

POLK COUNTY DEVELOPMENT REVIEW COMMITTEE STAFF REPORT

DRC Date:	August 15, 2024
Planning Commission Date:	October 2, 2024
BoCC Dates:	November 5, 2024
Applicant:	Polk County
Level of Review:	Level 4 Review, Comprehensive Plan Map Amendment
Case Number and Name:	LDCPAS-2024-22 (Lake Blue Park CPA)
Request:	County-initiated Small Scale Comprehensive Plan Map Amendment to change the Future Land Use (FLU) designation from Residential Medium (RM) to Recreation/Open Space (ROS) at the Lake Blue Park.
Location:	South of Havendale Boulevard Northwest, east of 42nd Street Northwest, west of Lake Drive Northwest, north of Avenue U Northwest east and west of Auburndale in Section 13, Township 28, Range 25.
Property Owner:	Polk County
Parcel Size:	±10.85 acres (252813-342500-012390)
Development Area/Overlays:	Urban Growth Area (UGA)
Future Land Use:	Residential Medium (RM)
Nearest Municipality	Auburndale
DRC Recommendation:	Approval
Planning Commission Vote:	Pending
Case Planner:	Malissa Celestine, Planner II

Site Location



Current Future Land Use



Summary of Analysis

This is a County-initiated request for a Small-Scale Comprehensive Plan Amendment to change Future Land Use (FLU) Map designation from Residential Medium (RM) to Recreation Open Space (ROS) in the Urban Growth Area (UGA). The purpose of this amendment is to conform the uses at the County's Lake Blue Park with an appropriate FLU designation. Staff met with Parks and Natural Resources to agree on an appropriate land use for the site to take before the Board. No development or changes to the park are proposed or anticipated with this application. Staff has reviewed the request and finds it to be consistent with the Comprehensive Plan policies and Land Development Code (LDC).

Compatibility Summary

Lake Blue Park provides a boat ramp, covered picnic tables, a playground, and a paved path for walking and jogging to nearby residences. It is located south of Havendale Boulevard and east of 42nd street in the Inwood Unit 4 development.

The parcel currently within a Residential Medium (RM) land use district which is intended for residential development. Based on the facilities associated with this park, a Recreation/Open Space (ROS) land use is more appropriate for the site as it provides recreational activities and services for County residents and visitors.

Infrastructure Summary

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

Environmental Summary

There are documented protected species with a one-mile radius of the subject site; however, the occurrence has not been observed/reported within the last twenty years. A Flood Hazard "AE" zone is identified on the subject parcel, but the amenities are existing. No development or onsite improvements are anticipated at this time. The site is used to provide recreational opportunities along a natural lake. Therefore, the proposed future land use designation is not anticipated to have a negative impact upon the environmental features.

Comprehensive Plan

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

- POLICY 2.102 (A1-A15): Growth Management Policies
- POLICY 2.117: Recreation Open Space
- POLICY 2.105-A5: Urban Growth Area (UGA) Development Criteria

Findings of Fact

Request and Legal Status

- This is a County-initiated Small-Scale Comprehensive Plan Map Amendment (CPA) to change the Future Land Use (FLU) designation from Residential Medium (RM) to Recreation Open Space (ROS) on ±10.85 acres to conform the uses at the County's Lake Blue Park.
- The subject parcel is located in the Urban Growth Area (UGA). Per Chapter 2, Section 202.B of the Land Development Code (LDC), the purpose of UGA's is to "serve as a foundation from which a future urban pattern is established, and to provide future areas for development at urban densities and intensities."
- Per Chapter 2, Section 204.11 Of the Land Development Code (LDC), the purpose of the Recreation Open Space (ROS) district is to "provide for the use and development of lands and areas which are accessible to the public, and which are oriented towards providing recreational activities and services for County residents and visitors."
- According to LDC Section 204.A.8, the purpose of the Residential Medium (RM) district is to provide areas for "medium density residential development within urban areas. The RM district permits single-family dwelling units, duplex units, multi-family units, group living facilities, and community facilities."
- According to LDC Chapter 2, Table 2.1, "Recreation, Passive" uses are "C1" conditional uses in the RM and ROS land use districts.
- LDC Chapter 10 defines Passive Recreation as "non-competitive recreation facilities such as picnic pavilions, tot-lots, public beaches, hiking/jogging trails, walking tracks, dog parks, and public gardens. At these facilities there are no bleachers, theaters, or grandstands or any other structures intended to accommodate large crowds or sports competitions."
- According to LDC Chapter 2, Table 2.1, "Recreation, Vehicle-Oriented" use is a "C3" conditional use in the RM and "C2" conditional use ROS land use districts.
- LDC Chapter 10 defines Vehicle-Oriented Recreation is defined as "any type of recreation, competition, or facility designed to accommodate motorized vehicle use as part of the activity including, but not limited to, off-road vehicles, watercraft, and remote-control vehicles."

