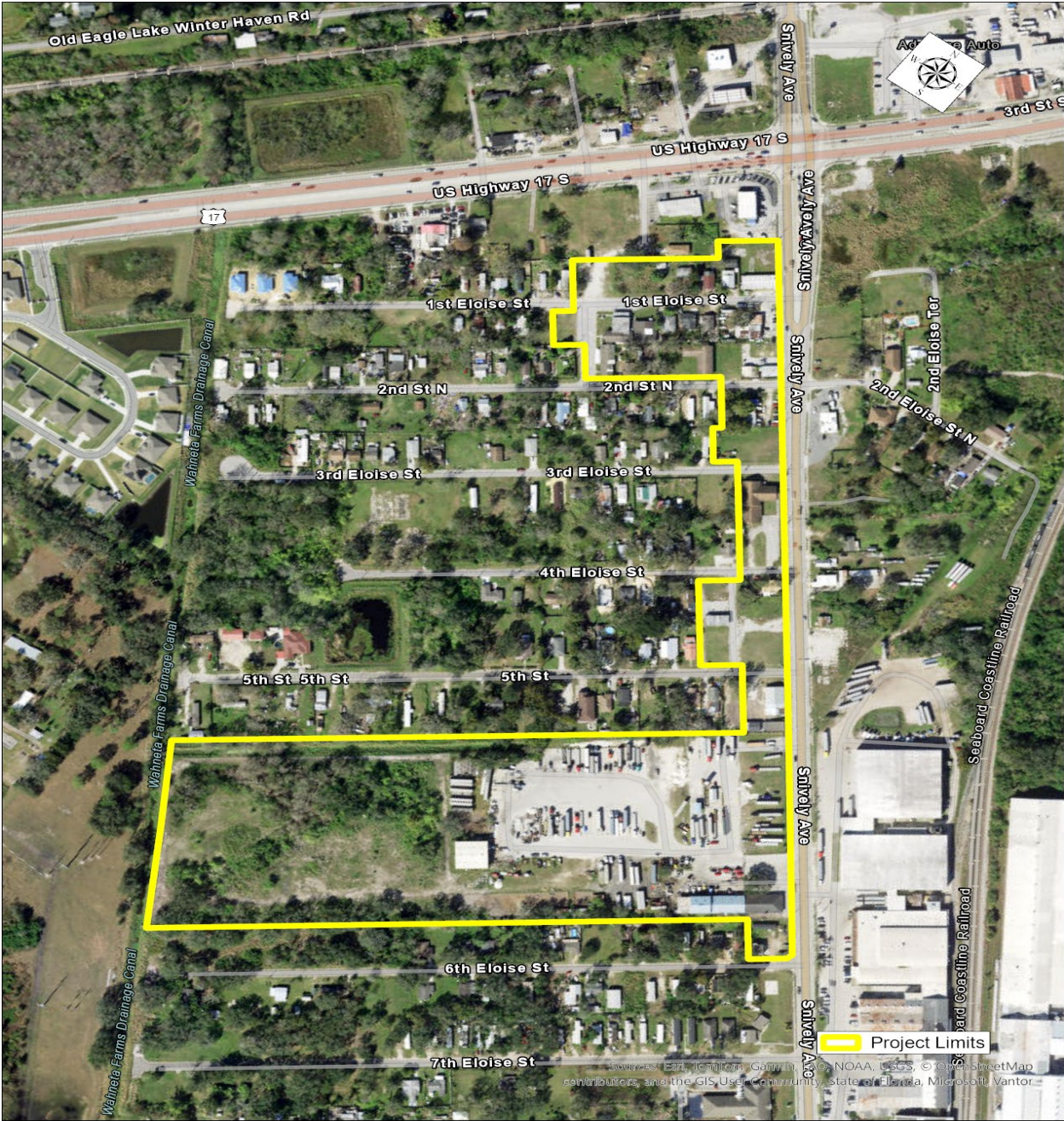
An email was sent to the City of Winter Haven on February 17th informing them about this request. City staff responded by stating that they serve this area with water and sanitary sewer service.

Exhibits:

