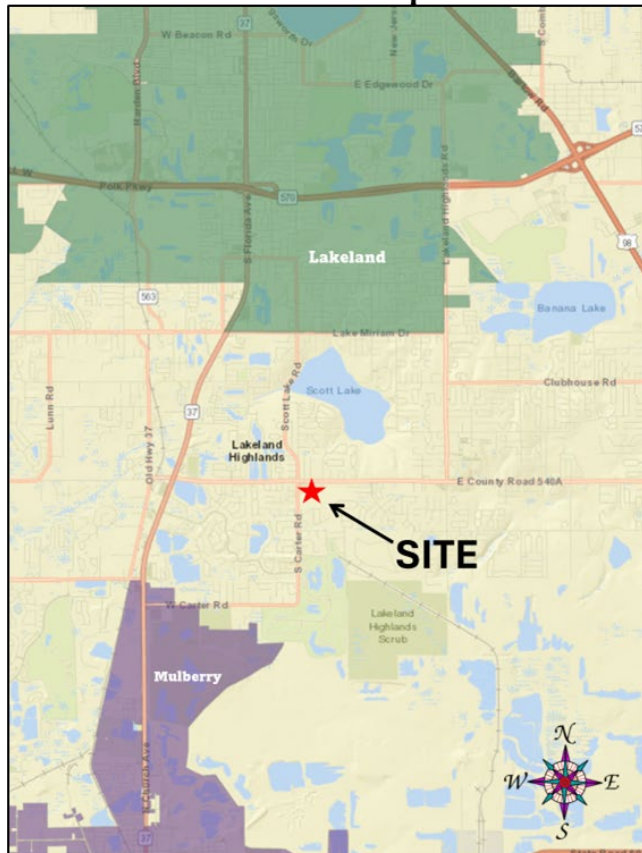


POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	June 26, 2025	Level of Review:	Level 4 Review
PC Date:	August 6, 2025	Type:	Small-scale Comprehensive Plan Amendment
BoCC Date:	September 2, 2025	Case Numbers:	LDCPAS-2025-18
Applicant:	Polk County Facilities Management	Case Name:	Christina Fire Station
		Case Planner:	Erik Peterson, AICP

Request:	Future Land Use Map changes from Residential Low (RL) to Institutional (INST) on ±4.57 acres for a future County Fire Rescue Station and a change from Residential Low (RL) to Preservation (PRESV) on ±2.89 acres to recognize a County stormwater management facility.
Location:	1145 County Road 540A, west of Gladman Road. east of Carter Road, south of Scott Lake Elementary, and north of Hallam Preserve, south of the city of Lakeland, north of the town of Mulberry in Section 11, Township 31, Range 23.
Property Owners:	Polk County
Parcel Size (Number):	±8.13 acres (242919286000000300 & 242919286000000304)
Future Land Use:	Residential Low-3 (RL-3)
Development Area:	Transit Supportive Development Area (TSDA)
Nearest Municipality:	City of Lakeland (1½ miles)
DRC Recommendation:	Approval
Planning Commission Vote:	Approval 7:0
Florida Commerce	n/a

Location Map



2025 Satellite Photo



Summary:

On May 8, 2025, Polk County purchased parcel #242919-286000-000300 for the purpose of constructing a new fire rescue facility. This facility will host fire response, emergency medical response and ambulance. This land use change proposal to change the property to Institutional (INST) was presented to the Development Review Committee (DRC) under case# LDDRC-2025-143 on June 19, 2025. Staff choose to seek a change to the INST district because of the following reasons:

- The property is predicted to remain under County ownership beyond the 30-year planning horizon.
- If there is additional land, other County facilities can be located onsite.
- The site design has not been finalized. It is too soon in the planning process to commit to a binding site plan.
- Once the design is complete, the INST designation will enable staff to proceed directly to an administrative site plan review (Level 2 Review)

The County owns the adjacent property to the west that is used for a stormwater management facility. Staff choose to recognize this facility with a Preservation (PRESV) because it will provide assurance to neighboring property owners that no development will occur on the property and it will reduce development setbacks on the west side of the fire station site.

Compatibility Summary

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 should be considered compatible with any other land use district. Additionally, the future homeowners within the area will benefit from enhanced government services. By designating this site as INST, it will increase awareness of future government facilities for the real estate and development community which can potentially increase the market value of properties in the area. The stormwater facility adjacent to the site is being designated Preservation (PRESV) for a similar reason to be “managed for long-term protective purposes.” This facility filters stormwater runoff from County Road 540A before discharge into the greater Christina area drainage network. Its role is to preserve water quality and should therefore carry the PRESV designation to inform the public of its use.

Infrastructure Summary

This requested map amendment is needed to establish a new fire rescue and ambulance station in an area that has seen much growth over the past 20 years. This site is strategically located to provide optimal fire rescue and ambulance coverage to the central Lakeland Highlands area. It will enable the closure of the Highland City station that is antiquated and unable to house the necessary staff, vehicles, and equipment needed to meet the demands of today’s rescue needs.

The area is equipped with all of the necessary infrastructure and services of an urbanized area needed to support a fire rescue station. Potable water, wastewater, and reclaimed water are available onsite. The property has ample frontage on County Road 540A at a signalized intersection opposite an elementary school. This site is strategically located close to two County parks which will be a great benefit for recreation events and park goers.

Environmental Summary

The site has a few environmental limitations that will have to be managed through design of the facility. There is a small wetland and flood hazard area in the middle of the site that will have to be modified and enhanced to provide for greater onsite storage and treatment before release into the County's Christina drainage network. This is a stressed basin that is managed by the County. Some of the soil onsite will need some amendments and possibly additional fill material to prepare it for construction. The facility will connect to public wastewater provided by the County's Southwest Regional Utility Service Area. The site is located in a stressed basin that is managed by the County. There has been an endangered species sighting on the neighboring property to the east (Bald Eagles nest).

Comprehensive Plan

The relevant sections of the Comprehensive Plan that are applicable to the project request:

- Policy 2.102(A1-A15): Growth Management Policies
- Section 2.104 – Transit Supportive Development Area (TSDA) policies
- Policy 2.116-A3 INST Location Criteria

Staff have reviewed each policy statement and addressed them in Tables 9 through 11 of this report. This site meets and exceeds the Comprehensive Plan criteria for establishing a new INST district.

Findings of Fact

Request and Legal Status

- *On June 19, 2025, the proposed Comprehensive Plan Future Land Use Map change request was presented to the Development Review Committee (DRC) in a pre-application meeting under case# LDDRC-2025-143.*
- *This is a county-initiated request for a Small-Scale Future Land Use designation change from Residential Low (RL) to Institutional (INST) on ±4.57 acres for a future County Fire Rescue Station and a change from Residential Low to Preservation on ±2.89 acres to recognize a County stormwater management facility.*
- *The Land Development Code Sub-District Map designation will default to INST-1 if this request is approved. There have been no applications submitted for a change to INST-2.*
- *If this request is approved, Government Buildings are permitted through the Level 2 Review (administrative approval) in the INST district.*
- *POLICY 2.125-E1 of the Comprehensive Plan identifies Police, Fire and EMS stations as Type "A" Community Facilities.*

Compatibility

- *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."*

- *The property abuts a commercial use on the west, a school opposite CR 540A on the north, open space on the east and west, and residential on the south.*
- *The surrounding Future Land Uses are Institutional (INST-1) on the north and Residential Low (RL-3) on all other sides.*
- *Land Development Code (LDC) Section 220 Compatibility Standards will apply to the development of the property because there are abutting Residential districts and uses.*