Compatibility

- The subject site is surrounded by residential, commercial development, a lake and vacant land. The description of the existing uses surrounding the subject site are as follows:
 - North of the subject site is a Religious Institution, Lake Blue and a retail store
 - East of the subject site are site-built homes and mobile homes
 - West of the subject site is Lake Blue, a Religious Institution and residential structures
 - South of the subject site is a Religious Institution and residential structures

Infrastructure

- The zoned schools for the site are Inwood Elementary, Westwood Middle, and Auburndale Senior High.
- Fire and Ambulance responses are from Polk County Fire Rescue Station 5, located at 333 American Spirit Rd, Winter Haven, FL 33880. The response time is seven (7) minutes.
- The subject site is within the Central District Commend Area for the Sheriff's office which is located at 3635 Avenue G NW, Winter Haven.
- The subject site is within the city of Winter Haven's utility service area. Potable water lines are located along the frontage of the site.
- The subject site does not have structures requiring public water or wastewater services.
- Bus stops for the Citrus Connection's Purple Line are located on Havendale Blvd NW, just north of the park.

Environmental

- There are no wetlands, but "AE" flood zone is identified on the subject site. The site abuts Lake Blue.
- The soil types for the subject site are Ona-Ona, wet, fine sand, Placid and Myakka fine sands, depressional, Myakka-Immokolee-Urban land complex, and Pomello-Urban Land Complex.
- Per the Polk County Protected Species Map there are documented protected species with a one-mile radius of the subject site. However, the occurrence has not been observed/reported within the last twenty years.
- There are no archeological or historical resources on the subject site per data from the Florida State Historical Commission.
- The site is not within any wellfields. The nearest wellfield is approximately 1.4 miles to the northwest.

Comprehensive Plan Policies

- POLICY 2.102-A1 Development Location states that Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.
- POLICY 2.102-A2 Compatibility states that land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished:
 - a. there have been provisions made which buffer incompatible uses from dissimilar uses;
 - b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use;
 - c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.
- POLICY 2.102-A3 Distribution states that development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.
- POLICY 2.102-A4 Timing states that development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.
- POLICY 2.102-A10 Location Criteria states the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:
 - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided.
 - b. nearness to agriculture-production areas;
 - c. distance from populated areas;
 - d. economic issues, such as minimum population support and market-area radius (where applicable);
 - e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:
 - 1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;
 - 2. sanitary sewer and potable water service;

3. storm-water management;
 4. solid waste collection and disposal;
 5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;
 6. emergency medical service (EMS) provisions; and
 7. other public safety features such as law enforcement;
 8. schools and other educational facilities
 9. parks, open spaces, civic areas and other community facilities
- f. environmental factors, including, but not limited to:
1. environmental sensitivity of the property and adjacent property;
 2. surface water features, including drainage patterns, basin characteristics, and flood hazards;
 3. wetlands and primary aquifer recharge areas;
 4. soil characteristics;
 5. location of potable water supplies, private wells, public well fields; and
 6. climatic conditions, including prevailing winds, when applicable.
- POLICY 2.117-A3: Location Criteria - Designation of new Recreation and Open Space areas on the Future Land Use Map Series shall occur. Consider the following factors when determining the appropriateness of designating new Recreation and Open Space areas:
 - a. facilities meeting the recreation level-of-service standard (Policy 3.502-E2) and fulfilling the recreation and open space acquisition plan (Policies 3.502-E3, 3.502-E6, and 3.502-E9);
 - b. satisfying resident and seasonal visitor/tourist recreation demand;
 - c. impacts of the proposed uses on public facilities and services;
 - d. vehicle access relative to the size and planned intensity of a proposed ROS district;
 - e. distance to lake and river access, greenways, bicycle, pedestrian, and fixed route transit facilities, both existing and planned; and,
 - f. the locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.