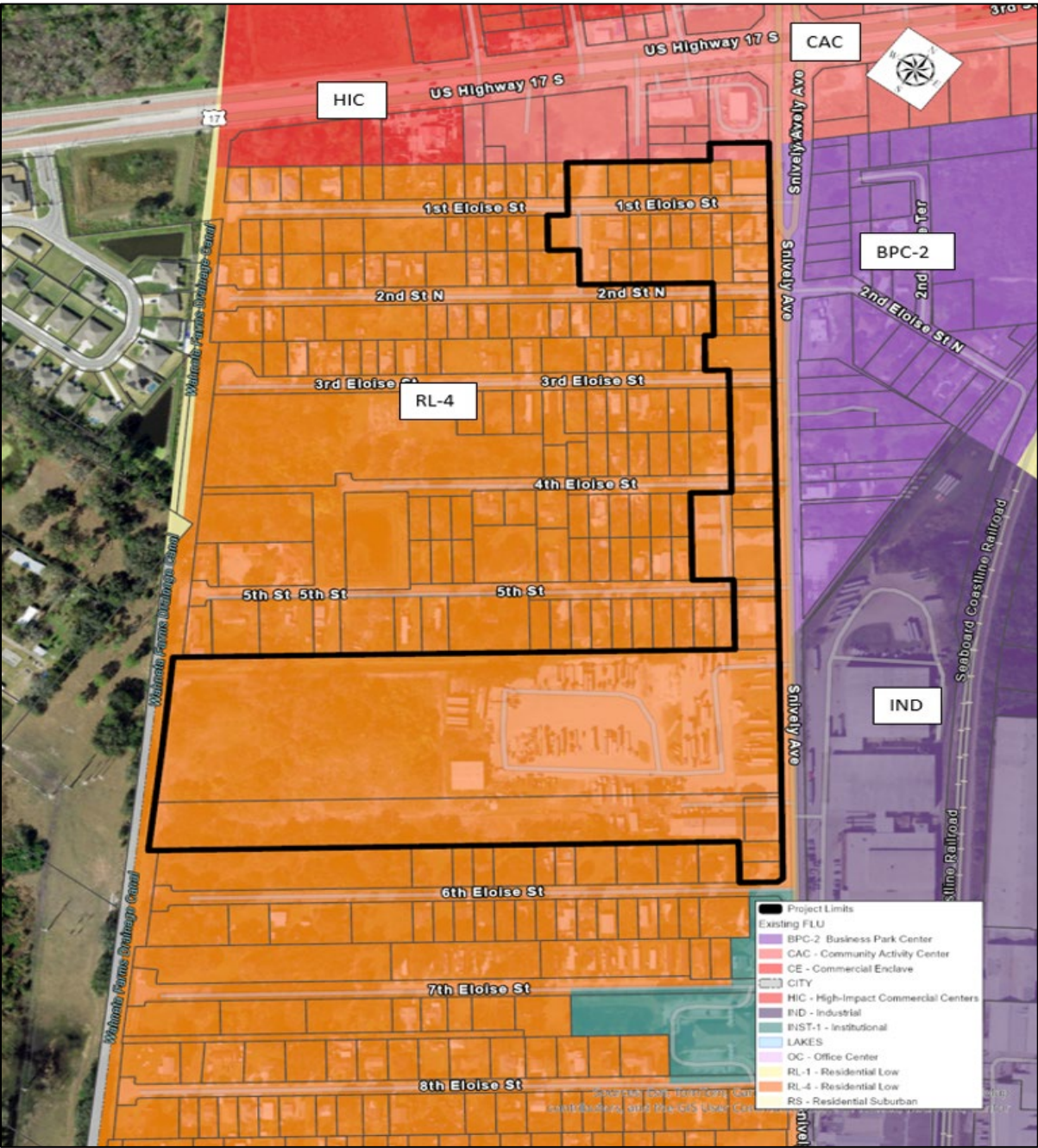
- Exhibit – 1 Location Map
- Exhibit – 2 2023 Aerial Photo
- Exhibit – 3 Current Future Land Use Map
- Exhibit – 4 Proposed Future Land Use Map
- Exhibit – 5 Proposed Text Change
- Exhibit – 6 Permitted and Conditional Uses for the Main Street Corridor (MSC) Land Use District



