

**POLK COUNTY  
DEVELOPMENT REVIEW COMMITTEE  
STAFF REPORT**

<b>DRC Date:</b> July 11, 2024	<b>Level of Review:</b> Level 4 Review
<b>PC Date:</b> August 7, 2024	<b>Type:</b> Small-Scale Comprehensive Plan Amendment
<b>BoCC Date:</b> September 3, 2024	<b>Case Numbers:</b> LDCPAS-2024-9
<b>Applicant:</b> Polk County	<b>Case Name:</b> CR 540A ROS
	<b>Case Planner:</b> Aleya Inglima, Planner II

<b>Request:</b>	Future Land Use (FLU) change from Residential Low (RL) to Recreation Open Space (ROS).
<b>Location:</b>	The subject site located south of CR 540A E, east of Tierra Vista Cir, west of Cross Creek Blvd, north of Crews Lake Hills Loop N, south of the City of Lakeland in Section 21, Township 29, Range 24.
<b>Property Owners:</b>	Polk County
<b>Parcel Size (Number):</b>	±39 acres (242921-287000-000500)
<b>Future Land Use:</b>	Residential Low (RL)
<b>Development Area:</b>	Transit Supportive Development Area (TSDA)
<b>Nearest Municipality:</b>	City of Lakeland
<b>DRC Recommendation:</b>	Approval
<b>Planning Commission Vote:</b>	7-0 Approval
<b>Public Comment:</b>	None
<b>Florida Commerce:</b>	N/A

**Location Map**



**Current Future Land Use Map**



## **Summary of Analysis**

This is a County initiated Small Scale Comprehensive Plan Map Amendment to change the Future Land Use (FLU) designation from Residential Low-1 (RL-1) to Recreation Open Space (ROS) on ±39 acres in the Transit Supportive Development Area (TSDA). The subject site is located South of CR 540A E, east of Tierra Vista Cir, west of Cross Creek Blvd, north of Crews Lake Hills Loop N, south of the City of Lakeland in Section 21, Township 29, Range 24. This property is a parcel that is owned by Polk County. Recreation Open Space (ROS) is an appropriate land use for the site to reflect on the land use map. Staff has reviewed the request and finds it IS consistent with the Comprehensive Plan policies and IS compatible with the surrounding land uses and infrastructure.

## **Compatibility Summary**

Staff is requesting the land use change to reflect the use on the land use map. Wetlands are located on the subject site. To the west is vacant land, south and east are single family homes, and north is a high school and Watson Clinic medical office. This is an appropriate and compatible use in all urban, suburban, and rural areas in the County.

## **Infrastructure Summary**

The proposed CPA is not anticipated to degrade the Level-of-Service (LOS) standards for transportation, schools, utilities, 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. There is capacity at all of the zoned schools. The proposed Recreation Open Space (ROS) Future Land Use (FLU) designation will not generate more trips than a residential land use. The trips are not anticipated to degrade the level-of-service. The property is in the Southwest Regional Service Area for water and wastewater.

## **Environmental Summary**

The proposed request is not anticipated to have a negative impact upon the environmental features present on the subject site. The site is a parcel owned by the County. There are wetlands and flood zone A on site. The closest wetlands are within the subject site. There have not been sightings of protected species near the subject site. There are no historical or archaeological sites have been identified on the subject site. A thorough review of the environmentally sensitive areas will take place at the Level 2 Review.

## **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. 2.117 (A1-A4): Recreation Open Space  
POLICY 2. 104 (A1-A5): Transit Supportive Development Area

## **Findings of Fact**

### **Request and Legal Status**

- This is a County-initiated Future Land Use Map change from Residential Low (RL) to Recreation Open Space (ROS) on ±39 acres.
- The Land Development Code Future Land Use district is Residential Low-1 (RL-1) for the subject site.
- The property is owned by the County and is used as drainage from rain outfall.
- Section 204.C of the LDC states, the purpose of the 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.

### **Compatibility**

- The existing uses surrounding the site are Residential High (RH) to the west, Institutional (INST-2) to the north, Residential Low-3 (RL-3) to the south and east. The LDC land use district is RL-1 for the subject site.
- West of the subject site is vacant residential. East and south is single family homes. North is George Jenkins High School.
- The subject site accesses CR 540A which is an Urban Collector Road.

### **Infrastructure**

- The zoned schools for the site are Valleyview Elementary, Lakeland Highlands Middle, George Jenkins Senior High.
- Fire and Ambulance responses are from Polk County Fire Rescue Station 28, located at 4101 Clubhouse Rd, Highland City, FL 33846, which is approximately 4 miles away with an estimated 8-minute response.
- The subject site is within the Southwest District Command Area for the Sheriff's office which is located at 4120 US 98 S in Lakeland.
- The subject site is within the Southwest Regional service area for water and wastewater.

- CR 540A (Central Barn Rd), which runs west to east, is an Urban Collector roadway with 24 feet of pavement width. Level of Service is listed as a “C” and there is available road capacity.
- The subject site is not within a Citrus Connection service area.

## **Environmental**

- The elevation on the property starts on the west at 193 feet and slopes downward to 140 feet towards the east.
- There are wetlands and flood zone A on the subject site.
- The soil type for the subject site is Samsula muck (30%), Hontoon muck (26.3%), Apopka fine sand (18.2%), Fort Meade sand (14.5%), Tavares fine sand (7.5%), and Ona-Ona (3.5%).
- Per the Polk County Protected Species Map there are no protected species with a one-mile radius of the subject site.
- There are no known archeological or historical resources on the subject site per data from the Florida State Historical Commission.
- The closest wellfield is approximately 0.48 miles east of the subject site.