Development Review Committee Recommendation: Based on the information provided by the applicant, recent site visits, and the analysis conducted within this staff report, the Development Review Committee (DRC) finds that with the proposed conditions, the proposed request **IS COMPATIBLE** with the surrounding land uses and general character of the area, **IS CONSISTENT** with the Polk County Comprehensive Plan and Land Development Code, and therefore, the DRC recommends **APPROVAL of LDCPAS-2024-22**.

Planning Commission Recommendation: Pending Hearing

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

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

NOTE: Issuance of a development permit by the county does not in any way create any rights on the part of the applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the county for issuance of the permit if the applicant fails to obtain requisite approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law.

Analysis

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

Surrounding Uses

Table 1, below, lists the Future Land Use (FLU) designation and the existing uses surrounding the subject site that are immediately adjacent.

Table 1

Northwest Residential Medium (RM) Retail Store	North Residential Medium (RM) Religious Institution Lake Blue	Northeast Residential Medium (RM) Site-built home
West Lake Blue	Subject Site Residential Medium (RM) Lake Blue Park	East Residential Medium (RM) Site-built homes
Southwest Linear Commercial Corridor (LCC) Religious Institution	South Residential Medium (RM) Site-built homes/ Vacant Residential	Southeast Residential Medium (RM) Site-built homes/ Mobile Homes

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

The subject site is currently within a Residential Medium (RM) land use district. It is part of the Inwood Unit 4 residential subdivision platted on May 26, 1925. The park is located south of Havendale Blvd NW and east of 42nd street in Auburndale. As identified in the table above, the site is surrounded by non-residential and varying types of residential uses.

Compatibility with the Surrounding Uses

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

According to Policy 2.102-A2 of Polk County’s Comprehensive Plan, “land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other policies in this Future Land Use Element, so that one or more of the following provisions are accomplished:

- a. there have been provisions made which buffer incompatible uses from dissimilar uses;
- b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; and
- c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.”

The “development criteria” and the “density and dimensional regulations” of a land use district are often the measuring tools used by staff to determine compatibility and the appropriateness of locating differentiating uses.

As noted before, no development is being contemplated with this application. Lake Blue Park provides a boat ramp, covered picnic tables, a playground, and a paved path for walking and jogging. The boat ramp falls under the category of Vehicle-Oriented Recreation. To be approved today under RM, the ramp facilities would require Planning Commission approval and BoCC approval for 24-hour use. Because these uses are administrative approvals under the ROS designation the proposed land use designation makes the operation of the ramp more conforming to the land use map.

The other uses are termed under Passive Recreation, which are “C1” conditional uses across most land use districts, including RM and ROS. This park provides outdoor recreation for citizens of Polk County especially those residing near or within the Inwood subdivision. Parks provide not only recreation opportunities and open space but also a focal point and sense of place within a community.

Nearest Elementary, Middle, and High School

The zoned schools for the site are Inwood Elementary (± 2.6 miles), Westwood Middle (± 1.5 miles), and Auburndale Senior High (± 3.4 miles). No residential uses are onsite.

Nearest Sheriff, Fire, and EMS Station

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

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

Table 2

	Name of Station	Distance	Response Times
Sheriff	Central District Command (3635 Ave G NW) Winter Haven	±1.4 miles	P1: 8:54 minutes P2: 22:33 minutes
Fire/EMS	Polk County Fire Rescue Station 5 located @ 333 American Spirit Rd, Winter Haven, FL 33880	±2 miles	7 minutes

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

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

The PCSO improves response times, especially for Priority 1 Calls, by employing new technologies such as Emergency 1 Dispatch (E1D) and Live911. E1D is a program designed to alert deputies at the earliest possible moment of a call for service that is being classified as a true emergency. E1D alert notifications are sent to deputies via their agency-issued smart phones as text messages, alerting deputies of the call type and address of the emergency. Similarly, Live911 technology allows deputies to hear emergency calls in real-time as the dispatcher is receiving the information. Both E1D and Live911 enable deputies to self-dispatch to these in-progress, high-risk incidents as dispatchers collect additional information about the call, thus reducing our response time to emergency situations.

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

Water and Wastewater

The subject site is within the City of Winter Haven Service Area. There is a potable water line along the frontage of Lake Blue Park, but no sewer lines were located.