Infrastructure

- *The property is zoned for Scott Lake Elementary, Lakeland Highlands Middle, and George Genkins High School.*
- *The current fire response to this project is from Polk County Fire Rescue Station 2 located at 2523 Ewell Road in Medulla and Station 28 at 4104 Clubhouse Road, Highland City. If an ambulance is needed, it must come from Station 2 in Medulla or Station 34 at 3822 South Florida Avenue just south of the Polk Parkway.*
- *The current ambulance response is from Polk County Fire Rescue Station 411 located at 2029 State Road 60, Lake Wales Ave 5.5 miles away. The proposed station for this site will provide ambulance services.*
- *There is a fire hydrant within 150 feet.*
- *The site is served by the Polk County Sheriff's Office Southeast District Command 4120 US Highway 98, approximately 6.5 miles driving distance from the site.*
- *Polk County provides potable water, wastewater, and reclaimed water to this site through the Southwest Regional Utility Service Area (SWRUSA).*
- *The subject property has ±330 feet of frontage on County Road 540A with a signalized access point on the east.*
- *County Road 540A (CR 540A) is an Urban Collector Road of four lanes and a median.*
- *According to the Transportation Planning Organization, there is adequate capacity on County Road 540A as well as other roads such as South Florida Avenue (SR 37), Scott Lake Road, Carter Road, and Lakeland Highlands Road, within the area transportation network to support the development currently.*
- *There is a sidewalk system present on both sides of CR 540A with some gaps.*
- *No mass transit services are provided on County Road 540A. The nearest route is South Florida Avenue (SR 37).*
- *The nearest park is just less than 1¼ miles driving distance to the west.*

Environmental

- *The closest surface waters are the manmade lakes in the Christina Development that form a County controlled drainage network that carries surface water runoff to the Se7en Wetlands treatment facility before discharge into the North Prong of the Alafia River.*
- *There is a portion of the site that contains areas within the 100-year Flood Hazard Area, according to the Federal Emergency Management Administration (FEMA) Flood Insurance Rate Maps (FIRM).*
- *There is wetland properties associated with a small intermittent creek that drains into the stormwater treatment pond proposed for a Preservation (PRESV) Future Land Use Map designation, according to the National Wetlands Inventory (NWI) and the Southwest Florida Water Management District wetland estimations.*
- *A majority of the site is comprised of soil that is considered to have “severe limitations” for septic tank absorption fields and dwellings without basements, according to the U.S. Department of Agriculture, Soil Conservation Service, Polk County Survey.*
- *According to Polk County Endangered Habitat Maps, the property is located within a one-mile radius of a past endangered species sighting. (Source: Florida Natural Areas Inventory, 2002, 2006, and 2011).*
- *The site is not shown as a potential network connection or existing natural area on the Polk Green District Map.*
- *There is a conservation easement 0.4 miles to the east known as the Gladman Tract under the Barnett Family Trust.*

Comprehensive Plan Policies

- *POLICY 2.102-A1 Development Location states that “Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.”*
- *POLICY 2.102-A2 Compatibility states that “land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.”*
- *POLICY 2.102-A3 Distribution states that “development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other*

community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.”

- *POLICY 2.102-A4 Timing states that “development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.”*
- *POLICY 2.102-A10 Location Criteria states “the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:*
 - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided;*
 - b. nearness to agriculture-production areas;*
 - c. distance from populated areas;*
 - d. economic issues, such as minimum population support and market-area radius (where applicable);*
 - e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:*
 - 1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;*
 - 2. sanitary sewer and potable water service;*
 - 3. storm-water management;*
 - 4. solid waste collection and disposal;*
 - 5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;*
 - 6. emergency medical service (EMS) provisions; and*
 - 7. other public safety features such as law enforcement;*
 - 8. schools and other educational facilities*
 - 9. parks, open spaces, civic areas and other community facilities*
 - f. environmental factors, including, but not limited to:*
 - 1. environmental sensitivity of the property and adjacent property;*
 - 2. surface water features, including drainage patterns, basin characteristics, and flood hazards;*
 - 3. wetlands and primary aquifer recharge areas;*
 - 4. soil characteristics;*
 - 5. location of potable water supplies, private wells, public well fields; and*
 - 6. climatic conditions, including prevailing winds, when applicable.”*
- *The Comprehensive Plan defines Compatibility in Division 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.”*
- *Policy 2.108-A5 of the Comprehensive Plan states “Development within the Transit Supportive Development Areas shall conform to... be supported by public safety (i.e., fire, EMS and law enforcement).*

- *Policy 2.116-A3 of the Comprehensive Plan states that “The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional:*
 - a. Accessibility to roadways, with consideration being given to regional transportation issues for large-scale institutional developments having a regional market.*
 - b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts).*
 - c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.*
 - d. Proximity to similar and compatible uses providing opportunities for shared facilities.*
 - e. Plans of the School Board and other public service agencies with jurisdiction in the County.”*
- *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 require additional landscaping within 50 feet of adjacent residential districts and uses.*
- *The Polk County Land Development Code Section 303 has no standard conditions for Government Facilities.*

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the Development Review Committee (DRC) recommends **APPROVAL of LDCPAS 2025-18**.

Planning Commission Recommendation:

At an advertised public hearing on August 6, 2025, the Planning Commission voted 7:0 to recommend APPROVAL of LDCPAS-2025-18 to the Board of County Commissioners after hearing public testimony.

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

NOTE: *All written comments made in the application and subsequent submissions of information made during the application review process, which are on file with the Land Development Division, shall be considered to be binding upon the applicant, provided such comments are not at variance with the Comprehensive Plan, LDC or other development regulations in effect at the time of development.*

NOTE: *Issuance of a development permit by the county does not in any way create any rights on the part of the applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the county*

for issuance of the permit if the applicant fails to obtain requisite approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law.

Analysis

This section of the staff report includes data on the surrounding uses, infrastructure conditions, environmental conditions, and related Comprehensive Plan policies and Land Development Code regulations.

Surrounding Uses

Table 1 to follow lists the Future Land Use (FLU) designations and the existing uses surrounding the subject site that are immediately adjacent.

Table 1

Northwest: Residential Low (RL-1), Residential Suburban (RS) Single-family detached homes	North: Institutional (INST-1) Scott Lake Elementary	Northeast: Residential Suburban (RS) Single-family detached homes
West: Residential Low (RL-3), Convenience Center (CC) Retail nursery, Shopping Plaza, Gas Station	Subject Property: Residential Low (RL-3) Vacant land, stormwater treatment facility	East: Residential Low (RL-3), Conservation Open space for Hallam Preserve (PD 04-16)
Southwest: Residential Low (RL-3), Single-family attached housing	South: Residential Low (RL-3), Single-family detached homes Hallam Preserve (PD 04-16)	Southeast: Residential Low (RL-3), Single-family detached homes Hallam Preserve (PD 04-16)

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

On three sides, there are land uses that will see no adverse effects from a fire station and other government facilities at this site. These uses are commercial, elementary school, and open space. There is moderate residential density to the south. The station and any other government facilities will be required to be set at least 50 feet back from the property line in accordance with Section 220 of the Land Development Code (LDC). However, there should be an even greater setback because the south side is most likely where drainage will be channeled and stored before release into the stormwater treatment system to the west.

Compatibility with the Surrounding Land Uses, Environment, and Infrastructure:

This Comprehensive Plan amendment (CPA) will designate the property to serve government facilities in the future. The site is intended for a fire rescue station that will be relatively benign for approximately 95% of any given day. However, when emergencies occur there are approximately two minutes of loud noise and lights. This can be occasionally disruptive to neighboring properties, but they are necessary to all the inhabitants in the area. Typically, the sirens are not used late at night when leaving the station unless there is oncoming traffic.

This site is strategically located to enhance fire rescue coverage for the Lakeland Highlands. Currently, the first responding stations are over three miles away and are stretched to cover the area because of development growth around them. This site has all the necessary urban services needed to support the station and environmental limitations on the site are minimal.