## **Comprehensive Plan Policies**

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

utilized; and compact, high-density and intensity development is located where urban services can be made available.

- POLICY 2.102-A4 Timing states that development of land shall be timed and staged in conjunction with the cost-effective and efficient provision of supporting community services which, at a minimum, shall require compliance with the Plan's Level of Service requirements and the County's concurrency management system.
- POLICY 2.102-A10 Location Criteria states the following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:
  - a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided.
  - b. nearness to agriculture-production areas;
  - c. distance from populated areas;
  - d. economic issues, such as minimum population support and market-area radius (where applicable);
  - e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to:
    - 1. transportation facilities, including but not limited to, mass transit, sidewalks, trails and bikeways;
    - 2. sanitary sewer and potable water service;
    - 3. storm-water management;
    - 4. solid waste collection and disposal;
    - 5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;
    - 6. emergency medical service (EMS) provisions; 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 2.104-A1: DESCRIPTION** - Transit Supportive Development Areas shall meet the following criteria:
    - a. be those areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit and other transportation alternatives, utilities, public safety, recreational and educational services, promotes and supports the location of higher density and intensity compact, mixed use development;
    - b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;
    - c. be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options;
    - d. include development criteria that:
      1. promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities;
      2. improve access to employment areas, schools, shopping and recreational opportunities;
  - **POLICY 2.104-A3: LAND USE CATEGORIES** - The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria
    - 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.

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

- POLICY 2.117-A1: CHARACTERISTICS - Recreation and open space areas are primarily sites and facilities which are accessible to the general public, and which are oriented toward providing recreation services for the resident and the short and long-term visitor to Polk County. A recreational activity included within recreation and open space areas may be motorized, allow for the discharge of firearms, accommodate nighttime use, and produce large crowds at events. Retail sales are limited to concessions at events or to enhance the quality of the recreation experience onsite unless combined with commercially designated lands.
- 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 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-2024-9**.

**Planning Commission Recommendation:** 7-0 Approval

**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 Surrounding Uses

<b>Northwest</b> – Vacant Residential High (RH)	<b>North</b> – High School Institutional -2 (INST-2)	<b>Northeast</b> – Single family homes Residential Low-4 (RL-4)
<b>West</b> – Vacant Residential High (RH)	<b>Subject Site</b> – Vacant land	<b>East</b> – Single family homes Residential Low-1 (RL-1)
<b>Southwest</b> – Vacant Residential High (RH)	<b>South</b> – Single family homes Residential Low-4 (RL-4)	<b>Southeast</b> – Single family homes Residential Low-4 (RL-4)

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

There are residential developments to the south and east and vacant land to the west of the subject site. George Jenkins High school and the Watson Clinic Highlands office is on the north side of CR 540A.

**Compatibility with the Surrounding Uses**

According to Policy 2.102-A2 of Polk County’s Comprehensive Plan, “land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other policies in this Future Land Use Element, so that one or more of the following provisions are accomplished: a. there have been provisions made which buffer incompatible uses from dissimilar uses; b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use; and c. uses are transitioned through a gradual scaling of different land use activities through the use of innovative development techniques such as a Planned Unit Development.” The “development criteria” and the “density and dimensional regulations” of a



land use district are often the measuring tools used by staff to determine compatibility and the appropriateness of locating differentiating uses. Compatibility is defined in the Comprehensive Plan as “a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”

ROS is compatible for the surrounding area as the subject site is a County owned property. The County uses this property to help with the overall drainage in the area as well as passive recreation. This will contribute to protect the site along with the wetlands. There are single family homes to the south and east of the subject site. George Jenkins High school and the Watson Clinic Highlands office is on the north side of CR 540A. This is an appropriate and compatible use in all urban, suburban, and rural areas in the County.

### Nearest Elementary, Middle, and High School

The schools zoned for the subject property site are listed in the Table 2 below. The proposed request will not generate students. Student capacity is not an issue as all schools have available capacity. The ROS designation is not anticipated to generate traffic on uses with George Jenkins High School.

**Table 2 School Impacts**

Name of School	% Capacity 2023-2024 School Year	Average driving distance from subject site
Valleyview Elementary (Zoned)	95%	±0.8 mile driving distance
Lakeland Highlands Middle (Zoned)	94%	±3.9 miles driving distance
George Jenkins Senior High (Zoned)	95%	±1.1 miles driving distance

Source: Polk County School Board, Polk County Impact Fee Ordinance.

### Nearest Sheriff, Fire, and EMS Station

Table 3 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 3 Public Safety Information**

	Name of Station	Distance/Response
Sheriff	Polk County Sheriff’s Office Southwest District 4120 US 98 S in Lakeland. Estimated response time:	4.8 +/- miles Priority 1 – 8:55 Priority 2 – 21:46
Fire/EMS	Polk County Fire Rescue Station 28 4101 Clubhouse Rd, Highland City Estimated response time: 8 minutes	4 +/- miles

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

### Water and Wastewater

The subject site is located within the Southwest Regional service area for water and wastewater.

A. Estimated Demand and Service Provider

The property is a County owned property. This site catches rain runoff and will not need water wastewater services based upon the current and proposed Future Land Use designation.