A. Estimated Demand

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

For purposes of illustration, though, recreation at the existing intensity is allowable in RM; however, residential uses are not allowed in ROS. Single-family units are assumed to demand 360 gallons per day (GPD) of potable water and generate 270 GPD of wastewater. Based on the raw upland acreage of this site (10.85 acres) and maximum residential density allowed in the RM (7 DU/AC), in theory this site could support up to 130 homes (46,8000 GPD Potable Water/ 35,100 GPD Wastewater). This amendment will eliminate this possibility.

B. Available Capacity

The site is within Winter Haven’s utility service area. A potable water line is available along the frontage of the park. Capacity information from the city is not available. At any rate, connectivity to services is not warranted.

C. Planned Improvements

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

Roadways/Transportation Network

The Polk County Transportation Planning Organization (TPO) monitors traffic congestion on over 425 roadway segments (950 directional links). The Roadway Network Database contains current traffic data for all arterial and collector roads and includes information on the current traffic volume and level-of-service for these major roads. The report identifies both daily and peak hour traffic volumes. Daily traffic volumes are reported in Annual Average Daily Traffic (AADT) – the typical traffic volume on a weekday over a 24-hour period. Peak hour traffic represents the highest hourly traffic volume for period between 4 – 7 p.m. It is reported as both a two-way volume and as directional volumes (east and west or north and south).

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

A. Estimated Demand

Lake Blue Park is established with recreation uses and the use of the property is not changing with approval of the subject application. Therefore, traffic demand is not going to increase or decrease upon an approval. For purposes of illustration, recreation at the existing intensity is allowable in RM; however, residential uses are not allowed in ROS. Single-family units are assumed to demand 7.81 AADT and 1 Peak PM Trip per unit. Based this site (10.85 acres) and maximum residential density allowed in the RM (7 DU/AC), in theory this site could support up to 130 homes (1,016 AADT/130 Peak PM Trips). While this would typically trigger a major traffic study, the proposed ROS designation will eliminate this possibility.

B. Available Capacity

The nearest road tracked for concurrency by Polk County’s Transportation Planning Organization (TPO) is Havendale Blvd NW (SR544) located to the north of Lake Blue Park.

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

Table 3

Link #	Road Name	Current Level of Service (LOS)	Available Peak Hour Capacity	Minimum LOS Standard	5-Year Peak Hr. Projected LOS
6500 E	Havendale Blvd NW (SR544)	C	1,577	D	C
6500W	From US 92 to Twenty Sixth St NW	C	1,539	D	C

Source: Polk County Transportation Planning Organization Roadway Network Database 2023

C. Roadway Conditions

The subject site has direct access points along Avenue U NW and Lake Blue Dr NW. According to the Polk County Roads and Drainage data viewer, both roadways are classified as paved Local Roads (LR). Lake Blue Dr NW has approximately 20 feet of paved surface width; and Avenue U NW has approximately 22 feet of paved surface width. Lake Blue Dr NW connects to Havendale Blvd NW (SR 544) located to the north of the park. SR 544 is classified as a Principal Arterial six-lane throughfare with ample capacity, but this change will not bring added traffic demands.

D. Sidewalk Network

The subject site is located in the Urban Growth Area (UGA). A sidewalk is located along Havendale Blvd NW but there are no sidewalks identified in near the park.

E. Mass Transit

Bus stops for the Citrus Connection’s Purple Line are located to the north of the park, along Havendale Blvd NW.

F. Planned Improvements

The subject site is in the Urban Growth Area. There are no planned improvements noted on the County’s CIP.

Environmental Conditions

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

A. Surface Water

This park is located on the eastern border of Lake Blue, a public waterbody that is approximately 54 acres. The site elevations are 148’ at the water’s edge and 150’ near the roadway.

B. Wetlands/Floodplains

No wetlands are present, but “AE” flood hazard areas are located on the parcel as the site abuts Lake Blue.

C. Soils:

According to the soil survey by the United States Department of Agriculture the subject site is comprised of 6.8 percent Ona-Ona, wet, fine sand, 0 to 2 percent slopes, 18.1 percent Placid and Myakka fine sands, depressional, 73.6 percent Myakka-Immokolee-Urban land complex, and 0.6 percent Pomello-Urban Land Complex 0 to 5% Slopes. 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

According to Polk County Protected Species Observation Maps, the subject site is located within a one-mile radius of endangered animals, but the occurrence has not been observed/reported within the last twenty years.