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 should be considered compatible with any other land use district, according to the Comprehensive Plan policies. By designating the property INST, there is a greater chance that future residents will be aware of the government facilities located there. Changing the County’s stormwater treatment facility to PRESV is consistent with the Comprehensive Plan and allows greater development of the Fire Rescue site and abutting commercial districts as well as informing neighboring residential property owners that the facility will not be developed for other purposes in the future. The result of these changes may appear that it creates an incompatible land use mix with an isolated RL-3 property surrounded on three sides by non-residential land uses. However, the current use of the property is a commercial use (retail nursery).

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.”

B. Infrastructure:

This requested map amendment is needed to establish a new fire rescue and ambulance station in an area that has seen much growth over the past 20 years. This site is strategically located to provide optimal fire rescue and ambulance coverage to the central Lakeland Highlands area. It will enable the closure of the Highland City station that is antiquated and unable to house the necessary staff, vehicles, and equipment needed to meet the demands of today’s rescue needs.

The site has over 300 feet of frontage on CR 540A and has access to the signalized intersection of Malcomb Drive and CR540A which provides many alternatives for design of entry and exit. There is ample water and wastewater service available to the site in both line and system. Drainage outfall will connect to the stormwater treatment facility included in the request.

C. Environmental:

A sufficient portion of the site is without environmental limitations. The southern portion of the site has some limitations that will have to be managed through the site design of the facility. There is a small wetland and flood hazard area in the middle of the site that will have to be modified and enhanced to provide for greater onsite storage and treatment before release into the County’s Christina drainage network. Design of this site can have some positive benefits to the overall drainage infrastructure in the area. There is also a nearby Bald Eagle’s nest that may have to be monitored during construction but there is ample separation distance to meet state and federal standards.

Nearest Schools

The property is zoned for the closest schools. However, the site will not be used in the typical residential capacity. Fire rescue workers are unaccompanied while working; therefore, no demand for K-12 schools is anticipated. The table to follow provides data on the zoned schools and current capacities.

Table 2

Name of School	Annual Estimated Demand	Distance from subject site	School Capacity
Scott Lake Elementary	0 students	±0 miles opposite CR 540A	72%
Lakeland Highlands Middle	0 students	±2 miles driving distance	79%
George Jenkins Senior High School	0 students	±1.7 miles driving distance	61%

Source: Polk County School Board, Duncan Associates Educational Facility Impact Fee Study, GIS

Proximity to schools and conflicts with school entrances are the primary concerns with non-residential uses due to the congestion caused by pick-up and drop-off of students. However, having a public safety facility directly across the street is also an asset to the operation of the school. Entrance to Scott Lake Elementary is from Malcomb Drive that is signalized at CR540A and will be controlled in the event of an emergency during pick-up or drop-off.

Nearest Sheriff, Fire, and EMS Station

This map amendment request is to enable a new larger fire rescue station on a larger property to provide both fire rescue and ambulance (EMS) services to replace the Highland City station and enable the Medulla Station to reduce its coverage to better serve the new growth in southwest Lakeland. This provides better spacing between fire protection and EMS units and enables greater efficiency.

Table 3

	Name of Station	Distance	Response Time*
Sheriff	Southwest District Command (4120 US 98N, Lakeland)	±6½ miles	7 minutes
Fire	Station #2 Medulla I (2523 Ewell Road near Lakeland)	±3.2 miles	6 minutes
	Station#35 Eaton Park (3409 Winter Lake Road)	±7 miles	
	Station#28 Highland City (4104 Clubhouse Road, Highland City)	±5 miles	
EMS	Station #2 (2523 Ewell Road near Lakeland)	±3.2 miles	6 minutes
	Station#34 (3822 South Florida Ave, Lakeland)	±4.6 miles	
	Station#15 (300 Kid Ellis Road near Mulberry)	±7 miles	

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.

The responding Sheriff's substation will be out of the Southwest District located at 4120 US Highway 98 near Polk State College and is 6.5 miles to the site. 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 district. The Southwest District has the second highest staffing level of the five District Stations in the County. Once the fire rescue and ambulance facility are designed for the site, it is anticipated there will be additional space for a law enforcement component onsite.

Water and Wastewater

There is ample capacity of potable water and sanitary sewer in Polk County's Southwest Regional Utility Service Area. There is even reclaimed water available. There is a potable and reclaimed

waterline abutting the property and three different ways to connect to wastewater depending on how the building is located.

A. Estimated Demand:

If you look at the absolute worst-case scenario of what can be constructed in the INST district you will see an outrageous discrepancy between the current and proposed district demands for services. Table 4a, to follow, provides generalized estimates of the anticipated water and wastewater demands in the maximum scenario. However, it is not likely that the maximum will occur on this site.

Table 4a

Subject Property	Estimated Impact Analysis		
±8.13 acres <i>RL</i>	Demand as Currently Permitted	Proposed Change to 4.57 acres INST and 2.89 acres of PRESV maximum effect	Percentage increase
Permitted Use	56 dwelling units	Office building (149,302 sq.ft @ 75% FAR)	
Potable Water Consumption (GPD)	20,160	35,832	177.74%
Wastewater Generation (GPD)	15,120	28,666	189.56%

Source: Polk County Concurrency Manual & Polk County Utilities estimates

*** Offices are 0.24 GPD per sf for water and 80% for wastewater.*

In reality, a 7,500 square foot fire rescue station most likely consumes an average of 790 gallons of potable water per day and 632 gallons of wastewater according to standard estimates. Table 4b, to follow, provides generalized estimates of the anticipated water and wastewater demands of the planned government facilities on the site. This more realistic comparison shows that the demand for water and wastewater is far less than the base level demand permitted by right on the property under its current land use designation.

Table 4b

Subject Property	Estimated Impact Analysis		
±4.57 acres <i>Residential Low-3</i>	Demand as Currently Permitted <i>RL-3</i>	Maximum Permitted on the property <i>RL TSDA</i>	Future Plan Government Facility
Permitted Intensity	Vacant 13 units	56 dwelling units	7,500 sq.ft. Fire Rescue Station
Potable Water Consumption (GPD)*	4,680	20,160	790 GPD
Wastewater Generation (GPD)*	3,510	15,120	632 GPD

Source: Polk County Concurrency Manual & Polk County Utilities estimates, Single-family 360 gpd water, 270 wastewater, Offices = 0.24 gallons per square foot, 20% less for wastewater

B. Available Capacity:

There is a 12-inch potable waterline and gate valve onsite. There is a 16-inch force main in the intersection of CR 540A and the unopened Gladman Road right-of-way there is a manhole to gravity line on the corner of 540A and Malcomb Drive directly across the street. There is an 8-inch gravity line and manhole on Station Street with access through easement on the stormwater treatment site and another 8-inch gravity line through easement on the south side on Pintail Place. There is a 16-inch reclaimed waterline on the south side of the CR540A right-of-way. All lines have capacity to serve the fire rescue station.

The Southwest Utility Service Area is permitted for 6,780,200 GPD of water capacity. Current flow is approximately 4,436,000 GPD leaving 2,344,000 GPD available. The system growth rate is approximately 181 gallons and 0.5 equivalent residential connections per day. At the current rate of growth there is over 35 years of potable water capacity remaining.

The Southwest Wastewater Treatment Plant is permitted to treat 4,000,000 GPD. Current flow is approximately 2,238,000 GPD leaving 1,762,000 GPD of uncommitted capacity. The system growth rate is approximately 115 gallons and 0.43 equivalent residential connection per day. At the current rate of growth, there are over 42 years of wastewater treatment capacity remaining.