**Table 4 Estimated Water and Sewer Impact Analysis**

<b>Permitted Intensity</b>	<b>Maximum Permitted in Existing Land Use RL-1</b>	<b>Maximum Allowable in Proposed ROS</b>
<b>39+/-acres</b>	<b>39+/- acres x 5 du/ 1 ac = 195 du</b>	<b>39 +/- acres = 1,698,840 sq ft</b>
<b>1,698,840 sq ft</b>	<b>X 1 du/ 1 ac = 195 du</b>	<b>X 0.1 FAR = 169,884 sq ft</b>
<b>Potable Water Consumption</b>	<b>195 du X 360 GPD = 70,200 GPD</b>	<b>169,884 sq ft X .24 /sf = 40,772 GPD</b>
<b>Wastewater Generation</b>	<b>195 du X 270 GPD = 52,650 GPD</b>	<b>40,772 GPD X 80% = 32,618 GPD</b>

Source: Polk County Maximum Feasible Buildout Methodology; Single family residential 360 GPD for water and 270 GPD for wastewater; Dance Hall 0.24 FAR and 836 GPD for Water and 80% Wastewater

B. Available Capacity

The Polk County Southwest Regional service area provides water, reclaimed, and wastewater to this area. The nearest lines abut the property line. A 16” reclaimed, 16” wastewater, and 12” potable water line are available.

C. Planned Improvements

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

**Roadways/Transportation Network**

The proposed land use change is anticipated to generate less traffic than the current residential land use.

A. Estimated Demand

The subject site has a total area of 39± acres. The site is not generating many trips.

**Table 5 Estimated Transportation Impact Analysis**

Permitted Intensity	Maximum Permitted in Existing Land Use RL-1	Maximum Allowable in Proposed ROS
39 +/-acres	195 X 1 du/ 1ac = 195 du	39 +/- acres = 1,698,840 sq ft X 0.1 FAR = 169,884 sq ft
Average Annual	195 du X 7.81 AADT = 1,523 Trips (100% New Trips)	169,884 sq ft / 1,000 sf = 170 sq ft X 47.62 AADT (89% New Trips) = 7,200 Trips
PM Peak	195 du X 1.00 PM Peak (100% New Trips) = 195 Trips	170 sq ft X 11.12 PM Peak (89% New Trips) = 1,683 Trips

Source: Polk County Table 1 for Minor Traffic Study; Single-family detached; 7.81 AADT and 1.0 PM Peak Hour Daycare Center at 47.62 AADT and 11.12 PM Peak Hour

**B. Available Capacity**

Table 6 below displays the available capacity on the surrounding roadway network.

**Table 6 Roadway Link Concurrency**

Link #	Road Name	Current Level of Service (LOS)	Available Peak Hour Capacity	Minimum LOS Standard	5-Year Peak Hr. Projected LOS
4162E	CR 540A (Central Barn Rd)	C	746	D	C
4162W		C	703	D	C

Source: Polk County Transportation Planning Organization Roadway Network Database 2023

**C. Roadway Conditions**

CR 540A (Central Barn Rd), which runs west to east, is an Urban Collector roadway with 24 feet of pavement width. Level of Service is listed as a “C” and there is available road capacity.

**D. Sidewalk Network**

There are currently sidewalks along CR 540A both the north and south side of the road.

**E. Mass Transit**

The subject site is not a Citrus Connection service area.

## F. Planned Improvements

The subject site is located in the Transit Supportive Development Area. There are no planned improvements.

## 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.

### A. Surface Water

The elevation on the property starts on the west at 193 feet and slopes downward east to 140 feet.

### B. Wetlands/Floodplains

The subject site does contain wetlands and A flood zones.

### C. Soils:

According to the soil survey by the United States Department of Agriculture the subject site includes the soils listed in Table 7 below. 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.

**Table 7 Soils**

<b>Soil Name</b>	<b>Septic Tank Absorption Field Limitations</b>	<b>Limitations to Dwellings w/o Basements</b>	<b>% of Site (approximate)</b>
Samsula muck	Severe: ponding	Severe: ponding	30%
Hontoon muck	Severe: ponding	Severe: ponding	26.3%
Apopka fine sand	Slight	Slight	18.2%
Fort Meade sand	Severe: wetness	Severe: wetness	14.5%
Tavares fine sand	Moderate: wetness	Slight	7.5%
Ona-Ona	Severe: wetness	Severe: wetness	3.5%

Source: USDA Natural Resources Conservation Service 2024

#### D. Protected Species

According to Polk County Protected Species Observation Maps, the subject site is not located within a one-mile radius of endangered animals.

#### E. Archeological Resources

There are no known historical or archeological resources onsite according to the Secretary of State's Department of Historical Resources Florida Master Site File.

#### F. Wells (Public/Private)

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

#### G. Airports

The subject site is not located within an airport district.

#### **Economic Impact:**

The County's subject site is in a Residential Low Future Land Use designation. This County initiated CPA will change the land use to Recreation Open Space (ROS) for the site. ROS is a better land use for the site as it will be accessible to the public and will be managed for long-term recreation purposes.