E. Archeological Resources

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

F. Wells (Public/Private)

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

G. Airports

The subject site is located within the Airport Impact District (AID) Height Notification and In-flight Visual Interference Zone.

Economic Impact:

This County-initiated CPA is not intended to have an economic impact on the site. Lake Blue Park will remain accessible to the public providing the existing amenities to the surrounding rooftops.

Consistency with the Comprehensive Plan and Land Development Code

The following policies in Table 4 have been included as being the most relevant policies to the proposed request. The policy is first stated and then an analysis of how the request may or may not be consistent with the County’s Comprehensive Plan is provided. The policies reviewed are as follows:

- POLICY 2.102(A1-A15): Growth Management Policies
- POLICY 2.105-A5: Urban Growth Area (UGA) Development Criteria
- POLICY 2.117: Recreation Open Space

Table 4

Comprehensive Plan Policy	Consistency Analysis
<p>Policy 2.102-A1: Development Location – Polk County shall promote contiguous and compact growth patterns through the development process to minimize energy costs, conserve land, water, and natural resources, minimize the cost of services, and prevent development patterns where tracts of land are by-passed in favor of development more distant from services and existing communities.</p>	<p>The site is surrounded by non-residential and varying types of residential uses. Direct access points are along Avenue U NW and Lake Blue Dr NW. Both roadways are classified as paved Local Roads (LR).</p>
<p>Policy 2.102-A2: Compatibility - Land shall be developed so that adjacent uses are compatible with each other.</p>	<p>The Comprehensive Plan permits ROS to be designated in the UGA areas. Recreation and open space areas are primarily sites and facilities which are accessible to the public, and which are oriented toward providing recreation services for the resident and the short and long-term visitor to Polk County.</p>
<p>Policy 2.102-A3: Distribution - Development shall be distributed throughout the County consistently with this Future Land Use Element so that the public utility, other community services, and public transit and transportation systems can be efficiently utilized; and compact, high-density and intensity development is located where urban services can be made available.</p>	<p>The park in the County’s UGA. It is developed as a low-impact use, designed for open space and recreational opportunities. There is a potable water line along the road frontage of the site owned by the city of Winter Haven Utility Service Area. While there are no identified wastewater lines, utility connections are not needed.</p>
<p>Policy 2.102-A4: Timing - The development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.</p>	<p>The subject site is surrounded by existing non-residential and residential development. It does not require public utilities. Emergency services are available to the site. The site provides recreational opportunities.</p>
<p>Policy 2.102-A10: Location Criteria - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:</p> <ol style="list-style-type: none"> nearness to incompatible land uses and future land uses, unless adequate buffering is provided; nearness to agriculture-production areas; distance from populated areas; economic issues, such as minimum population support and market-area radius (where applicable); adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to: 	<p>The subject site is a developed public park with recreation facilities to serve nearby residents and tourists. The ROS designation recognizes these existing amenities.</p>

Comprehensive Plan Policy	Consistency Analysis
<ol style="list-style-type: none"> 1. transportation facilities, including but not limited to mass transit, sidewalks, trails and bikeways; 2. sanitary sewer and potable water service; 3. storm-water management; 4. solid waste collection and disposal; 5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment; 6. emergency medical service (EMS) provisions; and 7. other public safety features such as law enforcement; 8. schools and other educational facilities 9. parks, open spaces, civic areas and other community facilities. 	
<p>POLICY 2.104-A3: LAND USE CATEGORIES – The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria</p> <ol style="list-style-type: none"> a. ACTIVITY CENTERS: Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High-Impact Commercial Centers. b. RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts. c. OTHER: Linear Commercial Corridors, Commercial Enclaves, Industrial, Business-Park Centers, Office Centers, Leisure Recreation, Mixed Use, Institutional, Professional Institutional, Recreation and Open Space, Preservation. 	<p>The request is consistent with this policy. The change is from RM to ROS.</p>
<p>POLICY 2.117-A3: Location Criteria shall consider the following factors when determining the appropriateness of designating new Recreation and Open Space areas:</p> <ol style="list-style-type: none"> a. facilities meeting the recreation level-of-service standard (Policy 3.502-E2) and fulfilling the recreation and open space acquisition plan (Policies 3.502-E3, 3.502-E6, and 3.502-E9); b. satisfying resident and seasonal visitor/tourist recreation demand; c. impacts of the proposed uses on public facilities and services; d. vehicle access relative to the size and planned intensity of a proposed ROS district; e. distance to lake and river access, greenways, bicycle, pedestrian, and fixed route transit facilities, both existing and planned; and, f. the locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10. 	<p>The site has a County-owned Park and boat ramp. This FLU designation is appropriate for the location, based upon the stated criteria.</p>