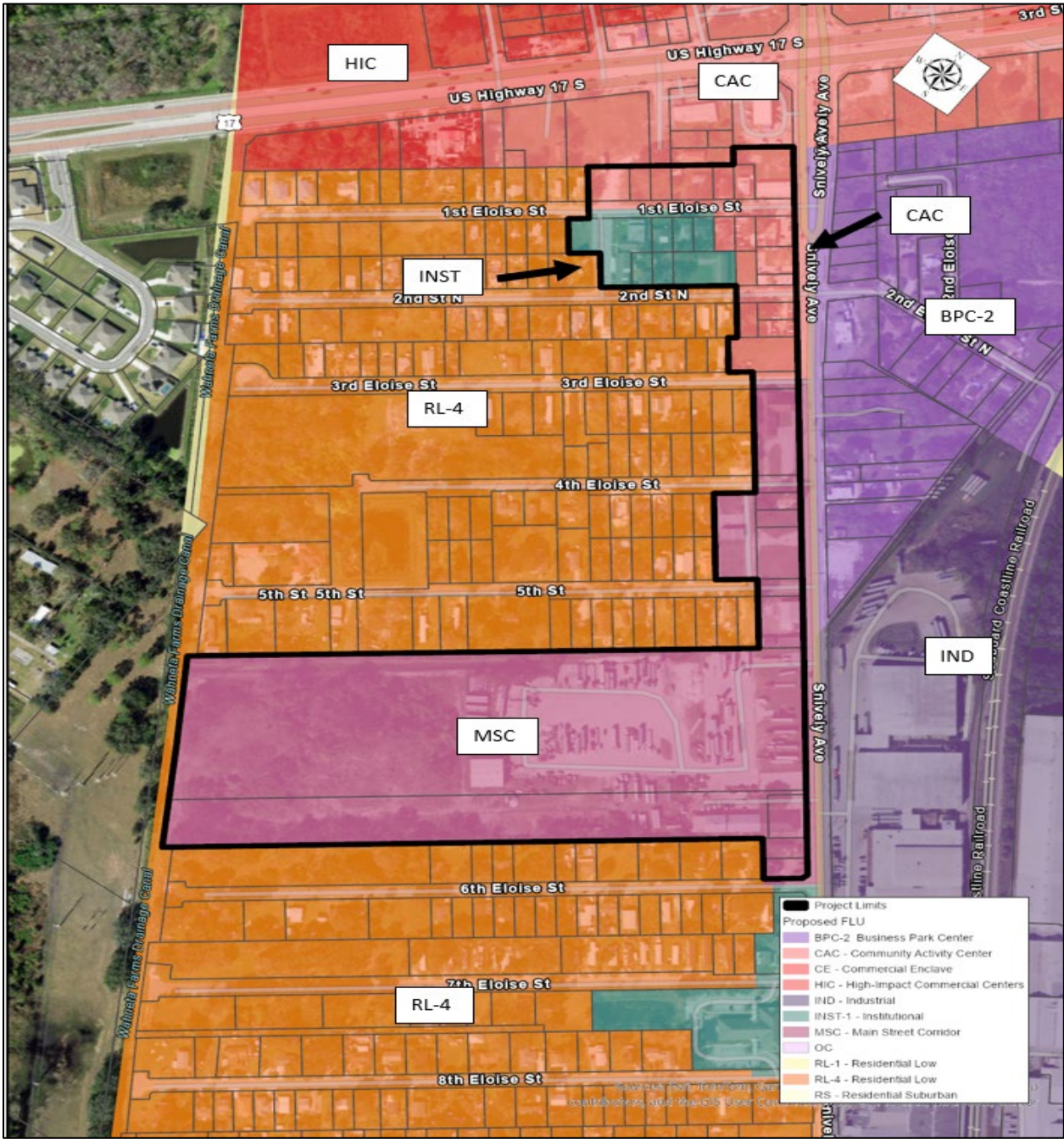
Location Map



2023 Aerial Photo



Current Future Land Use Map



Proposed Future Land Use Map

APPENDIX 2.135 PARCEL SPECIFIC FUTURE LAND USE MAP AMENDMENTS WITH CONDITIONS

SECTION 2.135-Y - Development Guidelines for property designated as Main Street Corridor (MSC) within the Eloise Community Redevelopment Area (CRA).

OBJECTIVE 2.135-Y: Through the adoption of LDCPAS 2026-6, this section of the plan enables this specific property to be developed in the Main Street Corridor (MSC) land use in a limited fashion as established in the Polk County Land Development Code with conditions adopted into the Land Development Code through LDCT-2026-13.

POLICY 2.135-Y1: DESIGNATION AND MAPPING - Land use for this parcel shall be designated and mapped on the Future Land Use Map Series as Main Street Corridor (MSC).

POLICY 2.135-Y2: DEVELOPMENT CRITERIA - Development within this MSC area shall conform to the criteria consistent with the development standards adopted for this parcel in the Polk County Land Development Code, including the conditions adopted into the Land Development Code through LDCT-2026-13.

Proposed Text Change

Permitted and Conditional Uses for the Main Street Corridor (MSC) Land Use District

Permitted Uses:

Farming General
Government Facility
Nurseries and Greenhouses
Office
Personal Service
Research and Development
Retail, Less than 10,000 sq. ft.
Studio, Production
Utilities Class I
Utilities Class II

Conditional Uses:

C1 Uses (Staff Approval):

Duplex, Two-Family Attached
Group Home, Small (6 or less residents)
Recreation (Passive)

C2 Uses (DRC Approval):

Childcare Center
Clinics & Medical Offices
Community Center
Convenience Stores, Isolated
Cultural Facility
Event Facility
Financial Institution
Funeral Home & Related Facilities
Medical Marijuana Dispensaries
Nurseries, Retail
Recreation, Low-Intensity
Recreation & Amusement General
Religious Institution
Restaurant, Sit-down/Take-out
Retail, 10,000 - 34,999 sq. ft.
Retail, 35,000 - 64,999 sq. ft.
Veterinary Service

C3 Uses (Planning Commission Approval):

Multi-family (with some restrictions)
Planned Development
Adult Day Care Center (7 or more clients)
Bed and Breakfast
Hotels and Motels
Kennels, Boarding and Breeding
Retail, More than 65,000 sq.ft.
Retail, Outdoor Sales/Display
School, Leisure/Special Interest
School, Technical/Vocational/Trade and Training
Utilities Class III

C4 Uses (County Commission Approval):

Transitional Area Development