#### **Consistency with the Comprehensive Plan and Land Development Code**

Displaying the correct land use is better for predictability which is more helpful for growth and economic development. The following policies in Table 8 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. 2.117 (A1-A4): Recreation Open Space
- POLICY 2. 104 (A1-A5): Transit Supportive Development Area

Table 8 Comprehensive Plan Policy

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 area surrounding the subject site is mostly comprised of single family residential. The site accesses an Urban Collector Road and will help conserve the land for recreation.</p>
<p>Policy 2.102-A2: Compatibility - Land shall be developed so that adjacent uses are compatible with each other, pursuant to the requirements of other Policies in this Future Land Use Element, so that one or more of the following provisions are accomplished:</p> <ul style="list-style-type: none"> <li>a. there have been provisions made which buffer incompatible uses from dissimilar uses;</li> <li>b. incompatible uses are made to be more compatible to each other through limiting the intensity and scale of the more intense use;</li> <li>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.</li> </ul>	<p>The Comprehensive Plan permits Recreation Open Space to be designated in the TSDA areas. Recreation and open space areas are primarily sites and facilities which are accessible to the general 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>Southwest Regional Utilities services the area. Police and Fire are both available, and zoned schools have capacity.</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 accesses CR 540A, an Urban Collector Road. Southwest Regional utilities does have capacity, the roads are sufficient, emergency services are available, and the schools have capacity. The subject site is not within the Citrus Connection service area.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>Policy 2.102-A10: Location Criteria - The following factors shall be taken into consideration when determining the appropriateness of establishing or expanding any land use or development area:</p> <ul style="list-style-type: none"> <li>a. nearness to incompatible land uses and future land uses, unless adequate buffering is provided;</li> <li>b. nearness to agriculture-production areas;</li> <li>c. distance from populated areas;</li> <li>d. economic issues, such as minimum population support and market-area radius (where applicable);</li> <li>e. adequacy of support facilities or adequacy of proposed facilities to be provided by the time of development, including, but are not limited to: <ul style="list-style-type: none"> <li>1. transportation facilities, including but not limited to mass transit, sidewalks, trails and bikeways;</li> <li>2. sanitary sewer and potable water service;</li> <li>3. storm-water management;</li> <li>4. solid waste collection and disposal;</li> <li>5. fire protection with adequate response times, properly trained personnel, and proper fire-fighting equipment;</li> <li>6. emergency medical service (EMS) provisions; and</li> <li>7. other public safety features such as law enforcement;</li> <li>8. schools and other educational facilities</li> <li>9. parks, open spaces, civic areas and other community facilities.</li> </ul> </li> </ul>	
<p>POLICY 2.104-A1: DESCRIPTION - Transit Supportive Development Areas shall meet the following criteria:</p> <ul style="list-style-type: none"> <li>a. be those areas where the availability of infrastructure and other community facilities and services, including, but not limited to mass transit</li> </ul>	<p>Recreation Open Space (ROS) is allowed in the TSDA. This is a County owned property. This site will be managed for long-term recreation purposes.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>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;</p> <p>b. be supported by existing or planned urban type services that are programmed or expected for the 10-year planning horizon;</p> <p>c. be designated as part of a coordinated land use and transportation strategy that supports the provision of improved and expanded transit services, as identified in the Transportation Planning Organization (TPO) 2060 Transportation Vision Plan and the connecting circulator routes, in order to increase mobility and travel options;</p> <p>d. include development criteria that:</p> <ol style="list-style-type: none"> <li>1. promote the development of walkable communities which include a balance between employment opportunities, mix of complementary uses and activities, and a range of housing opportunities;</li> <li>2. improve access to employment areas, schools, shopping and recreational opportunities;</li> </ol> <p><b>POLICY 2.104-A2: DESIGNATION AND MAPPING</b> - The Future Land Use Map Series shall designate and map TSDAs for those areas of the County meeting the general characteristics of this Section 2.104.</p> <p><b>POLICY 2.104-A3: LAND USE CATEGORIES</b> - The following land use categories shall be permitted within TSDAs, in accordance with applicable criteria</p> <p>a. <b>ACTIVITY CENTERS:</b> Regional Activity Centers, Community Activity Centers, Neighborhood Activity Centers, Convenience Centers, Tourism Commercial Centers, Employment Centers and High-Impact Commercial Centers.</p>	



Comprehensive Plan Policy	Consistency Analysis
<p>B. RESIDENTIAL: Residential-High, Residential-Medium, and Residential-Low Districts.</p> <p>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.  Note: Some land use categories are only allowed in adopted Selected Area Plans, special areas or neighborhood plans as specified in the definitions in Section 2.109.</p> <p>POLICY 2.104-A4: OVERLAY DISTRICTS - All overlay Districts shall be permitted within TSDAs and UGAs in accordance with applicable criteria.</p> <p>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:</p> <ul style="list-style-type: none"> <li>a. provide access to transit facilities;</li> <li>b. connect to centralized potable water and sanitary sewer systems;</li> <li>c. incorporate design features that promote healthy communities and green building practices, as established in Section 2.1251, Community Design, of this element;</li> <li>d. implement "Complete Street" and "Conservation Development" principles as established under Section 2.1251, Community Design, of this element;</li> <li>e. integrate pedestrian-oriented features, including sidewalks, trails or walkways into every development including appropriate pedestrian shelters or awnings;</li> <li>f. provide access to civic space, parks, green areas, and open space and other amenities;</li> </ul>	