Reclaimed water capacity is not tracked for concurrency. The capacity to serve reclaimed water is directly proportional to the amount of wastewater treatment. As more homes are connected to wastewater service, more are connected to reclaimed water for irrigation. This reduces demand on the potable water system which extends the capacity of the potable water facilities. Currently, the output at the wastewater treatment facility exceeds the demand for reclaimed because there are not as many reclaimed water customers relative to wastewater customers. Southwest was the last facility to be improved to treat wastewater effluent to a reusable level. However, this does not go to waste. The excess reclaimed water is diverted to the Se7en Wetlands Park to provide much needed additional wetland recharge into the Alafia Watershed.

C. Planned Improvements:

The Southwest Utility Service Area is currently undergoing a comprehensive review of its master plan. The potential for vacant land to develop in the next 5 to 25 years is being evaluated and estimated. Staff are reviewing the potential to expand the utility service area to the south. The city of Mulberry is conceding its service area on Carter Road due to lack of capacity in their systems.

Roadways/Transportation Network

There are more than adequate transportation facilities to accommodate an INST district with a fire rescue station at this location. The traffic generated from such a facility is rather low relative to other potential uses for the property. The surrounding roadway network has ample capacity remaining. There is a nearly complete sidewalk network, but mass transit services are a bit out of reach in the area.

A. Estimated Demand

It is often difficult to estimate the impact of a Future Land Use Map change to an Institutional district because there are so many possible uses. Looking at the maximum buildout of the highest intensity use possible provides the analysis below:

Table 5

Subject Property	Estimated Impact Analysis		
±8.13 acres <i>RL</i>	Demand as Currently Permitted	Proposed Change to 4.57 acres INST and 2.89 acres of PRESV maximum effect	Percentage increase
Permitted Use	56 dwelling units	Office building (149,302 sq.ft @ 75% FAR)	
Average Annual Daily Trips (AADT)	438	3,373	770%
PM Peak Hour Trips	56	255	455%

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, Single-family Unit 7.81 AADT, 1 PM Peak hour

In reality, the proposed 7,500 square foot Fire Station will not likely have as much impact on transportation facilities as it does a similar size of government office. 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. However, when there is an emergency there will be at least six vehicle trips and traffic will stop for a brief period of time at all intersections traversed. The table to follow provides a more accurate comparison of the current entitlements to the intended use of the property.

Table 5a

Subject Property	Estimated Impact Analysis		
±4.57 acres <i>Residential Low-3</i>	Demand as Currently Permitted <i>RL-3</i>	Maximum Permitted on the property <i>RL TSDA</i>	Future Plan Government Facility
Permitted Intensity	Vacant 13 units	56 dwelling units	7,500 sq.ft. Fire Rescue Station
Average Annual Daily Trips (AADT)	102	438	168
PM Peak Hour Trips	13	56	12

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

For this comparison, the stormwater treatment facility that is proposed for PRESV is factored out of the analysis since it is developed.

B. Available Capacity

There is available traffic capacity in the network to support a public safety facility at this location and much more.

Table 6

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
4041E	County Road 540A From: S. Florida Ave. (SR 37) To: Lakeland Highlands Rd.	C	693	D
4041W	County Road 540A From: Lakeland Highlands Rd. To: S. Florida Ave. (SR 37)	C	648	D
4162E	County Road 540A From: Lakeland Highlands Rd. (SR 37) To: US 98	C	759	D
4162W	County Road 540A From: US 98 To: Lakeland Highlands Rd.	C	759	D
5805N	S. Florida Ave (SR 37) From: Shepherd Road To: Pipkin Road	C	631	D
5805S	S. Florida Ave (SR 37) From: Pipkin Road To: Shepherd Road	C	576	D

Table 6

Link #	Road Name	Current Level of Service (LOS)	Available PM Peak Hour Capacity	Minimum LOS Standard
5804N	State Road 37 From: State Road 60 To: Shepherd Road	B	1,120	D
5804S	State Road 37 From: Shepherd Road To State Road 60	B	1,084	D
8079E	Carter Road From: S. Florida Ave. (SR 37) To: County Road 540A	C	262	D
8079W	Carter Road From: County Road 540A To: S. Florida Ave. (SR 37)	C	283	D
4037N	Scott Lake Road From: County Road 540A To: Hallam Drive	C	347	D
4037S	Scott Lake Road From: Hallam Drive To: County Road 540A	C	323	D

Source: Polk County Transportation Planning Organization, Concurrency Roadway Network Database April 8, 2022

* Indicates capacity after programmed improvements

Traffic capacity is important to fire rescue operations. As capacity declines, it increases the time of travel to destinations. This raises the response times and limits the area that the station can effectively service. Table 6 provides a gauge of the area traffic at its peak hour, peak season level. In this location the major roads have ample capacity. According to FDOT, there has been an 8.3% increase in traffic volume on South Florida Avenue since 2022 while there has been a 2% decrease on CR 540A.

C. Roadway Conditions

County Road 540A, Scott Lake Road, and Carter Road are in excellent condition. There are no significant demands for resurfacing in the area that this station will serve.

D. Planned Improvements:

There is only one roadway improvement planned in the five-year Community Investment Program in this area. It is listed to follow.

Table 7

Location	Fiscal Year CIP (construction cost)	Project Description
Fitzgerald at SR 37 Intersection	2024-2025 (\$166,000)	Intersection improvements, add turn lane(s). Undergoing final permitting with FDOT. Construction to begin soon. Should be completed by the end of September.

Because the area is reaching buildout, it is not likely that any substantial roadway improvements will be made in the area. The Lakeland Highlands area has seen a significant share of County and state Roadway improvements in the last 20 years.

E. Mass Transit

The closest mass transit stop is ± 1.7 miles from the site in front of Home Depot on the south bound lane of South Florida Avenue (SR 37) and Culvers on the north bound lane side. There are sidewalks that connect with some gaps that require extra crossings. The Lime Flex Line connects to three transfer points and operates with one hour headways Monday through Friday.

F. Sidewalks

There are some gaps in the sidewalk network on County Road 540A (CR540A). One of the main gaps is along the frontage of this property and the abutting commercial area. Carter Road has a nearly complete sidewalk network.



Park Facilities and Environmental Lands

New public safety facilities include onsite recreation for the fire and EMS staff when there is enough land. The current facility in Highland City lacks this, but this new facility will have ample room for recreation equipment both indoors and outdoors for staff. There is a somewhat complete sidewalk network connecting to Christina Park which is less than $1\frac{1}{4}$ mile from the site. It is a community-scale park. Within a short driving distance, there is Loyce Harpe Park (aka Carter Road Park) which is a Regional Park. Lake Highlands Scrub is the closest publicly accessible environmental lands acquisition. While fire rescue stations don't necessarily need park facilities, heavily used park facilities often need emergency medical services. This site is strategically located close to two County parks which will be a great benefit to the community.

A. Location:

- Christina Park, 625 CR 540A (1.2 miles driving distance from site)
- Loyce Harpe Park, 500 Carter Road ($2\frac{1}{2}$ miles driving distance from site)
- Lakeland Highlands Scrub ($2\frac{1}{2}$ miles driving distance from site)

B. Services:

- Christina Park - five (5) softball fields, picnic shelters, playground, and pavilion.
- Loyce Harpe Park – one (1) regulation baseball field, eight (8) little league fields, four (4) softball fields, batting cages, biking/cycling, boat launching site, disc golf, mountain biking, pavilion, playground, restrooms, skate park, two (2) soccer fields, four (4) multipurpose fields, walking paths/trails.

C. Environmental Lands:

Lakeland Highlands Scrub protects the largest remaining contiguous tract of the historic Lakeland Ridge and is home to a small population of red-tailed hawks and palm warblers on over 550 acres. Two trails, the 2.2-mile Tortoise Trail and 0.6-mile Shady Oak Trail, move hikers along open dry

prairie, pine flatwood, oak hammock and basin swamp habitats. Walking through Lakeland Highlands Scrub connects to a secondary entrance of Se7en Wetlands Park for extended hiking.