Urban Sprawl Analysis

After analyzing the primary indicators of Urban Sprawl per *Policy 2.109-A10* of the Polk County Comprehensive Plan, it is apparent that the proposed request is not considered urban sprawl based on these criteria. Table 5 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

Table 5 Urban Sprawl Criteria

Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes

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

Comments from other agencies: None

Exhibit 1: Location Map

Exhibit 2: Aerial Map 2023 (Context)

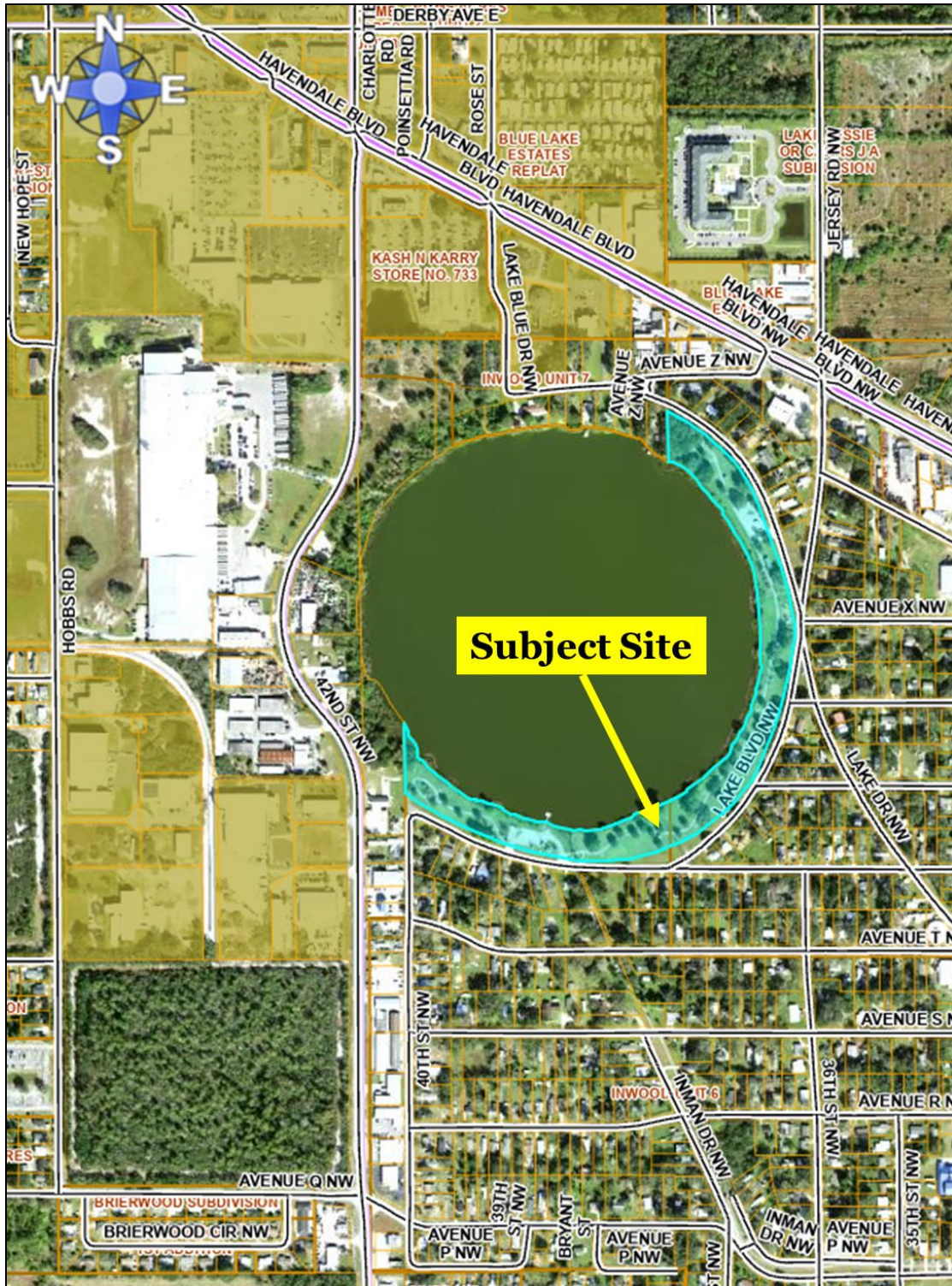
Exhibit 3: Aerial Map 2023 (Close)