Comprehensive Plan Policy	Consistency Analysis
<p>g. be supported by public safety (i.e., fire, EMS and law enforcement);</p> <p>h. have access to public schools;</p> <p>i. provide connectivity with adjacent uses within the TSDA, and facilitate connectivity between the TSDA and other urban centers and the rural development areas.</p> <p>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.</p>	
<p>POLICY 2.117-A1: CHARACTERISTICS - Recreation and open space areas are primarily sites and facilities which are accessible to the general public, and which are oriented toward providing recreation services for the resident and the short and long-term visitor to Polk County. A recreational activity included within recreation and open space areas may be motorized, allow for the discharge of firearms, accommodate nighttime use, and produce large crowds at events. Retail sales are limited to concessions at events or to enhance the quality of the recreation experience onsite unless combined with commercially designated lands.</p> <p>POLICY 2.117-A2: DESIGNATION AND MAPPING - Recreation and open space areas shall be designated and mapped on the Future Land Use Map Series as "Recreation and Open Space" (ROS) and shall include all existing publicly accessible recreation and open space areas.</p> <p>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:</p>	<p>The County owns the parcel. The site may be accessible to the public in the future. This is located in the TSDA and be oriented towards being managed for long-term recreation purposes.</p>

Comprehensive Plan Policy	Consistency Analysis
<p>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);</p> <p>b. satisfying resident and seasonal visitor/tourist recreation demand;</p> <p>c. impacts of the proposed uses on public facilities and services;</p> <p>d. vehicle access relative to the size and planned intensity of a proposed ROS district;</p> <p>e. distance to lake and river access, greenways, bicycle, pedestrian, and fixed route transit facilities, both existing and planned; and,</p> <p>f. the locational criteria enumerated in Policy 2.102-A9 and Policy 2.102-A10.</p> <p><b>POLICY 2.117-A4: DEVELOPMENT CRITERIA -</b> Recreation and Open Space development shall conform to the following criteria:</p> <p>a. provide for adequate parking to meet the present and future demands of the use;</p> <p>b. provide buffering, screening or setbacks where the effects of lighting, noise, odors, and other such factors may adversely affect adjacent land uses. Parking lots, dumpsters, utilities and air handling units, signage, etc. are examples of activities that may require special buffering, screening or setbacks provision; and</p> <p>c. incorporate water and energy conserving techniques.d.in the Rural Special Protection Area of the Green Swamp Area of Critical State Concern Recreation and Open Space may not include the following:</p> <p>1. Motorized Recreation except when providing access for disabled persons and boat access for non-competitive recreation;</p> <p>2. Recreation activities that produce large crowds (more than 250 people); or,</p> <p>3. Facilities with lighting that accommodates nighttime use.</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 9 (below) depicts the Urban Sprawl Criteria used by staff as indicators of Urban Sprawl.

<b>Table 9 Urban Sprawl Criteria</b>	
<b>Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes</b>	
<b>Urban Sprawl Criteria</b>	<b>Where sections referenced in this report</b>
<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

<b>Table 9 Urban Sprawl Criteria</b>	
<b>Urban Sprawl Criteria: The following criteria are the primary indicators of urban sprawl per Florida Statutes</b>	
<b>Urban Sprawl Criteria</b>	<b>Where sections referenced in this report</b>
<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

**Attachments:** Exhibit 1: Location Map

Exhibit 2: Aerial Map 2023 (Context)

Exhibit 3: Aerial Map 2023 (Close Up)