D. Planned Improvements:

There has been \$1,771,386 in improvements to Loyce E. Harpe Park in the last five years. There are no further recreational improvements scheduled for this area by the County in the five-year Capital Investment Plan.

Environmental Conditions

The site has a few environmental limitations that will have to be managed through design of the facility. There is a small wetland and flood hazard area in the middle of the site that will have to be modified and enhanced to provide for greater onsite storage and treatment before release into the County's Christina drainage network. There is a nearby Bald Eagle's nest that may have to be monitored during construction. Some of the soil onsite will need some amendments and possibly additional fill material to prepare it for construction. However, nothing appears too severe for concern.

A. Surface Water

This area is part of a stressed basin managed by the County Roads & Drainage Division through a comprehensive system of drainage structures that move the water to Se7en Wetlands Park where it can be filtered into the north prong of the Alafia River. While there is a positive outfall for the site, there are parts of it that are constrained. Therefore, development is required to slow the stormwater that passes through it in order to give the system time to recuperate through more intensive storm events. The site sits as high as 222 feet above sea level. Current drainage flow is northeast and southeast on the site to the center where there is a small creek that connects to the stormwater treatment facility recommended for designation to a Preservation (PRESV) district. This pond releases the treated outfall into a network of County Maintained drainage structures that flow through the many lakes within Christina leftover from phosphate mining in the area. Those lakes are connected to Se7en Wetlands Park at 160 feet above sea level which is owned by the City of Lakeland for filtering coolant water piped to it from its power generation facilities on Lake Parker. The Christina area stormwater and excess reclaimed water from Polk County's Southwest wastewater treatment system are combined with the cooling water at the park facility for final treatment before release into the north prong of the Alafia River. The fire rescue station site will be designed to handle a 100-year storm event due to the condition of this drainage basin.

B. Wetlands/Floodplains

There is a possibility of some wetlands onsite related to a small intermittent creek that moves area waterflow to the County's stormwater treatment facility that is included in this request to be designated Preservations (PRESV). There is a 100-year flood hazard area also associated with the creek. This creek and its associated floodplain and wetlands will be redesigned with the development of this site and enhanced to provide better stormwater management both for handling greater quantities but for also enhancing water quality as it moves into the County's Christina drainage system and onto Se7en Wetlands Park and onto the Alafia River. This area is considered a stressed basin therefore the onsite stormwater system will be required to be designed to a 100-year 24-hour storm event.

C. Soils:

The majority of the site is comprised of Smyrna and Myakka fine sands, severely rated soils. More than likely, filling material will be needed to stabilize the building foundations in that area of the property.

Table 8

Soil Name	Septic Tank Absorption Field Limitations	Limitations to small commercial buildings	% of Site (approximate)
Smyrna and Myakka	Severe: wetness, poor filter	Severe: wetness.	60%
Tavares Fine Sand	Moderate: wetness	Slight	30%

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

Smyrna and Myakka Soils often have a surficial aquifer (water table) within less than 18 inches of the surface. They are not always a sign of wetlands but possess many wetland qualities. The north third of the site has excellent soil for development which is where most of the station area will be placed. The south end will be used to mitigate and manage offsite drainage and the flow that comes into the small creek in the middle of the property. The floodplain and wetland areas will be designed to provide more drainage capacity and improve water quality.

D. Protected Species

According to Polk County Endangered Habitat Maps, the property is located within a one-mile radius of an endangered species sighting. (Source: Florida Natural Areas Inventory, 2002, 2006 & 2011). There is a Bald Eagle's nest located on the property to the west. It is beyond the required separation distance established by the U.S. Endangered Species Act. Regardless, a species study will be conducted prior to Level 2 Review (engineered plans). This will be necessary to receive funding under federal programs.

E. Historic and Archeological Resources

According to the Florida Department of State, Division of Historical Resources, there are no archeological sites listed in the Florida Master Site File for the property. However, there have been historical resources discovered in the area to the south where phosphate mining occurred.

F. Wells (Public/Private)

Polk County Utilities provides potable water service to the site. The closest public wellfield is located in the ImperiaLakes development just south of Shepherd Road over two miles away. There are individual private wells serving some of the lots in the unrecorded subdivision the southwest known as Broken Arrow Trail. This facility will have cleaning equipment to remove carcinogens from firefighter uniforms after a rescue. It is a self-contained apparatus, and the waste is removed from site and disposed of at a controlled facility offsite.

G. Airports

There are no public use airports within three miles of this site. The closest is Lakeland Linder International Airport over 4½ miles to the northwest. It has a fire station and there appears to be

no conflicts with that. There are no structures planned onsite above two floors. The highest structure will be a communication tower of approximately 80 feet high.

H. Conservation Lands

Just under ½ - mile to the east and a mile to the south there are two areas purchased and maintained by the County's Environmental Lands program. Immediately to the east is a property designated as open space for habitat protection in PD 04-16 the Hallum Preserve development. This proposed fire rescue facility will benefit the staff that work in these areas and in the event of a fire, protect the lands. In the Lakeland Highlands Scrub protection area to the south, there are hiking trails open to the public. This facility will enable greater protection for hikers in the event of an accident that may occur while enjoying the outdoors.

Economic Factors:

There are two factors that contribute to the need to purchase land in this area and develop a fire rescue and EMS station. Throughout the growth and development of the Lakeland Highlands area, fire rescue services have been provided from the periphery in slower growing areas. This site is primarily being added to the fire rescue network so that periphery stations can serve other areas that are now developing.

The other factor is the changing needs of public safety services. It used to be that a half an acre could easily accommodate a standard fire rescue crew. There was usually a need for a pumper truck and a vehicle for an emergency medical technician (EMT). Ambulance services could be run from sites in the major cities to shuttle victims from the point of rescue to hospitals. As the population increases, so do public safety facility expectations. There is a need for a broader range of services beyond what was provided in the past. Those services require more equipment. Heavy rescue vehicles became a station necessity. Innovations in housing materials have required a need for more enhanced cleaning equipment to recover from a fire event. With increases in population, there are more rescue events and the need to transport victims to hospitals increases. Recently, it has been realized that almost every fire rescue facility needs an ambulance crew. With all of these expanded services comes the need for more personnel on hand at each station. The culmination of all these enhancements requires larger stations to house equipment and personnel. This requires more property. The current first response station for much of the Lakeland Highlands is located on less than one-half acre in Highland City. Together, this site in the Christina area and another to be located on the edge of the Bartow city limits on U.S. Highway 98 will replace the current Highland City station.

Consistency with the Comprehensive Plan

As population density increases in an area there is also a need to increase the number of fire rescue stations. There is a direct correlation between the need for fire and emergency medical services and the number of people served by them. As density increases, the number of fire stations in the same area must increase to keep up with demand. Although the growth pattern has been established in this area, the increases in density in adjacent areas require new stations to alleviate demand on other stations. The current Comprehensive Plan does not adequately embody this in its policies and objectives. The upcoming re-writing of the plan may improve upon this deficiency.

Meanwhile, the Community Investment Plan (CIP) will continue to seek lands for new stations. This request is a part of the CIP.

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 9

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.102-A1: DEVELOPMENT LOCATION – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.	This site is the last undeveloped piece of available land in the area. It is infill development within an urban area.
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 site was chosen due to the connection to a major thoroughfare with a signalized intersection and abutting a County stormwater treatment facility. This creates an ideal location for a fire rescue station. There is privately owned preservation land to the east as well. The only abutting residential area is to the south and there is a significant amount of space for adequate buffering.
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.	The site will be connected to Polk County public water (potable and reclaimed) and wastewater services. The area is mostly built out. The strategic location of this facility will enable the redirection of other fire rescue stations to better serve less developed but growing areas of the County.
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.	This site was recently purchased by Polk County. The INST designation will allow for government facilities such as the proposed fire rescue and EMS station.