Exhibit 4: Current Future Land Use Map

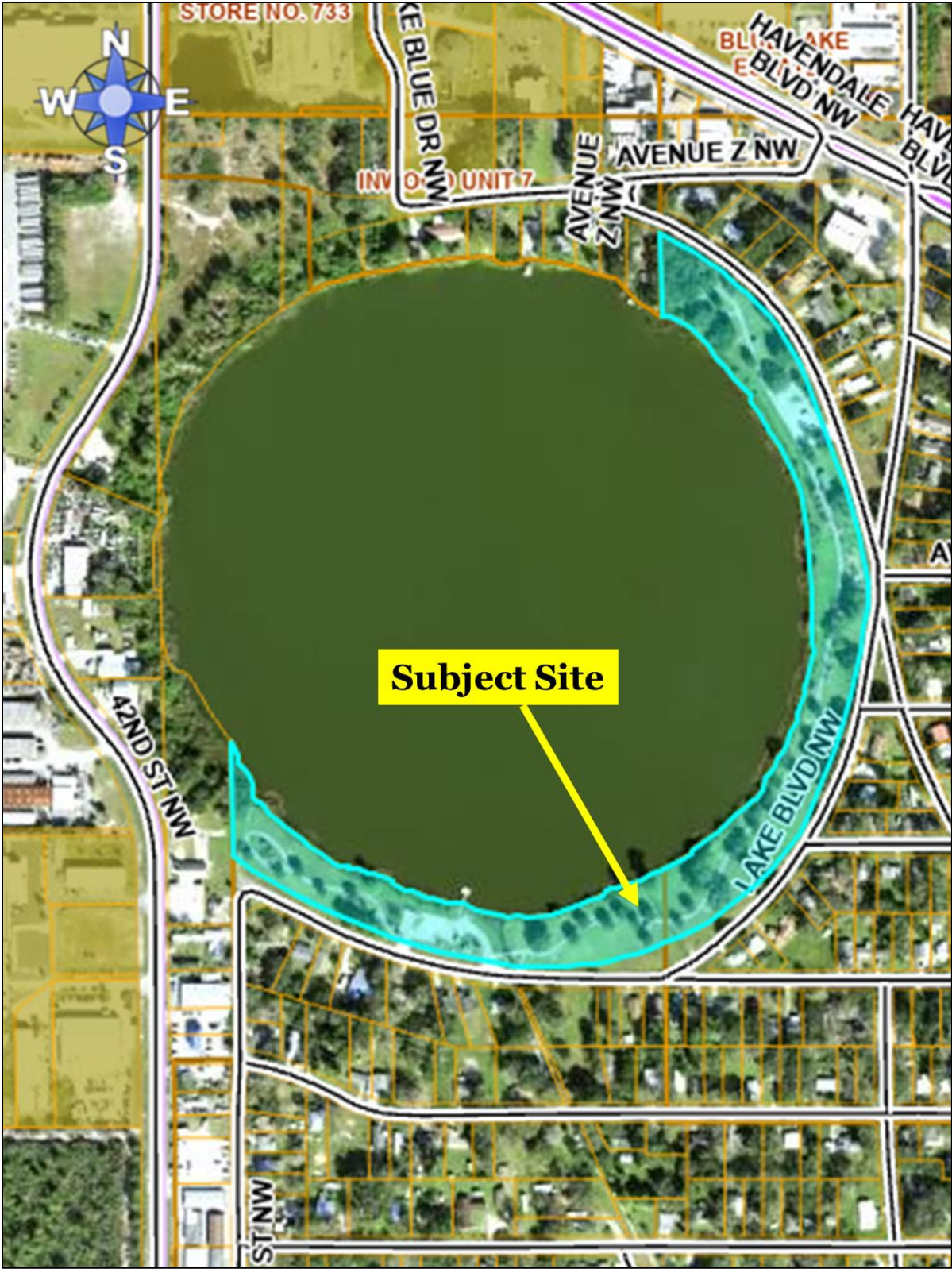
Exhibit 5: Proposed Future Land Use Map