Exhibit 4: Current Future Land Use Map

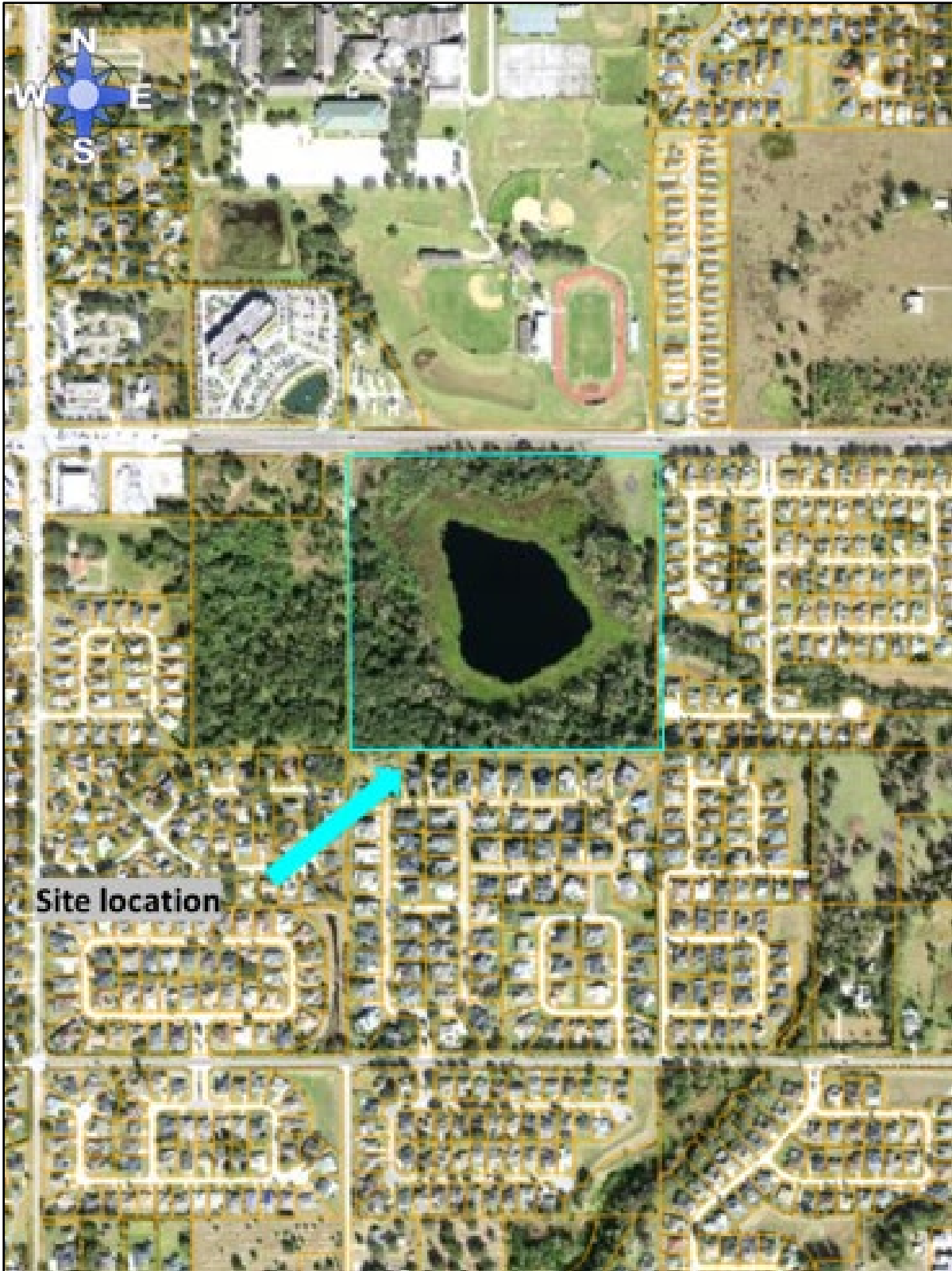
Exhibit 5: Proposed Future Land Use Map

Exhibit 6: List of Permitted and Conditional Uses for Recreation Open Space

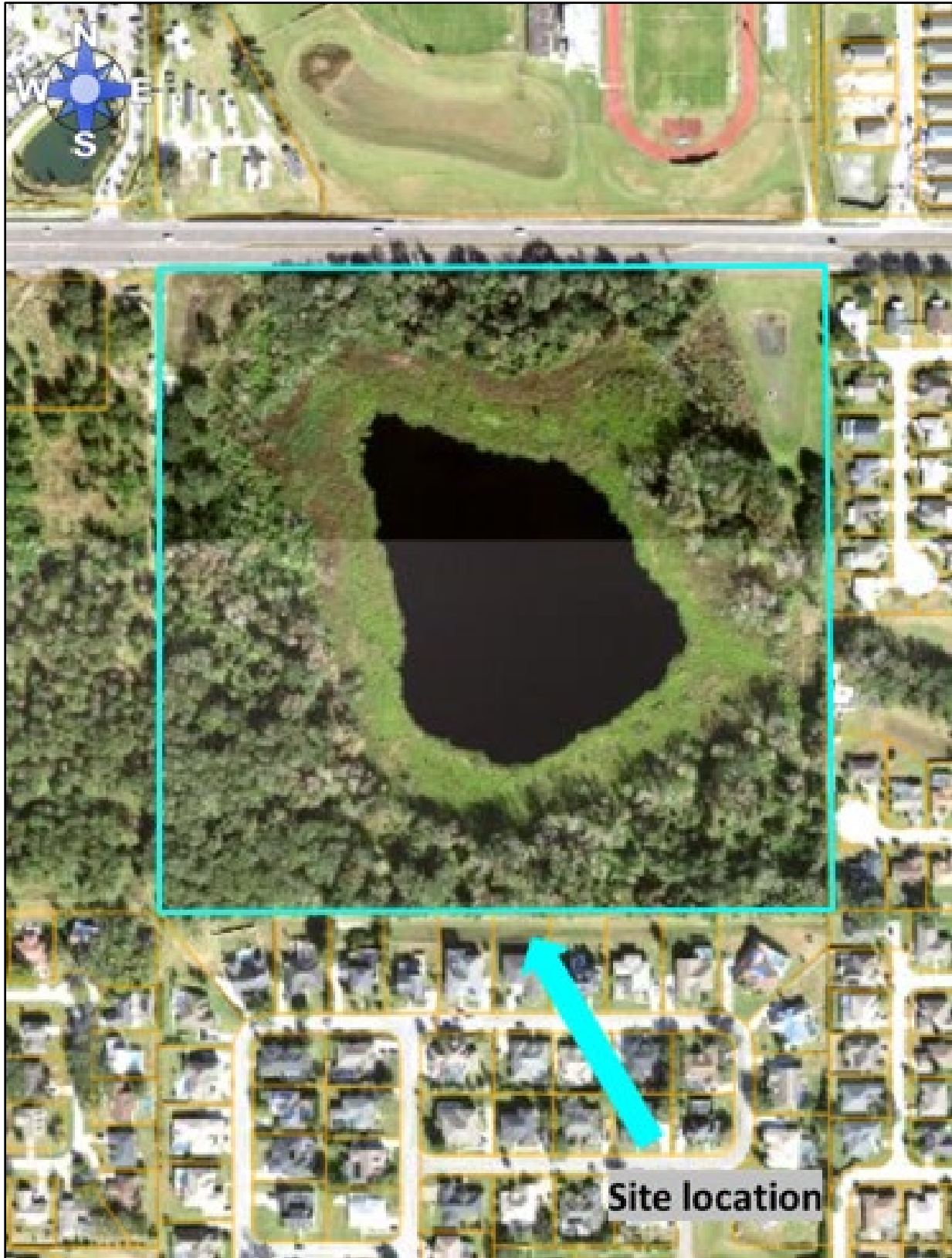
Exhibit 7: List of Permitted and Conditional Uses for Residential Low