Table 9

Comprehensive Plan Policy	Consistency Analysis
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).	The requested INST district is to allow for the placement of fire rescue and EMS services on this site to improve response times of emergency services in the area.

The table to follow provides a brief breakdown of Section 2.104 Transit Supportive Development Area (TSDA) policies that are most pertinent to this request.

Table 10

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.104-A1: DESCRIPTION – Transit Supportive Development Areas shall meet the following criteria: - 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; - 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: - 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; - improve access to employment areas, schools, shopping and recreational opportunities;	This request is for a facility that will provide greater emergency response services to an urbanizing area. However, there are a few urban services in the area that are substandard for a TSDA district. This facility may enable more growth and density that will be commensurate with TSDA densities and promote the demand for expanded transit service.
POLICY 2.104-A5: DEVELOPMENT CRITERIA -- Development within the Transit Supportive Development Areas shall conform to the following criteria as further specified by the Land Development Code:	
a. provide access to transit facilities;	Transit services are substandard for in this area for TSDA designation. It is hoped that the transit demand will improve with the added growth that this facility will enable.
b. connect to centralized potable water and sanitary sewer systems;	There is a 12-inch water main that the new fire station will connect to and depending on the facility design, there are three different ways to connect to sanitary sewer.
c. incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;	This request is to provide better emergency responses to the area. Nothing could be healthier than that.

Table 10

Comprehensive Plan Policy	Consistency Analysis
d. implement “Complete Street” and “Conservation Development” principles as established under Section 2.1251, Community Design, of this element;	County Road 540A is somewhat of a complete street. The sidewalk stops at this property. It will continue to the west as far as the right-of-way permits with the construction of the station.
e. integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;	There is a prototype design for fire rescue stations that will be utilized.
f. provide access to civic space, parks, green areas, and open space and other amenities;	There is a public park within 1.2 miles of the site.
g. be supported by public safety (i.e., fire, EMS and law enforcement);	The sole purpose of this request is to provide greater public safety services.
h. have access to public schools, and	There is an Elementary School directly across the street.
i. provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas.	There are sidewalks on County Road 540A that connect to commercial uses, schools and parks.
j. encourage the inclusion of a variety of housing choices, other than single family detached homes, townhomes, condominiums, and residential units in mixed use buildings by establishing minimum densities that preclude the exclusive use of single family detached units within designated areas as established in Policy 2.104-A7.	Enhancing fire protection and emergency services in an area lowers insurance rates and increases property values. This can enable a wider variety of housing.

The table to follow provides a brief breakdown of Section 2.116 Institutional policies that are most pertinent to this request.

Table 11 – Institutional Policies

Comprehensive Plan Policy	Consistency Analysis
POLICY 2.116-A1: CHARACTERISTICS - Institutional areas are primarily characterized by private and public-service structures.	This CPA will enable the development of a County fire rescue station.
POLICY 2.116-A3: LOCATION CRITERIA - 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, unless	a. This site has frontage on a urban collector road. b. The closest residential structure is approximately 65 feet away.

Table 11 – Institutional Policies

Comprehensive Plan Policy	Consistency Analysis
further prohibited by the Land Development Code the County in accordance with Section 163.3201(1), FS. The following factors shall be taken into consideration when determining the appropriateness of establishing new Institutional areas on the Future Land Use Map Series, or in approving the location for an institutional use not located within lands classified as Institutional: a. Accessibility to roadways, with consideration being given to regional transportation issues for large-scale institutional developments having a regional market. b. Proximity to incompatible land uses, which is dependent upon the intensity of the institutional use (buffering may be provided to mitigate adverse impacts). c. The locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10. d. Proximity to similar and compatible uses providing opportunities for shared facilities. e. Plans of the School Board and other public service agencies with jurisdiction in the County	c. It meets the criteria enumerated in in Policy 2.102-A9 and Policy 2.102-A10. See pages 10 thru 18 of the staff report. d. This will be for fire rescue and EMS with little room for anything else. e. The closest school is across the street.
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.	The County acquired this property for the sole purpose of strategically locating a new fire rescue facility in an area that has outgrown the current stations that serve it.
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.	While this will expand the current INST district by 30% it is mostly built out and will only reach 19.64 acres, which is at the small end of most INST districts. The fire station will occupy much of the addition to the district. If there is additional space, it will likely be used for other public safety functions.
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.	Polk County recently purchased the site. The proposed fire rescue station will take up a lot of the useable property. There will be no room for a school site. There is more room on the school site across the street for more school space than on this one.
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.	There are no commercial uses proposed on this site. The fire station will take up most of the frontage. The primary use for this site is public safety, There are no considerations for locating commercial uses onsite.

Table 11 – Institutional Policies

Comprehensive Plan Policy	Consistency Analysis
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.	The site has adequate space for the required parking for a fire rescue station. The County's prototype fire rescue and EMS station is 25 spaces. This provides enough space for all shifts and fire rescue administration to park during staff meetings.
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.	No multifamily uses are proposed or characteristic of a fire station. The proposed fire station will also include ambulance service (EMS) as well. This along with the other fire rescue equipment and living quarters for personnel will consume much of the ±4.57-acre property. If there is usable property remaining, it will likely be used for another form of public safety infrastructure such as law enforcement.
g. Recreational uses accessory to the institutional use or compatible with the location of the institutional district.	The fire station will have a basketball goal for the firefighters to use.

Urban Sprawl Analysis

After analyzing the primary indicators of Urban Sprawl per *Policy 2.109-A10* of the Polk County Comprehensive Plan, it is apparent that the proposed request is not considered urban sprawl based on these criteria as this is a mapping error of a land use, and it is permitted in the designated area. Table 10 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Urban Sprawl Criteria: The following table lists the criteria are the primary indicators of urban sprawl per Florida Statutes Policy 2.102-A11.

Table 12 Urban Sprawl Criteria

Urban Sprawl Criteria	Sections 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

Urban Sprawl Criteria: The following table lists the criteria are the primary indicators of urban sprawl per Florida Statutes Policy 2.102-A11.