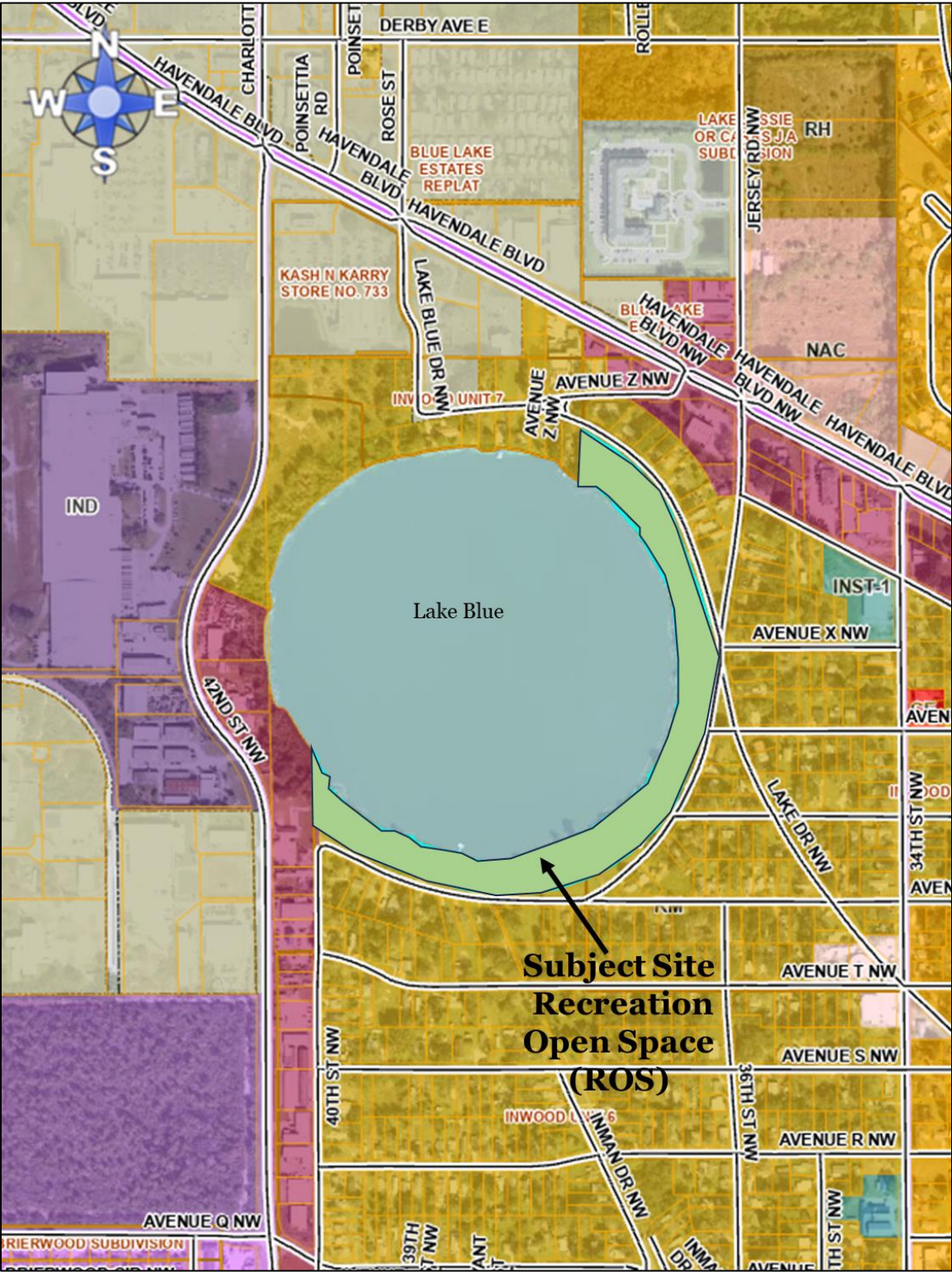
Location Map



Aerial Map (Context)



Aerial Map (Close)



Proposed Future Land Use Recreation Open Space (ROS)