# LOCATION MAP

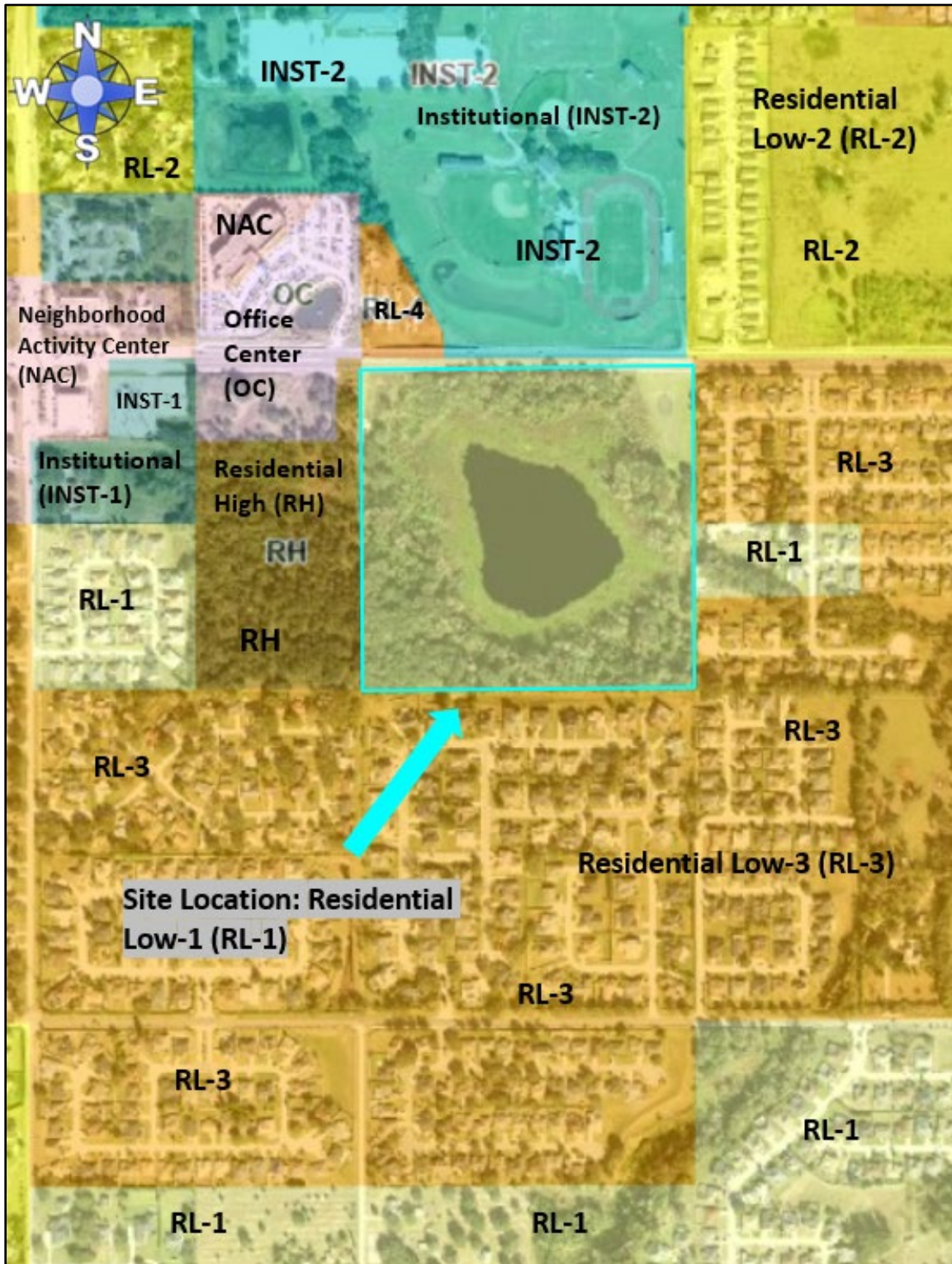


## AERIAL MAP (CONTEXT)



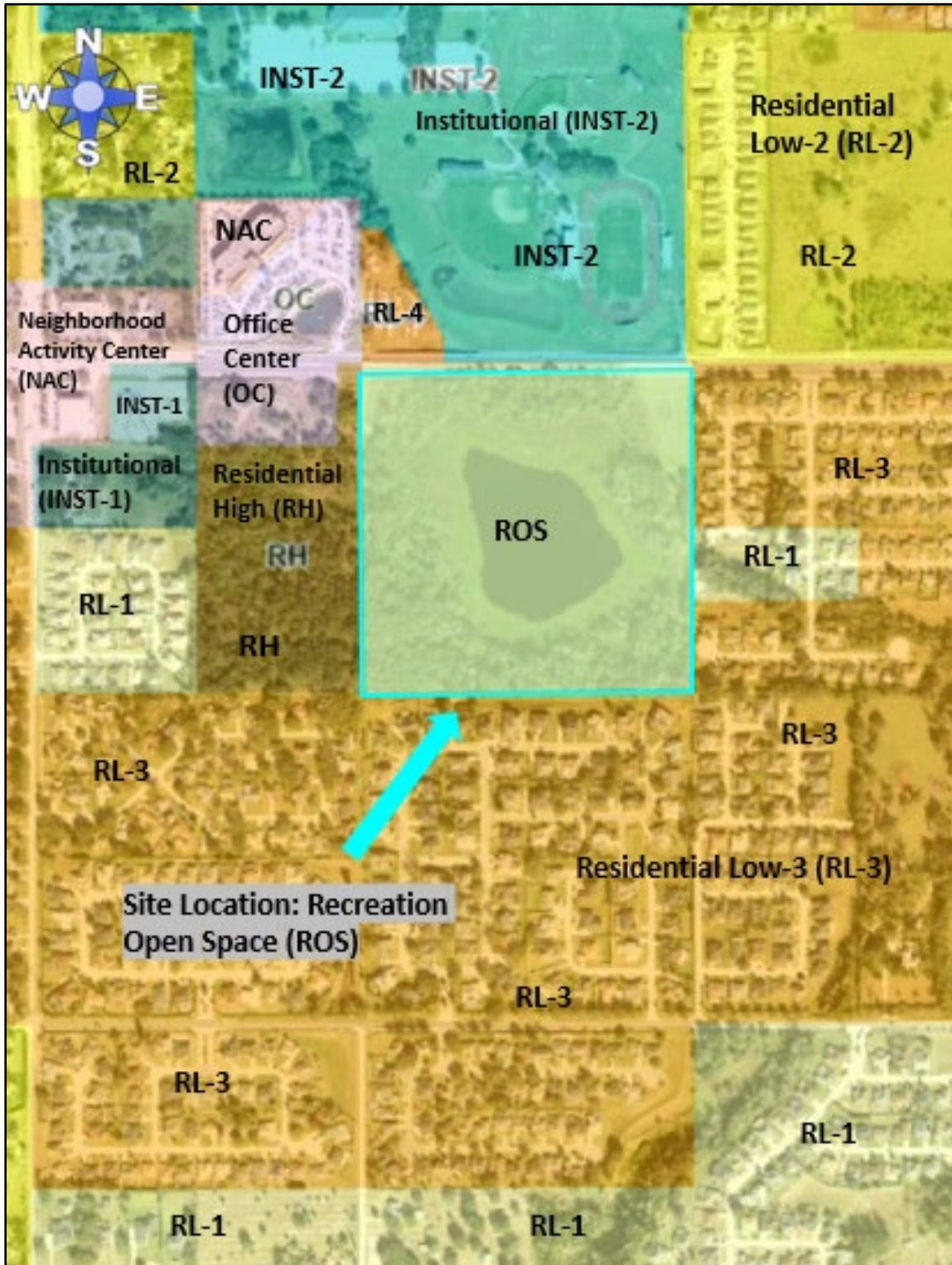
## AERIAL MAP (CLOSE UP)





# CURRENT FUTURE LAND USE

## Residential Low (RL-1)



# PROPOSED FUTURE LAND USE

## Recreation Open Space (ROS)

FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
ROS	<b>Farming General, Lodges and Retreats, School Leisure/Special Interest, Utilities Class I, Utilities Class II</b>	<b>Recreational camping, Community Center, Cultural Facility, Golf Course, Helistops, Recreation Passive, Recreation High Intensity, Recreation Low- Intensity, Recreation Vehicle Oriented, Religious Institution, Riding Academies</b>	<b>Planned Development, Communication Towers Guyed and Lattice, Communication Tower Monopole, Government Facility, Mining non-phosphate, Outdoor Concert Venue, Utilities Class III, Water Ski Schools</b>

**LIST OF PERMITTED AND  
CONDITIONAL USES IN RECREATION  
OPEN SPACE (ROS)**

FLU	PERMITTED (By Right)	CONDITIONAL USE Level 1 or 2 Review (Technical Staff Review)	CONDITIONAL USE Level 3 or 4 Review (Public Hearing)