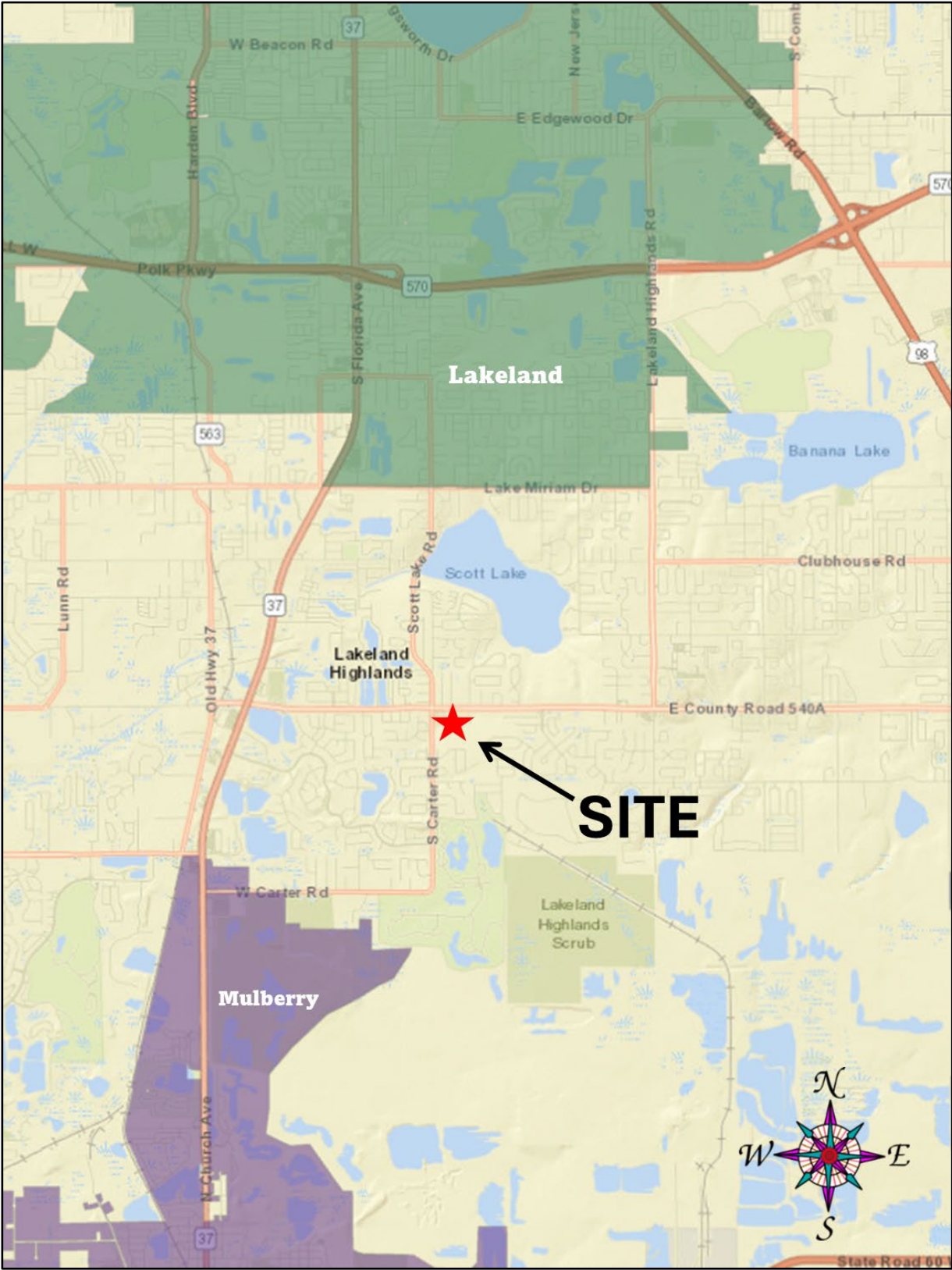
Table 12 Urban Sprawl Criteria

Urban Sprawl Criteria	Sections referenced in this report
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

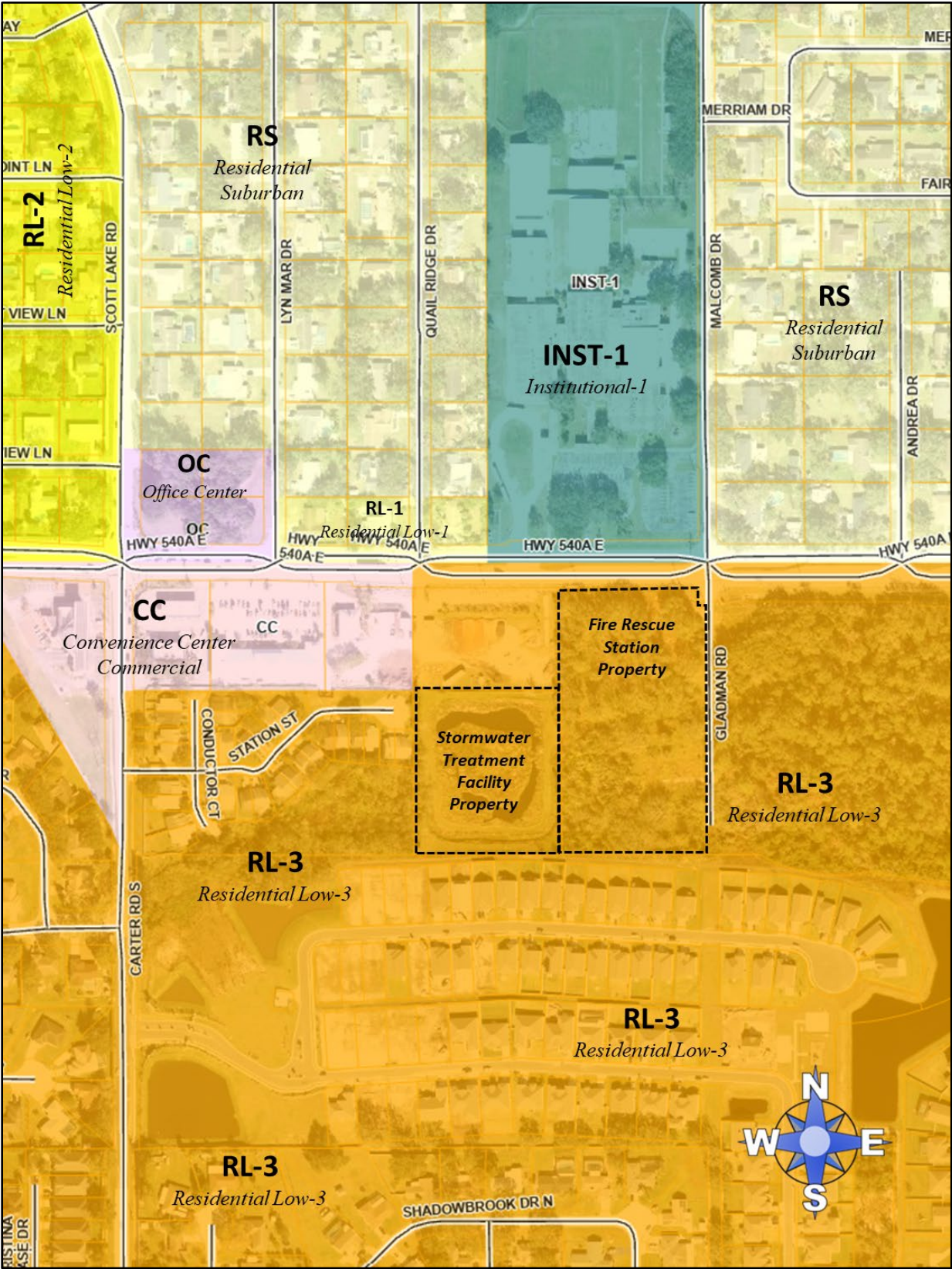
Comments from other Agencies: None.

Exhibits:

- Exhibit – 1 Location Map
- Exhibit – 2 Future Land Use Map
- Exhibit – 3 2025 Satellite Photo (Context)
- Exhibit – 4 2025 Satellite Photo (Close-up)
- Exhibit – 5 District Use Comparison Table
- Exhibit – 6 Proposed Future Land Use Map
- Exhibit – 7 Typical Fire Station Site Plan