RL-1	<p>Single-family Detached Home &amp; Subdivision, Farming General, Utilities, Class I</p>	<p>Group Home, Small (6 or less residents), Mobile Homes, Individual, Residential Infill Development, Animal Farm, Intensive, Emergency Shelter, Small (6 or less residents), Golf Course, Livestock Sale, Auction, Nurseries and Greenhouses, Recreation, Passive, Recreation, Low-Intensity, School, Elementary, School, Middle, Utilities, Class II,</p>	<p>Duplex Two-family Attached, Group Living Facility (15 or more residents), Mobile Home Park, Mobile Home Subdivision, Multi-family, Short-Term Rental Unit, Planned Development, Residentially Based Mixed Development (RBMD), Transitional Area Development, Adult Day Care Center (7 or more clients), Agricultural Support, Off-Site, Bed and Breakfast, Childcare Center, Communication Towers, Guyed and Lattice, Communication Tower, Monopole, Community Center, Cultural Facility, Emergency Shelter, Large (15 or more residents), Government Facility Helistops, Mining, Non-phosphate, Recreation, High Intensity, Recreation, Vehicle Oriented Religious Institution, Riding Academies, School, High, School, Leisure/Special Interest, Transitional Area Development, Utilities, Class III,</p>

## LIST OF PERMITTED AND CONDITIONAL USES IN PRESIDENTIAL LOW (RL-1)