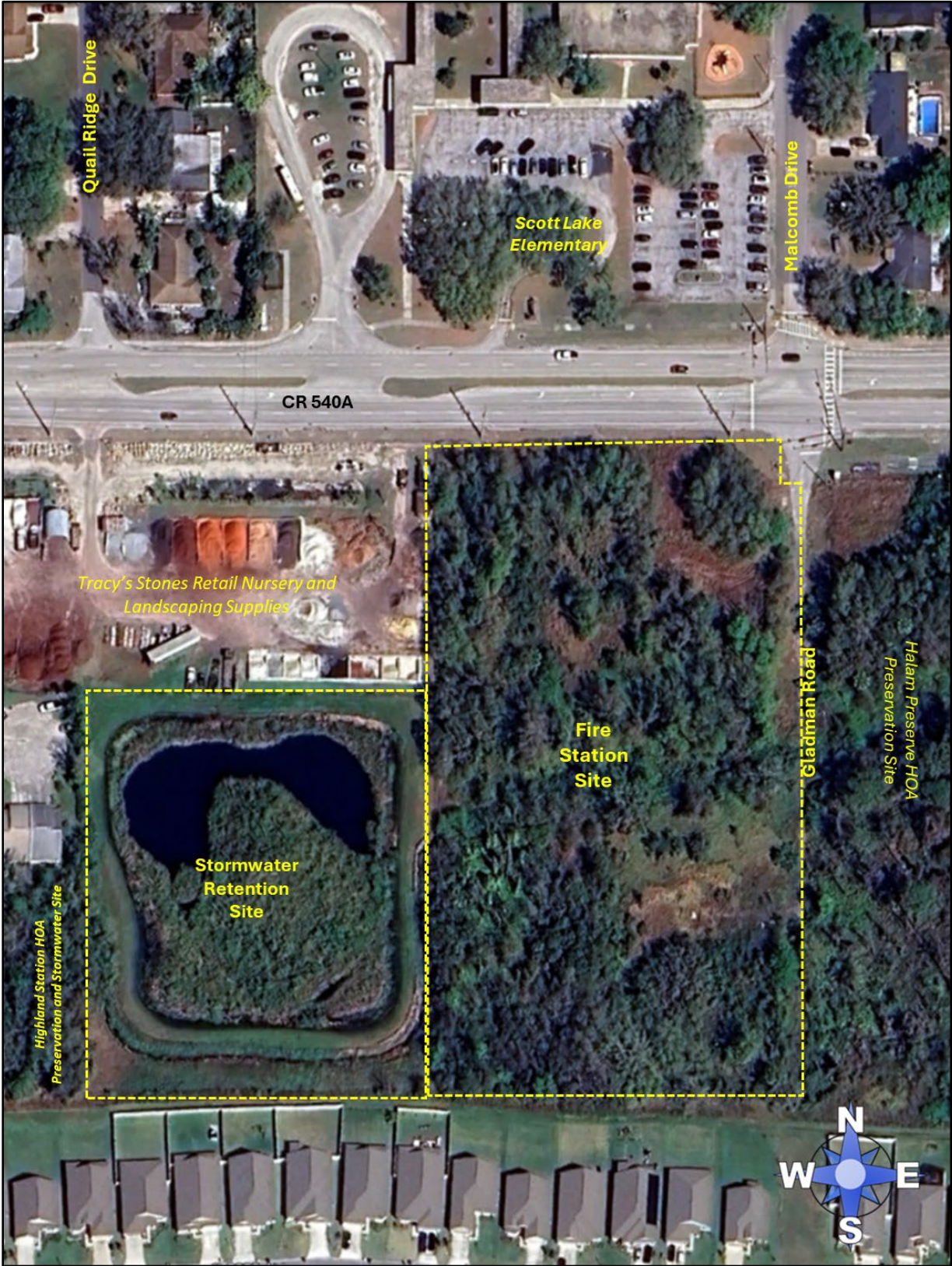
Location Map



Future Land Use Map



2025 Satellite Photo (Context)

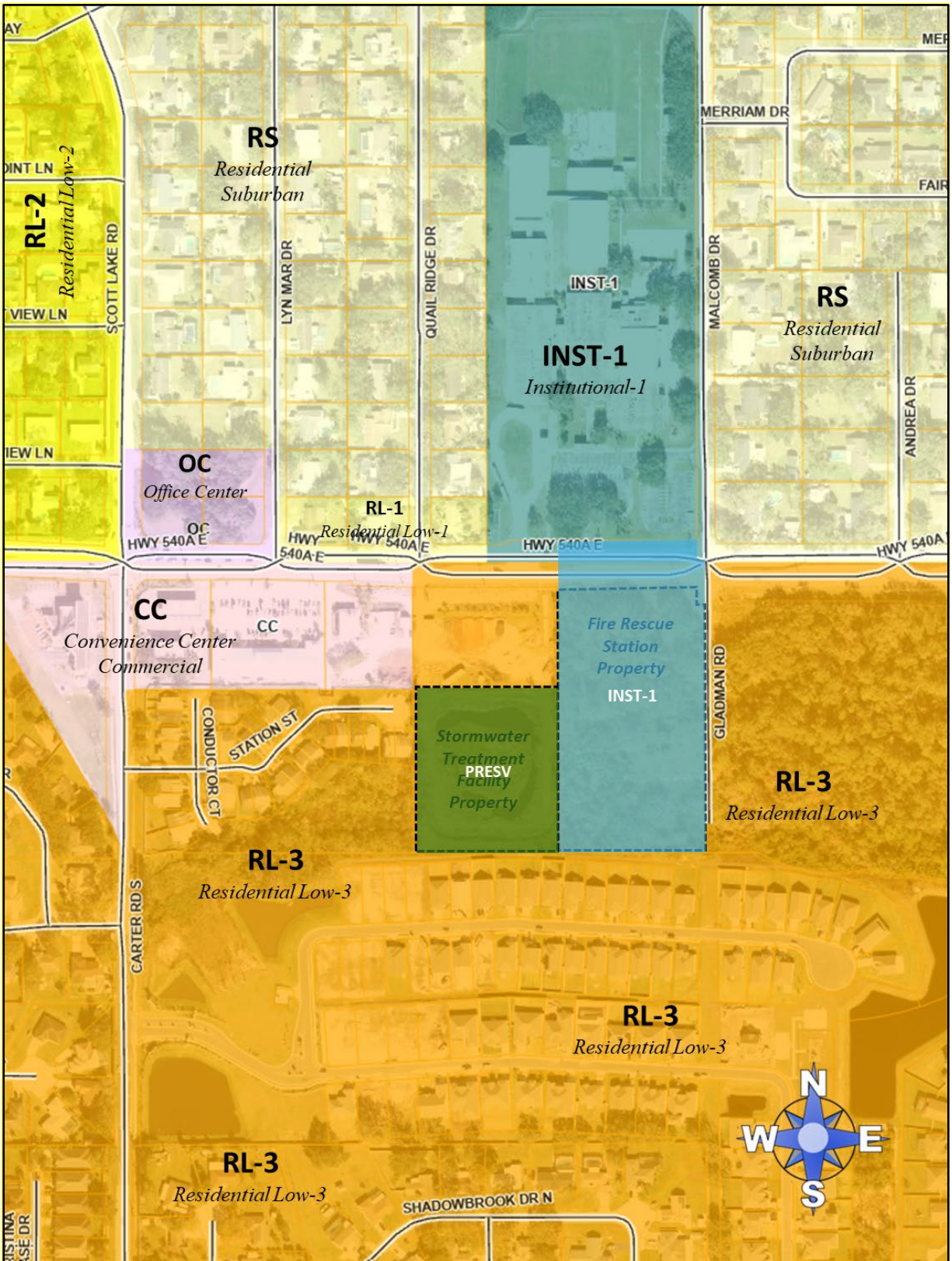


2025 Satellite (Close Up)

Comparison of Permitted and Conditional Uses*

District	Permitted Uses	Administrative Review	Public Hearing(s) Required
RL-3 <i>Residential Low-3</i>	Single-family Residential Class I Utilities	Small Group Homes (≤6 patients) Mobile Homes Residential Infill Development Golf Course Emergency Shelter (≤6 patients) Passive Recreation Low Intensity Recreation Elementary Schools Middle Schools Class II Utilities	Duplex Group Living Facility (≥15 patients) Mobile Home Park Mobile Home Subdivision Short-term Rental Planned Development Residential Based Mixed-Use Dev. Transitional Area Development Adult Day Care (≤6 patients) Bed and Breakfast Childcare Center Communication Towers Community Center Cultural Facility Emergency Shelter (6> patients) Government Facility Helistop High Intensity Recreation Vehicle Oriented Recreation Religious Institution High School Leisure/Special Interest School Class III Utilities
INST-1 <i>Institutional-1</i>	Childcare Center Government Facility 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

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



Proposed Future Land Use Map

Adoption Hearing Staff Report
Level 4/EEP